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## ***“Canadian Sport Policy (2012) Formative Evaluation and Thematic Review of Physical Literacy and LTAD***

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### **Final Report**

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## Executive Summary

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The Formative Evaluation of the 2012 Canadian Sport Policy and Thematic Review of Physical Literacy and Long-Term Athlete Development (LTAD) was undertaken under the guidance of the Policy Implementation and Monitoring Working Group (PIM). A Performance Measurement Strategy, completed by PIM in 2014, included a matrix of results/outcomes and performance indicators. This matrix provided the direction for the data collection and analysis that were conducted within the context of these overall questions:

For the Formative Evaluation:

1. What progress has been made in implementing the CSP, overall and specifically on its goals and objectives?
2. What have been the lessons learned to date (including barriers and gaps)?
3. What are the opportunities and priorities for enhancing the impact of the CSP going forward?

For the Thematic Review of Physical literacy and LTAD:

1. What has been done by the stakeholders in the Canadian sport system to change policies and programs in ways consistent with Physical Literacy and LTAD principles?
2. What are lessons learned to date?
3. What are opportunities and priorities for enhancing the impact of Physical Literacy and LTAD initiatives?

There were seven data sources: a document review; review of databases and existing surveys; online surveys of National Sport Organizations (NSOs), Multisport Service Organizations (MSOs), Provincial/Territorial Sport Organizations (P/TSOs) and Local Sport Organizations (LSOs); online consultation with provincial/territorial (P/T) governments; review of existing government public opinion research; almost 50 key informant interviews; and a panel of experts who reviewed working papers and the preliminary findings and conclusions.

Findings are organized by CSP goal and the Results/Outcomes from the aforementioned matrix and in the Thematic Review, according to the questions in the Terms of Reference.

## *Progress on Implementation of the CSP*

Overall, progress has been good on implementing initiatives related to the goals and objectives of the CSP. There has been moderate to intermediate progress within the Competitive and Recreational Sport goals (in terms of achieving some of the objectives) and less (although still some) progress in the Introduction to Sport goal. Highlights of the findings from each of the first three goals of the CSP are provided below. There was only a minimal review of the High Performance Sport goal and no review of the Sport for Development goal in the Formative Evaluation (FE).

### *Goal #1: Introduction to Sport*

Generally, Canadians have a positive view of sport, feeling that participation in sport is beneficial and provides fun, recreation, relaxation, physical fitness and health. This perception is reflected in actions by children and youth where participation rates in sport and physical activity are high (75% - 77%). However, the number of children and youth who get enough daily “heart-pumping activity” to benefit their overall health is very low at around 9%.

Most mothers are aware that unstructured play is an effective way for children to be physically active. Likewise, a majority of mothers feel that they can encourage their children to participate in physical activity, without infringing on the child’s time spent doing things with the family, doing the things s/he wants to do or by limiting screen time.

A recent study of over 8,000 children showed that just under half of Canadian children aged 8 to 12 met or exceeded the minimum level recommended for overall physical literacy. Interestingly, there were disparities in the numbers of children who achieved the component parts of physical literacy—competence, confidence, motivation and knowledge. That is, while almost two-thirds of children demonstrated knowledge and understanding of physical literacy, under a third had the competence to complete the physical activity tasks, and just over a third showed that they had the confidence and motivation to complete the tasks..

Parents are a significant influencer of sport participation, especially if they participate with their children. But there are barriers to participation in sport that include the cost of fees and equipment, and lack of interest in sport by the children. Key informants advised that children and youth who could not demonstrate physical literacy are much more likely to avoid physical activity and sport participation.

Participation by persons from traditionally under-represented groups was assessed based on the bilateral agreements between Sport Canada and the P/T governments and the document review. From documents, we learned that a strong majority of new citizens (who had been in Canada three to five years) feel more connected to their

community watching their children play a sport or volunteering with the team. Likewise, over two-thirds of new citizens who play sports within the first three years in Canada believe that it helps them learn about Canadian culture. From another study, we learned that participation rates have increased slightly for recent immigrants, however, established immigrants (people who moved to Canada before 1991) showed the same trend of a declining sport participation rate as the Canadian-born population.

The bilateral agreements had two purposes: One was to strengthen physical literacy by developing fundamental movement and sport skills of children and youth. The other was to provide opportunities for persons from under-represented or marginalized populations to participate actively in sport roles such as athletes, coaches, officials and volunteers. In 2013-14, there were 1.15 million registrations for children and youth who participated in programs under the bilateral agreements, plus an additional 160,400 registrations by participants from the following under-represented groups: girls and women, Aboriginal groups, and persons with a disability.

The bilateral agreements did not focus on participants from ethnic minorities or from low income households. A report by Statistics Canada showed that there is a strong relationship between household income and the sport participation rate, with higher income households being up to four times more likely to participate in sport than households in the lowest income category.

Progress appears to be made on implementing LTAD in Introduction to Sport programs, according to the survey of sport organizations. Generally, NSOs reported alignment among P/TSOs, who in turn reported that alignment within LSOs was in place. Municipalities and NGOs in the Thematic Review also reported in interviews that LSOs are implementing developmentally appropriate sport. A number of organizations have also introduced quality programming by adhering to standards programs such HIGH FIVE<sup>1</sup>.

Appropriate places for children and youth to engage in unstructured play and unorganized sport appear to exist in sufficient quantity (CFLRI surveys of schools and municipalities), but information is not adequate to determine whether these spaces are available when children and youth want to use them, what condition they are in, or how close they are to the homes of children and youth and therefore how accessible they are. While about half the P/Ts reported having a DPA policy in place, it appears that QDPA is not being implemented at the classroom level by teachers who may be unfamiliar with or uncomfortable with physical activity instruction.

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<sup>1</sup> HIGH FIVE<sup>®</sup>, a program of Parks and Recreation Ontario delivered nationally, describes itself as Canada's quality standard for children's recreation and sport that helps organizations enhance program quality and provide positive experiences for children.

## *Goal #2: Recreational Sport*

The overall participation rate for adults (15 year olds and over) appears to have leveled off at 26%, which is down from a high of 42% in 1992. Slightly more men than women participate in sport, and men spend longer participating than do women.

At the community level, about two-thirds of adult sport participants aged 15 -19 have a coach, compared with about 20% for the remainder of the adult population. Work is underway to address ethics in coaching as the NCCP now requires that any new coach trainee complete successfully the Make Ethical Decisions training to achieve certification. In the past two years, 20,000 coaches in Canada have completed this training.

In terms of providing support to community organizations on the delivery of recreational sport programs, almost all NSOs, MSOs, and P/TSOs have developed training materials and resources and have delivered these materials and resources to coaches, officials and others. These training opportunities are being provided at the community level by all deliverers, including training with schools.

Most municipalities are partnering with not-for-profits, schools and P/T governments in the development of facilities so that there are opportunities for recreational sport. Most also reported that they have shared-use agreements with school boards and community sport and physical activity organizations.

Collaboration on LTAD alignment is taking place between NSOs and P/TSOs within sports, but could improve. Sport organizations reported in interviews that there is much less collaboration with the education system to deliver recreational sport, but this was not corroborated in the surveys, where about half of the NSO/MSOs and P/TSOs had partnerships with schools to deliver LTAD-stage and age appropriate recreational programs.

## *Goal #3: Competitive Sport*

All NSOs and almost all MSOs and P/TSOs reported in the survey that they had incorporated the principles of LTAD and Physical Literacy into their organizations in several ways.

At the competitive sport level, an emphasis is placed on adherence to codes of ethics and codes of conduct. Progress is being made on education with respect to codes of ethics and conduct, with a majority of national level organizations and almost half of provincial/territorial level organizations delivering workshops on this topic. By requiring that Make Ethical Decisions is part of the certification process for new NCCP programs, the extent of adherence to such codes should grow with time.

Competitive sport programming for the under-represented groups of girls and women, people with a disability and athletes from low-income households, is being offered by most P/TSOs.

Key informants in national level sport organizations reported that the extent to which P/TSOs are implementing developmentally appropriate programs varies across the country, with the capacity of the P/TSO, where some P/TSOs are doing well, whereas others are “floundering”. However, implementation is indeed happening, and examples were provided by respondents. LSOs were generally complimentary of their P/TSOs’ leadership and support.

### *Lessons learned*

Gaps and barriers to implementation of initiatives related to the objectives of the CSP are very similar to those identified for implementation of physical literacy and LTAD. The majority of the lessons learned to date revolve around data gaps that affected both the Formative Evaluation and are likely to affect the Summative Evaluation. That is, while for many results/outcomes, data collection mechanisms are in place, there are other results/outcomes for which data collection mechanisms that are not in place, or do not address the target groups outlined in the performance indicators in the F-P/T Prioritized Matrix (for example, leaders, educators, under-represented groups, schools, municipalities, athletes), or the data are collected too infrequently.

An example of infrequent data collection is the General Social Survey (time use component) by Statistics Canada that provides information on levels of sport and physical activity participation by the general population. The most recent survey was conducted in 2010, two years prior to the endorsement of the CSP, and the next iteration of the GSS will take place in 2016 with the scheduled release of the results in Fall 2017. A new Sport Participation Module also will be included in another Statistics Canada survey in 2017, with the results likely to be released in 2018.

When data are not collected, then it is difficult, if not impossible, to determine the extent of the impact of programs designed to achieve the goals and objectives of the CSP. We have reviewed all the performance indicators in the F-P/T Prioritized Matrix and provided comments on the data availability and quality, need for new data collection to address the outcomes and indicators (low, moderate, high), and suggestions for the Summative Evaluation. We have also made a recommendation that certain data be collected to support an effective Summative Evaluation.

The challenges faced by P/TSOs in aligning with their NSO and implementing LTAD, particularly a shortage of human resources/staff and money/funding, show a similar profile as in 2009. Capacity, as described above, remains a challenge. In particular, key informants at all levels reported on the volunteer nature of the sport system as

being a potential barrier to effective implementation of programs related to the CSP. We have made recommendations as to how volunteers can be better supported.

### *Opportunities for Enhancing the Impact of the CSP*

We have made recommendations about opportunities to enhance the impact of the CSP, included in Section 6.0: Conclusions and Recommendations. These recommendations address alignment within and between governments; clarifying definitions of physical literacy and long-term athlete development; developing and delivering public education resource materials on physical literacy and LTAD for parents and volunteers to enhance the impact at the Introduction to Sport level; investing in data collection to measure impacts at the Summative Evaluation; building alliances with the health and education sectors to promote DPA delivery in the classroom; and ways to assist volunteers in the delivery of community sport.

## Thematic Review

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### *Progress on implementation of Physical Literacy and LTAD*

Almost everyone interviewed or surveyed in this study was aware, and had knowledge of physical literacy and in the case of sport organizations, LTAD. Not only are respondents aware, sport organization respondents believe in the principles of physical literacy and LTAD. P/TSOs and LSOs are more aware of, have an increased understanding of, and are interested in learning more about LTAD, than physical literacy; understanding of physical literacy has grown over the past three years, although there is less understanding at the LSO level.

All sport organizations are better able to define, and explain the principles of, LTAD than physical literacy, although the grasp of principles tended to be limited to knowing that there were LTAD principles, and where to find them, as opposed to identifying all of them.

While the key informants were all supportive, organizational support for both physical literacy and LTAD declined the closer the enquiry was to the community level. Key informants explained that at the community level, volunteers, parents and coaches are more resistant, especially if they had played the sport themselves when they were younger or had some prior training (for coaches), or had been paid as a coach over a number of years (“old coaches”).

A substantial number of NSOs/MSOs and P/TSOs have made changes to their policies or had created positions to support the implementation of LTAD and/or physical literacy. About two-thirds of LSOs reported that they too had made changes in policies and programs to incorporate the principles of physical literacy and LTAD. The systems of

competition had been changed in many sport organizations, again more so at the national and provincial/territorial level than the local level. The greatest challenge at all levels was in implementation of the stage versus age LTAD principle.

The impacts of physical literacy and LTAD-based programs was rated as positive by significant numbers of sport organizations at all three levels. Types of impacts included: the provision of a structured pathway, increased membership numbers and athlete retention, and increased enjoyment and fun for all sport organization participants.

### *Lessons learned*

Gaps and barriers to effective implementation of physical literacy and LTAD are: lack of sport system capacity (at all levels); lack of resources for training, staffing and materials development (which may be interpreted as lack of capacity); the volunteer nature of the sport system, entailing high turnover and the potential for conflicts of interest especially for parent-coaches; lack of parental knowledge, parental attitudes and expectations; lack of physical education in schools, and the gaps between schools, municipalities and community sport. Other barriers include: risk aversion in the school environment (safety and liability concerns); lack of an easy-to-understand definition of physical literacy, and lack of commitment from all sectors (sport, physical activity and recreation, health and education).

Many enablers were reported: enhanced communications; parents who are aware, supportive, educated and who look for quality in programs; resources to train coaches/teachers, hire staff, market sport organizations' programs; access to facilities, adequate space and equipment; alignment between schools and P/TSOs; partners willing to implement; and national leadership.

### *Opportunities for Enhancing Impact of Physical Literacy and LTAD*

Sport organization key informants identified communication and knowledge transfer within sports across different levels, alignment within sports and additional resources to effect these changes, as areas where efforts should be focused to maximize the impact of physical literacy and LTAD initiatives. Sport organizations, NGOs and municipalities all agreed that education and awareness for staff, coaches and parents, should be a focus.

School respondents identified training on physical literacy for Early Childhood Educators, teachers, teachers-in-training, administrators and senior decision-makers as priorities to enhance impacts.

Sport organizations would like governments to define a unifying policy vision on physical literacy for the sport, recreation, physical activity, health and education

sectors, and to put programs and funding behind that vision by providing resources for effective implementation; a public education or social marketing campaign targeting parents; and providing funding for community sport and recreation infrastructure to meet communities' needs.

Schools would like the education departments of governments to train teachers on how to teach physical literacy and hold them accountable for delivering the PE curriculum and DPA; provide adequate space and equipment; and work with the sport and health sectors.

NGOs reported that governments should focus efforts on training in the sport and recreation sectors; on clarifying the intersection among the three national policy/framework documents in sport, recreation, physical activity (a view shared with municipalities); and develop and support a public education or social marketing campaign aimed at parents.

Municipalities urged governments to support training and education, and develop a strong partnership and common messaging between public health and sport (PHAC and Sport Canada).

## List of Acronyms

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AHKC - Active Healthy Kids Canada  
CAC - Coaching Association of Canada  
CANPLAY - Canada's Physical activity Levels Among Youth  
CAPL - Canadian Assessment of Physical Literacy  
CCES - Canadian Centre for Ethics in Sport  
CFLRI - Canadian Fitness and Lifestyle Research Institute  
CHEO-HALO - Children's Hospital of Eastern Ontario - Healthy Active Living and Obesity  
CIRC - Canadian Infrastructure Report Card  
COC - Canadian Olympic Committee  
CPRA - Canadian Parks and Recreation Association  
CS4L/LTAD - Canadian Sport for Life / Long-Term Athlete Development  
CSP - Canadian Sport Policy (2012)  
DPA - Daily Physical Activity  
DPE - Daily Physical Education  
FE - Formative Evaluation  
F-P/T - Federal-Provincial/Territorial  
FPTSC - Federal-Provincial/Territorial Sport Committee  
GSS - General Social Survey  
HIGH FIVE - is not an acronym  
LSOs - Local Sport Organizations  
LTAD - Long-Term Athlete Development  
MED - Make Ethical Decisions  
MSO - Multisport Service Organization  
NCAA - National College Athletics Association  
NCCP - National Coaching Certification Program  
NGO - Non-Governmental Organization  
NSF - National Sport Federation  
NSO - National Sport Organization  
P/T - Provincial/Territorial  
P/TSO - Provincial/Territorial Sport Organization  
PASM - Physical Activity and Sport Monitor  
PE - Physical Education  
PHAC - Public Health Agency of Canada  
PHE Canada - Physical and Health Education Canada  
PIM - Policy Implementation Monitoring Work Group  
PMS Performance Management Strategy  
POR - Public Opinion Research  
PRG - Policy Research Group  
PSO - Province Sport Organization  
QDPA - Quality Daily Physical Activity  
QDPE - Quality Daily Physical Education  
S4L - Sport for Life  
SE - Summative Evaluation  
SPARC - Sport, Physical Activity and Recreation Committee  
TOR - Terms of Reference  
TSGi - The Sutcliffe Group Incorporated

# 1.0 Introduction

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The Canadian Sport Policy (CSP) 2012 - 2022 was endorsed by the federal government and 13 provincial and territorial governments in 2012.

The Policy sets a 10-year vision for sport in Canada and proposes to accomplish this vision through increasing the number and diversity of Canadians participating in the four contexts of sport participation, each of which constitutes a policy goal: 1) Introduction to Sport, 2) Recreational Sport, 3) Competitive Sport, 4) High Performance Sport, and the fifth goal, Sport for Development.

A Policy Implementation and Monitoring Work Group (PIM), reporting to the F-P/T Sport Committee (FPTSC), supervised the development of a Performance Measurement and Evaluation Strategy (PMS) in 2014, which called for a Formative Evaluation of the Canadian Sport Policy (2012) implementation in the 2015-16 time frame. The F-P/T governments also agreed to conduct a Thematic Review of Physical Literacy and Long-Term Athlete Development (LTAD) at the same time, recognizing the crosscutting nature of these two concepts within the Policy and their effect on policy implementation.

The following describes the findings from the formative evaluation of the Canadian Sport Policy based on the 2014 PMS, and Thematic Review of Physical Literacy and Long-Term Athlete Development based on the Terms of Reference (TOR) for the Thematic Review<sup>2</sup>.

## 1.1 Purpose of the Project

The project had two purposes: first, in the formative evaluation, the purpose was to answer the following questions from the PMS: “What progress has been made in implementing the CSP?... What have been the lessons learned to date (including best practices, challenges and gaps)?...[and] What are the opportunities and priorities for enhancing the impact of the CSP ... going forward?”

Second, in the Thematic Review of Physical Literacy and LTAD, the purpose was to examine in depth the extent to which a select group of program deliverers/stakeholders had aligned their policies and programs with the concepts of physical literacy and LTAD, lessons learned to date, and recommendations to inform future governmental investment in physical literacy and LTAD. Program deliverers in this context included sport organizations at all three levels (national,

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<sup>2</sup> Terms of Reference Thematic Review of Physical Literacy (PL) and Long-Term Athlete Development (LTAD) <http://sirc.ca/csp2012> Accessed September 2015

provincial/territorial and local), schools, municipalities and non-governmental organizations.

## **1.2 Background and Context**

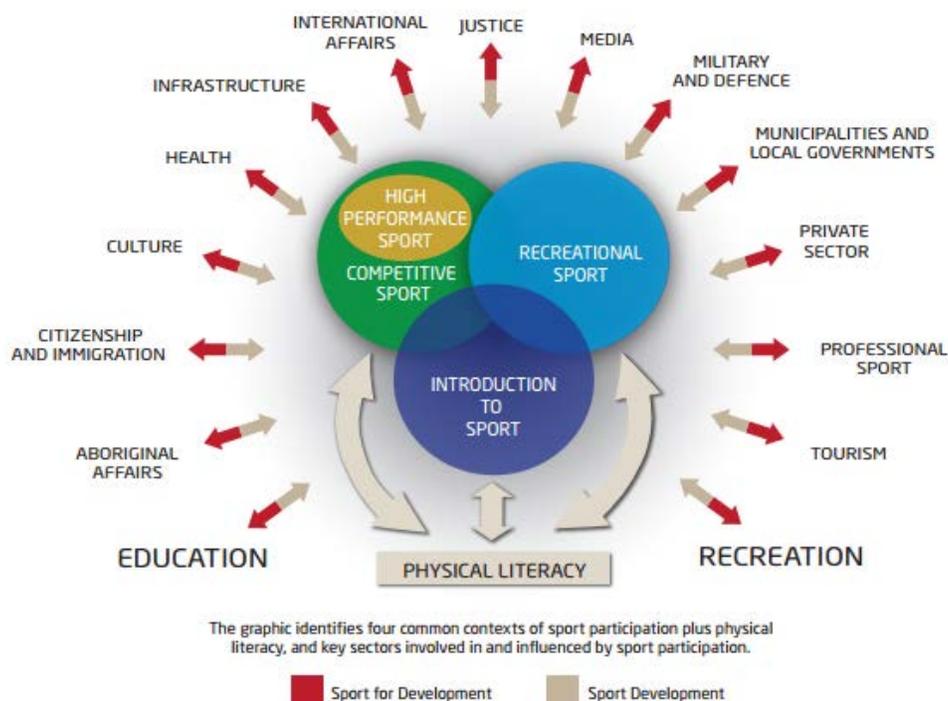
The consultation process that culminated in the CSP (2012) reflected a level of engagement and understanding by the sport community and stakeholders in other fields such as recreation, education, social development, and public policy, of the impact and implications of a Pan-Canadian policy, that was not reflected in the first Canadian Sport Policy's consultation process.

Additionally, in the policy renewal process, the concept of sport for development was considered seriously as a policy goal. That is, the linkage between sport and human or community and economic development was recognized. The sport for development concept describes the contributions that sport can make to human, economic, social and other development. It also shows the ways that sport can be used for development, as a catalyst for social change, relying on the instrumental use of sport to improve the lives of individuals and their communities.

The CSP (2012) includes a visual depiction of the policy framework, (model, shown in Figure 1) that shows the interrelationship (interdependence and complementarity) among the four sport contexts—Introduction to Sport, Recreational Sport and Competitive Sport, and situates High Performance Sport within Competitive Sport.

Underpinning the entire structure is physical literacy, showing how physical literacy supports and contributes to four of the five sport contexts.

Figure 1 - Canadian Sport Policy model



Sport for development and its contributions to the building of social capital, social cohesion and community building is reflected in the “halo” of other policy areas and sectors that surround the four interlocking sport contexts. These include first and foremost, education and recreation, but also, aboriginal affairs, citizenship and immigration, culture, tourism, health, infrastructure, international affairs, justice, military and defence, municipalities and local government, media, the private sector and professional sport.

Education and recreation have primacy of place in the halo in the model, in recognition of the critical role that both education (during the school day) and recreation (outside of school hours) plays in providing opportunities for children and youth to develop physical literacy, to learn sport skills and participate in sport. In this evaluation and thematic review, the roles of education and recreation in contributing to sport development, have been explored in more detail.

The structure of the policy includes a vision statement, seven values (fun, safety, excellence, commitment, personal development, inclusion and accessibility, and respect, fair play and ethical behaviour), seven principles of quality sport (that it is values based, inclusive, technically sound, collaborative, intentional, effective and

sustainable), and five policy goals reflecting the four sport contexts and sport for development.

CSP 2012 makes specific reference to broader stakeholder engagement, linkages and partnerships with other sectors and with NGOs that will be, if effectively undertaken, “one of the single most critical indicators of the Policy’s success”.<sup>3</sup> This project explored indications of the extent to which the Policy is achieving this type of engagement, linkages and partnerships.

As outlined in the CSP, the policy was designed as a “roadmap” that establishes direction and desired outcomes. It was intended to provide the flexibility for governments and NGOs to contribute to goals consistent with the core mandates and policy priorities in their jurisdictions. Implementation of the policy was to be through complementary action plans developed by governments individually and collectively, bi-laterally and multi-laterally, and by non-government organizations (NGOs) in the sport and related sectors. CSP 2012 also contains a commitment to monitoring and evaluation and built on a logic model that is included in the Policy.

As also noted in the CSP, the policy is to be interpreted in respect of the jurisdiction of each government. Nothing should be interpreted in such a way as to override the jurisdiction of the respective governments. Furthermore, each government will determine which of the goals and objectives of the Policy they plan to pursue, taking into account their relevance to jurisdictional mandate and priorities.<sup>4</sup>

The F-P/T Priorities for Collaborative Action (2012-2017) represent F-P/T governments’ joint action plan to implement the CSP. Ministers approved priorities related to the following topics for the period 2012 to 2017:

- Under-represented and marginalized populations, Canadians who experience economic disadvantage, Aboriginal populations
- Development of data collection methodology to identify infrastructure priorities
- Clarifying roles and responsibilities in high performance sport
- Completing implementation of the International Event Hosting Framework
- Safety and anti-harassment initiatives
- Enhancing sport system capacity
- Canadian Sport for Life (CS4L) implementation in sport and related sectors
- Engaging NGOs in CSP 2012 implementation

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<sup>3</sup> Sport Canada (2012) Canadian Sport Policy. <http://canada.pch.gc.ca/eng/1414151906468#a2> p. 16 Accessed May 2015.

<sup>4</sup> CSP 2012 (2012). [http://sirc.ca/sites/default/files/content/docs/pdf/csp2012\\_en.pdf](http://sirc.ca/sites/default/files/content/docs/pdf/csp2012_en.pdf) Accessed May 2016.

- Aligning and collaborating with Active Canada 20/20<sup>5</sup> and the Framework for Recreation in Canada<sup>6</sup>

The logic model in the Policy became the basis for the Performance Measurement and Evaluation Strategy that was developed by PIM.

PIM observed that the Policy's logic model immediate and ultimate outcomes were general and lacked definition. As well, it was unclear whether the sum of the F-P/T and NGO inputs/activities/outputs would lead to the immediate and ultimate outcomes. PIM developed a more detailed performance management and evaluation strategy with performance indicators.

After an initial draft of the PMS by PIM, the Intersol Group (consulting firm) was contracted to complete the PMS and lead a consultation with sector experts to develop performance indicators. The consultants delivered a Performance Measurement and Evaluation Strategy in November 2014 that included an annex of performance indicators. An FPTSC sub-group was struck to review these and create a list of prioritized indicators, which became the *F-P/T Prioritized Matrix*. The prioritized matrix (Appendix A) was, in turn, the template for the work of this formative evaluation.

In January 2015, PIM met to review a Terms of Reference for the Thematic Review of Physical Literacy and LTAD. The concept of stakeholder belief in the principles of Physical Literacy and LTAD was included in the questions for key informant interviews, to distinguish between support in theory and actual support as demonstrated by programming decisions.

### **1.2.1 Evaluation and reporting over the duration of the Policy**

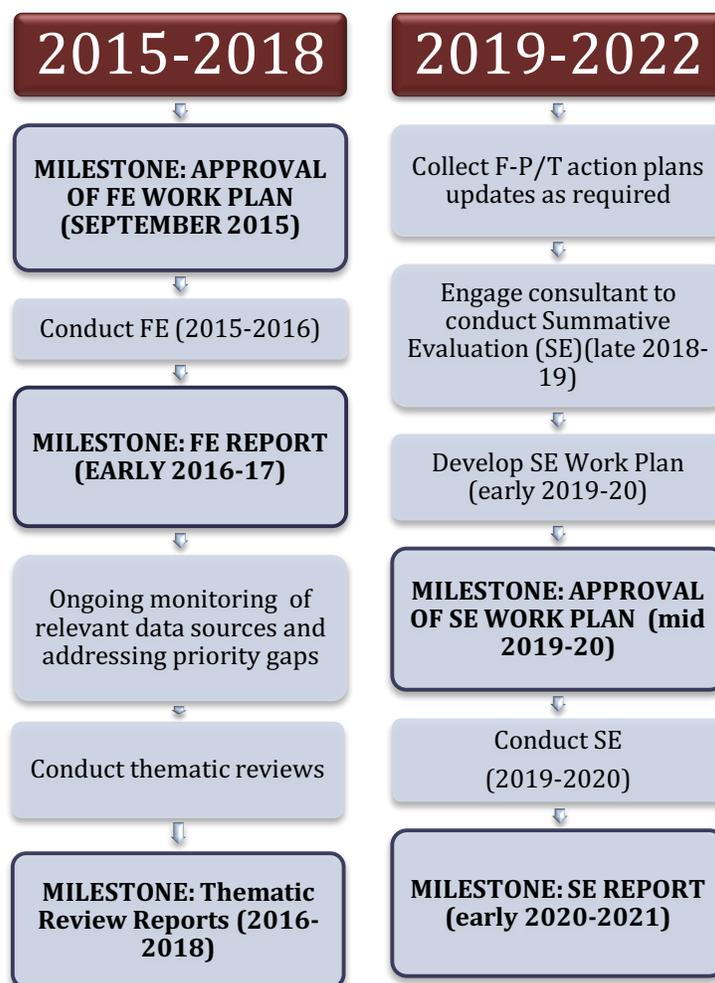
The following is an adaptation of the Canadian Sport Policy Monitoring and Evaluation Critical Path from Intersol's Performance Measurement and Evaluation Strategy, showing the timing of the Formative Evaluation, Thematic Review reports and Summative Evaluation.

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<sup>5</sup> Advisory Groups of ParticipACTION (2012) Active Canada 20/20: A Physical Activity Strategy and Change Agenda for Canada. <http://www.activecanada2020.ca/sections-of-ac-20-20/download-pdf-document> Accessed 2016

<sup>6</sup> ISRC and CPRA (2015): *Framework for Recreation in Canada: Pathways to Wellbeing* <http://lin.ca/resources/framework-recreation-canada-2015-pathways-wellbeing-final> Accessed May 2016

Figure 2 - CSP Monitoring and Evaluation Critical Path



In addition to the Formative and Summative Evaluations, PIM determined that a limited number of thematic reviews would be completed on complex topics that required additional attention and focused data collection and analysis. PIM recommended to FPTSC that these thematic reviews be conducted between the Formative and Summative Evaluations to ensure that the results are available for CSP renewal discussions. The themes for these reviews in the *F-P/T Prioritized Matrix* include:

- Aboriginal sport and participation of Aboriginal people
- Canadian Sport for Life
- Programming for underrepresented groups

- Physical Literacy and athlete development for children and youth
- Ethics
- Facilities and spaces, (infrastructure) and
- Partnerships and collaboration (including cross-sectoral linkages).

As described above, PIM's thinking on thematic review topics evolved and they determined that a thematic review of physical literacy and LTAD be conducted at the same time as the Formative Evaluation, which replaced the thematic review on Canadian Sport for Life.

As shown in Figure 2, annual F-P/T government reporting on progress towards achieving the F-P/T Priorities for Collaborative Action is a feature of the Performance Management Strategy.

### 1.3 Key Evaluation Questions

The Formative Evaluation questions identified by PIM in the Prioritized Matrix derived from the Performance Measurement Strategy were:

1. What progress has been made in implementing the CSP, overall and specifically on its goals and objectives?
2. What have been the lessons learned to date (including barriers and gaps)?
3. What are the opportunities and priorities for enhancing the impact of the CSP going forward?
4. What early indicators are there that the results/outcomes are related to policy interventions? Are there any weak or untested assumptions?

The overarching issues and questions from the Physical literacy and LTAD Thematic Review were:

1. What has been done by the stakeholders in the Canadian sport system to change policies and programs in ways consistent with Physical Literacy and LTAD principles?
2. What are lessons learned to date?
3. What are opportunities and priorities for enhancing the impact of Physical Literacy and LTAD initiatives?

Each of these overarching questions had several sub-questions which are included in Appendix B.

## 2.0 Methodology

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The methodology for this project was presented in a Methodology Report finalized February 2016, which incorporated the comments of the Expert Panel on the draft report.

There were seven data sources each outlined below, of which three were included in the *F-P/T Prioritized Matrix*. The three included in the matrix were: databases and existing surveys; online surveys of National Sport Organizations (NSO), Multisport Service Organizations (MSO), Provincial/territorial Sport Organizations (P/TSOs) and Local Sport Organizations (LSOs); and the consultation with provincial/territorial (P/T) governments.

### 2.1 Document Review

This data source involved a review of documents produced by F-P/T governments and associated organizations related to the implementation of the Canadian Sport Policy, and the development of the concepts of physical literacy and LTAD. The purpose of the document review was to provide background for the consultants in undertaking the formative evaluation and thematic review. It was not intended to be a literature review, or a data source for the formative evaluation, as it was not listed as such in the *F-P/T Prioritized Matrix*.

Documents reviewed included: CSP renewal documents (2010-2012), bilateral agreements and reports on the agreements, F-P/T governmental action plans for CSP, (summaries conducted by PIM), LTAD and Physical Literacy documents, and PIM meeting notes. Altogether, 77 documents were reviewed.

The document review was conducted to determine answers to the following questions determined by PIM:

1. What does progress look like?
2. What have been the lessons learned to date?
3. What are the opportunities and priorities for enhancing the impact of the Policy?
4. Information related to causal linkages between policy interventions and expected results (early indicators of pathways to be followed for Summative Evaluation). Any weak, contentious or untested assumptions?
5. Is the Canadian Sport Policy still relevant to sport in Canada?
6. Any other relevant information

The following documents were not summarized as they provided ongoing guidance to our work:

- Canadian Sport Policy (2012)
- CSP 2012 Monitoring and Evaluation Framework (January 8, 2015)
- Performance Measurement and Evaluation Strategy (November 12, 2014)
- F-P/T Prioritized Matrix
- Developing Physical Literacy: A Guide for Parents of Children Ages 0 To 12

## 2.2. Database and Survey Review

The purpose of the review of databases was to identify sources of information that could provide quantitative data to address the performance indicators outlined in the *F-P/T Prioritized Matrix*.

The methodology to review databases included three components: 1) a review of Sport Canada databases; 2) a review of other databases held within the Government of Canada; and 3) a review of national NGO databases.

The Co-Chairs of the FPTSC sent a letter of introduction written by the consultants to each NGO with a database targeted for this project to explain the purpose of the study, the intended approach to the databases, the outcomes to be achieved from examining the databases, and to introduce the consultant. The consultants made all subsequent contacts.

Appendix C includes a list of results/outcomes and performance indicators for which the database and survey review is identified as a source of evidence for the Formative Evaluation in the *F-P/T Prioritized Matrix*. The sources of information (organizations and their data sources) also are presented. The figures in brackets following each indicator refer to the CSP goal and indicator number.

## 2.3. Public Opinion Research

As outlined in our proposal, we intended to undertake a secondary analysis of public opinion research (POR) conducted by any of the 14 F-P/T governments to ascertain whether the data that had been produced could address any of the results/outcomes in the *F-P/T Prioritized Matrix*.

Upon further analysis, there are no results/outcomes in the *F-P/T Prioritized Matrix* that make specific reference to POR as a data source. We therefore reviewed each result/outcome and its associated performance indicators to see if there were any to which POR might be relate.

We began by requesting each government to identify if there had been any public opinion research that has been conducted in F-P/T jurisdictions in the 2012 - 2015 period pertaining to the topics of the study.

We reviewed the *F-P/T Prioritized Matrix* to identify related performance indicators. We reviewed the material received from the F-P/T governments to determine the extent to which it informed our collection of information related to the identified performance indicators.

Public opinion research was defined using the following definition from the Government of Canada:

*“Public opinion research is an environment analysis activity...that involves the planned collection, by or for a department, of opinions, attitudes, perceptions, judgments, feelings, ideas, reactions or views of any target audience with the help of research instruments such as questionnaires (with or without interviewers) or discussion guides for moderators.”<sup>7</sup>*

There was very little government-funded POR that we were able to consider in this report. Only one jurisdiction, Saskatchewan, had public opinion research.

## **2.4. Consultation with P/T governments**

Obtaining input from the P/T government representatives was limited to information on indicators that addressed availability of spaces for unstructured sport, numbers and level of coach training, partnerships, and sport for under-represented populations. A more comprehensive consultation with P/T governments will take place in the summative evaluation.

Each P/T government’s Sport, Physical Activity and Recreation Committee (SPARC) member was contacted to determine who was best positioned to receive the consultation questionnaire. This letter of introduction from The Sutcliffe Group Incorporated (TSGi) was sent to P/T SPARC members explaining the purpose of the study, timing of the consultation, the information to be gleaned from the consultation, and seeking confirmation as to who is the correct contact.

Once a contact was identified, the online consultation of P/T governments was sent in January 2016 and the final completed survey was received in early March 2016. The

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<sup>7</sup> Treasury Board Secretariat (2014): Public Opinion Research within the Government of Canada <https://www.tbs-sct.gc.ca/hqw-cgf/oversight-surveillance/communications/por-rop-eng.asp> Accessed January 2016

email communications concerning the survey are included in the Data Archive. All 13 P/T members of SPARC completed the online survey.

The English and French versions of the survey were included in the Methodology Report – Appendix, and also the Data Archive. The English version of the survey, annotated with the overall statistics, is included in Appendix D.

## **2.5. Online survey of NSOs, MSOs, P/TSOs and LSOs**

National sport organizations, national multisport service organizations, provincial/territorial sport organizations and local sport organizations all play a vital role in the implementation of the second Canadian Sport Policy and the promotion of physical literacy and LTAD. Their level of knowledge and understanding of Physical Literacy and LTAD, and their perspectives on the formative evaluation questions, are critical to the outcome of this evaluation.

### **2.5.1 Methodology**

#### *Survey Questionnaires*

Three questionnaires were developed based on the questions in the *F-P/T Prioritized Matrix* and the Thematic Review TOR: one questionnaire for MSOs and NSOs (which had some variations to reflect differences in the two types of organizations), one for P/TSOs, and one for LSOs. Prior to beginning the development of the questionnaire, we reviewed and integrated all the results/outcomes from both the *F-P/T Prioritized Matrix* and the Thematic Review TOR, with the respondent groups, so it would be clear which questions were to be asked of each group of respondents. This matrix of outcomes, questions and list of survey respondents may be found in Appendix E.

The MSO/NSO questionnaire was designed to collect a balance of quantitative and qualitative data using close-ended and open-ended questions, respectively. The P/TSO and LSO questionnaires include mostly close-ended questions designed to collect quantitative data with some open-ended questions on key issues.

The three survey questionnaires, with the overall statistics from the surveys, are included in Appendix F.

#### *Pre-Test*

Surveys were administered by the Policy Research Group (PRG) of Canadian Heritage. TSGi provided PRG with English-language drafts of the surveys. PRG reviewed the three draft questionnaires and offered valuable comments. Updated versions revised by TSGi, and programmed by PRG, were used in a pretest conducted by telephone calls from TSGi in late November 2015. Four NSOs, two MSOs, eight PSOs and 11 LSOs (a total of 25 sport organizations) were recruited to participate in the pre-test. These

pre-test sport organizations then received a confirmation letter from Sport Canada in English and French that was followed by the survey link send by email from PRG.

Because of a time lag between the initial recruitment phone call and the pre-test survey arriving in their inboxes, there was some fall-off of participants. Of the 25 respondents, 18 completed the pre-test survey: six of six national-level organizations (four NSOs and two MSOs), five of eight P/TSOs (with one partial completion) and seven of 11 LSOs. After the pre-test, some changes arising from the pre-test, and PIM approval of those changes, the surveys were translated.

### *Survey Finalization and Launch*

PRG programmed the final versions of the three surveys in English and French in January 2016. Also in January 2016, each P/T government and Sport Canada sent an introductory message to each of their respective sport organizations, i.e., Sport Canada to NSOs/MSOs and P/T governments to P/TSOs and LSOs. Each P/T government contact received a separate email with the list of the LSO sample for their jurisdiction.

PRG programmed the surveys using *FluidSurveys* and launched the LSO and NSO/MSO survey at the end of January 2016, and the P/TSO survey in early February 2016. Alberta, for privacy reasons, could not provide names/ email addresses of their PSOs and so a URL link was forwarded to the Alberta government contact with a request that this be forwarded to Alberta PSOs. The survey for Alberta PSOs was identical to the general P/TSO survey with the exception that it included additional questions on organizational characteristics (e.g., team/individual and summer/winter sports) that were not known in advance as with other P/TSOs. Alberta Sport Connection also was provided with reminder messages to send to their PSOs, at approximately the same time as the reminder messages went to other P/TSOs directly from PRG.

### *Survey Samples*

TSGi assembled the contact information on study populations in an electronic format for forwarding to PRG. PRG already had the contact information for NSOs and MSOs from Sport Canada. Contact information for P/TSOs was provided by P/T governments. Requests for this information were sent through the FPTSC Co-Chairs to the appropriate P/T government representatives, who provided names of individuals in leadership positions (i.e., those in positions to complete the survey)—either an Executive Director or President.

To develop the sample of LSOs, TSGi selected organizations in approximate proportions to the population numbers by P/T and within or outside of Census Metropolitan Areas (as defined by Statistics Canada). The sample included LSOs representing summer and winter sports and individual and team sports. Extensive planned, orderly online research of websites for individual municipalities, local sport

organizations and other community resources, both commercial (e.g., Yellow Pages) and not-for-profit was conducted to identify the LSOs, individuals in leadership positions (e.g., president, executive director) and their contact information.

The total sample included approximately 1,700 LSOs, a larger sample than originally proposed to increase the likelihood of a final sample of respondents that would support breakdowns by key variables such as region, community size and sport type. One of the reasons for a larger initial sample was an expectation that the contact information would be invalid for approximately 10% of the LSOs, primarily because of out-of-date contact information on organizations' websites.

It is important to note that there is no adequate sampling frame for the estimated 17,000 local/community sport organizations across Canada. Therefore, we cannot know the extent of non-random error in the initial sample selection. Nor are we able to state within a specific level of confidence that the final sample is representative of the total population of LSOs. Despite this important limitation, we are confident that this unique survey provides valuable insights into the evaluation issues.

### *Survey Administration*

PRG used *FluidSurveys* for the online survey programming and hosting. All correspondence and other messages related to the survey were written and signed by The Sutcliffe Group Incorporated. The responses were collected by PRG, but TSGi did all the analysis. Although respondents who did not want to complete an online survey or who did not want to complete one through *FluidSurveys* were provided with the option of responding via an alternative method, none did. Respondents were promised confidentiality, but not anonymity, that is, TSGi would know their identities, but names and organizations would not be disclosed in any reports. All data and results are presented in aggregate form.

Respondents were given the choice of responding to the survey in either English or French. All communications related to the survey were made in a bilingual format or in English or French at the request of the respondent.

Reminder emails were sent to all non-respondents approximately 10 days after the initial email message and approximately two weeks before the end of the survey. Both LSOs and NSOs/MSOs were given six weeks and P/TSOs five weeks for the fieldwork component of the sport organization survey (i.e., from launch to cut-off, in addition to any pre-survey communications).

For the P/TSO and LSO surveys, lower response rates were anticipated from some provinces and territories, because of the higher proportion of sport organizations in those jurisdictions without paid staff. Response rates from LSOs were expected to be lowest because of the high proportion of volunteer-run organizations. The sample sizes and response rates are shown in the following table:

Table 1: Sample Size and Response Rates to Online surveys

Sport Organizations	Initial Sample	Sample Size	Response Rate
NSOs and MSOs	71	52	73%
P/TSOs	621	243	39%
LSOs	1,581	319	20%

Additionally, the breakdown by province and territory of the rate of response of their P/TSOs, is shown in Table 2 below.

Table 2: P/TSO population, survey sample and response analysis

Province / Territory	P/TSO Population		P/TSO Survey Sample		
	Number of P/TSOs	Email invitations sent to valid contacts**	Number of respondents	Response rate	Percent of sample of respondents
Newfoundland and Labrador	32	31	13	42%	5.3%
Nova Scotia	53	27	14	52%	5.8%
New Brunswick	63	55	18	33%	7.4%
Prince Edward Island	46	40	13	33%	5.3%
Québec	65	62	29	47%	11.9%
Ontario	62	61	27	44%	11.1%
Manitoba	73	72	20	28%	8.2%
Saskatchewan	67	66	21	32%	8.6%
Alberta*	83	82	45	55%	18.5%
British Columbia	60	58	29	50%	11.9%
North	73	67	14	21%	5.8%
Overall	677	621	243	39%	100%

\*Invitations to Alberta PSOs to participate in the survey were sent by Alberta Sport Connection. All other invitations were sent by the Policy Research Group.

\*\*These numbers include 8 P/TSOs selected for the pretest.

## 2.6. Key Informant Interviews

The key informant interviews provided information about the Thematic Review of Physical Literacy and LTAD and to a lesser extent, on some aspects of the Policy. The focus was not only on progress of implementation but also gathering process-focused knowledge (including that related to awareness, perception, assumption and understanding) with a view to improving physical literacy and outcomes associated with LTAD.

### 2.6.1 Participants and sampling

There were six groups of participants in the key informant interviews: N/MSOs, P/TSOs, LSOs, NGOs, schools and municipalities. A total of 49 key informant interviews were conducted, with the sample breakdowns as follows:

Table 3: Key Informant Interview Sample

Organization Type	Number of Interviews	Respondents
NSOs/MSOs	10	NSOs - 5: Skate, Water Polo, Athletics, Gymnastics and Soccer MSOs - 4: Coaching Association of Canada, Pacific Sport Institute for Excellence (PISE), Canadian Sport Centre Saskatchewan, ParticipACTION + Public Health Agency of Canada
Provincial/territorial sport and other organizations	10	Atlantic Division Canoe-Kayak Canada, New Brunswick Alpine Ski Association, Ontario Basketball, Swim Ontario, Manitoba Wheelchair Sports Association, Saskatchewan Hockey Association, Quebec Speed Skating, Field Hockey BC, Yukon Aboriginal Sport Council, Ontario Society for Physical Activity Promoters in Public Health.
LSOs (sport clubs, leagues)	9	BC (1), SK (1), MB (1), ON (2), N.S. (3), NU (1), Summer (4), Winter (5) Team (5) Individual (4) Larger communities (CMAs) - 6; Smaller/medium size communities - 3
Schools	9	In-school teachers and principals - 6 PE advisors/consultants, academics, associations - 4; schools in NWT, BC, Saskatchewan, Ontario, Quebec, Nova Scotia, Newfoundland and Labrador and a university in Alberta.
Municipalities	7	Recreation directors/coordinators from BC, Saskatchewan, Ontario, Newfoundland and Labrador. (4) Sport, recreation and physical activity specialists from Manitoba, Quebec, New Brunswick (3)
NGOs	4	P/T-level sport/recreation associations - from Newfoundland and Labrador and Quebec (2) Others (e.g., Y) - from Saskatchewan and Ontario (2)
<b>Total:</b>	<b>49</b>	

The sources for the key informants were:

- NSOs and MSOs - complete lists provided by Sport Canada (76 in total);
- P/TSOs - complete lists provided by P/T government representatives (673 in total); and,
- LSOs - P/TSOs who had been interviewed were asked to identify one club each from among their members.

Key informant representatives of schools, municipalities and NGOs were identified from the following sources:

- P/T governments were asked each to nominate one or two representatives each in the schools, municipalities and NGO categories
- Letters also were sent from the FPTSC Co-Chairs to the Canadian Parks and Recreation Association, PHE Canada and CHEO-HALO asking them to nominate one or two names in the municipal recreation setting (in the case of CPRA) and in the school setting (in the case of PHE Canada and CHEO-HALO)
- Scoping interviewees provided some recommendations for key informants.

Based on the nominations received, a combined list of nominees for interviews in each of the schools, municipalities and NGOs, was developed. Efforts were made to balance the list within each category. In consultation with PIM, a final list of key informants was drawn up. In some cases, representatives were unavailable, or did not respond to multiple requests and so additional efforts were undertaken to identify others who might be able to speak to the questions.

Sport organizations were selected to include representation by region, summer and winter sports, and team and individual sports.

## **2.6.2 Interview Guide Design**

The design of the key informant interview guides was informed by the scoping interviews and approved by PIM. A description of the scoping interview process is included in the Methodology Report.

Interviews were conducted by telephone, in English or French, depending on the preference of the key informant between December 2015 and early March 2016. Following the interviews, the responses were coded by question using an excel sheet and analyzed for themes.

## 2.7. Expert Panel

An Expert Panel was consulted to review the Methodology Report, to review and validate the conclusions based on the preliminary findings and to comment on the extent to which the evaluation questions had been answered.

A panel of five experts was proposed to PIM and all agreed to participate. The experts, and their area of expertise, are:

Name	CSP Goal area of expertise
1. Dr. Dean Kriellaars <sup>8</sup>	Physical Literacy
2. Dr. David Legg (ParaSport)	LTAD
3. Jamie Ferguson, CEO, Sport Nova Scotia	Introduction to Sport, Competitive Sport
4. Bryna Kopelow, Executive Director, Action Schools! BC	Recreational Sport
5. David Patterson, (NSF Enhancement Project - COC, former CEO, Ringette Canada, Water Ski and Wakeboard Canada)	Introduction to Sport, Competitive Sport

Consistent with research<sup>9</sup> the experts were chosen for their knowledge of the subject area, as opposed to evaluation expertise.

As proposed, panelists were provided with the RFP and the Methodology Report, and had the opportunity to identify whether from their perspective, there are any gaps in the approaches proposed. Their comments were shared amongst one another through Google Docs, which took place in early November 2015.

The consultants replied to each of their comments, each comment and response was reviewed with PIM and modifications made to the Methodology Report as appropriate.

The Panel was next engaged with an email in early April, identifying the timelines when they would be provided with the Preliminary Findings and would be asked for comments, in advance of the Preliminary Findings report to PIM in mid-May 2016.

All Panelists responded to the email identifying that they would be available. Panelists were provided with access to the two Technical Reports, a summary of the two Technical Reports, Highlights and Preliminary Conclusions from all data sources, and

<sup>8</sup> Dr. Vicki Harber was a Physical Literacy expert back up to Dr. Kriellaars

<sup>9</sup> [http://capacity4dev.ec.europa.eu/evaluation\\_guidelines/minisite/en-methodological-bases-and-approach/evaluation-tools/expert-panel](http://capacity4dev.ec.europa.eu/evaluation_guidelines/minisite/en-methodological-bases-and-approach/evaluation-tools/expert-panel) Accessed February 2016.

Directions for Feedback. Each of these four documents was shared on Google Docs, so that each Panelist could see others' observations.

## 2.8. Analysis and Reporting

All data from all data sources were integrated and analysed by the consultants. The analysis and presentation in this report organized the results by CSP goals and within each goal according to the Results/Outcomes outlined in the *F-P/T Prioritized Matrix*.

Our focus was on the progress that has been made in implementing the CSP, overall and specifically on its goals and objectives, what have been the lessons learned to date and what are the opportunities and priorities for enhancing the impact of the CSP going forward.

In the Thematic Review, presented as a separate chapter, we identify level of awareness and understanding of the concepts of physical literacy and LTAD, commitment to the principles of physical literacy and LTAD, implementation gaps and barriers, and steps that can be taken to enhance the impact of physical literacy and LTAD in the future.

In analyzing the results from the online surveys of sport organizations, cross-tabulations were calculated where relevant, and it was found that generally, results were consistent across all variables. That is, there was no variation by summer/winter or team/individual sports, and for P/TSOs, by province/territory.

In analyzing the results of the key informant interviews and open-ended responses on both the P/T online consultations and online survey of sport organizations, our approach was to read all the responses and look for themes. Descriptors such as "most", "about half", "split" were used with the key informants, as the group sizes were small. In the case of the P/T online consultations, the actual numbers of P/Ts who reported one outcome or another are reported, again, as the numbers were small.

It was particularly difficult to identify themes amongst school interviewees, as education is a provincial/territorial jurisdiction, and each P/T has a different approach. The reader is reminded especially with respect to education, that what may happen in one province or territory, will not necessarily happen in another. As noted, five school respondents were in-school teachers and principals, whereas four were PE advisors/consultants, academics, or represented an association. In all cases, respondents were supportive of physical literacy and had done their best to develop physical literacy in the children and youth in their classrooms, or in their sphere of influence. However, all observed that this wasn't happening elsewhere, as will be discussed in more detail below.

It should also be noted that school respondents did not in all cases distinguish among physical education, physical activity and physical literacy. While it is understood that

physical literacy can be acquired during physical education and quality physical activity, respondents did not make these distinctions in their responses.

Monthly written reports were provided to the PIM Co-Chair (Project Manager) throughout the project. The following reports were forwarded to PIM:

- A Methodology Report included a detailed description of the approach to be used, research tools in French and English and time frame for the completion of each of the tasks.
- Two technical reports:
  - Technical Report Number One: covering the results of the document review, review of databases and existing surveys, and secondary analysis of public opinion research.
  - Technical Report Number Two: covering P/T online consultation, online survey of sport organizations at three levels, key informant interviews and report on interactions with the Expert Panel.
- A preliminary findings PPT presentation to PIM providing the integrated results from all the sources of data. This included a draft of a shorter, more focused presentation that was presented to F-P/T Ministers of Sport, Physical Activity and Recreation at their conference in Lethbridge, Alberta, June 2016.
- A Data Archiving Plan - a list of relevant project files, including reports, presentations, survey instruments in French and English, survey samples, key informant interview questionnaires in French and English, communication messages pertaining to the interviews and surveys, raw survey results, survey statistical analyses, results of the P/T government consultations, documents prepared for the Expert Panel and a list of background documents reviewed. The soft copy of each of these documents was provided to PIM on a memory stick.

This final Formative Evaluation and Thematic Review report integrates and summarizes all evidence collected from the different methods, and includes the feedback received following the presentation of Preliminary Findings to PIM.

Findings are organized by CSP goal and the Results/Outcomes from the *F-P/T Prioritized Matrix*, and in the Thematic Review, according to the research questions set out in the Thematic Review Terms of Reference. At the beginning of each section, a short summary of that section is presented in a box. Further detail about what is in the box, is in the text that follows, within that section.

This final reporting includes the following steps:

- First draft report by June 30, 2016
- Second draft report including an Executive Summary by August 12, 2016
- Final Report - September 1, 2016

## 2.9. Limitations

*The formative evaluation focused on specific goals and themes and was not intended to be comprehensive:* This formative evaluation of the Canadian Sport Policy addressed a selection of the results/outcomes and performance indicators listed in the 2014 Performance Measurement and Evaluation Strategy. The selection was made by PIM with consideration of the priorities of F-P/T governments for information about progress towards achieving CSP goals and opportunities for enhancement of the Policy. Most of the results/outcomes assessed in this formative evaluation dealt with the first few goals of the Policy, specifically Introduction to Sport, Recreational Sport and Competitive Sport. The goals of High Performance Sport and Sport for Development will be addressed in detail in the summative evaluation.

*Limitations of data on participation in sport and physical activity:*

Representative, Canada-wide data on participation in sport and physical activity is limited to just a couple of sources [i.e., Statistics Canada General Social Survey (GSS) time use surveys and Canadian Fitness and Lifestyle Research Institute (CFLRI) Physical Activity and Sport Monitors (PASM)]. These surveys are conducted infrequently and there are gaps in the data, for example, participation by under-represented groups. The Sport Module to be included in the 2017 Statistics Canada: Canadians at Work and at Home Survey is expected to make a significant contribution to addressing these gaps.

*Representativeness of interview results:* Almost 50 interviews were conducted with all levels of sport organizations and stakeholder groups during the formative evaluation. However, the interview results are qualitative and, while they provide valuable insights, they should not be considered to be representative of the specific respondent groups. This is particularly relevant for NGOs, municipalities and schools, stakeholder groups for which between four and nine interviews were conducted across Canada.

*Representativeness of the LSO survey:* As stated, the level of non-random sampling error in the LSO sample is unknown. The LSO sample used for this survey was selected with all practical efforts to ensure coverage by location, organization type and size. However, since a sampling frame for the estimated population of 17,000 of these organizations does not exist, there is no standard or benchmark against which to compare the LSO sample. The implication of this uncertainty is that some caution

should be used in making inferences from the survey results to the population of local and community sport organizations across Canada.

*Gaps in knowledge about the outcomes and impacts of activities funded through F-P/T Bilateral Agreements:* One of the two objectives of the Bilateral Agreements is to support opportunities for persons from under-represented or marginalized populations to participate actively in sport. The annual P/T reports on funded initiatives document projects for Aboriginal peoples, girls and women, persons with a disability, and people from lower income groups. However, there are limitations to the information provided in these reports and gaps in our knowledge about the populations served by the Bilateral Agreements and the outcomes and impacts for under-represented groups, for example on sustaining their participation in physical activity and sport, on physical literacy, and on fitness and health.

The *F-P/T Prioritized Matrix* identifies a Thematic Review of under-represented groups to take place before the end of the Policy. This review, which will be a very complex undertaking, would benefit from more information about the outcomes and impacts of initiatives and activities funded through Bilateral Agreements. One approach to consider for such outcome and impact measurement has been developed by the Public Health Agency of Canada (PHAC). PHAC has extensive experience with the design and implementation of methods to assess the outcomes and impacts of projects conducted by third parties and funded through grants and contributions. After several years of trial and error, PHAC recently has produced a guide and reporting templates for use by funding recipients to measure the impacts of their projects.<sup>10</sup> The guide shows how a funding recipient can develop an evaluation plan, identify outcomes, develop indicators to measure the outcomes, and report on the results. PHAC's approach is consistent with program evaluation best practices supported by many Canadian governments at all levels.

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<sup>10</sup> *Measuring Impact: Guidance for Contribution Funding Recipients*, Centre for Chronic Disease Prevention, Public Health Agency of Canada.

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## 3.0 Findings – CSP Implementation

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### 3.1 Goal #1: Introduction to Sport

The goal of Introduction to Sport is Canadians have the fundamental skills, knowledge and attitudes to participate in organized and unorganized sport.

#### 3.1.1. Positive perceptions of introductory sport

Canadians have a positive view of sport, reporting that sport is beneficial, provides fun, recreation, relaxation, and physical fitness and health.

The performance indicator for this result/outcome is: levels of perception by youth, parents, leaders and educators that sport is safe, values-based, healthy and fun.

The 2010 Statistics Canada GSS showed that Canadian adults 15+ who were active participants in sport have a very positive view of sport. Canadians feel that sport participation is beneficial, providing fun, recreation and relaxation (97%) and physical fitness and health (94%). These two benefits of sport were ranked the first or second most important by all age groups - ahead of a sense of achievement, family activity, and new friends. The results of the CFLRI 2010-11 Sport Monitor support the perceptions of the 2010 GSS, and report that by age, people in the 25 to 44 age group were more likely to agree that sport helps people to socialize, have fun and feel energized.

The 2010 GSS focuses on active participants in sport and covers youth and parents. There is no measure of the perceptions of leaders and educators.

#### 3.1.2. Participation rates: children and youth

Children and youth participation rates in sport are high (75% - 77%), but the number of children and youth who participate enough on a daily basis to benefit their overall health is very low at around 9%.

The overall sport participation rate for children and youth as measured by Canada's Physical Activity Levels Among Youth (CANPLAY) has been stable from 2007-08 to 2014-15, with the 2014-15 study reporting that 77% of Canadian children and youth aged 5 to 19 years participated in organized physical activity and sport. The CANPLAY results showed no significant differences between boys and girls. Participation rates declined for youth aged 15-19 years of age.

The 2010 Physical Activity Monitor (PAM) conducted by CFLRI found that a similar percentage (75%) of children and youth between 5 and 17 years of age participated in sport. The 2010 PAM results differed by gender, however, with 81% of boys and 70% of girls participating in sport. Neither the PAM nor the 2014-15 CANPLAY studies found any significant differences by region.

While these results may look positive, in the years 2012 - 2015, the annual ParticipACTION Report Card has given Canadian children and youth a rating of F or D- for overall level of physical activity, noting that *“Overall, only 9% of 5- to 17-year olds get the 60 minutes of heart-pumping activity they need each day”* (2015). The ratings of the overall level of physical activity for children and youth are based on the percent who meet *Canadian Physical Activity Guidelines* for daily activity.

The 2015 ParticipACTION Report Card also notes that *“Kids who play outside after school get 20 more minutes of heart-pumping activity per day and are three times more likely to meet the guidelines”*.

As well, only 24% of 5 to 17 year-olds met the guideline of 2 hours' /day maximum of screen time according to the *Canadian Sedentary Behaviour Guidelines for Children and Youth* (2012-13 *Canadian Health Measures Survey*) and only 6% of 5 - 17 year olds take 12,000 steps, 7 days a week (2011-12 CANPLAY study).

Essentially, while most children and youth are participating in sport, many are not participating often enough or for enough time per day to benefit their health.

### 3.1.3. Physical literacy among children and youth

In 2015, 44% of children and youth aged 8 to 12 met or exceeded the minimum level recommended for overall physical literacy.

The Canadian Assessment of Physical Literacy (CAPL) is a methodology for in-depth testing of physical literacy for children and youth. The CAPL was developed by the Healthy Active Living and Obesity Research Group (HALO) of the Children's Hospital of Eastern Ontario (CHEO). The CAPL was developed over several years with input from many experts in the field and with extensive testing.

The CAPL was administered to approximately 8,000 children aged 8 to 12 in a national study of physical literacy in 2015. Preliminary results from this national study were published in the 2016 ParticipACTION Report Card (June 2016).

Results from the 2015 CAPL study found that 44% of 8 to 12-year-olds meet or exceed the minimum overall level recommended for physical literacy.

The CAPL includes four domains of physical literacy. In addition to the figure of 44% meeting or exceeding the minimum level recommended, the 2015 study had the

following results for the percentage of children aged 8 to 12 who meet or exceed the minimum level recommended in each of the four domains of physical literacy:

- Physical competence domain - 28%;
- Daily behaviour domain - 44%;
- Motivation and confidence domain - 37%; and,
- Knowledge and understanding domain - 62%.

Given that the definition of physical literacy (from the 2015 ParticipACTION Consensus Statement) is “the motivation, confidence, physical competence, knowledge and understanding to value and take responsibility for engagement in physical activities for life,” it is interesting to note the disparities in the percentage of children who show competence (28%), motivation and confidence (37%), and the much higher level of knowledge and understanding (62%).

### 3.1.4. Participation by under-represented groups

There is a lack of information on the participation levels of children and youth in introductory sport programs for under-represented groups. The Bilateral Agreements between Sport Canada and the P/T governments have resulted in many children and youth participating (1.15 million registrations in 2013-14), although the numbers for under-represented populations are much lower. It is not clear the extent to which the Bilateral Agreements are having an impact on lasting participation in sport and other benefits among the targeted populations.

There are five groups describing persons from traditionally under-represented and/or marginalized populations listed in the *F-P/T Prioritized Matrix*: girls and women, Aboriginal peoples, persons with a disability, ethno-cultural minorities and people in lower-income households. None of these groups are listed by name in the Policy, reflecting the approach that permits each of the F-P/T governments to identify under-represented groups in their own jurisdiction.

There were two objectives to the F-P/T Bilateral Agreements. One was to strengthen physical literacy by developing fundamental movement and sport skills of children and youth. The other objective was to provide opportunities for persons from under-represented or marginalized populations to participate actively in sport roles such as athletes, coaches, officials and volunteers. The projects for under-represented groups funded in 2013-14 included initiatives for Aboriginal peoples, girls and women and persons with a disability, and to a lesser extent, those from lower income groups. Bilateral Agreements did not target ethno-cultural minorities.

Initiatives funded through the Bilateral Agreements and targeted at children and youth had almost 1.15 million registrations in 2013-14. (It should be noted that participants

may have registered in more than one activity.) These initiatives included approximately equal numbers of female and male participants. Bilateral Agreement-funded initiatives targeted specifically at girls and women had approximately 9,000 participants in 2013-14.

Initiatives funded through the Bilateral Agreements and targeted at Aboriginal peoples had close to 111,000 participants in 2013-14, with participants in all provinces and territories. There were a total of approximately 57,400 male and 52,100 female participants in these initiatives.

There is a strong relationship between household income and the sport participation rate, with higher income households being up to four times more likely to participate in sport than households in the lowest income category (2010 Statistics Canada GSS).

Ethno-cultural minorities were not targeted through the Bilateral Agreements, and also, there is little information about participation. However, the sport participation rate of recent immigrants (in Canada for six years or fewer) increased between 2005 and 2010, from 27% to 29%. Established immigrants showed the same trend of a declining sport participation rate from 1992 to 2010 as the Canadian-born population (2010 Statistics Canada GSS). (The GSS does not produce results on sport participation for ethno-cultural minorities).

A recent study by the Institute for Canadian Citizenship (ICC), *Playing Together - new citizens, sports & belonging* (July 2014), explored how new Canadian citizens participate in sports and the role that sport plays in their integration and belonging. A survey conducted as part of study found that adult new citizens tend to be attracted to “active leisure” activities more than organized sports. The most popular activities and sports that adult new citizens play regularly are swimming (32%), running (39%), cycling (26%), and soccer (18%). Physical activities that a majority of respondents have tried at least once include walking (72%), swimming (64%), running (58%), working out at the gym (53%), and cycling (50%).

The ICC survey also asked new citizens about sport participation by their children. Almost everyone (99%) agreed that playing sports is important for keeping their children active and healthy. The sports that children play most frequently (both inside and outside of school) are swimming (63%), soccer (44%), ice skating (32%), basketball (22%), gymnastics (20%), and martial arts (19%). Parents with children involved in sport and who volunteered for their child’s sport team reported that their participation helped them to learn about Canadian culture and to feel more connected to their community.

For persons with a disability the *ParticipACTION Report Card* graded “Organized Sport and Physical Activity Participation” in the B range (B-) for the first time in 2015. “The

*improved grade is due to lessening disparities and new data that reveal encouraging participation rates in children and youth with disabilities.”*

The Bilateral Agreements funded initiatives targeted at persons with disabilities supported approximately 6,000 participants in 2013-14, with participants reported in eight provinces and territories.

While the bilateral agreements reached a large number of people (1.15 million registrations in 2013-14), this is a small proportion against the population of 5.7 million children under the age of 15<sup>11</sup>, a Canadian Aboriginal population of 1.4 million<sup>12</sup>, girls and women population of approximately 17 million, and about 3.8 million Canadians with a disability<sup>13</sup>. As noted previously in this report, it is not an objective of the Bilateral Agreements to measure the impacts of the investments. As a consequence, information is not available about the impacts of these investments on under-represented groups.

### **3.1.5. Awareness of benefits of physical literacy, values-based play and value-based sport**

The performance indicator addresses levels of awareness amongst leaders, educators and parents about the benefits of physical literacy, values-based play and values-based sport. Information about parents' views shows that most mothers are aware that unstructured play is effective, however, there is no available information about awareness of physical literacy, or the views of educators and leaders.

About a quarter (26%) of mothers in Canada with a 5- to 11-year-old child ranked participation in daily physical activity as the most important priority for their child (2014 Bring Back Play Campaign Assessment, ParticipACTION). Also from the same report, we learn that 95% of mothers in Canada with a 5- to 11-year-old child agree that *“unstructured activities, like outdoor play with friends, are an effective way for kids to get the physical activity they need each day”*.

The majority of mothers with a 5- to 11-year-old child are generally confident in their ability to influence their child to participate in physical activity without infringing on the child's time spent doing things with the family (89%), without infringing on the

<sup>11</sup> Statistics Canada (2015) Canada's Population Estimates: Age and Sex, July 1, 2015

<http://www.statcan.gc.ca/daily-quotidien/150929/dq150929b-eng.htm> Accessed June 2016

<sup>12</sup> Statistics Canada (2011) Aboriginal Peoples in Canada: First Nations People, Métis and Inuit <https://www12.statcan.gc.ca/nhs-enm/2011/as-sa/99-011-x/99-011-x2011001-eng.cfm> Accessed June 2016

<sup>13</sup> Statistics Canada (2012) Disability in Canada: Initial findings from the Canadian Survey on Disability <http://www.statcan.gc.ca/pub/89-654-x/89-654-x2013002-eng.htm> Accessed June 2016

child's time spent doing the things s/he wants to do (88%), and by limiting screen time (85%) (2014 Bring Back Play Campaign Assessment, ParticipACTION).

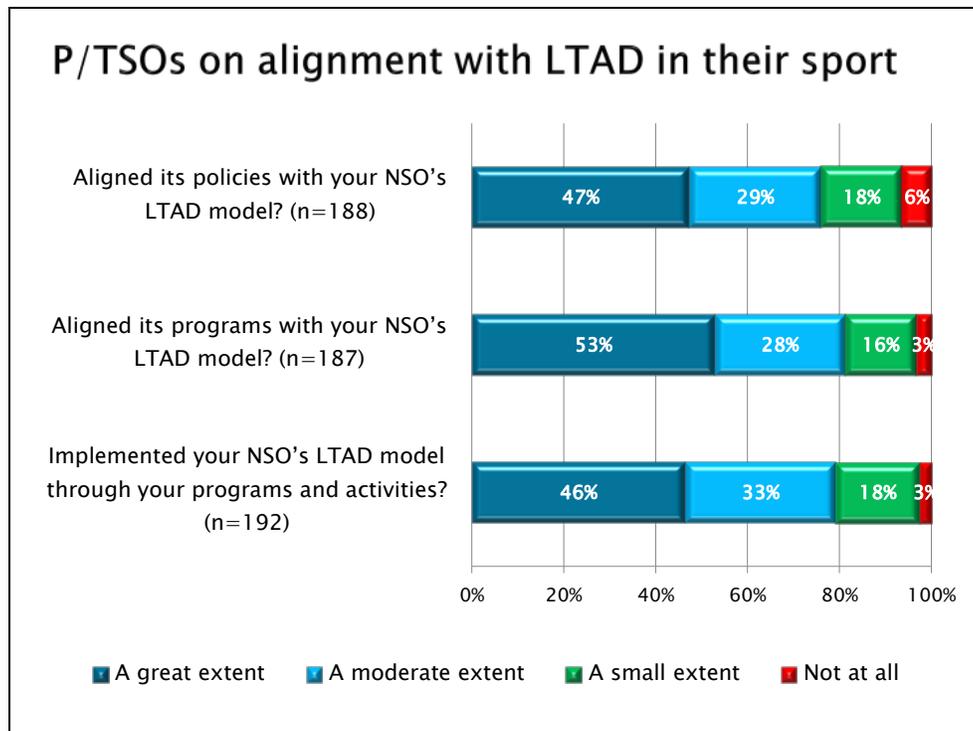
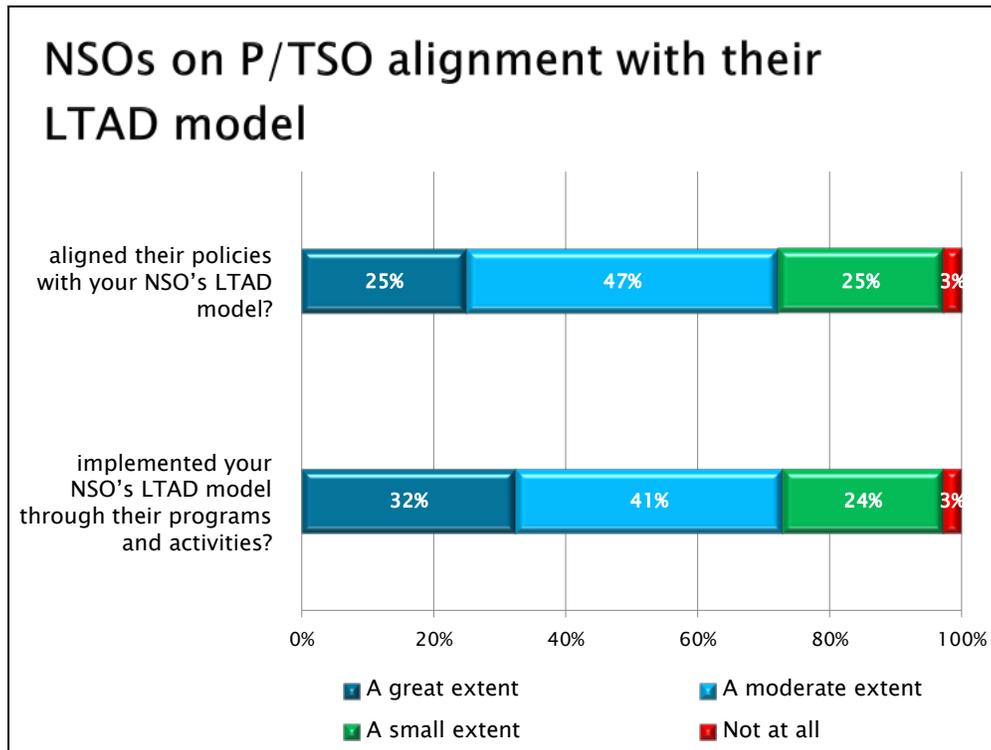
For older children and youth, the 2015 ParticipACTION Report Card cites research showing that: 90% of high school students (grades 9-12) in Ontario and Alberta reported that their parents are very supportive or supportive of them being physically active; and, 70% reported that their parents encourage them to be physically active.

### 3.1.6. Developmentally appropriate sport

The number and percentage of P/TSOs and local sport organizations that have taken steps to implement LTAD in their introductory sport programs, was measured in the survey of sport organizations. Generally, NSOs reported alignment among P/TSOs, who in turn reported that alignment within LSOs was in place. Municipalities and NGOs in interviews also reported that LSOs are implementing developmentally appropriate sport. Because schools and municipalities were not included in the surveys, it is not possible to comment on the extent to which they have implemented developmentally appropriate programs. About 550 organizations have integrated HIGH FIVE programming in the three years since the Policy was endorsed. The challenges faced by P/TSOs in aligning with their NSO and implementing LTAD, show a similar profile as in 2009.

Sport organizations reported in the survey that developmentally appropriate programs are being integrated into Introduction to Sport programs at the LSO level. Some examples from the interviews, of changes reported by sport organizations to align better with physical literacy and/or LTAD included: creating staff positions focused on Introduction to Sport/ Recreational Sport (NSOs), changing the language used in grant applications to reflect the stages of development in the LTAD (NSOs), and adding another sport to a practice to build physical literacy (LSO).

In the survey, P/TSOs are much more likely than NSOs to agree that they have aligned their policies and programs with the NSO's LTAD model, as reflected in the next two charts:



The extent to which developmentally appropriate programming is being included in physical education programs is not known, as schools were not surveyed. However, from the key informant interviews, we know that some schools report that they are including basic movement skills in PE programs. As well, some schools include introduction to sport in their PE programs, and there is also sport programming in some intra-mural and after-school sport.

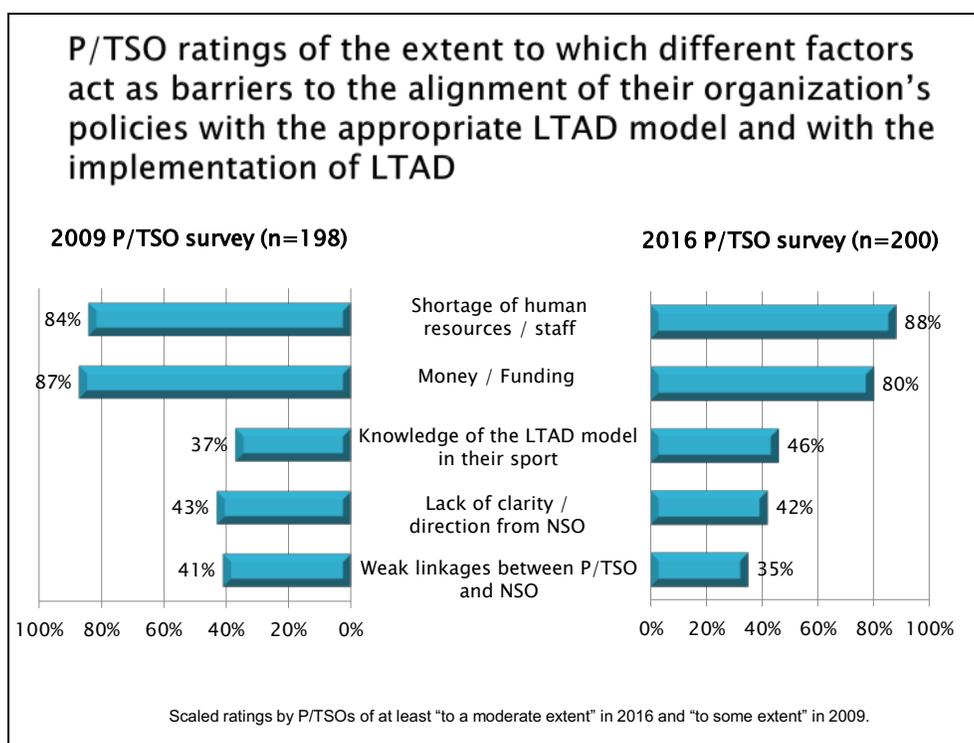
Additionally, we do not have comprehensive information about quality programming in sport organizations. We do know, however, that across Canada, 550 organizations are implementing HIGH FIVE Sport programming and that a total of 3,394 leaders trained in HIGH FIVE between 2012 and 2015. HIGH FIVE<sup>®</sup> describes itself as Canada's quality standard for children's recreation and sport and helps organizations enhance program quality and provide positive experiences for children. HIGH FIVE is a division of Parks and Recreation Ontario (PRO). There has been a 55% increase annually in trained HIGH FIVE leaders' numbers over the four-year period, from 621 in 2012 to 963 in 2015.

### *Barriers to P/TSO alignment and implementation of LTAD*

P/TSOs identified a shortage of human resources and staff and money/funding as by far the most significant barriers to the alignment of P/TSO policies with their sport's LTAD model and with the implementation of LTAD.

Fewer than half of NSOs and P/TSOs rated other factors, such as knowledge of the LTAD model in their sport or the lack of direction from their NSO, as barriers to alignment with LTAD and implementation. These results are consistent with the findings from the survey of P/TSOs conducted in 2009 for the summative evaluation of the first Canadian Sport Policy 2002-2012.

Further, we noted in the Document Review that nine of 13 P/Ts used the bilateral agreements to engage with their P/TSOs, by contracting their P/TSOs as a delivery agent to achieve project goals, in addition to others. Using P/TSOs helped to strengthen their capacity and likely to build relations between the P/TSOs and community level sport, an area that had been noted as a gap in the documents on CSP Renewal.



### 3.1.7. Availability of spaces for play and unstructured sport

Appropriate places for children and youth to engage in unstructured play and unorganized sport appear to exist, according to the reports from schools and municipalities. We were not able to identify whether these places are available when children and youth want to use them, what condition they are in, or how close they are to the homes of children and youth and therefore how accessible they are.

#### *Municipalities*

Almost all municipalities develop facilities for physical activity and sport in partnership with other organizations/agencies. These organizations/agencies include not-for-profits, schools/school boards, provincial governments, and private sector businesses. As well, most municipalities have agreements for shared use of municipal facilities with school boards (81%) and sport organizations or physical activity clubs (88%).

The *Canadian Infrastructure Report Card* (CIRC) released in 2016 included a section on Sport and Recreation Facilities. CIRC is a project sponsored by four major Canadian infrastructure stakeholder associations. The 2016 CIRC Report Card includes a section

on Sport and Recreation Facilities, the focus of which is on the age, physical condition, management, and budgeting for repair and replacement of municipal sports and recreation assets. It does not include levels of use nor any other measures that are included as a performance indicator in the *F-P/T Prioritized Matrix*.

### *Schools*

The *Opportunities for Physical Activity at School Survey* (CFLRI, 2015) found that most schools have the facilities and amenities, on school grounds, required for introductory sport programming. The facilities and amenities that schools are likely to have on school grounds (80% or more of schools) are equipment for physical activity, a gymnasium, playing fields, green spaces, and paved areas for active games. A majority of school administrators in Canada report their students have access to bicycle racks (79%) and change rooms (75%) during school hours

The 2015 ParticipACTION Report Card reports that students have access outside of school hours to outdoor facilities (89% of schools), gyms (84%), indoor facilities (68%) and equipment (56%).

#### **3.1.8. Parents encourage unstructured play and unorganized sport**

The extent to which parents, leaders and educators encourage unstructured play and self-organized sport for children and youth was assessed through existing surveys. A majority of mothers feel that they can encourage their children to participate, and other data indicate that parents are a significant influencer of sport participation, especially if they participate with their children. Barriers to participation in sport include cost of fees and equipment, and lack of interest in sport by the children. Much of these data, however, refer to participation in organized sport, as opposed to unstructured play and unorganized sport.

As noted earlier, the majority of Canadian mothers of 5- to 11-year-olds feel confident about their ability to influence their child to participate in physical activity without infringing on the child's time spent doing things with the family, spent doing the things s/he wants to do, and by limiting screen time.

Generally, however, parents are a significant influencer of children's participation in sport. Sport participation rates are much higher for children aged 5 to 14 when one or both parents are involved in sport: 90% compared to 66% for children with parents not involved in sport (Physical Activity Monitor, CFLRI, 2010). Likewise, sport participation rates for children aged 5 to 19 declined by the level of educational achievement of parents (2014-15 CANPLAY study).

Most parents contribute financially to their children's physical activities (79%) and take them to physical activities often or very often (64%); just over one-third of parents (37%) often play actively with their children (2014 *ParticipACTION Report Card*.)

For most parents, the benefits of sport participation are much greater than the risks. Trying to understand why children and youth's sport participation is not frequent enough to benefit their health, we looked again at barriers identified by parents. As noted previously, most parents in Canada do not rate infrastructure as barriers that prevent their child from participating in organized sports (2015 *ParticipACTION Report Card*). Parents rate the cost of enrollment fees (61%), cost of equipment (52%), and lack of interest on the part of children (42%) as the main reasons preventing children from participating in organized sport. Drawing on findings from the key informant interviews, it is possible that lack of physical literacy may contribute to lack of interest by children in sport participation.

Other barriers identified by parents included inconvenient location of programs/facilities (26%), their own work commitments (25%), day of the week program offered (23%) and sport being too competitive (19%) (2015 *ParticipACTION Report Card*.)

The 2014 AHKC Report Card reports that Canadian parents have been conditioned to look to structured activities and schools to get their children moving, as opposed to seeing the opportunities for children to participate in unstructured play and unorganized sport. For example, a large majority (82%) of parents agree that the education system should place more importance on providing quality Physical Education (2014 *ParticipACTION Report Card*).

Parental safety concerns (of strangers, traffic, etc.) are an important barrier to independent and free play, but the research on this is qualitative only and mainly international, involving 46 studies reported in a meta-analysis.

### 3.1.9. QDPA in schools

Six P/T governments reported having a DPA policy (plus one in development), three had standards and all three reported that the standards cover achievement of outcomes and types of activities and/or programs. However, it appears that QDPA is not being implemented at the classroom level by teachers who may be unfamiliar with or uncomfortable with physical activity.

Information about the availability of Quality Daily Physical Activity (QDPA) and Quality Daily Physical Education (QDPE) in schools was collected through the P/T consultation. All P/Ts reported that there is a Physical Education (PE) curriculum or policy and almost all (11 of 13) P/Ts have comprehensive school health initiatives

Seven P/Ts either have policies on DPE (three P/Ts), DPA (three P/Ts) or have them in development, (one P/T). Almost all DPA programs are focused on the elementary school, and cover grades K - 8 (one covers grades K - 9). Three of six P/Ts have standards that set out expectations for the quality aspect of QDPA/E.

Of the three P/Ts with standards for quality: all three P/Ts include types of activities or programs, all three include achievement of outcomes, two P/Ts specify instructor training/qualifications, two P/Ts include fundamental movement skills in their standards, two include fundamental sport skills, and one includes specifications about facilities and equipment.

In contrast to those P/Ts with standards, eight P/Ts have guidelines for QDPA and/or QDPE, of which seven P/Ts have guidelines for QDPA, four have guidelines for QDPE and three have guidelines for both QDPE and QDPA. Only three P/Ts have guidelines on fundamental sport skills.

P/Ts generally agreed that the Physical Education curriculum for primary and secondary schools in their jurisdiction is aligned with the *Canadian Sport for Life* Long-Term Athlete Development model. Most did not know about the post-secondary level.

P/Ts also generally agreed that the Physical Education curriculum for primary and secondary schools in their jurisdiction is aligned with physical literacy. Again, most did not know about the post-secondary level.

P/Ts were asked to report if they had any information on the extent to which DPA was implemented in their jurisdiction. That is, even in the face of curriculum, policies, standards and guidelines, to what extent was DPA actually taking place in the classroom. Five P/Ts responded but none were able to provide any information on extent of implementation, although one P/T has requested this information from their Department of Education.

In contrast, however, information from all eight school key informants and a number of P/TSO and LSO key informants who were also educators, or familiar with (delivering programs in) the school system, revealed that DPA is not to their knowledge, being implemented in the classroom, whether or not it is in the curriculum, or a policy of the school, school Board/District or Ministry/Department of Education. Members of the Expert Panel agreed with this observation.

We were told in interviews that the focus of the schools is on language arts (literacy) and math, and that everything else is secondary. Responsibility for the implementation of DPA/DPE in the elementary schools, rests with the classroom teacher. Many elementary teachers are not comfortable with PE/PA, so will avoid doing this activity in favour of more time on mathematics or language arts. In some jurisdictions, the number of curricular minutes in a school day is exceeded by the recommended

amounts of time to be spent on “core subjects”, and so, even if DPA is to be included during each day’s curricular time, it is not. Key informants reported that research showing that time on DPA/DPE will not negatively affect academic outcomes and in some cases can enhance academic performance, is not believed. Another noted that until administrators (principals) specifically request reports on the extent of implementation of DPA from classroom teachers, DPA will not be effectively implemented.

This has led us to conclude that as long as it is the classroom teacher who decides how to fit PE/DPA into the curricular day, and the educational priority is for math and language arts, DPA or DPE will not be achieved, nor will QDPA/E. Key informants advised that QDPA/E needs a minimum number of minutes per day, and should not be left to the teacher’s discretion. They further noted, however, that something must be removed from the curriculum for this to happen. In one province, a study conducted by an NGO showed that only about one-third of the schools were teaching the PE curriculum.

It does not appear that progress is taking place on the objective “Educators are increasing opportunities for children to learn and practice the fundamentals of sport”.

In sectors such as health and among groups with poorer health and social outcomes including Aboriginal people, there is widespread recognition that the benefits of participation in sport and physical activity can help achieve their policy goals. Interviews with key informants in the physical activity and health sectors suggest that there is much to be gained from strengthening the relations across sectoral boundaries with sport and recreation. But that view is not shared by those in leadership positions in the education system.

We were told in interviews that physical education teachers and specialist positions are being removed from the schools and districts/boards. The knowledge of these specialists in physical education and physical literacy, gained from pedagogical training, is critical to broader implementation of physical literacy within the education sector, but also, through partnerships, with the sport and physical activity sectors.

Both results of the surveys and feedback from key informants led us to conclude that physical literacy implementation could be enhanced by the development of a common vision across all the sectors involved in it. That is, the sport, education, health, and municipal recreation sectors could arrive at a common vision for physical literacy implementation, that would make it clear who should be doing what, in which sector. If all sectors are working toward the same goal, i.e., enhancing the physical literacy of children and youth, in a complementary fashion, the likelihood that this objective will be achieved is greatly enhanced.

## 3.2 Goal #2: Recreational Sport

The goal for recreational sport is that Canadians have the opportunity to participate in sport for fun, health, social interaction and relaxation.

### 3.2.1. Participation rates

Overall participation for adults appear to have leveled off at 26% of 15 year olds and over (down from a high of 42% in 1992.) Slightly more men than women participate in sport, and men spend longer participating than do women.

At the time of writing this report (June 2016), the best measure available for the adult participation rate is six years old. In 2010, 26% of Canadians aged 15 years and older participated in active sport (Statistics Canada GSS), which included 28% of males and 25% of females.

The average amount of time per day spent on active sports was 30 minutes, including 37 minutes for males and 23 minutes spent by females. Among only the 26% who are active sport participants, the average amount of time spent per day was 1 hour and 54 minutes (2 hours and 12 minutes for males and 1 hour and 34 minutes for females)

Sport participation among Canadians aged 15 and older appears to have leveled off, after declining steadily from 1992 to 2010, from a high of 45% in 1992, to 34% in 1998, 28% in 2005 and 26% in 2010. More information on adult participation rates will be available in 2017 (at a time to be determined) when the 2017 Statistics Canada Canadians at Work and at Home Survey is released.

As noted, CFLRI's 2014-2015 CANPLAY study found that 77% of Canadian children aged 5 to 19 participate in organized physical activity and sport. Participation levels were similar for both boys and girls aged 5 to 14, but were lower for those aged 15-19, particularly for girls.

### 3.2.2. Community coaches

The Community Sport context of NCCP most closely aligns with the Recreational Sport goal. Almost two-thirds of P/T governments track numbers of community coaches. About two-thirds of sport participants 15 -19 years have a coach, compared with about 20% for the remainder of the adult population. Information on the number of coaches for children was not available.

The National Coaching Certification Program (NCCP) has three broad contexts or streams:

1. Community Sport Coach, for individuals who may already coach at the community level or who want to begin coaching
2. Competition Coach, for coaches who usually have previous coaching experience or are former athletes in the sport and that want to work with athletes over the long term to improve performance and to prepare for competitions at provincial/territorial and higher levels and,
3. High performance coach.

The Coaching Association of Canada (CAC) considers the Community Sport context to be most similar to Recreational Sport as defined in the Canadian Sport Policy. The CAC defines the Community Sport - Ongoing Participation context as “typically for either youth participating in a recreational environment, or masters’ participants participating for recreation, fitness, and socialization reasons”.

The Community Sport Coach context of the NCCP has two levels of workshops for community sport coaches: 1) Initiation (or Introduction); and, 2) Ongoing Participation.

The CAC reports that over 200,000 coaches have attended an NCCP Community Sport training module in the last three years. Further, over 100,000 coaches have achieved a “Trained” status in an NCCP Community Sport program in the last three years—that is, they have completed all requirements of a given sport, stream and context. A 2005 StatsCan survey on volunteering indicates that 1.8 million Canadians were involved in amateur sport coaching (based on self-reports). The 200,000 coaches who have participated in a Community Sport training module in the last few years represents a significant percentage of all coaches and a high or very high percentage of new coaches.

Some P/T governments are tracking the numbers of qualified community coaches in their jurisdictions: eight P/Ts report tracking numbers in community coaching (recreational sport), most (88%) using CAC’s Locker to track, with others using reports from their P/TSOs during the funding process (75%), or in cases where there is a P/T Coaching Association, using those organizations as a source of reporting (50%). Only two P/Ts require community coaches to be trained/certified.

The 2010 GSS found that approximately one quarter (24%) of Canadian adults (aged 15 and over) participating in sport reported having a coach in 2010. Female sport participants (30%) were more likely to report having a coach than male sport participants (22%). Two-thirds of sport participants within the 15 to 19 age group reported having a coach compared to fewer than one in five overall for those aged 20 and over. We were unable to identify any information on the numbers of children who have access to a community coach.

### 3.2.3. Ethical standards and codes of conduct

The NCCP now requires that any new coach trainee participant complete successfully the Make Ethical Decisions training to achieve certification. In the past two years, 20,000 coaches have completed the training.

The Make Ethical Decisions (MED) training by CAC is designed for coaches to be “fully equipped to handle ethical situations with confidence and surety. MED training helps coaches identify the legal, ethical, and moral implications of difficult situations that present themselves in the world of team and individual sport”. The MED training includes both in-class workshops and home study components.

An evaluation component is conducted online for coaches who complete the MED training. Coaches can complete the evaluation and achieve certification without taking the training. For certain programs completing the training can lead to “trained” status and is recommended for coaches wanting to attain “trained” status.

In a two-year period, 20,000 coaches have taken CAC’s Make Ethical Decisions online training (2012 -2014). Successful completion of MED is now a requirement for certification in any new NCCP program, however, certification is not mandatory in the Community Sport stream.

### 3.2.4. Leadership & resources for recreational sport programs

Almost all NSOs, MSOs, and P/TSOs have developed training materials and resources on recreational sport programs and have delivered these materials and resources to coaches, officials and others. These training opportunities are being provided at the community level by all deliverers, including training with schools.

Almost all NSOs and MSOs (92%) have developed training materials and resources for coaches, officials and others. Similarly, almost all NSOs and MSOs (92%) have delivered training materials and resources through methods such as in-person workshops, webinars and videos. A majority of NSOs/MSOs conducted training / mentoring at the community level (72%), and lesser majority (67%) of NSOs/MSOs conducted training in schools.

P/TSOs are only somewhat less likely than NSOs and MSOs to have developed and delivered training for sport organizations, and equally or more likely to have done so for schools and municipalities, with 80% of P/TSOs having developed training materials/resources for coaches, officials, others, 84% having delivered training materials/resources in recreational sport. More P/TSOs conducted training at the community level (83%) than NSOs/MSOs, but about the same (65%) reported having conducted training in schools.

NSOs/MSOs were somewhat more likely to have conducted training workshops and sessions in the schools, than were P/TSOs. MSOs were somewhat more likely than NSOs to have undertaken training and mentoring activities in schools, particularly for those who indicated they have done so to a great extent (23% of MSOs compared to 6% of NSOs).

### 3.2.6. Partnerships, agreements on facilities

Most municipalities are partnering with not-for-profits, schools and P/T governments in the development of facilities. Most also reported that they have shared-use agreements with school boards and community sport and physical activity organizations.

As noted earlier, most municipalities develop (that is, design and build) recreational facilities for physical activity and sport in partnership with not-for-profit organizations, schools and school boards, and provincial government agencies being the top three types of organizations in terms of frequency.

Results from the *Survey of Physical Activity Opportunities among Canadian Communities* (2015, CFLRI) show that a majority of municipalities develop facilities in partnership with not-for-profit organizations (94%), schools and school boards (86%), provincial government agencies (75%), business/private sector (71%), local public health departments (67%), local planning departments (61%), and Provincial Sport Organizations (61%).

Most municipalities have agreements with school boards and sport organizations or physical activity clubs to share facilities, resources and equipment. A large majority of municipalities have agreements with one or more school boards to share use of school or municipal facilities (81%) and to share use of resources and equipment (52%). Likewise, a large majority of municipalities have agreements with sport organizations or physical activity clubs to share use of municipal facilities (88%) and to share resources and programming (64%).

It is interesting to note that many of the key informants cited access to facilities, whether from location or from the facilities not being there, as one of the challenges that they faced, although it was not the main challenge, as reported below. The CFLRI data does not address adequacy of facilities, (the extent to which shared facilities meet the needs identified by all potential users), or availability (the extent to which these facilities are available when sport participants want to use them).

P/T governments were asked if their ministry/department has entered into any formal partnerships or agreements with organizations to develop, build or operate

recreational sport facilities. Eight of 13 P/T SPARC members indicated that their ministry/department has entered into such partnerships.

For these eight P/Ts, the types of organizations with which partnerships are entered into most frequently include municipalities (100%), the federal government (63%), local sport organizations (63%), other ministries in their government (50%), and the private sector (38%).

Only one P/T government reported that their ministry/department has entered into any informal partnerships or agreements with organizations to develop, build or operate recreational sport facilities. They indicated that there are partnerships with all of the types of organizations listed earlier, except for schools, colleges and universities.

Based on comments made by P/T governments, there is no pattern to the formal partnerships or agreements.

### **3.2.7. Extent of collaboration on LTAD alignment**

Collaboration is taking place between NSOs and P/TSOs within sports, but could improve. Sport organizations reported in interviews that there is much less collaboration with the education system to deliver recreational sport, but this was not corroborated in the surveys, where about half of the NSO/MSOs and P/TSOs had partnerships with schools to deliver LTAD-stage and age appropriate recreational programs.

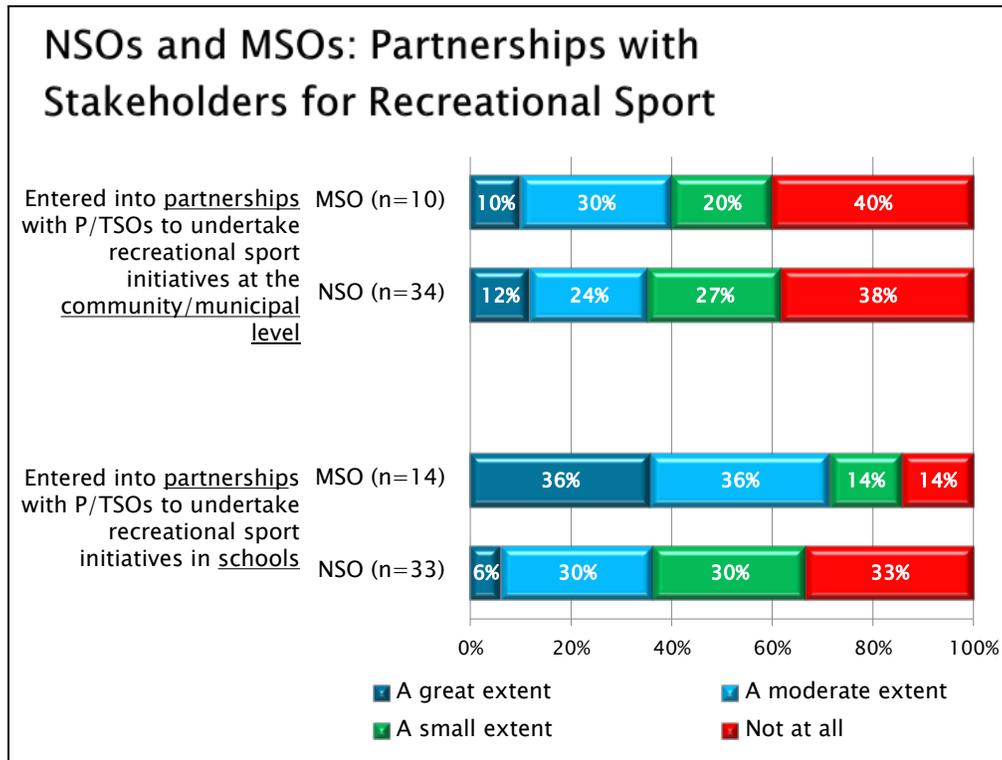
In interviews NSOs reported that they had a “reasonable” amount of collaboration with P/TSOs, to ensure access to stage and age appropriate training and competition opportunities for athletes in both the competitive and recreational streams of sport, which tended to be greater if there was a new staffer in the P/TSO. Four out of five NSOs and MSOs (81%) agreed in the survey that there is effective collaboration between their organization and P/TSOs to ensure access to LTAD-stage and age appropriate training and competition for athletes in recreational sport; 30% strongly agreed.

In surveys, just over half (57%) of NSOs reported that they had entered into partnerships with P/TSOs to deliver LTAD-stage and age appropriate recreational sport programs. Others noted that collaboration could be better as some silos still exist. In particular, schools and PSOs were reported not to relate to one another, or to align their training or competition plans and there was also very little collaboration reported between municipalities and local clubs.

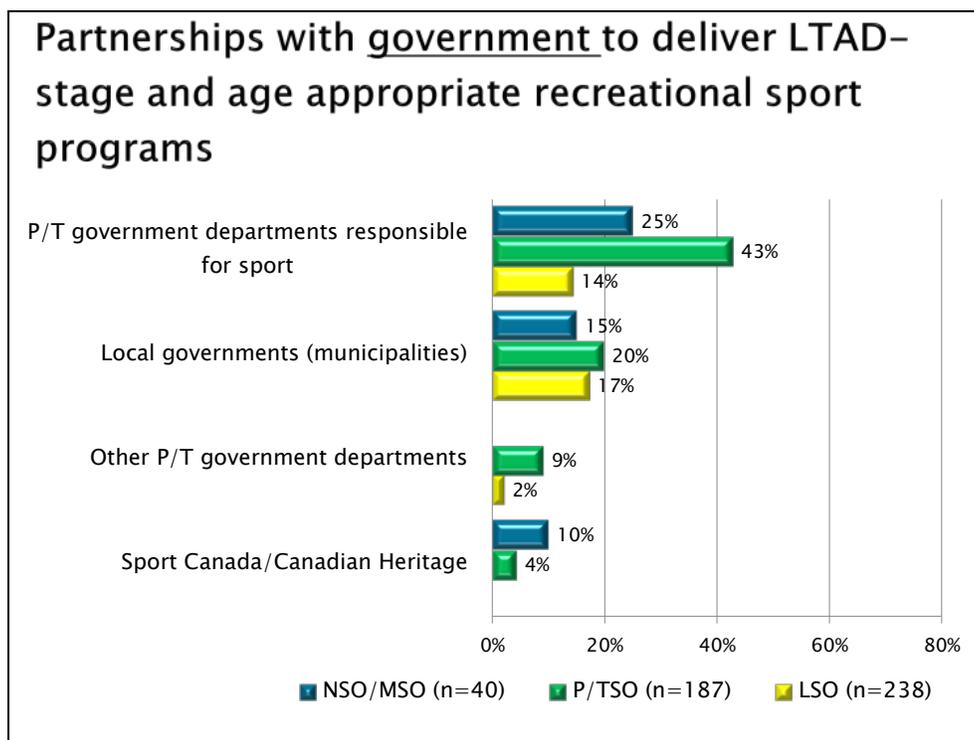
Key informant P/TSOs reported that they generally don't collaborate with schools, that their training/ competition plans are not aligned with schools, that there is little collaboration with municipalities, and that the P/TSOs "don't do recreational sport", which they regarded as the responsibility of the municipalities. This was supported by surveys results showing that 34% of P/TSOs reported that they had no partnerships with government departments or agencies to deliver such programs (only 20% had partnerships with municipalities). An even greater number of NSOs/MSOs (53%) and LSOs (67%) reported that they had no partnerships with any governments (provincial or municipal) to deliver recreational sport programs.

Also in interviews LSOs reported that overall there was good collaboration with schools and municipalities, where those relationships existed. To show the contrast between various areas of the country, one LSO described being able to obtain gym space from schools when they need it, at no charge, whereas another LSO spent \$120,000 each year on gym rental in schools.

Interestingly, MSOs were much more likely than NSOs to report having entered into relationships with P/TSOs to undertake recreational sport initiatives in schools (72% and 36%, respectively, to at least a moderate extent). MSOs and NSOs had about the same likelihood of entering into these partnerships to provide programming at the municipal level, as shown below.



From the surveys, we also learned that P/TSOs are the level of sport organization most likely to have entered into partnerships with government organizations to deliver LTAD-stage and age appropriate recreational sport programs, as shown in the following chart.



Most sport organizations [NSOs/MSOs (80%) and P/TSOs (86%)] have entered into partnerships with non-governmental organizations to deliver recreational sport programs. The main partners for NSO/MSOs are P/TSOs (57%), schools and educational institutions (46%) and non-sport community organizations (33%).

The main partners for P/TSOs were the NSOs in their sport (45%), schools and educational institutions (42%) and their P/T sport federation (23%). For LSOs, the main partners were their P/TSO (23%), their P/T sport federation (18%), and schools and educational institutions (17%).

Most NSO/MSOs and P/TSOs have undertaken recreational sport initiatives in municipalities and schools. These data from the survey contrast with the information obtained in the key informant interviews, where partnerships with schools were reported to be few and far between.

Partnerships are taking place in some sports, but generally, it is between NSOs and P/TSOs or between P/TSOs and LSOs. MSOs were more likely than NSOs to partner with government departments.

### 3.3 Goal #3: Competitive Sport

The goal for competitive sport is that Canadians have the opportunity to systematically improve and measure their performance against others in competition in a safe and ethical manner.

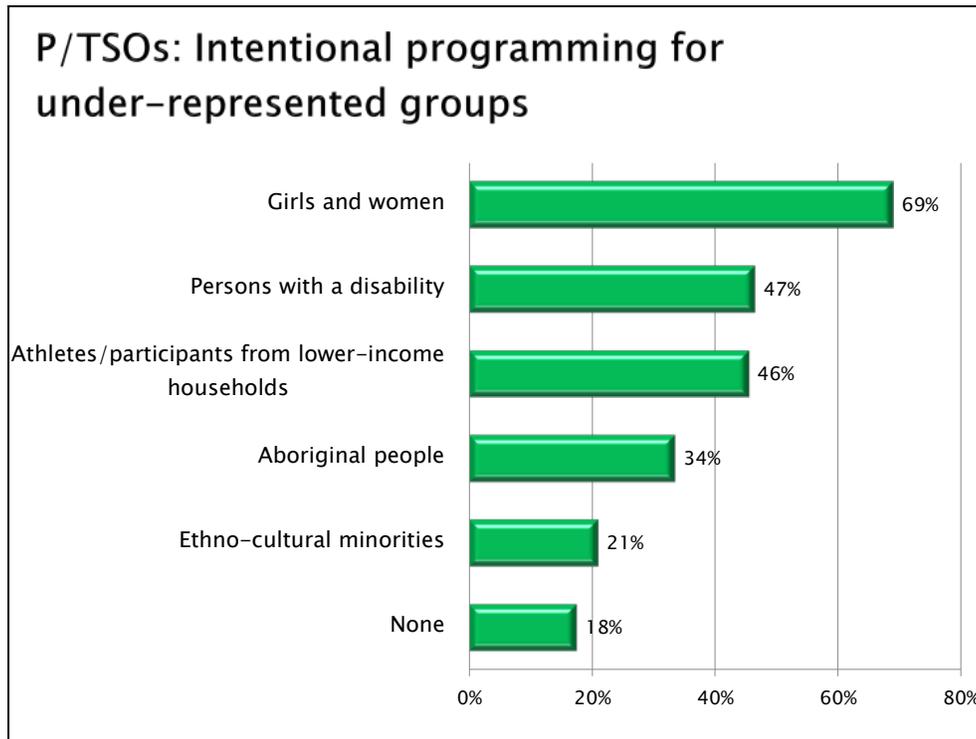
#### 3.3.1. Competitive sport programming for under-represented groups

Data on participation levels in competitive sport by under-represented groups is currently not available. P/TSOs, however reported on the programming that they offer to under-represented groups, with the greatest number being offered to girls and women, people with a disability and athletes from low-income households.

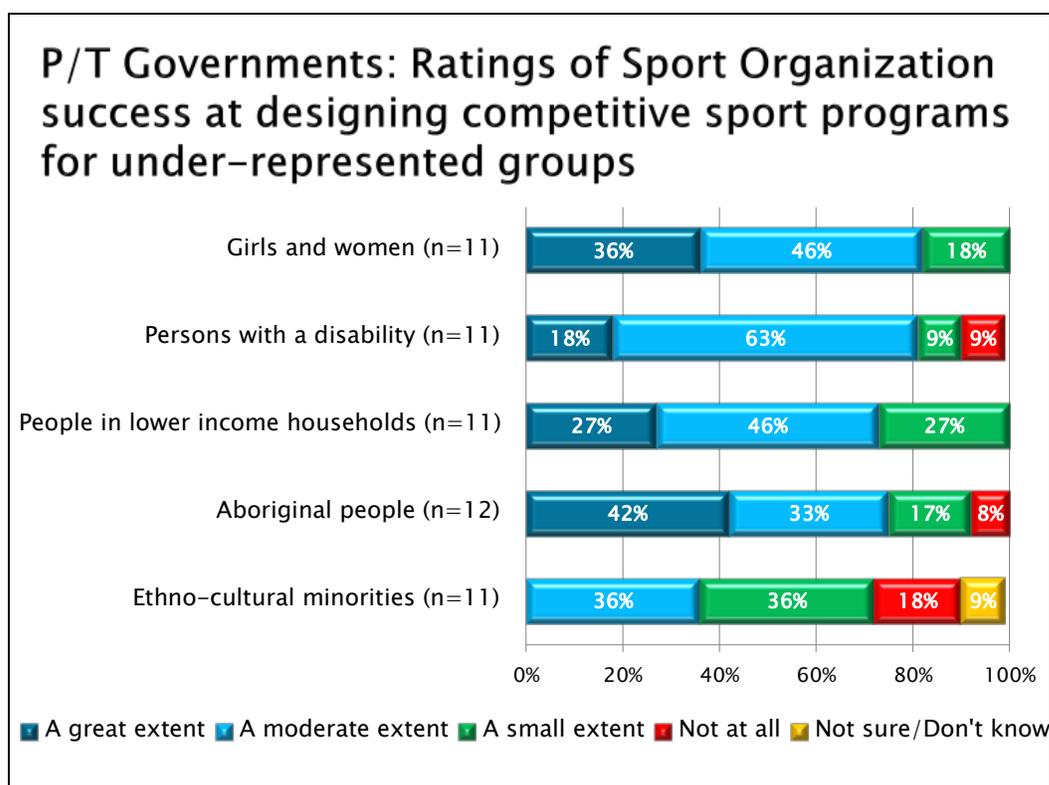
There are two performance indicators related to competitive sport programming for under-represented groups: 1) “Participation levels in competitive sport programs by under-represented groups”; and, 2) “Types of competitive sport programming intentionally designed to include traditionally underrepresented and/or marginalized populations”.

At present, there are no data collection instruments that are tracking participation level data for under-represented groups. Previous iterations of CFLRI’s PASM and the 2010 GSS did not produce results on participation levels in competitive sport by these groups. On the second performance indicator, Sport Canada’s SFAF does not collect data on the types of competitive sport programming intentionally designed to include traditionally underrepresented and/or marginalized populations that has been made more accessible, equitable and inclusive, by target group(s).

However, from the surveys, the majority of P/TSOs (69%) indicated that they have designed training and competitive programs to be more accessible for girls and women, 47% of P/TSOs have designed programs to be more accessible for persons with a disability and 46% for athletes from low income households. About a third (34%) has designed competitive sport programs to be more accessible for Aboriginal peoples, and 21% have developed programs for ethno-cultural minorities. Just 18% of P/TSOs have not designed any training and competition programs for under-represented groups. These results are shown on the next chart:



Interestingly, the P/T governments' perspective on the abilities of their P/TSOs reflect, with some variations, the reports of the P/TSOs, as shown in the following chart:



### 3.3.2. Codes of ethics and codes of conduct

Progress is being made on education with respect to codes of ethics and conduct, with a majority of national level organizations and almost half of provincial/territorial level organizations delivering workshops of some form. By requiring that Make Ethical Decisions is part of the certification process for new NCCP programs, the extent of adherence to such codes will grow with time. At present, however, no data is being collected and aggregated on numbers of coaches who break the code or who have been convicted of an offense.

Well over half of NSOs (58%) and MSOs (60%) have developed educational tools related to ethical sport. Close to two-thirds of NSOs (64%), almost half of P/TSOs (43%), and one-third of LSOs (33%) have developed and delivered training sessions and workshops and made presentations to promote adherence to codes of ethics and conduct.

Very few NSOs (8%) and just over a quarter (29%) of P/TSOs have not done anything to promote adherence to codes of ethics and conduct. One quarter (25%) of NSOs have conducted research on this topic - as have 16% of P/TSOs and 13% of MSOs (2 MSOs).

As noted earlier, successful completion of Make Ethical Decisions is now a requirement for certification in any new NCCP program beyond the Community Sport context.

The Canadian Centre for Ethics in Sport (CCES) does not collect information on actions taken by sport organizations to implement and adhere to codes of ethics and codes of conduct. Similarly, the Coaching Association of Canada has not collected data on the number of NCCP certified coaches who have breached their code of conduct or who have been convicted of an offense.

### 3.3.3. Competitive sport programming is based on principles of LTAD

All NSOs and almost all MSOs and P/TSOs reported in the survey that they had incorporated the principles of LTAD and Physical Literacy into their organizations in several ways. In interviews, N/MSOs reported that the extent to which P/TSOs are implementing developmentally appropriate programs varies across the country, with the capacity of the P/TSO. However, implementation is indeed happening, and examples were provided by respondents. P/TSOs commented on the leadership of NSOs by observing that in a number of cases, the P/TSO itself had shown leadership in LTAD implementation, instead of the NSO. LSOs were generally complimentary of their P/TSOs' leadership and support.

The extent to which these sport organizations have reviewed their programs and services to address LTAD gaps is high. In the survey, a majority of NSOs (62%) and MSOs (54%) have reviewed their programs and services to address LTAD gaps to "a great extent". A smaller group of P/TSOs (41%) reported that they had reviewed their programs and services to address LTAD gaps "to a great extent". Only 3% of P/TSOs have not reviewed their programs and services at all.

Substantial majorities of these sport organizations had adopted physical literacy-based policies, procedures, guidelines or planning documents to at least "a moderate extent", including about a third that have done so to "a great extent".

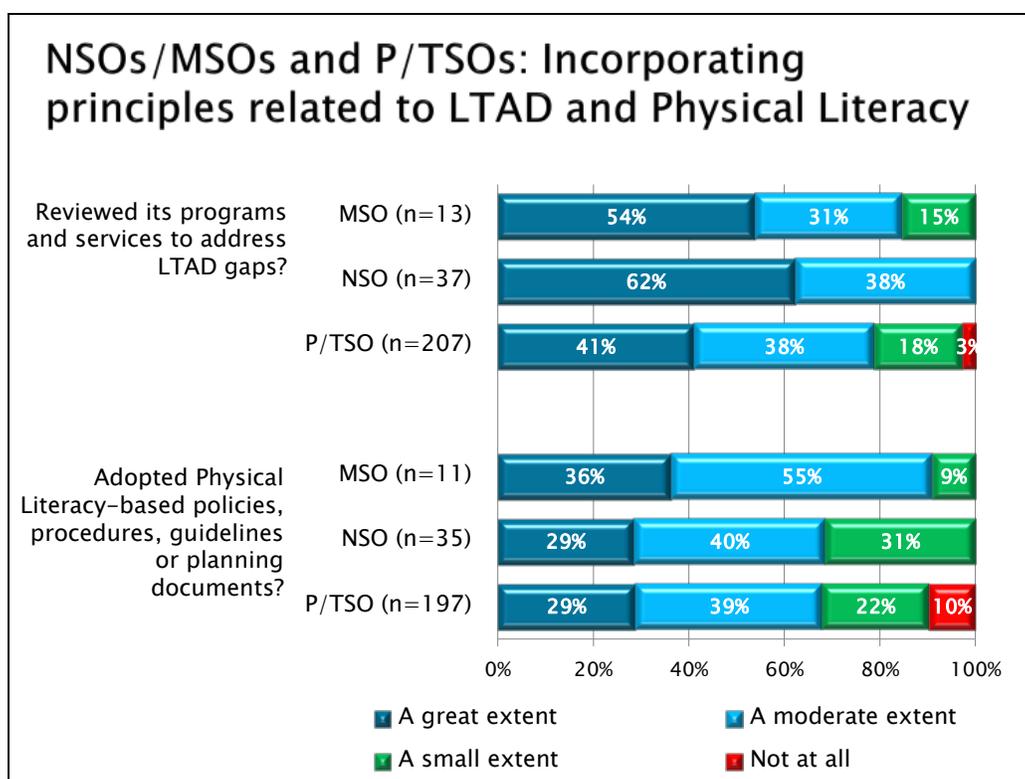
N/MSOs observed that LSOs' ability to implement developmentally-appropriate programs varies across the country, with those with paid staff doing better than those where programs are delivered by volunteers, smaller provinces being farther ahead than larger provinces, and also dependent on the structure of the sport. The perspective from P/TSOs about LSOs' ability to deliver programs reflected a balance between those who reported LSOs were supportive and following the P/TSO's lead and those who were not. LSOs also reflected a variety of views, in interviews.

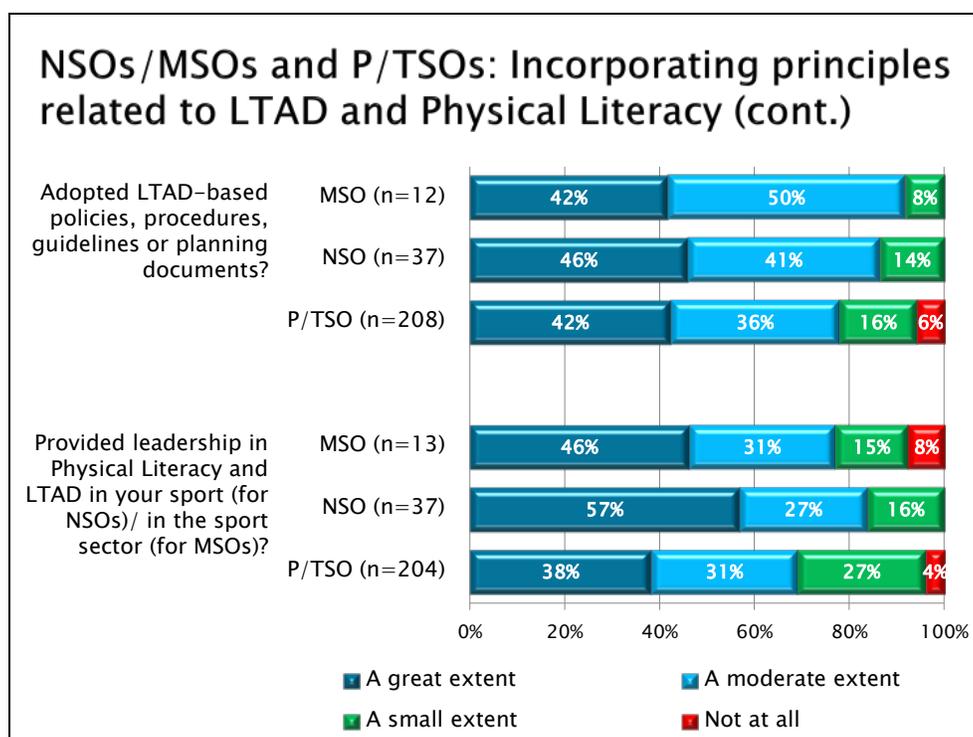
The reason given in interviews as to why smaller provinces were farther ahead than larger provinces, had to do the number of people participating in that sport in that jurisdiction. If it was a small number, and if one or two champions had emerged to

promote LTAD implementation, then getting everyone together in a room to educate about and promote implementation was easier. This situation happened more frequently in a smaller jurisdiction, it was reported.

A majority of NSOs are providing strong leadership in promoting physical literacy and LTAD implementation in their sport. Very large majorities of NSO (87%), MSOs (92%) and P/TSOs (78%) reported in the survey that they had adopted LTAD-based policies, procedures, guidelines or planning documents to at least “a moderate extent”. Only 6% of P/TSOs have not adopted LTAD-based policies, etc. at all.

Substantial majorities of NSOs (84%), MSOs (77%) and P/TSOs (69%) reported that they were providing leadership in LTAD and Physical Literacy.





As noted, N/MSOs commented in interviews that municipalities tended not have a role in delivering competitive sport. Most P/TSOs in interviews echoed this view and also noted that municipalities expect LSOs to deliver competitive sport programs. Some LSOs reported good relationships with municipalities, including being a delivery agent for physical literacy, whereas others reported no relationship beyond permitting, and lamented the closure of some community facilities, without replacement.

Relationships with schools in competitive sport varied. P/TSOs generally in interviews reported no relationships with either elementary or secondary schools, although in one province, the P/TSO described an excellent relationship and provides programming to thousands of elementary and high school students. Another province described an extensive program of school sport completely unconnected to the P/TSO, or to any programming related to LTAD. LSOs reported in some cases good relationships, but these relationships do not translate into the schools implementing LTAD or even DPA or DPE.

In interviews, key informants described two factors about the delivery of sport at the community level that may be in conflict with the goals of the Policy.

First is the basic business model of sport organizations at the community level, where the ability to offer programs depends on revenues. Two important sources of revenue are membership fees and income (entry fees) from hosting events. For example, the more swim meets a club can host, and the more events there are in that meet, the

more money that is raised. But encouraging swimmers to participate in an excessive number of races is at odds with one of the principles of LTAD (game to practice ratio).

Second, we identified the phenomenon of sport businesses, raised by a number of key informants where team sports like hockey, basketball, soccer or baseball offer year-round training programs, not connected to the sport system, not following LTAD principles, and as a result, we were told, children and youth are getting burned out and dropping out of sport. Parents, who may not know much about sport, see this as an opportunity to get an NCAA scholarship, or as a pathway to a professional career. Parents see themselves as “investing in their kids”. An example of this is the power skating club for aspiring hockey players, where parents enroll their children in the summer months—it was described to us as a significant money maker for its owner. Again, this is inconsistent with the LTAD principle of learning many sports before specialization.

### **3.3.4. Competitive sport coaches are trained and certified**

The performance indicator for this result/outcome in the *F-P/T Prioritized Matrix* was the number of carded AAP athletes receiving coach transition funding. We were advised that Sport Canada does not collect data on coach transition funding.

### **3.3.5. Governance capacity to achieve objectives for competitive sport**

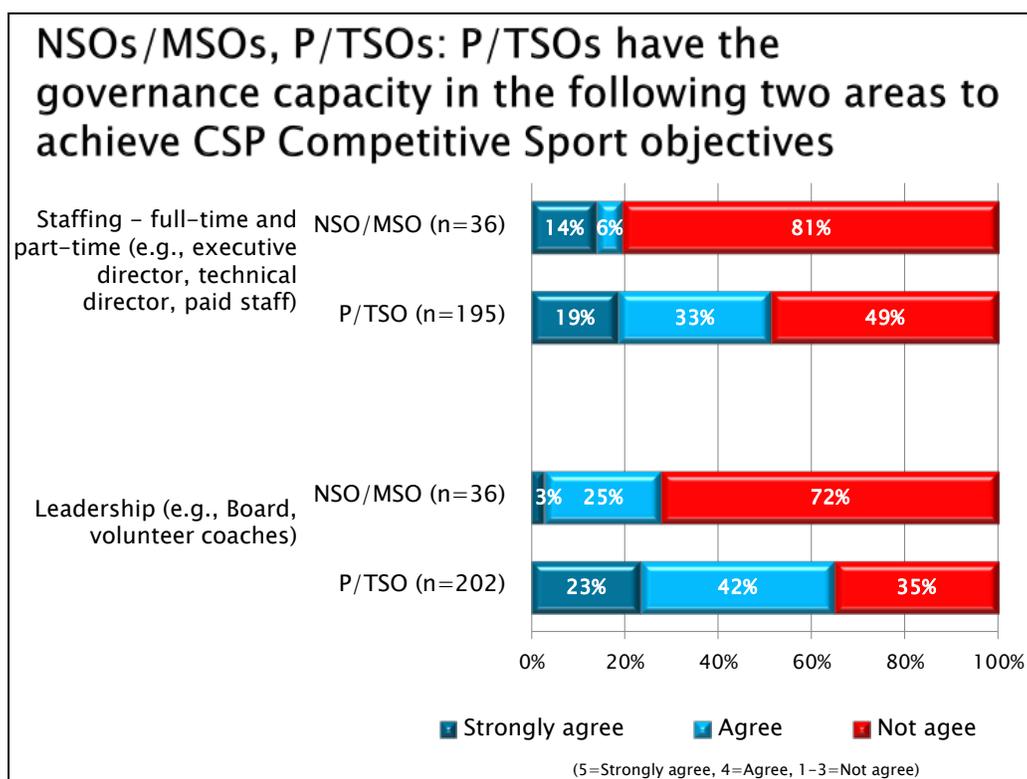
Governance capacity to achieve the objectives for competitive sport varies with P/TSO, according to the NSOs/MSOs interviewed and surveyed. Some are doing well, some are “floundering”. Presently, this may pose a barrier to effective Policy implementation.

The result/outcome was that sport organizations have sufficient governance capacity to achieve sport system objectives for competitive sport as measured by the performance indicator “ratings of adequacy of governance capacity to achieve sport system objectives for competitive sport”. In the survey, sport organizations at all three levels were asked about governance capacity in this context.

We found that P/TSOs were much more likely than NSOs and MSOs to agree that P/TSOs have the capacity in their staffing and leadership to achieve Canadian Sport Policy objectives for competitive sport.

Even then, almost half of P/TSOs (48%) did not agree they have the staffing and over one-third (35%) did not agree that they had the leadership to achieve CSP objectives for competitive sport.

Only about one quarter of NSOs and MSOs agree at all that P/TSOs have sufficient governance capacity. Half of P/TSOs agree they have the staff and two-thirds agree they have the leadership to achieve CSP objectives for competitive sport.



Contemplating why there might be this different perspective from the national level organizations versus the provincial/territorial level organizations, we considered three reasons: 1) that the P/TSOs responding to the survey have a higher level of governance capacity than the overall population of P/TSOs whereas national level organizations were rating the capacity of all provincial/territorial sport organizations with which they are familiar, where, as noted, some are doing well and some are not; 2) that the P/TSOs who responded may have a better understanding than NSOs/MSOs of the P/TSO capacity and a higher opinion of their ability to achieve competitive sport objectives; and, 3) that NSOs may have a broader perspective and a more complete understanding than some P/TSOs of what is required to achieve competitive sport objectives contained in the Policy.

Information from the interviews suggests that the last of these three explanations—a more limited or incomplete understanding on the part of P/TSOs of what is required—may be the most plausible.

Some NSO comments on the governance capacity of P/T from interviews:

*“Four [P/TSOs] are highly succeeding, one is good, one is pretty good and everyone else is floundering”.*

*“Only three to four P/TSOs have ‘sufficient governance capacity’, and the remaining ‘limited capacity.’ In this sport, the NSO is doing club development.”*

P/TSOs in interviews were about evenly split on their views of the governance capacity of local sport organizations to achieve competitive sport objectives. About half noted that clubs had weak governance, faced capacity challenges, had no succession plans and tended to be all volunteers, who agreed with the LTAD philosophy when it was explained to them, but didn't know how to implement it and:

*“when faced with push back from parents, these volunteer leaders don’t want the agro and they resign. Clubs are hoping that LTAD implementation will be accomplished through coaching and many are beginning to employ head coaches”.*

Another group of the P/TSO key informants reported that the governance capacity of the local sport organizations varied, with some weak and some strong. Those with good head coaches and other staff, tended to do better. One observer noted that:

*“Volunteers these days have less time because most people have jobs. And there is turnover, which means that messages to the volunteers need to be repeated every year. Another challenge is the diversity in sports. Diversity in sports being offered is good in principle, but in reality, it has over time created many small [sport clubs] with less capacity, to encourage diversification.”*

Another key informant reported that:

*“Sport organization boards are mainly parents; the boards lack consistency and there is high turnover, as when the kid leaves the sport, the parents leave. Parents tend to be ‘agenda based’ (i.e., their own agenda—promoting opportunities for their own kid) as opposed to reflecting any global thinking.”*

LSOs rated their P/TSOs' governance capacity as good.

## 3.4 Goal #4: High Performance Sport

The vast majority of the results/outcomes under the High Performance goal are designated to be addressed in the summative evaluation. Of the 23 results/outcomes in the F-P/T prioritized matrix under the high performance goal, only one was identified for measurement in the formative evaluation.

### 3.4.1. World class high performance programs delivered

Canada's performance in winter sports is consistently high at #1, whereas ranking in summer sports has risen slightly from 19<sup>th</sup> to 17<sup>th</sup> over the current quadrennial.

Sport Canada compiles the results of Canadian athletes and teams at the Olympic and Paralympic Games and World Championships in Olympic and Paralympic sports. Sport Canada produces an annual report on the ranking of Canada and other nations in Olympic medal performance. The annual Olympic Ranking Index of Nations is based on cumulative medal points across all Olympic events, including Summer, Winter and Combined, and World Championships on a rolling four-year cycle. Medal points are assigned at Gold = 5, Silver = 3, and Bronze = 1.

Canada has ranked at or near the top of all nations in winter sports, with consistently high medal point scores since 2012. Canada was ranked #1 in Winter Sports in 2013 and 2014.

Canada's ranking in summer sports has risen slightly in the last three years, from 19<sup>th</sup> in 2012 to 17<sup>th</sup> in 2014.

Canada's ranking for winter and summer sports combined has been very stable over the 2012 to 2014 period, with a constant ranking of 7<sup>th</sup>. Total medal points rose slightly from 470 in 2012 to 485 in 2013 and 2014.

Programming that contributed to these results was not examined in this formative evaluation.

## 4.0 Findings - Thematic Review of Physical Literacy and LTAD

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Thematic Reviews were contemplated in the *F-P/T Prioritized Matrix* as a means to examine in-depth a number of issues that cut across goals within the Policy and were complex enough that they merited their own analysis. These included: under-represented groups, physical literacy, long-term athlete development, partnerships and collaboration, infrastructure, and ethical conduct. Included with this formative evaluation was a thematic review of physical literacy and long-term athlete development.

The Thematic Review considered three overarching questions:

1. How have sport system policies and programs changed consistent with physical literacy and LTAD principles? What has been the progress in implementation?
2. What are the lessons learned to date?
3. What opportunities and priorities are there to enhance impact of physical literacy and LTAD?

Each of these overarching questions comprised several of their own questions.

### 4.1 Progress on implementation of Physical Literacy and LTAD

#### 4.1.1. Summary

Almost everyone interviewed or surveyed in this study was aware, and had knowledge of physical literacy and in the case of sport organizations, LTAD. Sport organizations knew about both, whereas schools, municipalities and NGOs were asked about physical literacy only. Not only are respondents aware, sport organizations respondents believe in the principles of physical literacy and LTAD. More P/TSOs are familiar with physical literacy, than are LSOs; and P/TSOs and LSOs are more aware of, have increased understanding of, and are interested in learning more about LTAD, than physical literacy. Sport organizations at all levels have shown at least a moderate increase in understanding of physical literacy over the last 3 years, although there is less understanding at the LSO level.

NSOs have a leadership role in the sport system - more P/TSOs and LSOs found out about LTAD and physical literacy from NSOs than any other source, and it is the place

where most P/T and local sport organizations would go to get more information. Although the CS4L/LTAD website is a close secondary source for NSOs.

All sport organizations are better able to define, and explain the principles of, LTAD than physical literacy, although grasp of principles tended to be limited to knowing that there were LTAD principles, being able to reference one or two, and knowing where to find them, as opposed to being able to recite all of them.

Organizational support for both physical literacy and LTAD declined the closer the enquiry was to the community level, where volunteers, parents and coaches are more resistant, especially if they played the sport themselves when they were younger or had some prior training (for coaches), or who had been paid as a coach over a number of years (“old coaches”). Parents at the community level tended to be involved in leadership positions, as Board members or members of key committees, as opposed merely to being parents.

Most NSOs/MSOs’ and P/TSOs’ programs and services have included principles related to LTAD and physical literacy at least to some degree. Educational activities focused on physical literacy and/or LTAD, and aimed at staff, coaches, board members, and athletes/participants have been undertaken by most NSOs/MSOs and P/TSOs. The extent of educational activities by municipalities, schools and NGO varies across the country.

A substantial number of NSOs/MSOs and P/TSOs have made changes to their policies or had created positions to support the implementation of LTAD and/or physical literacy. About two-thirds of LSOs reported that they too had made changes in policies and programs to incorporate the principles of physical literacy and LTAD. Again, changes by schools, municipalities and NGOs varied.

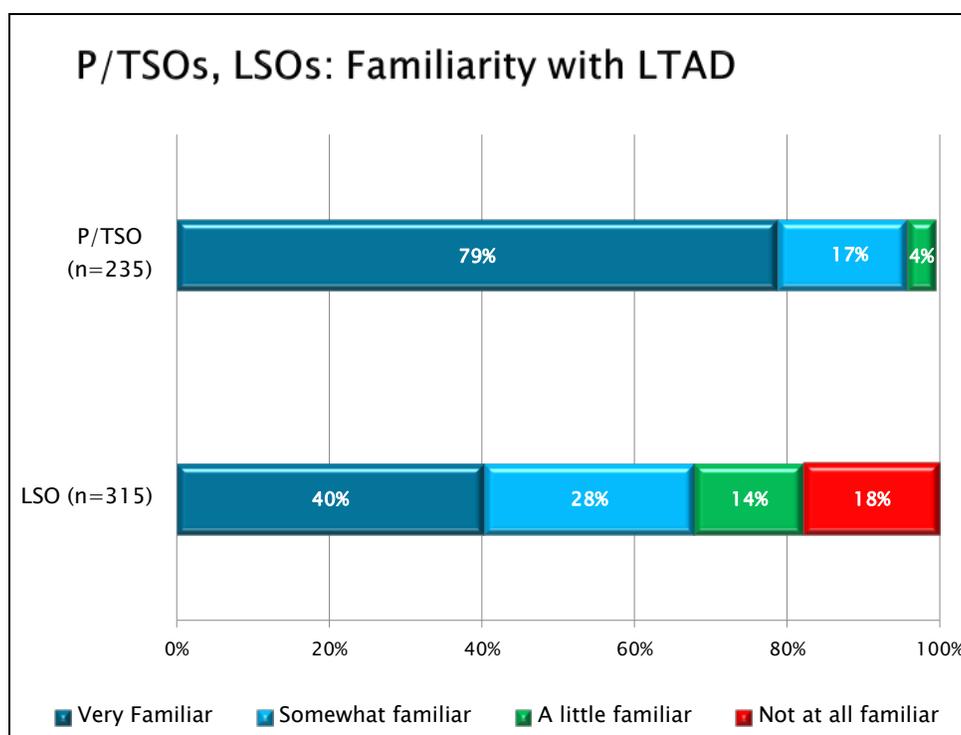
The systems of competition had been changed in many sport organizations, again more so at the national and provincial/territorial level than the local level. The greatest challenge at all levels was in implementation of the stage versus age LTAD principle.

Significant numbers of sport organizations at all three levels gave an overall positive rating to the impacts of physical literacy and LTAD-based programs and activities on their organizations. Types of impact included: the provision of a structured pathway, increased membership numbers and athlete retention, and increased enjoyment and fun for all sport organization participants.

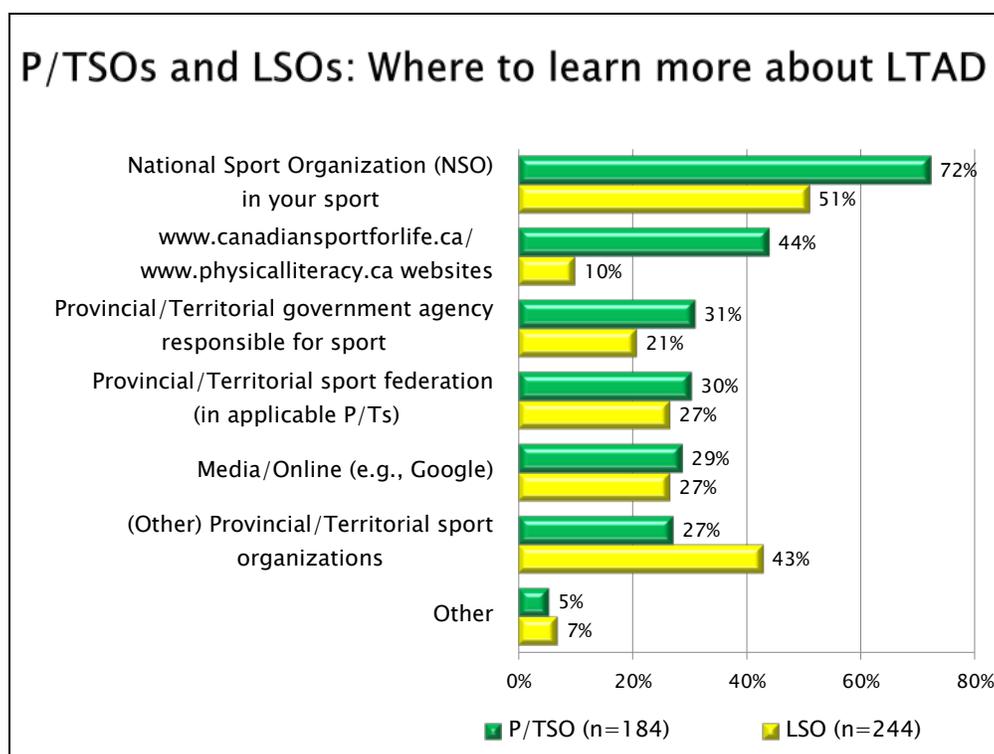
#### **4.1.2. Awareness, knowledge of Physical Literacy and LTAD principles**

The concepts of LTAD and physical literacy are well known amongst sport organizations and interview respondents. The ability to define LTAD is stronger than the ability to define physical literacy, using the commonly accepted definitions. This is

likely because LTAD has been around for over 10 years, while the stand-alone concept of physical literacy is relatively new.



Most sport organizations learned about LTAD and physical literacy from their higher level sport organization. Most P/TSOs and LSOs are interested in learning more about both LTAD and physical literacy. Both survey and interview respondents would go to the web to learn more about physical literacy and LTAD, but sport organizations reported in the survey that they would go more likely to their NSO, followed by the websites for LTAD and physical literacy [www.canadiansportforlife.ca](http://www.canadiansportforlife.ca) and [www.physicalliteracy.ca](http://www.physicalliteracy.ca).



There was universal support among key informants for the principles of physical literacy. Organizational support for physical literacy declined as the concept progressed down through the sport system, based on organizational capacity to implement. Municipalities were generally supportive of the principles of physical literacy, but schools/school districts and NGOs had more mixed views.

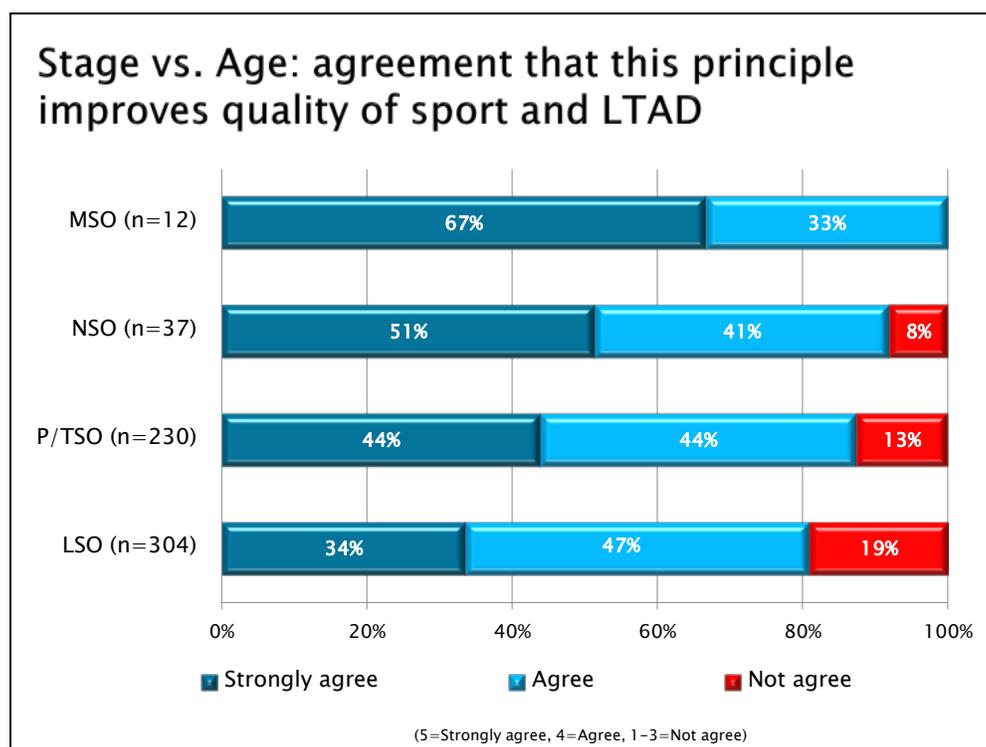
Reasons cited for belief in physical literacy are based on its inherent value, internal logic, or evidence that it worked either from literature or from personal experience with coached athletes or their own family. Sport organizations attributed negative views to parents or coaches. They reported that parents lacked understanding; did not see the relationship of physical literacy to the sport; were relying on their own prior experience; believed that “more <sport> is better” and that “more” might lead to a scholarship or a job; or had invested money for lessons/coaching and wanted a “return on investment”, such as a medal. It was reported in interviews with sport organizations, that some coaches involved in their organization, may report believing in physical literacy in theory, but do not know how, in practice, to implement a program so that their athletes achieve physical literacy.

In schools, physical literacy is not implemented because value and priority is given to language arts and mathematics; parents are not demanding physical literacy; and in some cases, teachers are uncomfortable delivering physical activity-related programs. Some municipal representatives believed in physical literacy because it aligned with

their mandate; others did not see physical literacy implementation as their responsibility.

NGOs reported that there was no clear message about the level of support for physical literacy within the sport and recreation sectors at the community level. Municipalities also described a mixed picture of support among community clubs and leagues for the principles of physical literacy.

Sport organizations generally support the principles of LTAD, but, as with physical literacy, support declined as the organization gets closer to the community level. The principle with which sport organizations had the most difficulty, was “stage versus age”. In interviews, while sport organizations described how they believed in this concept, they were challenged to implement it in practice. This was particularly the case at the community level.



Sport organizations who responded to the survey generally agreed with the other principles of “learning many sports before specialization”, “sensitive periods of development”, “many factors affect training” and “training versus competition”.

Sport organizations reported that negative beliefs about LTAD were held at the community level by parents, by paid coaches (in some sports) who saw their income threatened, by entrepreneurs who promised parents that participation in their sport would lead to wealth e.g., through a professional career, or through a scholarship to a

renowned US university. Some local organizations that have worked to explain LTAD principles to parents reported that parents' support for LTAD-based programs increased once they understood the rationale. P/TSOs reported that club volunteers did not understand LTAD, nor have the capacity to implement it.

Sport organizations agreed with the five statements of LTAD principles, but agreement declined at the LSO level.

### **4.1.3. Demonstrations of commitment to Physical Literacy and LTAD**

Most NSOs/MSOs and P/TSOs have incorporated principles related to LTAD and physical literacy in policies, procedures, guidelines and planning documents. Locally, over one-third of LSOs have made changes to incorporate the principles of LTAD and physical literacy and another third are planning changes, including to training activities, policy documents or constitution/ by-laws.

Schools generally reported not having adopted physical literacy principles in their policies, programs, procedures or guidelines. NGOs and municipalities were split—some had adopted the principles, some had not.

Sport organizations identified priorities around coach education and changes to competition. Schools and NGOs generally did not report any priorities with regard to implementation of physical literacy. Municipal priorities included awareness, staff training or building alliances with other sectors.

Leadership in implementation of physical literacy and/or LTAD was demonstrated in sport organizations by training of boards and coaches (most), staff (if they existed), but not officials (referees, etc.).

More recent educational efforts and demonstrations of commitment to the principles have taken place closer to the community level in sport organizations. Within NGOs and municipalities, changes have taken place within the past five years. Changes in curricula in schools, as applicable, had taken place prior to 2005.

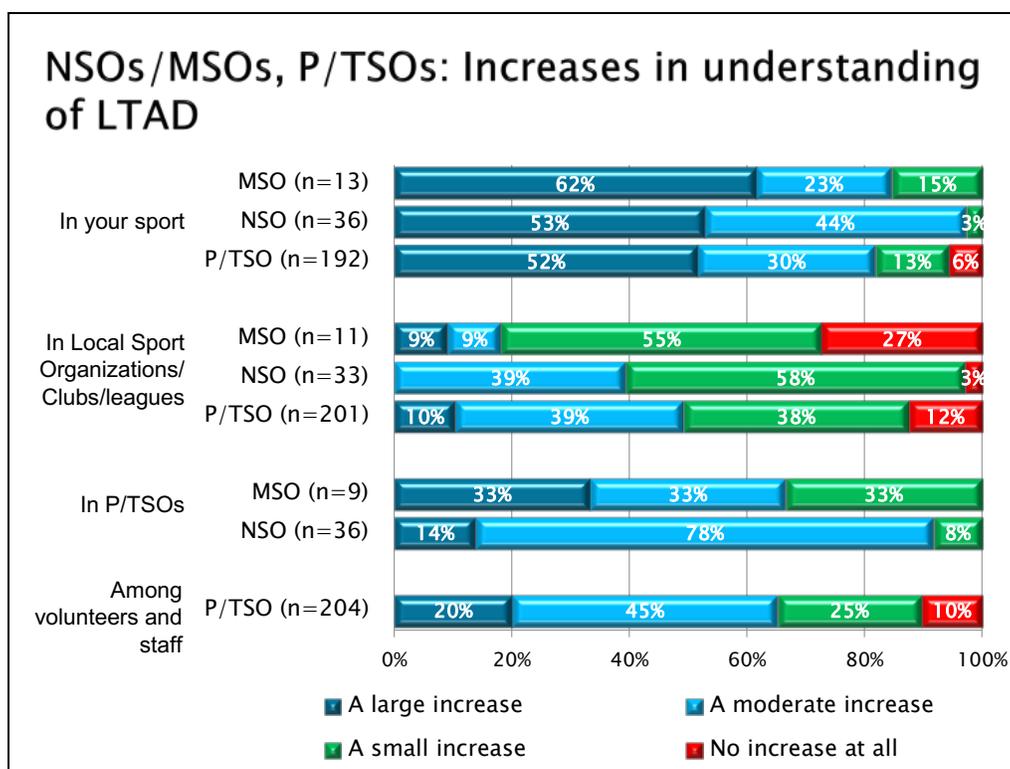
Across all levels of sport organizations, there was an increase in the interest and commitment to LTAD over the last three years, but less so with physical literacy, possibly because understanding remains a challenge. Not everyone to whom we talked was aware of the ParticipACTION consensus statement from June 2015.

Observed increases by NSOs/MSOs in understanding the principles of LTAD over the last three years were reported to be significant, although, as with physical literacy, they decrease substantially from the national to provincial/territorial to local levels. NSOs and MSOs have observed more moderate increases in the levels of understanding of the concept of physical literacy compared to LTAD, with understanding declining closer to the community level.

A very large majority of NSOs/MSOs (94% combined) had observed at least a moderate increase in understanding in their organization over the last three years of the principles underlying the LTAD model: in their sport for NSOs, and across the sport sector for MSOs. This includes a majority (55% combined) who have observed a large increase (a rating of 4 on the 4-point scale).

At the provincial/territorial level, a large majority of NSOs and MSOs (87% combined) had observed at least a moderate increase in understanding among P/TSOs of the principles underlying the LTAD model. However, relatively few of these NSO/MSO respondents indicated that they have observed a large increase in understanding among P/TSOs (18% combined).

At the community level, only about a third of NSOs and MSOs (34% combined) observed at least a moderate increase in understanding over the last three years of the principles underlying the LTAD model in local clubs and leagues.



Close to half of LSOs observed at least a moderate increase in the overall understanding of the principles of LTAD and physical literacy among staff in their club/league, among volunteers in their club/league, and in the P/TSO in their sport.

NGOs and municipalities had noted an increase in interest and commitment to physical literacy by some local and some P/T level sport organizations, as illustrated by this quote from a municipal representative:

*“I have seen change in local sport organizations, more interest, more focusing on fundamental movement skills as opposed to playing the game, especially for younger ages. The sport organizations are getting some backlash from parents, who lack awareness...It all comes down to the capacity of the sport organizations to be able to handle the push-back from parents, but generally, I’m seeing the sport organizations sticking with it. The strong sports have a board, have trained coaches who are taking Respect in Sport training, they are continuing to train coaches and build on that. There was in an initial back-lash about ‘shrink the rink’, but there is now a healthy conversation happening among parents, of those whose kids were the strong skaters and the parents of the weaker skaters. As more parents are educated, the messages are getting through. Hockey is in its second year that they went full-fledged initiation/novice hockey.”*

About half of the school respondents described an increase in the level of interest and commitment in the schools, or school districts, as illustrated by the following observations: *“maybe because it is because I am looking for it more...The term Physical Literacy is being used more often, but there is still some confusion. Clarifying the definition may make it easier for teachers to relate to, to give it some credibility in the education environment”*.

Another noted that there had been some gain in momentum, but he wasn't sure about commitment just yet: *“I don't know about commitment, but the interest is there...We are getting more evidence that kids that move more outside, are more active than kids who move inside. But it takes time to get this evidence, to disseminate it, to convince people, to evangelize a bit.”*

#### **4.1.4. Implementing programming aligned with Physical Literacy and LTAD**

Most NSOs/MSOs and P/TSOs have incorporated principles related to LTAD and physical literacy in programs and services to some degree. NSOs respondents reported that programs and activities were built on the principles of physical literacy and LTAD in various combinations of CSP goal contexts. P/TSOs and LSOs tended to offer programming in the first three goals. Examples given included: changes to the training and competition system, creating new programs to fill gaps identified through the competition review, staging training camps where both athletes and coaches are trained together, basing selection processes on greater evidence and adjusting age categories to align more closely with LTAD.

With respect to physical literacy in the curriculum, education key informants were divided amongst those where physical literacy was in the curriculum, those where physical literacy was added but not implemented, and those where physical literacy was not in the curriculum at all. Generally, however, neither the PE curriculum nor DPA was being consistently implemented in the classroom, as mentioned earlier.

The report from NGOs and municipalities about implementation of physical literacy by community sport organizations was mixed, where they reported that the extent of implementation varied and depending on coach education, the “maturity” of the sport and the support that the local clubs had from their P/TSO. Municipalities reported that in some provinces, the location of local sport organizations in relation to their P/TSO had an impact on the amount of attention that the local organization received from the provincial/territorial level. The closer the two organizations were to one another, the more attention the local organization received from the P/TSO.

Most NSOs/MSOs and P/TSOs have undertaken educational activities dealing with physical literacy and/or LTAD, targeting staff, coaches, board members, and athletes/participants. Most NSOs/MSOs and P/TSOs plan further education within the next 12 months.

Municipalities reported training staff, and some schools, but not other recreation organizations, coaches, or officials and about half had communicated with parents.

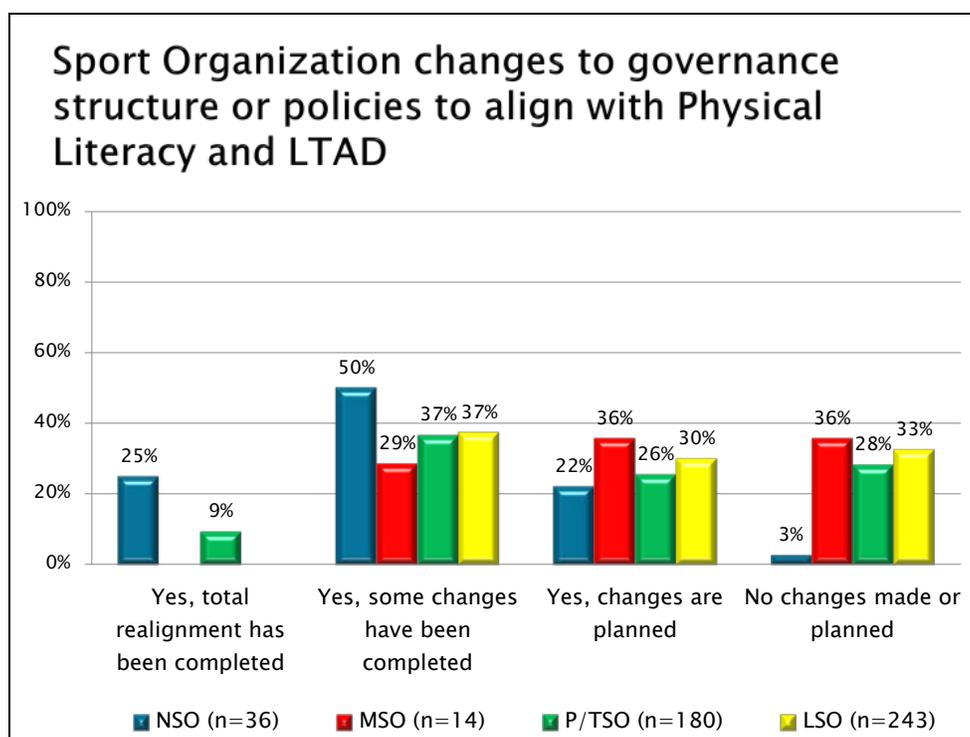
Educators had delivered workshops to generalist teachers and parents about physical literacy, but not to PE specialist educators. PE specialist declined to attend such workshops because “*they knew that material already*”. NGOs engaged with their municipalities in promoting physical literacy, about half were engaged with schools, but not with local or P/T sport organizations.

### *Governance changes*

A majority of NSOs/MSOs and plurality of P/TSOs have made changes to their governance structure or policies to support the principles of LTAD and/or physical literacy. [In this context, the term “governance” was used to refer to staffing, changing roles, or new operational policies, as opposed to changes at the Board of Directors level.]

Most of these sport organizations created new positions or modified existing ones to implement physical literacy and LTAD principles. About a quarter of both NSOs/MSOs and P/TSOs are planning further changes to governance structures or policies. Smaller P/TSOs tended to be the ones that have not made such changes.

Few NSOs and only about one quarter of P/TSOs have not made changes to their governance structure or policies and are not planning such changes.



About two-thirds of LSOs had made changes to incorporate the principles of LTAD and physical literacy or are planning such changes, the main ones being changes to policies and training activities. About one third of LSOs have not made changes and are not planning any to incorporate the principles of LTAD and physical literacy. High turnover among board members was cited as the main reason why no changes have been made or planned.

About half the school respondents described organizational changes that had been made to support physical literacy in PE and in after-school and intra-mural sports. NGOs and municipalities reported changing staff responsibilities to include physical literacy implementation. Municipalities have further changes planned.

### *Changes to systems of competition*

Sport organizations at all three levels had made changes to varying degrees to the system of competition or leader development to align better with the principles of LTAD and physical literacy, with only about a third of LSOs having made changes.

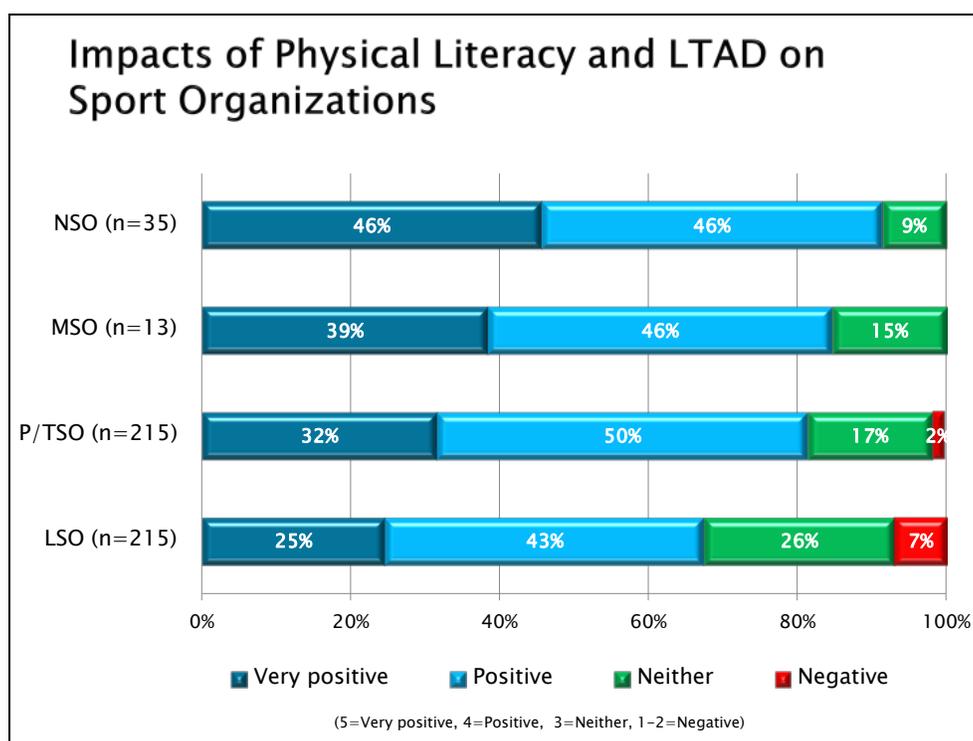
P/TSOs described in interviews that they were challenged, in both individual and team sports, to categorize athletes effectively by maturational stage as opposed to chronological age. Examples that were provided included the fact that identifying an athlete's maturational age is as yet, a highly skilled undertaking, with the skill possessed by few. Very few sport organizations at any level have tools and resources

to make this categorization, which is something that would make it possible for more coaches at the community and provincial level to undertake such categorization.

When asked in interviews why NSOs had made changes to their system of competition most NSOs linked the changes to their commitment to various principles of LTAD, whereas P/TSOs and LSOs cited alignment with NSOs as their rationale for making changes. Between one quarter and one third of sport organizations at all levels are planning further changes.

### *Overall Impact of physical literacy and LTAD-based programs*

Large majorities of sport organizations at all three levels rated the overall impacts of physical literacy and LTAD-based programs and activities on their organizations as positive. Very few rated the impacts as negative.



In interviews, some N/MSOs cited increases in membership numbers and improvement in international results as evidence of impact. P/TSOs described a variety of impacts from increases in membership numbers to a more positive public perception of the PSO in that sport. Overall, LSOs described the impact of LTAD implementation as very positive.

An open-ended question in the survey asked sport organizations to comment about the reasons why the impacts of physical literacy and LTAD-based programming have been positive or negative. The 103 responses received showed the following:

1. LTAD and physical literacy based programming provides a framework, a structured pathway for proper development and implementation of the sport. Survey respondents noted that having the LTAD framework acted as a support for decision-making, and a foundation for policies.
2. LTAD and physical literacy-based programming has resulted in increased membership numbers and increased athlete retention in the sport. Survey respondents reported that the number and quality of athletes have increased, that there has been an increase in numbers in their programs (at all levels), possibly arising from reduced risk of injury (attributable to increased physical literacy), and that young people were staying involved in the sport longer.
3. LTAD and physical literacy based program resulted in increased enjoyment and fun, providing a better environment for athletes, coaches and officials. Respondents cited adherence to certain LTAD principles resulting in stronger skill development on the part of athletes, improved player development and a more enjoyable environment for players, coaches and referees.

About half the educators reported that they had seen improvements in grades, in attendance, in engagement (attention), in the numbers trying out for after-school teams, and in better use of PE time. NGOs generally felt that changes would take a number of years to manifest. Municipal respondents reported that improved quality of programming may result in increased retention, but had no evidence of this.

## **4.2. Lessons learned**

### **4.2.1. Summary**

Because of the complementarity of the constructs of “gaps”, “barriers” and “enablers”, there was a tendency of key informants to conflate the concepts. Thus, the reader of this section of the Thematic Review will find a good deal of overlap among constructs.

There were a total of nine gaps and 19 barriers identified by sport organizations, schools, NGOs and municipalities. Five gaps and barriers overlapped, that is they were identified as both gaps and barriers variously by the respondent groups.

These five overlapping gaps and barriers are:

1. Lack of sport system capacity (at all levels);
2. Lack of resources for training, staffing and materials development (which may be interpreted as lack of capacity);
3. The volunteer nature of the sport system entailing high turnover and the potential for conflicts of interest especially for parent-coaches;

4. Lack of parental knowledge, parental attitudes and expectations; and
5. Lack of physical education in schools, and the gaps between schools, municipalities and community sport.

Beyond the five gaps/barriers just noted, other barriers included:

1. The lack of government leadership;
2. The lack of a champion (in any setting);
3. Risk aversion in the school environment (safety and liability concerns);
4. The lack of an easy-to-understand definition of physical literacy, and
5. The lack of commitment from all sectors.

More detail on each is provided below.

Many enablers were reported:

1. Enhanced communications;
2. Parents who are aware, supportive, educated and who look for quality in programs;
3. Resources to train coaches/teachers and hire staff;
4. Access to a knowledgeable and resourceful P/T sport federation;
5. Having a champion,
6. Access to facilities,
7. Ability to market their programs,
8. Alignment between schools and P/TSOs,
9. Adequate space and equipment,
10. Partners willing to implement,
11. National leadership,
12. A PE curriculum aimed at games, not sports and
13. Partnerships across sectors.

Few N/MSOs or P/TSOs reported assumptions that needed further testing.

#### 4.2.2. Gaps (between knowledge and implementation) and rationale

The five overlapping gaps/barriers are:

1. Lack of sport system capacity at all levels to respond to the rate of change *“The paradigm shift has been at a rate that sports can't cope. Concepts like LTAD have come along very quickly and sports can't keep up.”*
2. Lack of resources for training, staffing, materials development, as described by one NSO: *“We have great resources, but we don't have the finances to market and promote them.”* An observation of community sport coaches: *“If they are aware [of physical literacy and LTAD], they don't know what to do.”* LSOs additionally reported on the lack of resources to hire a coach/staff, to provide information to the parents directly, to update their website with information about LTAD, to promote and market the sport, to do the training necessary. Municipalities also reported not having sufficient resources for recreation staff training.
3. The volunteer nature of the sport system, with high volunteer turnover / burnout, with fewer citizens volunteering less time, and those that do, do not see the need to absorb complex concepts like physical literacy and LTAD. As well, volunteers may be motivated by the outcomes for their own child, if they have been recruited to coach so that their child can participate.
4. Lack of parental knowledge, parental attitudes and expectations, the need for education through a national social marketing and promotional program about the importance of Physical Literacy and LTAD. Many parents it was reported participated in their particular sport 20 years ago and do not recognize that the environment has changed dramatically in that time; or have never participate in a sport and do not know what to expect. Parents need constantly to be educated *“We need to persuade them that their 10-year-old is not going to the Olympics.”*
5. Lack of PE in schools and the gaps between community sport, schools and municipal recreation departments. Gaps were noted at the club level, with elementary schools (*“in the time dedicated to and support for PE and teaching Physical Literacy”*), with high schools (*“because teacher/coaches aren't interested in becoming trained and learning about LTAD”*) and with municipalities (*“I'm not sure of municipalities' understanding of Physical Literacy”*).

Other gaps included lack of alignment between the federal and provincial/territorial governments as to their funding priorities. As one NSO observed:

*“We can't have provincial governments throwing money at the PSOs to do little projects, and then there are 13 different ways to do it—this has to stop. It is hard to be a leader in the sport when each province has their own program. Is Sport Canada sharing information with the provinces?”*

Sport organizations at the provincial/territorial level further identified the impact of low population in some areas of Canada resulting in funding skewing the right ages of development:

*“We [PSO] get money from <province> for sport development for Canada Games. If I said we could not participate in Canada Games (because athletes were not at the right LTAD stage), we would lose a good chunk of funding.”*

Other P/TSOs noted the priorities of paid coaches in some sports was personal income generation which put them at odds with some of the principles of LTAD. At a broader level, a common vision and alignment among sport, physical activity, education and health around concepts such as physical literacy was lacking. *“Each [sector] is working on its own priorities, and there is a lack of connection between these sectors”*.

LSOs identified gaps, between coaches’ understanding of theory and implementation. They noted that NCCP LTAD-based courses provide the technical aspects of sport development, but don’t address how to coach children or how to deal with parents:

*“NCCP courses do not offer much on how to coach kids. This is difficult for parents who need training in how to teach/coach children and youth.”*

*“NCCP doesn’t teach how to deal with kids who aren’t yours, who yell at you, or the parent who is in your face and asks ‘how come my kid’s only played 12 minutes, that other kid plays 16 minutes?’ New coaches say ‘I only want to coach’, but they must wear many hats, including being a ‘psychiatrist’ to many of the kids and the parents.”*

Municipal respondents commented on the PSO-LSO relationships: *“If an LSO is energetic and aggressive, then they get attention from the PSO; if not, then they are forgotten by the PSO”*. Also, as noted, geographic focus on one area of the province by the PSO leaves out some LSOs, accompanied by capacity challenges at both PSO and LSO level to implement programming from PSOs, or to promote programming at the LSO level.

All the educators identified gaps between what they knew about physical literacy and what they saw being implemented in physical education and physical activity programs in their schools. They described the need for clarification on the definition of physical literacy, and appropriate training on that definition; lack of leadership in schools by principals to enforce the teaching of PE and physical literacy; and the gap between schools and community clubs where schools are competing with clubs (in some smaller centres) for the same children.

There is a gap in the schools, where DPA is not regulated and teachers are not assessed as to whether or not PE, DPA or Quality DPA is delivered. Training for teachers is the gap but the motivation for training is lacking.

*“If DPA is not monitored, then why should the teachers bother learning DPA?”*

*“Parents don’t understand that physical literacy is as important as math and language skills - they still think it’s an elective”.*

NGOs noted a number of gaps that included the need for a focus on children’s motivation to participate in sport and in play, and the need to balance structured and unstructured play. NGOs further reported the lack of simple implementation solutions to implement Physical Literacy:

*“We need simple solutions, easy-to-implement promising practices, quick wins, so that we can get some momentum going, identify some good program opportunities. Some NSOs have some good programs, but we have not seen them here in our province or our communities. There is good work being done, but it is not being disseminated. Program providers (recreation sector, local sport clubs) need simple pieces.”*

NGOs noted that physical literacy is not connected to the built environment, which can dictate so much of how physically active a population is:

*“Parents are hyper-parenting. Can we help parents feel more safe, that their kids are safer in the community? Can we facilitate road hockey, facilitate spontaneous self-directed play - that ticks all the boxes: design, skill, motivation, confidence, competence. There is a huge relationship between design and physical literacy”.*

There was an observation that the role of municipal recreation with regard to relationships with community sport is changing: as opposed to being program deliverers in some jurisdictions, municipalities are facilitators, or only managing facilities and determining allocations. In other jurisdictions, respondents noted the opportunity for adult programming in Physical Literacy, but this currently was not taking place: *“Our municipality could also be developing adult programming that features Physical Literacy.”* Municipalities can be involved in volunteer training around Physical Literacy.

### 4.2.3. Systemic barriers and enablers to Physical Literacy and LTAD program implementation

Beyond the five gaps/barriers noted above, other barriers identified by N/MSOs are lack of champions resulting in inability to influence for the purposes of creating change, and the lack of access to facilities. Some illustrative comments:

*“I have seen horrible P/TSO Boards, but I’ve also has seen some brilliant ones with great leadership. So much has to be carried by champions, and we are about 50% there now.”*

*“At the community level, the ice time fight continues—which impacts our ability to reach more athletes.”*

NSOs identified that the structure of some sports prevents the NSO from implementing national programs—all contact with the clubs has to go through the provincial/territorial level and if the P/TSO is not cooperative, little progress in implementation is made.

Almost all P/TSOs, LSOs, NGOs and schools identified attitudes as the largest barrier to implementing programs related to physical literacy and LTAD in their sport. This was characterized as lack of professionals at the club level (capacity), “old coach” mentality (in some clubs where there are paid coaches), lack of education, poorly educated or informed experts and as one put it, the view that: “we’ve always done it this way”.

NGOs and LSOs also agreed that attitudes of parents and attitude /goals of the coach were barriers: “they may say they believe in LTAD, but they may be just saying it. You still hear ‘We got killed last weekend’. They aren’t implementing [LTAD].”.

Schools reinforced this view of attitude being the main barrier, led by attitudes of administration (principals), who were either not allowing teachers to spend significant time on Physical Literacy, or, as one put it:

*“Principals are not pushing the PE department to incorporate physical literacy into the classroom...Even the sports teams after school do not follow the LTAD from Basketball Canada, the teachers just continue with what they learned 25 years ago.”*

This was followed closely by teacher attitudes, with teachers not valuing PE, not making time in the day for PE, not understanding that Physical Literacy is not just fundamental movement skills, or even taking PE time away, because it is seen as play time.

*“Teachers will take away PE today because the kids are not far enough along in math. Or they would put 70 kids in the gym at the same time, and throw some balls at them and that is seen as good PE. You would never do that in a math class, put 70 kids in one classroom, the parents would be up in arms. But for some reason it is acceptable in PE.”*

School key informants also identified lack of adequate space (no gym or outside space), parental attitudes (not accepting the health or academic impacts of PE), safety/liability concerns (*“There is a knotted web preventing participation in any activity that is deemed high risk.”*), ingrained attitudes about sport (*“you need to start early and never stop”*), and the potential merger of health and PE curriculum (taking time away from activity and PE) as barriers.

The responses of these key informants about the lack of adequate space in schools seems to be at odds with the responses of school administrators to the CFLRI survey<sup>14</sup>, a high proportion of whom reported that facilities and amenities for sport and physical activity are available both on and off school grounds. It is likely that key informants are emphasizing the adequacy of facilities and spaces in their responses, while the CFLRI survey addressed availability and not adequacy.

LSOs also identified lack of resources as a large barrier to implementation of LTAD. In this, they noted that the cost to deliver their programs as a result of implementing LTAD has increased [staff costs, HR needs (e.g., coaches), more teams, different equipment]. LSOs also lamented the cost of coach training, criminal records checks, and the expectation that coaches donate out-of-pocket expenses *“like their own gas to get to games. We ask too much of the volunteers, in addition to their time.”* Other barriers identified were access to facilities, and lack of interest and cooperation from schools.

Barriers reported by NGOs included parental lack of knowledge, lack of a plain language definition that people could understand, lack of leadership at the senior levels in the provincial government responsible for recreation and sport, lack of training and capacity, and risk aversion, leading to, for example, closed schools even when the weather isn't too bad, and concerns related to liability and insurance manifested by banning sliding and playground equipment.

Municipalities identified barriers to implementing programming related to physical literacy included money for training, development of materials, and staffing.

*“The City has limited staff and their main focus is cost recovery and creating programs to get people in the door. The resources haven't*

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<sup>14</sup> Opportunities for Physical Activity at School Survey, CFLRI, 2015.

*been put there to offer other programming or provide more support to NPO sport organizations.”*

*“...training. Poorly run programs of physical literacy and fundamental movement skills give physical literacy a bad name. Community coaches are not implementing physical literacy due to lack of understanding.”*

Other barriers that municipalities noted included: lack of programming space, not understanding the importance of physical literacy either within the community or at the decision-making level, lack of buy in from all sectors (e.g., health, recreation, education, sport--*“If there was, then we would all be singing the same song but with different words”*), the connection of physical literacy with sport has “turned off” some people, and the cutbacks in PE in schools. This last comment related to the lack of movement education and teaching of sport skills in the schools. Schools are no longer providing the *“learn to play a sport programs”* and the volunteer community sport system has not yet learned how to fill that role.

### *Enablers*

There were a wide variety of enablers identified by sport organizations, that included the development of better connections between NSOs and the community level, enhanced communications, NSOs developing the trust of provinces/territories and member clubs, a better visual depiction on websites of the full range of activities in a sport instead of just Learn-to programs, the good will that physical literacy generates in the community and has:

*“changed perceptions of how people view sport - it has opened partnerships with health, education, recreation- municipalities, foundations, donors.”*

Others identified dedicated (i.e., they believe in it) and trained coaches, that parents who are aware, educated and demanding quality in child programming are enablers, as is overall awareness, training at all levels, and the use of common terms. Still others commented on the inherent logic of physical literacy and LTAD and the growing number of best practices and positive examples that are being accumulated, as enablers. Finally, adequate resources to implement programming, train coaches, and hire additional staff to get things done, were seen as enablers.

Educators saw the main enablers as being a champion at the leadership level (a principal giving teachers permission or time to learn about physical literacy and then time to implement it), training or professional development for classroom teachers so that they understood physical literacy and how to implement it, followed by committed passionate caring teachers, alignment between schools and P/TSOs so that

school and community programs are on the same page, and adequate space and equipment.

Municipalities agreed that a champion, and effective awareness and education were enablers:

*“Physical Literacy needs a celebrity figure like Drake who can champion the messaging.”*

*“When coaches are trained, coaches are understanding it, then we get better buy-in from parents.”*

Enablers for programming on physical literacy included partnerships:

*“The sectors with resources are health and education, and we are telling the education sector that we need their expertise, not their money. The health authorities have been excellent partners, enablers.”*

NGOs noted that leadership nationally from S4L and the Physical Literacy consensus statement; and that current physical education (in some jurisdictions) is oriented more towards games as opposed to sports, which is favourable for development of motor function.

#### **4.2.4. Strengths and weaknesses of Physical Literacy and LTAD assumptions**

Few N/MSOs reported assumptions that needed further testing. Those that did, questioned whether LTAD implementation leads to medals, whether physical literacy results in cognitive, behavioural and social benefits and improved quality of life, whether some early specialization sports were really late specialization sports, and whether schools are critical to the effective delivery of some sports.

P/TSOs questioned whether there is a relationship between physical literacy and BMI, whether athlete development is the same in sports with high technical aspects versus those with high cardio-vascular aspects, whether maturational age can be simply measured, and whether physical literacy reduces injuries.

It is not at all clear that this “laundry list” of “assumptions that need further testing” is anything more than that.

### 4.3 Opportunities for enhancing impact

All key informants were asked to identify what they could do to enhance the impact of physical literacy and LTAD and also what governments could do.

Sport organizations identified communication within sports amongst different levels, knowledge transfer between levels, alignment within sports and additional resources to effect these changes, as areas where efforts should be focused to maximize benefits of physical literacy and LTAD initiatives. Sport organizations, NGOs and municipalities all agreed that education and awareness for staff, coaches and parents, should be a focus, reporting that they believed that this would result in higher quality programming and increased retention.

School respondents identified training on physical literacy for Early Childhood Educators, teachers, teachers-in-training, administrators and senior decision-makers as priorities. They also identified reintroducing mandatory PE 150 minutes per week as a priority, but underlined that if something is added to the curricular day, something should be taken away.

Sport organizations would like governments to define a unifying policy vision on physical literacy for the sport, recreation, physical activity, health and education sectors. Moreover, sport organizations want governments to align programs and funding behind that vision by providing resources for effective implementation; a social marketing campaign targeting parents; holding P/TSOs accountable for outcomes; and providing funding for community sport and recreation infrastructure.

Schools would like governments to hold teachers accountable for delivering the curriculum: provide adequate space and equipment; train teachers to teach physical literacy; and work with the sport and health sectors.

NGOs felt governments should focus efforts on training in the sport and recreation sectors; on clarifying the intersection among the three national policy/framework documents in sport, recreation, physical activity and (a view shared with municipalities); and a social marketing campaign aimed at parents.

Municipalities urged governments to: support municipalities' return to direct delivery programming in recreation and recreational sport, support training and education, and develop a strong partnership and common messaging between health and sport (PHAC and Sport Canada).

## 5.0 Summary

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### 5.1 Progress on CSP Implementation

Overall, progress has been good on implementing initiatives related to the goals and objectives of the CSP. There has been moderate to intermediate progress within the Competitive and Recreational Sport goals (in terms of achieving some of the objectives) and less (although still some) progress in the Introduction to Sport goal.

The objective within the Introduction to Sport goal that stands out as “unimplemented” is the one that pertains to education: Educators are not “increasing opportunities for children to learn and practice the fundamentals of sport”.

To gain a numerical score for progress on implementation, we have crafted a “CSP Goals and Objectives Report Card”. Based on whether information is available to address the indicators encompassed by the Policy objectives, we have determined that implementation of a policy objective is showing progress, is showing no progress, or information is incomplete. For this last dimension, we have distinguished between measures that were destined for the summative evaluation and those where we identified that there is not enough information on which to make a judgement. The Report Card for the first three goals of the CSP is included on the next pages. The goal of High Performance Sport is not included because most of the High Performance Sport objectives will be addressed in the Summative Evaluation.

Based on this scoring, there has been progress in implementation of 60% of the objectives of the Competitive Sport goal, 44% of the objectives of the Recreational Sport goal, and 33% of the objectives of the Introduction to Sport goal.

## CSP Goals and Objectives Report Card

Goal 1: Introduction to Sport				
Canadians have the fundamental skills, knowledge and attitudes to participate in organized and unorganized sport.				
Policy Objectives	Progress	No Progress	Incomplete	
			Not enough information	Summative Evaluation
1. Leaders, educators and parents <u>support</u> the development of physical literacy and safe, healthy, values-based play and sport among children and youth.			✓	
2. Opportunities are provided for persons from traditionally <u>underrepresented</u> and/or marginalized populations to actively engage in all aspects of sport participation, including leadership roles.*			✓	
3. <u>Partnerships</u> among sport and other sectors deliver quality age and stage-appropriate programs to an increasing number of participants.*	✓			
4. <u>Programming is accessible</u> , equitable and inclusive to meet the needs, motivation and interests of participants in a fun and safe experience.*			✓	
5. Children and youth have access to safe and appropriate <u>spaces for unstructured play</u> and self-organized sport.	✓			
6. <u>Educators increase the opportunities</u> for children to learn and practice the fundamentals of sport.		✓		
Goal 1: Percent achieved	33%	16%	50%	-

Goal 2: Recreational Sport				
Canadians have the opportunity to participate in sport for fun, health, social interaction and relaxation.				
Policy Objectives	Progress	No Progress	Incomplete	
			Not enough information	Summative Evaluation
1. Opportunities are provided for persons from traditionally <u>underrepresented</u> and/or marginalized populations to actively engage in all aspects of sport participation, including leadership roles			✓	
2. <u>Qualified community coaches</u> and leaders deliver technically sound sport fundamentals and guidelines for ethical conduct.	✓			
3. <u>Partnerships</u> among sport and other sectors deliver quality age and stage-appropriate programs to an increasing number of participants.*	✓			
4. Linkages and partnerships are fostered and supported among municipalities / local governments, schools, provincial/territorial and national sport organizations to provide <u>leadership and resources</u> for recreational sport programs.	✓			
5. <u>Programming is accessible</u> , equitable and inclusive to meet the needs, motivation and interests of participants in a fun and safe experience.*				✓

Goal 2: Recreational Sport				
Canadians have the opportunity to participate in sport for fun, health, social interaction and relaxation.				
Policy Objectives	Progress	No Progress	Incomplete	
			Not enough information	Summative Evaluation
6. Capable <u>volunteers</u> and <u>salaried workers</u> are recruited and retained in order to achieve system objectives.*				✓
7. Collaboration among community, regional and provincial/ territorial partners supports the development of sustainable sport facilities, green spaces and equipment accessible to all citizens.	✓			
8. <u>Linkages and partnerships</u> between and among sport organizations, municipalities / local governments, and educational institutions align and leverage athlete, coach and officials' development and maximize facility utilization.				✓
9. <u>Facilities</u> developed for major games and events are available after-use for all members of the community.				✓
Goal 2: Percent achieved	44%	-	12%	44%

Goal 3: Competitive Sport				
Canadians have the opportunity to systematically improve and measure their performance against others in competition in a safe and ethical manner.				
Policy Objectives	Progress	No Progress	Incomplete	
			Not enough information	Summative Evaluation
1. All participants in Canadian competitive sport adhere to a code of ethics and code of conduct.	✓			
2. Opportunities are provided for persons from traditionally underrepresented and/or marginalized populations to actively engage in all aspects of sport participation, including leadership roles.	✓			
3. Sport programming is based on sound science and principles of long-term athlete/participant development and promotes safe and ethical participation.				✓
4. Athletes at all levels of competitive sport have access to quality coaching that is based on sound science and principles of coach development.	✓			
5. Sport competitions are officiated by competent officials who have the knowledge, skills and judgment to support fair and safe competition.*				✓
6. <u>Linkages and partnerships</u> between and among sport organizations, municipalities / local governments, and educational institutions align and leverage athlete, coach and officials' development and maximize facility utilization.*	✓			
7. <u>Capable volunteers and salaried workers</u> are recruited and retained in order to achieve system objectives.*				✓
8. Key stakeholders have the organizational capacity, i.e., governance, human and financial resources, to achieve system objectives.	✓			

Goal 3: Competitive Sport				
Canadians have the opportunity to systematically improve and measure their performance against others in competition in a safe and ethical manner.				
Policy Objectives	Progress	No Progress	Incomplete	
			Not enough information	Summative Evaluation
9. Roles and responsibilities in the competitive sport system are clearly defined in the context of organizational capacity to achieve system objectives.				✓
10. New approaches to building a sustainable and diversified public and private resource base are explored and implemented for the ongoing development of sport.	✓			
Goal 3: Percent achieved	60%	-	-	40%

## 5.2 Progress on implementation of Physical Literacy and LTAD

Over the six years between our firm completing the Summative Evaluation of the Canadian Sport Policy (2002) in 2010 and completing this formative evaluation, we have observed a transformation of the sport system, and the approaches used for athlete and participant development through the LTAD model; a transformation that is still underway.

Some aspects of the transformation have included the incorporation of quality standards (such as HIGH FIVE), a focus on ethical sport, and, increasingly, incorporating the principles of physical literacy.

There has been a complete realignment of coaching, that started first with competency-based education and training and changed again to align coaching methods with physical literacy and LTAD.

Generally, on the basis of information obtained in this evaluation, the quality of the sport experience in Canada has been improved at all levels, as a result of the implementation of physical literacy and LTAD, both of which are key components of the Canadian Sport Policy (2012).

## 5.3 Evidence of relationships between policy intervention and results

At this point, besides the policy interventions of long-term athlete development and to some degree, physical literacy, we are not able to comment on the relationship between policy interventions and results. As noted, based on feedback both from key informant interviews and open-ended responses to the sport organizations surveys, LTAD and physical literacy are identified by large majorities as having had a positive impact on sport organizations.

## 5.4 Suggestions for the Summative Evaluation

A summary of the availability and quality of data for each result/outcome as described in the *F-P/T Prioritized Matrix*, along with an analysis of the need for new data or modifications to existing data collection practices for the summative evaluation, is presented in a detailed table that may be found in Appendix G. (Data Assessment Table).

The most important issues and areas for which new or improved data are required for the summative evaluation are identified in the Conclusions and Recommendations section of this report.

PIM will likely wish to review the evaluation methodology and additional potential data sources for the performance indicators listed in the *F-P/T Prioritized Matrix*, as they contemplate the summative evaluation, and set in place data collection methods to ensure that the evaluator completing the summative evaluation has the data needed to support the analysis.

## 6.0 Conclusions and Recommendations

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The conclusions and recommendations in this section are based on the findings from key informant interviews, surveys of NSOs/MSOs, P/TSOs, LSOs, online consultations with P/T governments, document review, analysis of existing surveys and databases, plus feedback on the preliminary findings from both the Expert Panel and PIM. All the data gathered from these six sources has been synthesized and an integrated analysis conducted to address all evaluation questions. The recommendations were presented in “beta version” to the F-P/T Ministers in June 2016.

The recommendations are designed to inform future governmental investment in physical literacy and LTAD, and to identify opportunities and priorities for enhancing the impact of the CSP.

### *Governmental alignment*

Almost all the ministries around the SPARC table, at the provincial/territorial level, have joint responsibilities for sport, physical activity and recreation, and work to coordinate policy and program delivery within those three sectors (or sub-sectors).

The Government of Canada has responsibility for sport and physical activity, through Sport Canada and the Public Health Agency, in two different departments. It was made clear in the interviews and through comments in the surveys that Sport Canada and PHAC’s programs and policies are not aligned. That is, Sport Canada develops and delivers sport programs, apparently aimed at what was reported by key informants to be a narrow slice of the population (sport participants) and PHAC develops and delivers physical activity programs reportedly aimed at the entire population. This separation of physical activity and sport into two federal departments poses challenges as described below both for NSOs/MSOs and NGOs who deal with both, and for the P/T governments.

When a concept such as physical literacy is promoted by both federal departments, but without an aligned approach, we learned that it hampers the ability of NGOs and NSOs/MSOs to achieve maximum impact for the moneys invested. We were told that it is difficult to implement something that is not clearly explained, or about which there are different interpretations.

As well, the Canadian Sport Policy, the Framework for Recreation and Active Canada 20/20, (or a successor physical activity policy statement), represent three national level documents where there are overlaps and obvious areas for joint action to achieve maximum impact. At present, these documents refer in some cases to the

others, but, we learned in interviews, there is no national “road map” as to how to navigate among the various documents, in an aligned and coordinated fashion.

For P/T governments, who as noted, have responsibility for all three sectors, the challenge is particularly great, as it falls to them to discern how these three documents relate to one another and how each jurisdiction will implement each of these documents. The lack of cohesion amongst these documents and the challenge in interpreting how to implement them, was reported in interviews.

The policy work needed to identify how each of these national level documents relates to one another and can be interpreted at the P/T and then community level, is challenging and time-consuming. When faced with other, pressing issues, such as development of quality programs, developing athletes, coaches and officials, and (for some sport organizations) raising sufficient funds to remain operational, analyzing how these documents relate to one another will likely not be top of the list for P/T governments, NGOs and sport organizations at the national and provincial/territorial levels. The intersections of these three policies can more easily be put on the back burner, while the more pressing issues get addressed.

Similarly, governments could align on the definition of physical literacy, and develop a way to explain it to the sport sector and general public that is easy to understand. One key informant expressed it clearly:

*“Across the physical activity delivery system, the deliverers of physical activity are recreation directors or programmers, teachers and health promotion specialists, who are all paid workers. Then there is the sport system, which is mainly run by volunteers.*

*Sport groups are the busiest people on earth—when you add in a new concept like physical literacy, it had better be turnkey, really easy to understand, so that it answers the question: ‘what do I need to do to make this happen’? They don't want to read, try to understand, or attend a workshop. They just want to know: ‘here is your role—here are 5 easy things you can do to implement’.*

*So, new concepts like physical literacy and Sport for Life pose a real challenge for the sport system. When compared with real issues that they need to address in sport, such as quality programs, developing athletes, membership recruitment, coach and officials training, and fundraising—understanding and implementing physical literacy falls really low on the priority list.*

*Besides, physical literacy is not easy to understand. It's still hard for me to understand—and it's my job. If a sport volunteer or Executive Director of a PSO gets tasked with figuring this out, it falls pretty low on the priority list.”*

As physical literacy is the “gateway” to participation in sport and lifelong physical activity, then it is an obvious area of common ground between Sport Canada and PHAC and, beyond those two agencies, to include the education, health and recreation sectors. The F-P/T government departments responsible for sport, recreation, physical activity should take a leadership role and build alliances with the education and health sectors, to develop a unified vision for how to understand and implement physical literacy.

When government departments are aligned within levels, that is, when Sport Canada and PHAC are aligned, it is easier for the P/T departments responsible for sport, physical activity and recreation to understand what is their role and to reach out to the other ministries/departments within their governments (such as health and education) and suggest common approaches to implement concepts such as physical literacy. And when sport, physical activity, recreation, health and education are aligned at the provincial/territorial level, then it is easier for those who are implementing the initiatives at the community level to understand what they need to do to implement these initiatives, and how to do it.

Additionally, we were told that there are private sector organizations that are interested in investment in the concept of physical literacy, but just need a coordinated government approach.

*“There is a big opportunity to mobilize private sector investment in a more coordinated and strategic approach, instead of one-offs like a program here and there. There is private sector money out there and corporations that are interested in investing in physical literacy, they just need a coordinated approach to them and a common vision”*

Based on these findings, we recommend that:

1. Sport Canada and the Public Health Agency of Canada work together to align their approach to physical literacy and jointly, in consultation with the P/T governments, and through them, the education, health and recreation sectors, develop a unified vision for how to understand and implement physical literacy.
2. Sport Canada and the Public Health Agency of Canada work together with the P/T governments to define and clarify how the three national policies/statements (Canadian Sport Policy, the Framework for Recreation and Active Canada 20/20, or a subsequent physical activity policy statement) relate to one another. More specifically, how sport, physical activity and recreation organizations at the national, provincial/territorial and community level can understand and implement the three national policies/statements in a coordinated and cohesive fashion.

## *Introduction to Sport focus*

We learned from key informants that a large proportion of P/T and federal government sport resources are devoted to the Competitive and High Performance Sport goals. But, it could be argued, those goals are what the sport system partners know well, and are therefore most likely to implement without any further encouragement. At present, the responsibility for delivering the Introduction to Sport goal is confusingly divided among sport organizations, municipal recreation departments, schools and public health physical activity promoters. It should be noted that sport organizations were quick to point out that financial and other support should not be taken away from competitive or high performance sport.

While the participation rates of children and youth in sport and physical activity is relatively high at over 75%, the numbers who get enough daily “heart-pumping activity” is low at 9% (2012-13 Canadian Health Measures Survey, Statistics Canada). Importantly, the 75% number includes both sport and physical activity and it is unclear what number of children and youth participate in each.

Key informants reported that they had seen children and youth who did not have the confidence nor competence to participate in sport and physical activity, a finding that was supported by the CAPL study. CAPL showed that, while almost two-thirds of children understood physical literacy, fewer than one third could demonstrate the competence and just over one third had the confidence to complete the physical activity tasks involved in the study. Unless children and youth are physically literate, we were told, they are much more likely to avoid physical activity and sport participation.

As we consider the data around sport participation and the role of parents, we find that parents have a significant impact on their children’s participation in sport. Sport participation rates are much higher for children aged 5 to 14 when one or both parents are involved in sport (Physical Activity Monitor, CFLRI, 2010). But we learned in interviews that there is limited parental understanding of the importance of their children becoming physically literate before learning sport specific skills. As noted, being physical literate is the gateway to lifelong participation in sport and physical activity. If parents can be persuaded that their child first becoming physically literate is a good idea, then their physically literate children are more likely to stay involved in sport. As one municipal representative commented:

*“The best way to get a parent to understand is to take the kid to an active start program, where they have a ball. Then the parent is sold when her 3-year-old comes back from the program happy and laughing and wanting more. It then turns out that he didn’t hate soccer, it was just that he wasn’t ready for it.”*

Key informants reported that their organizations are challenged to be able to explain concepts like physical literacy and long-term athlete development to parents. They noted that, in particular, community sport organizations where volunteers predominate (over paid staff), the ability of these volunteers to absorb, understand and promote concepts like physical literacy and LTAD is limited. They asked for help from governments to develop an effective campaign to promote these ideas to parents and volunteers on a broader scale.

Some comments from key informants captured this well.

*“The need for parent education is bigger and broader than one sport.”*

*“Parent education is the most needed.”*

*“Governments should focus on education with parents. Generally, there is a higher level need for this, something that Health Canada should take on like they did anti-smoking, anti-drug use. Sport organizations don't have the reach or the money for this level of public education.”*

Not only do governments need to align on the definitions (as recommended earlier), but they need to share the definitions in a clearly understandable form with parents—both those already involved in the physical activity, recreation and sport system and those yet to be involved. We were told that it is too much to ask sport or other community organizations to take on this task of promoting a complex concept on which various governmental departments don't agree.

Based on these findings, we recommend that:

3. F-P/T governments develop communications materials that can be used by community sport organizations to explain and promote better understanding of long-term athlete development and the importance of being physically literate, to parents and volunteers. Further, that governments provide communications materials to sport organizations and other front line deliverers that the deliverers can use when marketing their programs to sport parents and volunteers, including clear definitions and examples of physical literacy, and details of LTAD.
4. F-P/T governments work together across health, education, sport, recreation and physical activity sectors and organizations to promote the development of physical literacy and participation in physical activity and sport to the general public, who may not already be involved in a sport organization. These “public education” or “social marketing” techniques can be used to communicate with parents in the general population about the importance of physical literacy and

physical activity for their children, to encourage more participation in unstructured play and unorganized sport.

5. Working across the physical activity, recreation, sport, health and education sectors, F-P/T governments determine respective roles and responsibilities for community sport organizations, municipal recreation departments, schools and public health physical activity promoters in the development of physical literacy and the promotion of physical activity, unstructured play, organized and unorganized sport, to enhance clarity amongst service providers and maximize use of resources and program impact.

### *Invest in Data Collection to Measure Impacts*

Through the process of the Formative Evaluation (FE), as reflected in the Report Card in Section 5.1, and the Data Assessment Table with suggestions for the Summative Evaluation (SE) referenced in Section 5.4, and included in Appendix G, there are several areas where information is lacking. These are divided by CSP goal and include:

#### Introduction to Sport Goal:

- Data on the physical activity and sport participation levels of children and youth, and those from under-represented groups, and how introductory sport programs have been made accessible to these groups
- Information about opportunities for play and unstructured sport (no information is presently being collected to address the time municipalities and schools' facility spaces are available for unstructured play; policies/practices, for example by-laws, that facilitate unstructured play and self-organized sport; level of parents', leaders', and educators' awareness of benefits of physical literacy, or encouragement of unstructured play and self-organized sport).
- Information about the extent of implementation of QDPA in schools, including schools that provide opportunities for children and youth to learn the fundamentals of sport, QDPA time allocated to fundamentals of sport, and minutes per day QDPA is taking place.

#### Recreational Sport Goal:

- Public perceptions of negative ethical conduct in recreational sport; steps taken with community coaches to promote ethical practices
- Local sport organizations, municipalities and schools that have taken steps to implement LTAD in their recreational sport programs. Information was

collected on LSOs through the survey in the FE and this could be replicated in the SE, but information needs to be collected from municipalities and schools.

- Partnerships - Types of partnerships in recreational sport programming to deliver age and stage appropriate recreational sport programs between: LSOs, sport organization levels, stakeholders, etc. Formal and informal partnerships, agreements and collaborations on recreational sport facilities. Agreements about shared facility use and recreational sport and physical activity programming between municipalities and schools, between schools and sport organizations, and between municipalities and sport organizations.
- Extent to which recreational sport programming is made accessible, equitable and inclusive for under-represented groups
- Volunteers - Information on the numbers who contribute time and the amount of time that is contributed to local sport organizations in recreational sport. As noted in the table in Appendix G, the performance indicator does not assess the effectiveness of volunteer contributions and how their contributions can be improved for the benefit of sport organizations, athletes/ participants, the volunteers themselves, and others.

#### Competitive Sport Goal:

- Types of competitive sport programming intentionally designed to include under-represented groups, where programming has been made more accessible, equitable and inclusive, and participation levels in competitive sport programs by these groups
- Adherence to codes of conduct and of ethics in competitive sport
- Officials - Number of trained and certified officials at the competitive sport level, including an assessment of their competence to support fair and safe competition.
- Volunteers - Numbers of volunteers contributing time to local sport organizations; also, as noted above, the effectiveness of volunteer contributions and how their contributions can be improved in competitive sport.

Additionally, the frequency with which some surveys are conducted (e.g., CFLRI CANPLAY and CHMS), is not sufficient to meet the requirements of the summative evaluation.

There are shortcomings with regard to data availability and quality for the High Performance and Sport for Development goals as well, which are identified in the Data Assessment Table in Appendix G.

Based on these findings, we recommend that:

6. F-P/T governments review and revise their approach to data collection well in advance of the Summative Evaluation and invest in data collection to measure impacts.

### *Build Alliances with Health and Education to Implement DPA*

Although roughly half the provinces and territories have a policy on Daily Physical Activity (DPA), none were able to show the extent to which it is being implemented. In interviews we learned that the requirement for DPA was generally introduced, by policy, in the mid-2000s. Over the intervening time, it was reported, the general message to school principals and classroom teachers, has been an increasing emphasis on the importance of math and language arts, with less on any other subjects, including Physical Education or DPA<sup>15</sup>. In one province, it was reported, only one-third of schools are teaching the PE curriculum as prescribed.

Classroom educators are responsible for determining how to fit into the curricular day all the expectations of their principals and the school district/board. As noted, there are too few minutes within the curricular day to cover all the subjects required. As to why this emphasis is being placed on math and languages arts, key informants described three distinct thoughts on why these beliefs are held by classroom teachers and principals.

First, the Board, provincial government, and principals believe that math and language arts/literacy are more important and convey this message to teachers - *"There is push for accountability in education to prove that students are learning. Physical activity becomes less important."* *"They think PE is fluffy like the arts, not like math and language."*

Second, there is a lack of understanding of physical literacy generally, because of the lack of consensus on a definition of physical literacy, lack of training for educators as to how to implement physical literacy and how to teach physical education and DPA. In particular, as noted above, parents are not demanding of principals that their children receive more physical education, but parents are asking for more math and literacy. We were told that parents see physical literacy/physical education as something that the community can offer, or think that physical literacy is just old style physical education, with which the parents themselves did not have a good experience, and therefore do not wish their children to have the same negative experience.

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<sup>15</sup> As noted earlier, educators often used physical activity (including DPA), physical literacy and physical education interchangeably.

Third, classroom teachers themselves are not comfortable with PE, do not place value on it, or the principal does not convey the importance of physical activity, and sport participation. As well, *“There are standardized tests on reading and math, but no standardized tests on physical activity anymore.”* And we were told in interviews, emphasis is placed on teaching the subjects for which outcomes are measured, and not as much, on those subjects that are not. The implementation of DPA is not monitored, so there is no incentive for teachers to learn it and to ensure it is implemented daily.

Key informants reported that research showing that time on DPA/DPE will not negatively affect academic outcomes and in some cases can enhance academic performance, is not believed by classroom teachers.

As education is a provincial/territorial jurisdiction, the lead on any action on this front will need to be taken by the provincial/territorial departments/ministries responsible for recreation, physical activity and sport. There is an opportunity here to build an alliance with the departments responsible for physical activity promotion in the ministries/departments of health to approach the education ministry/department and impress upon education the importance of DPA, of providing children with the opportunity to learn and practice the fundamentals of sport, and how physical activity and sport participation can contribute to students’ positive academic outcomes.

Based on these findings, we recommend that:

7. P/T governments’ departments/ministries responsible for recreation, physical activity and sport work with the health and education sectors to ensure that DPA is implemented in the classroom, that outcomes (completed DPA) are measured and that children learn the fundamentals of sport.

### *Impact of the Volunteer Nature of Sport System Delivery*

Based on findings from interviews and the sport organizations survey, reference has been made throughout this report to the volunteer nature of the sport system in Canada as a “weak link” in the chain of implementation of initiatives related to the CSP. Volunteers form boards of directors where decisions are made about policy and program implementation at all levels; volunteers are coaches who are responsible for program implementation at the community and sometimes the provincial/territorial levels; and often parents are these volunteer board members and coaches, who may bring to their role a sometimes “biased” perspective, based on how the decisions taken will affect their own child.

We have already discussed how providing communications materials to sport organizations for parents and volunteers would be helpful as these volunteers set

about implementing complex concepts such as physical literacy and long-term athlete development.

An examination of the *F-P/T Prioritized Matrix* reveals that the participation of volunteers in sport delivery under the Recreational Sport goal will be explored in the summative evaluation, but the focus of the performance indicators is more about profiling their role, as opposed to optimizing their contributions. While this is important information, the performance indicator does not address the effectiveness of volunteer contributions and how their contributions can be improved for the benefit of sport organizations, athletes/ participants, the volunteers themselves, and others. As noted above, we suggest that new indicators be developed to address these components of the results/outcomes.

As reported, while P/TSOs, local sport organizations and municipalities have begun to implement LTAD in their introductory sport programs, they continue to face the same capacity problems and to the same extent as they did six years ago, with aligning their policies with their NSO's LTAD model and with implementation of LTAD.

There are likely many initiatives that could be undertaken by governments to support volunteers, some of which were mentioned in interviews. These included condensing coaching courses into pre-NCCP introductory courses, providing information in NCCP courses on how to coach children and youth who are not the coach's children and how to deal with demanding and irate parents, making coaching and officials training programs module-based and available online, ensuring that concepts and materials that are to be implemented by the volunteer-led sport system at the community level are "turn-key", contain several examples and leave little to interpretation for those who do not have the time to interpret.

Based on these findings, we recommend that:

8. P/T governments consult with their P/T sport organizations and determine within existing levels of support, how best to help sport organizations, at the provincial/territorial and community level, to achieve their goals through volunteers, including means to enhance the governance capacity of sport organizations.

### *Examine Sport Businesses for Impact on Sport Participation and the Volunteer Sport System*

An unexpected finding, unrelated to the *F-P/T Prioritized Matrix*, but nevertheless having an influence on sport participation and important to identify is the growth and potential impact of sport businesses. These businesses were identified in interviews by key informants at all three level of sport organization and also by municipalities and NGOs.

Tending to focus on team sports, these sport businesses do not follow long-term athlete development principles, and because of high intensity training and competition, result, we were advised, in children and youth who practice sport in their contexts, becoming “burned out” and wanting to drop out of sport altogether. Enrollment in these sport businesses by children and youth is being promoted by parents, who see the potential of a professional career or a university scholarship as a potential outcome of the “more sport” approach promoted.

Additionally, it was described to us that these businesses are a threat to the organized sport system, as the businesses attract the most talented players, with the promise of scholarships, and lower fees because their teams have corporate sponsorships. The corporate sponsorship comes because they have attracted the best players, and the teams are winning.

Key informants described how part of the motivation for a volunteer coach is the occasional “star player” who joins the club and makes coaching rewarding. However, if many of the star players are being attracted to the sport businesses which act like representative teams for neighboring clubs, by “raiding” neighboring clubs, (attracting players away from their home club without the consent of the home club) it can negatively affect the club system.

This kind of action takes away part of the motivation for volunteer coaches, who leave the volunteer community club, either to join the sport business or to leave the sport altogether. It therefore becomes a challenge for community clubs to remain affordable.

The consequence of this is that clubs may no longer be able to continue as volunteer-run organizations and may have to hire coaches, which may result in fee increases for participants. It is important to note that high enrollment fees were identified by parents as the top reason preventing children from participating in organized sport.

We recommend that:

9. F-P/T governments assess the size, extent and impact of sport businesses, their connection to and extent of influence by the provincial/territorial sport system. Further, that governments determine whether it is a public policy interest to engage these businesses with the recognized sport sector, and take action accordingly.

## 7.0 Appendices

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The Appendices are included in a separate document.

- A. *F-P/T Prioritized Matrix of Outcomes/Results and Performance Indicators*
- B. Questions for Physical Literacy and LTAD thematic review
- C. Results/Outcomes and Performance Indicators from *F-P/T Prioritized Matrix* that specify Existing Database and Survey review as a data source
- D. Online Consultation with P/T Governments, with results
- E. Matrix of outcomes, questions and list of survey respondents
- F. Online surveys with results
- G. Data Assessment Table