# WHAT WE HEARD:

Findings of government consultations and a national survey to inform the Canadian Sport Policy 2023-2033

**Prepared for:** The Federal, Provincial and Territorial Ministers responsible

for sport, physical activity and recreation (Sport, Physical Activity and Recreation Council, SPARC) and the Canadian

Sport Policy Renewal Workgroup

**Prepared by:** The Sport Information Resource Centre (SIRC)

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#### **About the Sport Information Resource Centre (SIRC)**

For nearly 50 years, SIRC has been helping Canadian sport leaders and organizations, build capacity and enhance knowledge excellence. As the national sport resource centre, SIRC uses evidence and credible information to create awareness and facilitate conversations amongst sport participants and stakeholders. SIRC has extensive networks ranging from national, provincial-territorial and community sport organizations, to academic, research and content experts, as well as communication, corporate and government partners. Embracing a knowledge to action framework, SIRC helps find answers to questions, communicate and create awareness and assist with program evaluations. SIRC is a one-stop shop for getting credible and evidence-based information to the right people in the right format at the right time.



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## **FOREWORD**

Sport is important and valued in Canada. In February 2021, the Federal-Provincial/Territorial (F-P/T) Ministers unanimously agreed to renew the Canadian Sport Policy. One year later, the Canadian Sport Policy and F-P/T Workgroups contracted SIRC, Canada's national Sport Information Resource Centre, to gather insights to help inform the next Canadian Sport Policy (2023-2033). More than 5,000 Canadians participated in 28 engagements and an e-survey available in English, French, Inuktitut, and Inuinnaqtun.

The global COVID-19 pandemic created a unique learning opportunity as in-person activities, events, services and workplaces ground to a halt. The pandemic widened social inequities and reinforced the importance of the Truth and Reconciliation Commission of Canada's <u>Calls to Action</u> (2015), the Government of Canada's <u>call for gender equity in sport at all levels by 2035</u> (2018), the <u>Red Deer Declaration – For the Prevention of Harassment, Abuse and Discrimination in Sport</u> (2019), and the <u>Accessible Canada Act</u> (2019) to make Canada barrier free by 2040.

The Canadian Sport Policy 2023-2033 is an opportunity to leverage sport for the physical, mental, emotional and social health of everyone in Canada. It is a tool to address social inequities and address abuse, harassment and discrimination in sport. It is an integral part of our national fabric, one that holds us and brings us together. Sport is a source of enjoyment, pride and inspiration for everyone in sport, from athletes and coaches to officials (for example, referees, line judges, and umpires) and volunteers. It should provide opportunities to develop not only top-performing athletes, but also well-rounded people who contribute to their communities, develop into leaders, and engage in healthy, active lifestyles for life.

But to achieve this vision for the future of sport in Canada, national, provincial and territorial, community and Indigenous sport organizations cited funding, resources and capacity as significant challenges. There is a critical shortage of volunteers, coaches, and officials to deliver safe, welcoming and inclusive sport in Canada. These challenges have only been exacerbated during the COVID-19 pandemic.

We have an opportunity to bridge alignment, work together and lead the way once again in policy development. Participants in the Canadian Sport Policy renewal process have spoken loud and clear that sport is important, and Canadians appreciate being asked to contribute to their next sport policy. But even more, they want to continue to be part of the engagement and policy process. Canadians have spoken, and they want to be part of a safe, inclusive, diverse, equitable and accessible Team Canada!

Thank you to all, we heard you.

Debra Gassewitz
President and CEO
Sport Information Resource Centre (SIRC)



## **EXECUTIVE SUMMARY**

The next Canadian Sport Policy will chart the course for sport in Canada from 2023 to 2033. The policy will reflect the state of sport in Canada after the tenure of the 2 previous sport policies: 2002-2012 and 2012-2022. This report synthesizes the ideas, perspectives and opinions of more than 5,000 people in Canada, including more than 500 sport, physical activity and recreation organizations across the country, to identify priorities for the Canadian Sport Policy 2023-2033.

#### The Canadian Sport Policy 2023-2033 renewal process

Between 12 April and 24 October 2022, 28 engagements were hosted to inform the renewal of the Canadian Sport Policy. These included engagements with the national, provincial and territorial sport sectors and 10 targeted groups, including athletes, coaches, sport officials, school sport administrators, sport health professionals, high performance sport and hosting, community sport and older adults, new Canadians, Indigenous sport leaders, and Black, Indigenous and Person of Colour (BIPOC) sport leaders. In addition, 3 roundtables were hosted on the topics of equity diversity, and inclusion, safe sport, and sport ecology. A total of 896 people have shared their ideas and perspectives in the engagement sessions to date.

In parallel with the engagement sessions, an online survey provided all Canadians with an opportunity to share their opinions, thoughts, and perspectives about the existing Canadian Sport Policy and future directions pertaining to its renewal. The survey launched on 20 February 2022 and remained open until 12 July 2022. Respondents had the option of completing the survey in English, French, Inuktitut, and Inuinnaqtun. In total, 4205 people filled out the survey.

#### What we heard

#### A policy that is clear, simple, actionable and measurable

- Clear, simple definitions are needed for each policy component, including values and contexts. The policy must also clearly describe the relationships that exist between these components.
- The policy must be measurable to evaluate its progress over the next 10 years. Participants expressed a desire to shift measures of success away from performance toward participation (quantity and quality), social and health outcomes.

#### Vision for the future of sport in Canada

- A key theme centred on the value of **sport as an integral component of health and culture in Canada**, and the unique role it can play in Canada's COVID-19 pandemic recovery. Participants want to see sport positioned as a tool to achieve positive outcomes in systems across Canada, including healthcare, education, justice and immigration, and they want to see its holistic value reflected in the new policy.
- Other salient themes captured the types of sport opportunities and experiences that participants desired for people in Canada, from safe, positive and values-based to



- **equitable, diverse, inclusive, accessible and affordable**. Everyone in Canada should have opportunities to participate in safe, welcoming and inclusive sport environments.
- Building on the previous policy, participants continue to envision a country in which all residents are **actively engaged in sport throughout the lifespan**, from children to older adults. Pathways into and through sport, including to the high performance level, need to be flexible and open to all who want to participate. They cannot be one size fits all.
- Participants would also like to see sport in Canada focused on holistic excellence through performance, participation, and person-centred programming, from playground to podium. Many felt that the sport system should be driven by the needs of grassroots participants and programs, building a robust foundation for sport at all levels.
- Participants believe these outcomes can be achieved through a strong and united sport system, one that is **efficient**, **aligned and sustainable**. Collaboration within the sport sector, as well as with other sectors, including education and health, is critical.

#### **Shifting values and principles**

- Most survey respondents included respect, fair play and ethical behaviour (67%) and fun (64%) in their top 3 values. Less than one-third selected excellence (28%) and commitment (15%).
- Likewise, more than half identified inclusive (57%) and values-based (55%) in their top 3 principles, while less than one-third selected effective (28%) and intentional (15%).
- These findings reflect a broader trend in which participants pushed for a shift away from performance-oriented culture and values toward person-centered, holistic development and social, health and participation outcomes.

#### Priority issues for equity-owed groups

- There is a need for diverse people and communities to be represented in sport, in all roles and in all contexts. Participants in equity-owed groups, including new Canadians, Indigenous people in Canada, and people of colour, want to be actively engaged when it comes to issues that affect their sport participation.
- Engagements participants highlighted the need to intentionally engage Indigenous communities and use sport as a tool to address the Truth and Reconciliation Commission's Calls to Action in the new policy.
- Small, rural and remote communities exist in every province and territory. Participants representing these regions brought to light the continued challenges they face in providing access to sport programming (including cost, access to facilities, and a limited pool of coaches, officials and volunteers), particularly along the competitive pathway.
- ▶ Sport is not currently part of the settlement process for new Canadians, but could be integrated as an important tool to promote physical and mental health, build social connections, and support integration into Canadian communities.
- Participants discussed issues related to the retention of girls and women in sport and the need for equity in funding for men's and women's high performance programs.

  Opinions on transgender inclusion were highly divisive among survey respondents.



#### **Sport participation contexts**

- Community sport, including introduction to sport and recreational sport: Across all contexts, participants expressed a desire to see a grassroots-driven policy. Survey respondents identified values and ethics (53%), facilities and spaces (46%), physical literacy (43%), coach, official, and leader development (41%), and resources and capacity (34%) as their top priorities for this context.
- Competitive and high performance sport, including sport event hosting: Stakeholders in competitive and high performance sport identified the need to shift away from "winat-all-costs" toward person-centric, long-term athlete development. Survey respondents identified athlete development (68%), coach development (56%), values and ethics (43%) and program design and delivery (40%) as their top priorities for this context.
- Sport for development: Aligning with calls for more holistic, person-centered approaches to sport delivery, 68% of survey respondents indicated that sport for development should be integrated into the other sport participation contexts rather than a standalone context in the new sport policy.
- School sport: Participants identified school sport as playing a key role in fostering lifelong sport participation and addressing challenges to sport access and delivery. The school system offers affordable and accessible opportunities for children and youth to develop physical literacy, be exposed to a variety of fitness and sport activities, and experience competition with existing infrastructure in their home communities.

## **Challenges and opportunities**

- Participants would like to see concerns around resources and capacity, primarily related to the amount, duration and flexibility of funding (for example, beyond 1-year funding terms), as well as recruitment, retention, training and development of volunteers, coaches and officials, addressed in the new policy.
- ▶ With a country as large and geographically diverse as Canada, access to facilities and spaces, as well as the cost and availability of transportation to reach programs or competition, were also major challenges that participants would like to see addressed.
- Participants shared practical strategies and solutions to help tackle these challenges, from a centralized portal or communications system for data, knowledge and resources to partnerships across organizations and sectors that facilitate resource sharing (including equipment, facilities, and personnel) and leader development.

#### **Conclusions**

With the renewal of the Canadian Sport Policy, people in Canada are looking for a policy that is clear, inspires participation and is actionable. The policy has an opportunity to consider different models to recognize success and to promote the social and skill development inherent in sport. Let the Canadian Sport Policy 2023-2033 be a leading example of how to build a national policy by the people in Canada for the people in Canada to maximize the benefits and enjoyment of sport.



## INTRODUCTION

The renewed Canadian Sport Policy will chart the course for sport in Canada from 2023 to 2033. This policy will be led by the values and priorities of Canadians, as informed through cross-country surveying and consultation. This policy will reflect the state of sport in Canada after the tenure of the two previous sport policies: 2002-2012 and 2012-2022.

The 2002 Canadian Sport Policy focused on four key tenants: enhanced participation, enhanced excellence, enhanced capacity, and enhanced interaction. A 2010 evaluation determined that the policy delivered on three out of four policy goals, but had failed to enhance participation.

As such, the vision for the <u>2012 Canadian Sport Policy</u> was "a dynamic and innovative culture that promotes and celebrates participation and excellence in sport." The 2012 Canadian Sport Policy values included: fun, safety, excellence, commitment, personal development, inclusion and accessibility, and respect, fair play and ethical behaviour. These values were to be upheld in the five key sporting contexts: introduction to sport, recreational sport, competitive sport, high performance sport, and sport for development. <u>Evaluation of the 2012 Canadian Sport Policy</u> determined that the policy had broadly supported and enhanced sport culture in Canada, but as with the 2002 policy, participation remained an area of weakness.

While the importance of sport, recreation and physical activity to Canadians remains unchanged in the context of this third Canadian Sport Policy, the Canadian sporting landscape has evolved significantly over the decade since the last renewal. Environmental scanning prior to the renewal process as well as the results of the Canadian Sport Policy Renewal survey and Canada-wide stakeholder engagement show that the COVID-19 pandemic has impacted participation, volunteerism, and coach and official availability. Sport organizations and clubs are experiencing funding and capacity challenges that have increased administrator burden and significantly impacted sport delivery. People in Canada have a heightened concern regarding safe sport practices as athletes have come forward to detail negative experiences at all levels in sport. Moreover, Canadians are increasingly thinking about the need for diversity, equity and inclusion for all communities, groups and identities in the sport sector.

Along with the Canadian Sport Policy, two other key documents governing Canadian sport, physical activity and recreation include: <u>A Common Vision for increasing physical activity and reducing sedentary living in Canada: Let's Get Moving</u>, and <u>The Framework for Recreation in Canada</u>. (A complete list of documents related to the Canadian Sport Policy Renewal and other strategy and policy documents related to sport, physical activity and recreation across Canada can be found in the Appendix.)

This report synthesizes the ideas, perspectives and opinions of more than 5,000 Canadians, including representation from more than 500 different sport, physical activity and recreation organizations across the country, to inform priorities and next steps for the Canadian Sport Policy Renewal 2023-2033.



## **METHODOLOGY**

The consultation process for the Canadian Sport Policy renewal 2023-2033 encompassed engagements with F-P/T jurisdictions and targeted stakeholder groups, as well as an online survey open to all Canadians. Collectively, the voices of more than 5000 Canadians are reflected in the consultations.

The findings presented in this report are based on a comprehensive synthesis of all engagement and survey data (described in detail below). Engagement participants and survey respondents are collectively referred to as "participants" in this report, unless otherwise specified.

#### Awareness and outreach

To ensure the new Canadian Sport Policy reflected the sporting landscape Canadians want, it was important to hear from current as well as potential sport participants and leaders across the country.

To achieve a broad audience, an online engagement strategy to raise awareness of the Canadian Sport Policy Renewal and solicit feedback through the survey and engagement sessions was developed.

The campaign included two main strategies:

- Enabling and supporting stakeholder messaging to raise awareness of the Canadian Sport Policy Renewal and drive survey participation
- Conducting a social media campaign to raise awareness of the Canadian Sport Policy Renewal and drive survey participation

A Stakeholder Communications Toolkit, which consisted of messaging, graphics and social media posts that were designed and tailored to assist National Sport Organizations (NSO), Provincial and Territorial Sport Organizations (PTSO) and Multi-Sport Service Organizations (MSO), was developed so they could share the Canadian Sport Policy information and survey with their memberships.

These organizations widely shared the toolkits and messaging within their community and with their membership. This tactic resulted in reaching over 600,000 sport leaders, 200,000 coaches and 4,500 experts through e-marketing efforts.

In addition to supporting and kickstarting stakeholder communications with NSOs, PTSOs and MSOs, SIRC undertook a social media campaign across its communications platforms (Twitter, Facebook, Instagram, and LinkedIn) to raise awareness of the Canadian Sport Policy Renewal.

This campaign solicited participation in select engagement sessions with specific sport practitioner groups (for example: sport health professionals, match officials, older adults) as well as sought feedback from the sporting public, not yet reached through traditional sporting infrastructure.



## **Engagements**

Between 12 April and 24 October 2022, 28 engagements were hosted to inform the renewal of the Canadian Sport Policy. In total, 896 people shared their ideas and perspectives in the engagement sessions.

Each F-P/T jurisdiction co-hosted a session to engage the national and provincial/territorial sport, physical activity and related sectors (14 engagements). In addition, SIRC hosted 11 engagements with 10 targeted stakeholders groups identified by the CSP Renewal and F-P/T workgroups: athletes, coaches, sport officials, school sport administrators, sport health professionals, high performance sport and hosting, community sport and older adults, new Canadians (x2), Indigenous sport leaders, and Black, Indigenous and Person of Colour (BIPOC) sport leaders. Finally, the federal government hosted 3 roundtables on the topics of equity, diversity and inclusion, safe sport, and sport ecology.

SIRC designed and co-hosted the engagements with the support of an experienced facilitator (Jill Sadler, Blueprint North America). The newcomer session in Winnipeg was facilitated by Carolyn Trono and Abdikheir Ahmed. Most engagements were hosted virtually on Zoom, while 3 were hosted in person (coaches and coach educators, newcomers to Canada x2). The engagements were structured to be 3 hours in length, with some targeted groups opting for shorter (1- to 2-hour) time slots. Participants had the option of communicating in both official languages. Simultaneous English and French interpretation and American Sign Language (ASL) interpretation were made available.

SIRC worked closely with the facilitators to produce reports highlighting key themes, top priorities, and measures of success for each engagement. For more information about the individual engagements and reports, please contact SIRC at <a href="info@sirc.ca">info@sirc.ca</a>.

#### Survey

The Policy Implementation and Monitoring (PIM) Group and SIRC worked together to develop an online survey to provide Canadians with an opportunity to share their opinions, thoughts, and perspectives about the existing Canadian Sport Policy and future directions pertaining to its renewal.

The survey launched on 20 February 2022 and remained open until 12 July 2022. Respondents had the option of completing the survey in English, French, Inuktitut, or Inuinnaqtun. The survey served as a standalone alternative to participating in the engagements and greatly increased the reach of the consultation process. The survey provided individuals from coast to coast to coast in Canada who were unable or chose not to participate in the engagements, or who preferred to express their opinions in the survey, with an opportunity to have their voices heard.

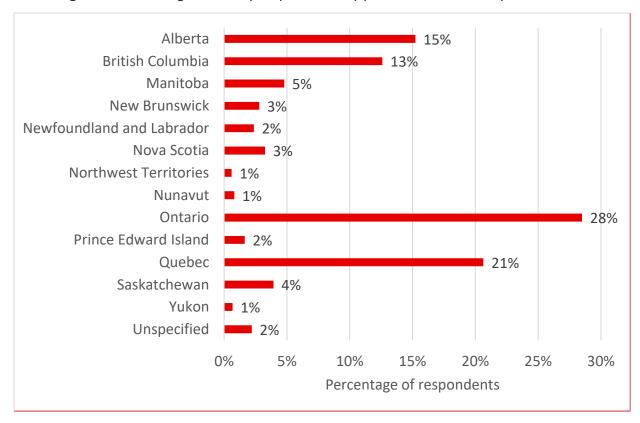
All survey data were analyzed as a whole (nationally) and by province and territory. Descriptive statistics were calculated for all quantitative data (for example, frequencies and percentages). For all open-ended responses, the data were thematically analyzed in the following areas: (a)



values and principles, (b) introduction to sport and recreational sport, (c) competitive and high performance sport, (d) sport for development, (e) vision for the future of sport, and (f) measures of success. Specifically, descriptive codes were applied to each response and then grouped into themes and sub-themes based on similarities and patterns in the data.

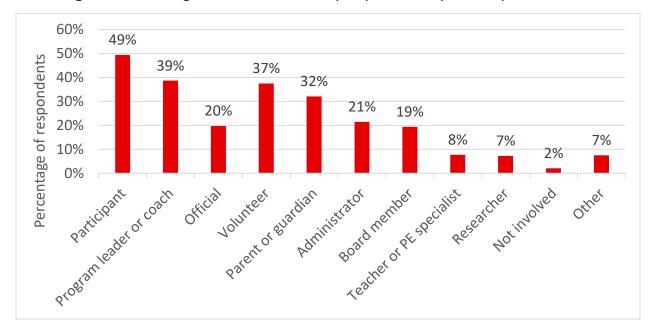
In total, 4205 people filled out the survey. Figure 1 shows the percentage of survey responses from each province and territory. Approximately 80% of survey respondents identified as "individuals." The remaining 20% were responding on behalf of an organization. Figure 2 shows the percentage of "individual" survey respondents that identified as fulfilling different roles in sport. Figure 3 shows the percentage of "organizational" survey respondents that worked in different types of organizations and settings. Among individual respondents, 44% identified as men, 53% identified as women, and 2% preferred not to disclose. Eighteen respondents identified as either non-binary, transgender, or queer. In addition, 3% identified as an Indigenous person in Canada, 8% identified as a person of colour, 2% identified as a newcomer to Canada, and 6% identified as a person with a disability.



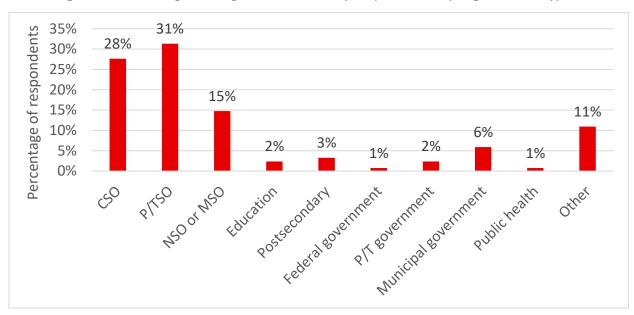




## ▶ Figure 2. Percentage of "individual" survey respondents by role in sport.



## Figure 2. Percentage of "organization" survey respondents by organization type.





## **FINDINGS**

Based on in-depth analyses of the engagement and survey feedback, the findings have been synthesized and reported in 6 areas:

- 1. A policy that is clear, simple, actionable and measurable
- 2. Vision for the future of sport in Canada
- 3. Shifting values and principles
- 4. Priority issues for equity-owed groups
- 5. Sport participation contexts
- 6. Challenges and opportunities

## 1. A policy that is clear, simple, actionable and measurable

Threaded throughout participant feedback across the engagements and survey responses was a need for a sport policy that is clearly defined, simplified, actionable and measurable. Clear, simple definitions for the policy components, including values, principles and contexts, as well as for each individual value, principle, and context are needed. The policy must also clearly describe the relationships that exist between components of the policy to ensure the policy is both actionable and measurable. For example, how are the values and principles connected, and what should their implementation look like in each participation context? How do the goals and objectives of the policy contribute to achieving these values and principles in each context? Simplicity is needed to ensure that the policy is understandable for everyone working in sport, which includes a large contingent of volunteers delivering programming at the grassroots level.

"Step one is collectively creating a sport policy, step two is identifying the "how to" to deliver on the policy values and principles and step three is actually delivering. Many times, the "how to" step gets missed... and this results in a lack of knowledge, resources, capacity, etc. at the delivery step." (Survey, Ontario)

Finally, the policy must be both meaningful and measurable to evaluate its progress in achieving its stated goals and objectives over the next 10 years in Canada—a key area of weakness in the 2012 policy. Participants expressed a desire to shift measures of success away from performance toward participation (quantity and quality), as well as broader social and health outcomes (see Table 1). Rather than focusing on excellence at the top, participants would like to see funding decisions guided by success at the grassroots level. A clear message was the need to focus on the quality of the sport experience, ensuring that it is positive, safe, and inclusive for everyone in sport, including but not limited to athletes, coaches, officials and volunteers.

"Results can be a driver in funding, but cannot override the importance of viewing these individuals as people-first instead of athlete-first. In other words, behind each athlete is a person that holds more importance than the result they achieve." (Survey, British Columbia, board member)



A cohesive sport policy is needed to ensure that all components of the policy are working together to achieve the desired outcomes for the future of sport in Canada, uniting and aligning the sport system toward a common goal.

► **Table 1.** Sample measures of success identified by engagement and survey participants, grouped into themes.

Priority value	Sample measures of success
Participation (quantity)	<ul> <li>Increased participation rates for all ages and demographics</li> <li>Increased number of hours that Canadians engage in sport, recreation, and physical activity</li> </ul>
Participation (quality)	<ul> <li>Participation is viewed as positive, satisfying and enjoyable in all contexts</li> <li>People associate sport with the benefits it provides and not with just winning</li> </ul>
Diversity and inclusion	<ul> <li>A more diverse population involved in sport at all levels, including sport leadership and management</li> <li>National teams better represent the diversity of the nation</li> <li>Sport organizations implement anti-racism training for all participants</li> <li>Implementing of consequences for organizations that are not inclusive</li> <li>Gender equity at all levels of sport, and access to maternity leave</li> </ul>
Accessibility	<ul> <li>Financial cost of participation declines</li> <li>Increased geographic accessibility to sport facilities for all Canadians</li> <li>Increased numbers of trained coaches and officials</li> </ul>
Health and wellbeing	<ul> <li>Improved physical and mental health outcomes for Canadians</li> <li>Lower cost to health care system</li> </ul>
Safe sport	<ul> <li>Fewer reports of abuse and harassment in sport</li> <li>Higher rate of athlete satisfaction during and post-career</li> <li>Coaches, officials, athletes and parents receive safe sport training</li> </ul>
High performance	<ul> <li>Increased numbers of Canadian athletes qualifying for major games</li> <li>Increased numbers of Canadian athletes on the podium</li> <li>Athletes, coaches, and officials receive a livable wage</li> </ul>



## 2. Vision for the future of sport in Canada

Across the engagement and survey feedback, 6 themes reflected participants' vision for the future of sport in Canada. An overarching theme across participant feedback centred on the value of sport as an integral component of health and culture, and the unique role it can play in Canada's COVID-19 pandemic recovery. Other salient themes captured the types of sport opportunities and experiences that participants desired for people in Canada, from safe, positive and values-based to equitable, diverse, inclusive, accessible and affordable. Building on the previous policy, participants continue to envision a country in which all residents are actively engaged in sport throughout the lifespan, from childhood to old age. They would also like to see sport in Canada focused on holistic excellence through performance, participation, and person-centred programming, from playground to podium. Participants believe these outcomes can be achieved through a strong and united sport system, one that is aligned, efficient and sustainable. Each theme is described in detail below.

## 2.1. Sport as an integral component of health and culture in Canada

The sentiment among participants is that sport extends far beyond Sport Canada, within the Department of Canadian Heritage, given its significant impact on the health and wellbeing of all Canadians. Sport holds significant value for Canadian society across numerous domains, from health and education to justice and the economy. Examples include improved physical and mental health of people in Canada, reduced burden on the healthcare system, positive child and youth development, enhanced tourism and community development, and greater social inclusion of equity-owed groups. Participants believe there is an underleveraged opportunity to promote the value of sport across government sectors, reflecting new avenues for cross-sector collaboration and investment. As Canada continues to grapple with COVID-19, participants believe sport is uniquely positioned to address gaps and strengthen the country's recovery.

Relatedly, there is a desire to see sport reflected as an integral part of Canadian identity and culture. Integrating sport and healthy, active living into the cultural fabric of Canadian society is the goal. Many participants pointed to countries like Norway as an example of how the "joy of sport for all" culture is integrated into society with immense positive impact on the health, enjoyment, participation and sport performance of Norwegians. Overall, participants' vision for the future of sport is one where sport is valued as an intrinsic part of Canadian culture. It is one where we are building healthy people, not just athletes.

- "The ultimate goal of the policy should help Canada become the healthiest country in the world in 10 years." (National engagement)
- "I think it's about making sport a human right. Something that is valued on par with education, health care, safe and healthy lodging, food and clean water. It's a holistic way of valuing something that can so positively impact and shape lives." (Survey, Ontario, sport consultant)



"Canada has a culture of sport that includes more citizens in activities that lead to or encourage healthy behaviours and lifestyles while supporting the effort and accomplishments of athletes at a higher level." (Survey, location not specified, participant/athlete, program leader/coach, volunteer)

## 2.2. Sport that is safe, positive, and values-based

The sport system in Canada (and globally) has undergone a reckoning related to the health and safety of its participants during the course of the past decade. Participants were deeply concerned with addressing and preventing abuse and maltreatment in sport. Sport needs to be safe, welcoming and inclusive for all Canadians, in all sports, at all levels. It's about more than the absence of harm, it's about positive sport experiences for all.

Of equal importance, participants were committed to the notion that individuals in all roles and at all levels of sport need to have consistent quality sport experiences. However, they also emphasized that safe sport requires more than developmentally appropriate, technically sound sport programs in safe spaces. Safe, welcoming and inclusive sport environments require an enhanced focus on EDIA, cultural awareness, and anti-racism initiatives.

While safe sport environments are necessary for everyone in sport, athletes and officials were identified as the people most often experiencing abuse and harassment in sport. Athletes discussed the need for a culture shift so that athlete health and wellness and long-term development are prioritized over medals and podiums. Meanwhile, the issue of abuse of officials is under-recognized and contributing to a larger problem of official availability. As many participants noted, even if we have coaches and athletes, we can't run sport without officials.

Accountability was a key issue, requiring independence and a clear, visible process. In particular, participants would like to see NSOs held accountable for public funds received from the government. Participants routinely pointed to the need for clear reporting, documentation and accountability mechanisms, as well as transparent oversight measures. Organization of the sport system, spanning across jurisdictions and levels of sport (from grassroots to provincial and territorial to national), needs to be considered to inform effective accountability mechanisms.

Finally, with immense worry, fear and negativity surrounding sport, sport sector stakeholders were loud and clear in their desire for positive messaging around sport involvement, and positive experiences for everyone in sport, including athletes, coaches, officials and volunteers. Respondents also emphasized the importance of values-based sport, or more specifically, the need for programs, policies, processes and structures to reflect the values and ethics that Canadians want to instill in sport.

"My vision for the future of sport in Canada is an environment where people are able to grow not only as athletes or participants but as people and build healthy habits for a longer sustainable life. Creating healthy environments for people to prosper in whatever direction they choose to go." (Survey, British Columbia, participant/athlete)



"Canada's sport system is free from all of the controversy in regards to abuse and harassment and is safe for all participants at all levels [is my vision for the future of sport in Canada]." (Survey, Alberta)

## 2.3. Sport that is equitable, diverse, inclusive, accessible and affordable

Across all provinces and territories, types and levels of sport, and targeted stakeholder groups, participants envisioned the future of sport as one in which everyone in Canada has equitable access to inclusive, accessible, and affordable sport participation opportunities. In this vision, everyone in Canada has an equal opportunity to participate in sport and reap the benefits of sport participation. Moreover, the sport system reflects the diversity that exists within Canada more broadly—in all roles and at all levels of sport.

To achieve this vision, participants suggested that the new policy needs to critically examine and address barriers to sport participation for Canadians, and for equity-owed groups in particular. This includes but is not limited to women and girls, LGBTQi2S individuals, people with disabilities, people of colour, Indigenous people in Canada, newcomers to Canada, older adults, low-income families, and people from all cultures, faiths, and backgrounds. The policy must also consider additional barriers placed on Canadians as a result of the COVID-19 pandemic. Everyone must have a place in sport, feel safe and accepted in sport, and have the ability to thrive in sport.

While financial and geographic access to sport are key barriers to sport participation in Canada, participants felt that the new policy needs to go beyond access. Participants would like to see inclusion embedded throughout the policy, setting the stage for safe, welcoming environments in which everyone can participate and contribute to the fullest extent possible. They also pointed to the need to direct resources and funding towards culturally relevant and targeted group programming at the grassroots level, while also creating pathways for integration into "mainstream" programming.

Participants in the EDI roundtable discussed how equity-owed groups in Canada need the opportunity to take ownership over their sport participation, which can be achieved through intentionally engaging these groups, targeting funding opportunities towards them, and embracing new ways of thinking. The EDI roundtable also highlighted the need for key terms, from anti-racism to social justice, to be explicitly called out and defined in the new policy.

- "I believe that accessibility and inclusion for creating positive first experiences and for sustaining participation are the most pressing priority for introduction to sport and recreation." (Survey, Quebec, participant/athlete, program leader/coach, researcher)
- "Ensure sports are accessible and inviting for diverse groups." (Survey, location not specified, parent/guardian)



- "Presently, only those with high levels of social and/or economic privilege can access [sport] contexts, particularly high performance." (Survey, Nova Scotia)
- "Yukon curlers must battle distance and access to high level competitions. Besides the expense of attending elite competition, they must fight the view that they are not equal to teams from the South, being seen as the country cousins." (Survey, Yukon, CSO)

## 2.4. Active engagement in sport throughout the lifespan

Participants believe a key role of the policy is to ensure that everyone in Canada recognizes the value of sport and has equitable, accessible and affordable opportunities to participate in sport that is safe, welcoming and inclusive. Given the many benefits of sport involvement, participants would like a policy that supports everyone in Canada to be active throughout their life span. Canada has a long history of encouraging long-term development in sport. However, participants' views of current sport culture and funding models in Canada suggest that perhaps the system is overly performance-oriented, thus undermining the ultimate goals of long-term development (that is, broad participation and development throughout the lifespan driving success at the competitive and high performance levels).

Participants felt strongly that grassroots sport participation needs to be prioritized in the new policy. This includes organized sport programming focused on introduction to sport and recreational sport, as well as unstructured participation, physical literacy and play. Participants spoke to the importance of "building the base" to ensure a healthier population and increase the pool of athletes available to move through the competitive and high performance pathways. We need to recognize that we can't have high-level programming without a similar investment in grassroots programming. This is particularly salient given the impact of the COVID-19 pandemic on sport participation across the country (not only among athletes, but among coaches, officials and volunteers as well). There is a need to engage and re-engage Canadians in sport over the next 10 years to increase participation.

In addition, pathways into and through sport, including to the high performance level, need to be flexible and open to all who want to participate. They cannot be one size fits all. Accordingly, the new policy needs to consider unique needs and entry points for equity-owed groups in Canada. For example, skilled athletes who immigrate to Canada may participate in sport in culture-specific (rather than mainstream) settings and overlooked in team selection processes as a result. Ultimately, everyone in Canada should have opportunities to enter sport and be exposed to a variety of sports at all ages and stages (not only for children and youth, but also for adults)—whether its to have fun, gain fitness, socialize or compete.

- "[We need to] concentrate on building a large base of people that love lifelong sports that help them to enjoy nature and healthy lifestyles. This will create more people to go into the competitive side of their sports." (Survey, Manitoba, CSO)
- "I view a future for Canada in the sport sector where sport is flourishing nationwide contributing to overall health and wellness of all Canadians. Continued support and



growth is necessary to push through the pandemic and build momentum with return to sport and Canada Games this year and next." (Survey, Prince Edward Island, PSO)

# 2.5. Holistic excellence through performance, participation, and person-centred programming

Canadians take pride in the success of their national teams and high performance athletes, but excellence is only one piece of the puzzle when it comes to a thriving sport nation. Participants overwhelmingly pointed to the importance of sport as a vehicle for holistic development—one that promotes physical, mental, social and emotional wellbeing, teaches life skills, contributes to social and economic development, and ultimately builds healthy people and communities.

Excellence cannot stand alone. It must be supported and promoted in tandem with other outcomes, including health and wellness. Alongside performance, participation is a key outcome of a successful sport system. Participants pointed to person-centred approaches to sport delivery as a way of fostering diverse outcomes through sport participation, extending beyond performance and participation to broader human development.

In other words, in 10 years, Canada is recognized for more than the success of its athletes on the international stage, it's also known for its broad participation and active sport culture, and the role that sport plays in contributing to Canadian character (which could include, for example, a flourishing network of athletes who give back to the system through volunteering, coaching, officiating and sport leadership).

While enhanced participation was a key area of focus in the 2002 and 2012 iterations of the Canadian Sport Policy, this objective has yet to be achieved. Now is the time to make both quantity and quality of sport participation a priority for Canadians.

- "The future of sport in Canada is one that puts the human first instead of winning and medals. The future of sports is holistic, with emphasis on human development (social, emotional, physical, and mental)." (Survey, British Columbia, CSO)
- ▶ "Provide sport to all as a way to help personal development and growth. Make people better people though sport." (Survey, Quebec, postsecondary sport administrator)

## 2.6. A sport system that is aligned, efficient and sustainable

Organizations and individuals in all contexts and at all levels of sport need to be aligned and united around a common mission and message. Alignment in goals, values, principles, and policies both horizontally (across jurisdictions) and vertically (from CSO to P/TSO to NSO) will maximize resources and impact for the sector, while ensuring a consistent message to athletes, parents, coaches and officials. At a policy level, participants in the sport health professionals' engagement called for greater alignment between sport, recreation, and physical activity frameworks in Canada.



Participants were also firm in their belief that sports should not operate in siloes. They should share participants, knowledge, and capacity to enhance overall participation and strengthen development pathways within the system more broadly. This requires removing or reducing pressures to compete against one another for funding and resources. Relatedly, relationships between government and sport organizations need to set the stage for success, encompassing accountability, transparency, trust and flexibility to reduce administrative burden and meet the rapidly evolving needs of each sport amid the ongoing pandemic.

Collaboration and alignment also need to go beyond the sport sector. For example, participants viewed meaningful collaboration with the school system as a critical way to promote physical literacy, increase exposure to a variety of sports, and enhance access to facilities and spaces for programming in communities across Canada. Shared resources would improve access to sport for everyone (for instance, canoes and kayaks might be available at a community organization, but not accessible to schools or vice versa).

Participants believed that increasing collaboration and alignment would contribute to system efficiency and sustainability—broadly in terms of long-term system health and maintenance, and specifically in response to the global climate crisis (as discussed in detail during the roundtable on sport greening and ecology). Specific conclusions from the sport greening roundtable focused on ensuring that sport leaders have access to relevant science and expertise related to environmental issues, as well as involving partners and increasing collaboration to reduce the environmental footprint of the sport sector.

- "[My vision for the future of sport in Canada is] an integrated and aligned sport system where all organizations work together for the benefit of all Canadians participating in all levels of sport." (Survey, Ontario, researcher)
- "I'm very optimistic as to where sport is going. I think the 'traditional' mindset of sport as being in its own silo is being replaced by a more holistic and integrated approach. I think this is how to ensure long-term sustainability. Sport isn't just for sports' sake. It is a tool for improving health and wellbeing for society as a whole. Olympic gold medals will also happen and that's great too but shouldn't be pursued in isolation." (Survey, Alberta, participant/athlete, sport administrator/employee)

## 3. Shifting values and principles

As part of the Canadian Sport Policy Renewal Survey, respondents were asked to identify up to 3 values and 3 principles from the 2012 policy that they felt were most important to advancing sport in Canada. In addition, respondents were asked to explain what value and principle they would add or change in an open-ended text box.

All of the policy values and principles appeared in respondents' top 3 selections to some degree. The percentage of survey respondents that selected each value and principle in their top 3 can be viewed in Figures 4 and 5 respectively.



Figure 4. "Please choose up to 3 values that you or your organization feel are most important for advancing sport in Canada" – percentage of survey respondents that selected each value in their top 3 (n = 3578).

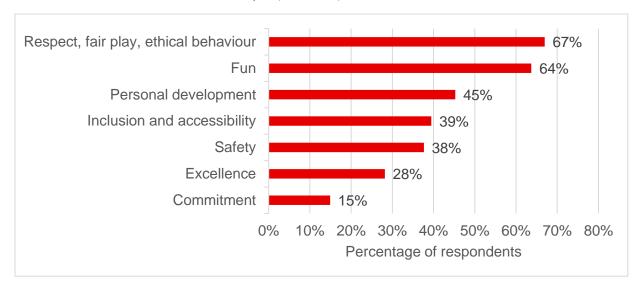
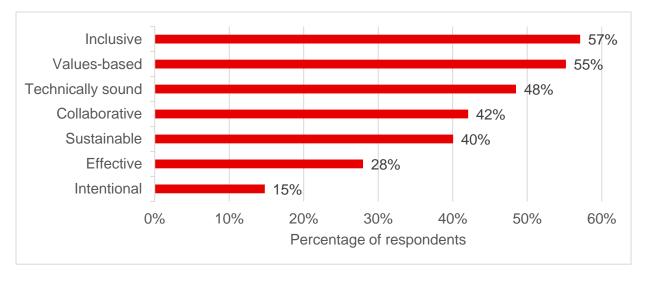


Figure 5. "Please choose up to 3 principles that you or your organization feel are most important for advancing sport in Canada" – percentage of survey respondents that selected each principle in their top 3 (n = 3390).



Open-ended feedback from participants also reflected 3 themes not currently captured in the policy values and principles, highlighting a shift away from performance-oriented culture and values towards holistic development and social, health and participation outcomes.

▶ Health and wellness: Sport as a vehicle to promote holistic health and wellness throughout the lifespan, encompassing physical, mental, social and emotional health among individuals and communities.



"We need a sport system that motivates everyone to move more and realize the broad range of health and wellness benefits. Sport is pro-active health care and needs to be framed that way to elevate its importance." (Survey, Alberta)

- **Community-oriented**: Sport as a means of achieving thriving communities that contribute to the overall health of the nation.
  - "With the current social and global circumstances, it has never been more important for individuals living in Canada to find strength, healing and support through their communities. Whether it is the community of a geographical neighbourhood or a community sharing a characteristic or interest, sport and recreation play fundamental roles in creating and maintaining that sense of community." (Survey, Ontario, NSO)
- Person-centred: A focus on the holistic development and agency of each individual in sport beyond their role as an athlete, coach, official, etc.—one that considers a person's unique values, needs, preferences and circumstances.
  - "By looking at the athlete first and what they want out of "sport/recreation" an organization can then determine what values they need to focus on." (Survey, Saskatchewan)

In general, respondents expressed confusion over the difference between values and principles. This highlights a need to simplify, streamline, and clearly define 'values' and 'principles,' how they are different, and the relationship between them. Clear and simple definitions are also needed for each value and principle included in the new policy. Based on participant feedback, consideration should also be given to how the values and principles are operationalized across regions, roles and sport participation contexts if they are to be included in the new policy.

## 4. Priority issues for equity-owed groups

Unique considerations for targeted groups emerged throughout the renewal process, reflecting broader social and cultural priorities for Canadians. These considerations and issues are summarized below.

# 4.1. Engagement and representation of diverse groups in sport participation and leadership

Among equity-owed groups, participants want to be actively engaged in the decision-making process when it comes to issues that affect their sport participation. This was a particularly relevant theme among participants in engagements targeting BIPOC sport leaders, Indigenous sport leaders, and new Canadians. They do not want to participate in a one-off consultation, they want a seat at the table.

There is also a need for diverse people and communities to be represented in sport, in all roles (including as athletes, coaches, officials, leaders, administrators and board members) and in all contexts (from grassroots to high performance). Participants asserted that in the next 10 years,



they want the sport sector to reflect the diversity that exists in Canada as a whole. In particular, leaders in sport need to represent the communities that they serve. Participants felt that children and youth are more likely to get involved if they see others like them (of all genders, abilities, cultures, and all facets of identity) leading and participating.

- "Including the voices of marginalized populations within the sport community and GIVING THEM POWER to make real changes. It is clear that trans athletes, persons with a disability, Indigenous athletes and Newcomers are all underrepresented in sport and even worse, they are underrepresented in the decision making roles." (Survey, Manitoba, Paralympic athlete)
- "Empower athletes and participants to engage in leadership development pathways (while they're pursuing the long-term participant development pathway) to increase retention and engagement." (National engagement)

## 4.2. Intentional Indigenous engagement

Engagements with sport leaders in British Columbia, Nunavut and the Northwest Territories included an explicit focus on the need to intentionally engage Indigenous communities and use sport as a tool to address truth and reconciliation in the new policy. There is a desire to see truth and reconciliation as a standalone priority, as well as to see the <a href="Truth and Reconciliation">Truth and Reconciliation</a> Commission's Calls to Action woven through all priority areas of the new sport policy (not as boxes to be checked, but intentionally integrated into actionable next steps). Participants were quick to point out that the policy should address calls to action not only for sport and recreation, but in all relevant areas.

According to Indigenous sport leaders, meaningful inclusion and the creation of safe spaces for Indigenous peoples to participate in sport requires reflecting on sport systems and policies to better understand how colonialism and racism continue to impact their participation. The new policy needs to acknowledge, encourage and fund meaningful Indigenous actions, particularly to address racism and discrimination in sport.

- "Meaningful inclusion of Indigenous Peoples in Canada and the TRC's calls to action must be woven through the renewed sport policy." (Indigenous sport leaders engagement)
- "Collaboration and engagement with local Indigenous communities should always be prioritized, and is a great opportunity to bring in traditional culture and increase Indigenous awareness." (Survey, British Columbia, participant/athlete, sport administrator/employee)

## 4.3. Access for small, rural and remote communities

Canada is a large, geographically diverse country. Small, rural and remote communities exist in every province and territory. Participants in the territories, prairies and the Atlantic region brought to light the challenge they face in providing access to sport programming in rural communities. These include a lack of facilities and spaces, limited options for transportation



and high costs to travel between communities, a limited pool of qualified coaches and officials, and heavy reliance on volunteer-run programs. Barriers to competitive sport participation are even greater, with extensive costs and travel required to access quality venues, equipment and competition opportunities.

The cost of programming, travel and equipment are particularly prohibitive for families in small, northern, rural and island communities. Participants who discussed this issue felt strongly that kids should not have to leave home at a young age to pursue competitive sport participation. Accordingly, participants viewed access to high performance programs, competitions and facilities that are regionally accessible across Canada as a priority. National sport programs and initiatives need to be made accessible to all provinces and territories by removing barriers and offering meaningful opportunities to participate. Programs, support, and resources cannot be one size fits all—there is a need for flexibility.

- "From my perspective our biggest barrier is location. As a rural Saskatchewan community, we have extremely limited resources and in order to participate in sport, even at the introduction level, many individuals must travel a minimum of 30 minutes one way to participate. Far too often sport opportunities at all levels are in more urban centers." (Survey, Saskatchewan, municipal government)
- "With aspirations to play high level hockey, I was actually forced to leave the territory and move south in order to further my hockey skills and further my hockey career. I feel that athletes should not need to move to the south to further their talent. Again, only being involved in hockey, I can not speak for other sports." (Survey, Nunavut, participant/athlete, program leader/coach, volunteer)
- "In small, isolated communities sports that focus on team play can be challenging as there are not enough people of the right age to create a full team. There are often not the specific facilities for some sports [such as] activities that can be done individually or as part of a smaller group [which] tend to work well in small, rural and remote communities." (Survey, Yukon, Parks and Recreation)

## 4.4. Sport and the settlement process for new Canadians

The settlement process for new Canadians takes about 5 years to complete, during which learning Canada's official languages and accessing housing, education, and employment are key priorities. Sport is not currently part of the settlement process, but is an important tool to promote physical and mental health, build social connections, and support integration into Canadian communities (for example, learning English or French).

However, not every immigrant will be ready to enter a mainstream sport program and alternative programming or infrastructure (for example, trauma-informed programs, culture-specific programs, spaces for free play) is needed to meet the needs of these communities. In particular, attention must be paid to the needs of refugees who may have experienced injuries or trauma prior to arriving in Canada.



Ensuring that newcomers to Canada (in particular, parents and guardians) are aware of the benefits of sport participation, opportunities to participate in sport and how to access sport programs (funding opportunities, transportation options, registration forms in multiple languages) is crucial step to ensuring their involvement in sport. There need to be multiple channels and networks for getting information about sport into the hands of newcomers in an accessible format, including through schools, faith groups and settlement service providers.

- "[We need to] provide a safe and welcoming environment that meets the diverse needs of newcomers. I believe the cost of entry is also a significant barrier to entry." (Survey, Alberta, participant/athlete, program leader/coach, volunteer, sport administrator/employee, board member)
- "By 2033, 1 in 3 Canadians will be a newcomer. Newcomers to Canada should have the same representation in sport that they have in Canadian society." (New Canadians engagement)

## 4.5. Gender equity and transgender inclusion

Coinciding with the tenure of the renewed Canadian Sport Policy (2023-2033) is the federal government's <u>commitment to achieve gender equity in sport at every level by 2035</u>. In Ontario and Nova Scotia, engagement participants discussed issues related to the retention of girls and women in sport and highlighted the need for equity in funding for men's and women's high performance programs.

In the survey data, the topic of transgender inclusion in sport made up a small yet visible and faction of responses. Responses could be divided into two opposing groups. In one group, respondents highlighted the importance of transgender inclusion and safe spaces for transgender participation at all levels of sport. In the other group, respondents expressed concern over issues of safety and fairness related to the inclusion of transgender women in women's sport. Respondents in this group generally viewed biological sex as synonymous with gender, and felt that the inclusion of transgender women in the female sport category was unfair for women who are biologically female due to male performance advantages. The tone of these responses ranged from anger and hostility to mild concern and a desire to learn more about the issue through an evidence-based lens.

- "[My vision for the future of sport is] that more girls get equal access to sport, that more girls play and compete in sport and that there is more widespread gender equality in sport." (Survey, Ontario, parent/guardian, volunteer)
- "[We need to] work collaboratively across sports where possible to remove gender barriers from sport and competition." (Survey, Newfoundland and Labrador, PSO)

## 5. Sport participation contexts

The 2012 Canadian Sport Policy outlines 5 sport participation contexts: introduction to sport, recreational sport, competitive sport, high performance sport, and sport for development.



Here, we discuss key priorities and issues for community sport (including introduction to sport and recreational sport), competitive and high performance sport (including sport event hosting), and sport for development. We also position "school sport" as a potential new context for consideration in the new sport policy.

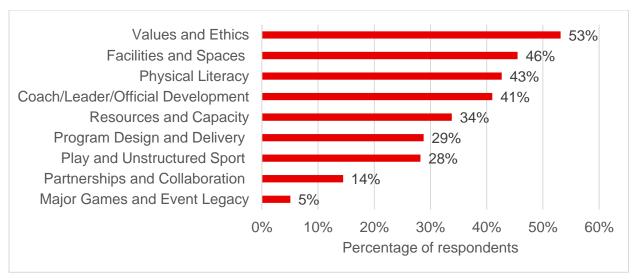
## 5.1. Community sport, including introduction to sport and recreational sport

Throughout the Canadian Sport Policy renewal process, participant feedback across all contexts (including competitive and high performance sport) expressed a desire for the policy to be grassroots driven. Participants spoke to the importance of "building the base" to ensure a healthier population and increase the pool of athletes available to move through the competitive and high performance pathways. Participants also demonstrated concern over a "win-at-all-costs" attitude seeping into youth sport, as parents push children to specialize early. Overwhelmingly, participants asserted that community sport should be focused on fun, inclusivity, personal development and lifelong physical literacy.

"We need to encourage everyone to be active outdoors and have fun and competition should be incorporated into fun before becoming the be all and end all of a sport. That way when a child becomes an adult and retires, they will still love their sport, pass on that love of sport and encourage others." (Survey, Manitoba, participant/athlete, program leader/coach, volunteer, board member)

Survey respondents identified values and ethics (53%) as the top priority for introduction to sport and recreational sport (see Figure 6), followed by facilities and spaces (46%), physical literacy (43%), coach/official/leader development (41%), and resources and capacity (34%).

Figure 6. Percentage of survey participants that identified each response option as their top priority for introduction to sport and recreational sport (n = 1556).





Many participants believe the largest barriers to sport participation at the grassroots level in Canada are affordability and accessibility (of programs, facilities, equipment), especially in rural and Indigenous communities and among equity-owed groups. Financial support for grassroots programming and mechanisms to reduce the cost of sport participation are needed to create equitable, inclusive programming for all Canadians. Community sport relies largely on volunteer labour and greater support is needed of volunteer networks to encourage the recruitment, training, and retention of volunteers (including in coach, official and leadership roles). Beyond access to programming, respondents identified a need to prioritize safe sport experiences for all participants. Physical literacy and positive early sport experiences are crucial for building a path to lifelong sport engagement. A cultural lens to program delivery could also help to engage individuals and groups that are underrepresented in the sport system.

- "The undervaluing of professional full time leadership in sport at the community level. Skilled, passionate, "long haul" coaches are needed in community sport programs. Currently, coaching is not seen as a career pathway for coaches in many sports." (Survey, New Brunswick, participant/athlete, program leader/coach, official, volunteer)
- "For a lifelong love and participation in sport, participants need to have free or low-cost access throughout their childhood to a variety of sports... It's only through these venues that children and their parents find out what's out there and what they may like."

  (Survey, Ontario, parent/guardian)
- "I believe that accessibility and inclusion for creating positive first experiences and for sustaining participation are the most pressing priority for introduction to sport and recreation." (Survey, Quebec, participant/athlete, program leader/coach, researcher)

## 5.2. Competitive and high performance sport, including sport event hosting

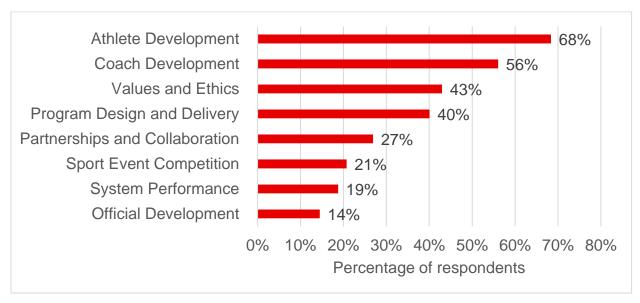
Like community sport, stakeholders within competitive and high performance sport, including event hosting, identified the need for a cultural shift away from "win-at-all-costs" towards person-centric, long-term athlete development. Athletes and other stakeholders currently understand funding to rely solely on performance outcomes and feel immense pressure to prove their "value." They expressed a desire to prioritize holistic athlete health and wellbeing over podiums in the new sport policy.

"A singular focus on money and medals [is a barrier]. We need to be able to measure how well the experience is being lived and that means measuring culture. Culture is the experience people are having and how they interface within an environment. We need to be able to measure the extent to which our values are being lived." (Survey, Ontario, sport consultant)

Survey respondents identified athlete development (68%) as the top priority for competitive and high performance sport (see Figure 7), followed by coach development (56%), values and ethics (43%) and program design and delivery (40%).



Figure 7. Percentage of survey participants that identified each response option as their top priority for competitive and high performance sport (n = 1725).



Participants felt that current organizational capacity limits system performance. Sport system alignment is needed to build a sustainable competitive structure and pathway for athletes. To avoid a "pay to play" system, participants described how competitive opportunities need to be accessible and affordable for all. The cost of participation (for example, travel, equipment, facilities) was a consistently cited barrier to competitive and high performance sport across Canada. Financial and geographic (urban vs. rural) inequities and access to training and facilities are a widespread issue that points to a need for more rural region capacity and investment.

Nationally, participants highlighted the need to improve coach and official training and development. Stronger leadership and coach development is needed to deliver quality, values-based sport programming at the competitive and high performance levels. In addition, high performance athletes discussed how national team carding needs to cover training expenses and support a liveable wage, and advocated for the extension of the current 5-year window for university tuition during the post-career transition. A strong message from participants was that requirements for funding need to go beyond competitive success.

With respect to sport event hosting, engagement participants asserted that hosting plans need to have clearly defined objectives for the long-term legacy of the event. This includes research to better understand the economic, social and cultural impacts of major games. Event hosting should support pathways for athlete development in Canada and align with the Canadian High Performance Sport Strategy.

"There are tons of extremely skilled and talented athletes within the territory. We see it all the time at the Arctic Winter Games and Canada Winter Games. Tons of this talent goes to waste as there is next to no opportunity." (Survey, Northwest Territories)

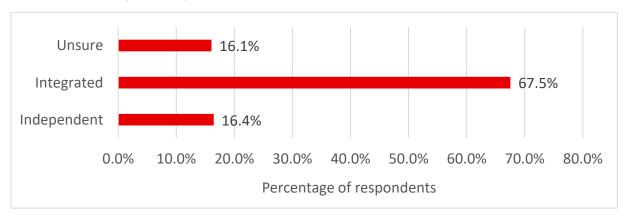


- "LTD [long-term development in sport and physical activity] has been proven to be successful, but [we] need proper people to implement it. Coaching and officiating is a larger responsibility than ever before, and we need to recruit, train and maintain the people who understand and care for the objectives of the sport." (Survey, Prince Edward Island)
- "Athletes that grow up and live in rural areas in Canada, especially in the north, do not have the same access to coaches, facilities and other supports that athletes in large urban centers do. This means that their opportunity to compete at a high performance level is lost unless they have the funding to move or travel for training." (Survey, Saskatchewan, regional games committee member)

## 5.3. Sport for development

In the 2012 Canadian Sport Policy, sport for development is considered a distinct sport participation context. Sport for development refers to using sport as a tool for social and economic development. It also means using sport to promote positive values beyond sport such as in the home, at school, and outside of Canada. On the survey, more than two-thirds of survey respondents indicated that the sport for development context should be integrated into other sport participation contexts in the new policy, rather than stand alone as an independent context (see Figure 8).

Figure 8. Survey responses for "Should the sport for development context be independent of the other sport contexts, or considered as part of the other sport contexts?" (n = 3195).



Respondents overwhelmingly advocated for an integrated approach to sport for development as the values it promotes are shared across contexts and cannot be separated. Respondents believe that integration leads to better athlete development as it provides a more natural and flexible progression through sport, consistency across the sector, and promotes healthy values and sustainability.

"Sport for development promotes positive values at home, builds fulfilled and well-rounded people, and should be included at all levels... I believe there are huge barriers to



entry for people who are not financially well off and require additional support like those with special needs. To help with economic development, sport needs to be more accessible and available to truly make a difference. Kids need opportunities to access sport and try different sports in their communities, to figure out what they enjoy and want to pursue." (Survey, Ontario, sport administrator/employee)

## 5.4. School sport

Participants from across Canada and in all contexts identified school sport as playing a key role in fostering life-long sport and physical activity participation. School sport was not identified as a context in the 2012 Canadian Sport Policy, but was frequently positioned by participants as a potential solution to many of the issues Canadians face.

"Shared resources help bridge the gap. Make schools more accessible to communities. Communities pay tax dollars for schools yet have extreme difficulty getting access to use that facility for community programs." (Survey, Newfoundland and Labrador, Indigenous sport organization)

Specifically, the school system offers affordable and accessible opportunities for children and youth to develop physical literacy, be exposed to a variety of fitness and sport activities (including sports that are mainstream in Canada, sports for persons with disabilities, and sports that are prevalent among distinct cultural groups in Canada), and experience competition with existing infrastructure often within their home communities. Exposure to a variety of sports through the school system may help to address concerns about early specialization. Bolstering school sport equipment and infrastructure for community use can also increase access to sport in underserved areas. Overall, a thriving school sport system is a way to address issues of inequity, access, physical literacy, as well as coach and official development.

"When I was growing up, we couldn't afford sports, but thankfully I had access through my schools that had a sport option for every season. Thanks to free sports in school, I played on every basketball, volleyball, soccer, track, badminton, and cross-country team from grade 4 until I graduated high school. Sports has made me the person I am today... I don't know what I would have done if a) I went to a school without sports, or b) I went to a team without teams for girls, because my parents were not once able to afford to enrol me in a community league or day camp." (Survey, Ontario, participant/athlete, volunteer, healthcare professional)

For this to happen, physical literacy, physical education and sport need to be prioritized in the education system. Collaboration and alignment between the sport and education sectors is crucial, which requires buy-in from education sector leadership in all jurisdictions. School sport needs to be prioritized in the new sport policy to direct funding and resources toward infrastructure, programming, and coach and leader development in schools with the aim of increasing the accessibility of affordable, safe, quality sport participation opportunities for all.



"We need to work with education so that leadership in recreation and sport is part of a secondary school curriculum. We need to do a better job of training youth to be community leaders and what better way to do this than through sport and recreation." (Survey, Nunavut, recreation)

Of note, school sport administrators identified coach and official engagement and retention, volunteerism and safe sport as challenges to sport delivery in school settings. Coaches and leaders in the school sport system need to be supported in accessing training and education to ensure the sporting environments they create are physically and psychologically safe.

## 6. Challenges and opportunities

Participants identified several challenges and opportunities for the delivery of sport in Canada, aligned with the following priorities (see Table 2):

- System culture and values
- System structure and alignment
- Athlete development and support
- Resources and capacity
- Facilities, spaces and transportation
- Volunteer recruitment and retention
- Coach and official recruitment, retention and development
- Awareness and education
- Knowledge creation and mobilization

At the core of these challenges and opportunities is the need for adequate, flexible funding to support the sport sector. Participants cited funding as the most pressing issue for sport program delivery in all contexts—referring not only to the amount of funding, but the duration of funding terms and requirements for funding.

\* "Raise the bar and raise the funding. Make funding structures more aligned and more reflective of the policy and goals." (National engagement)

In general, participants believe more funding is necessary to ensure adequate resources and capacity for the delivery of affordable, accessible, inclusive, safe sport experiences at all levels of sport. Participants were loud and clear in their desire to shift funding requirements away from performance-based metrics and toward measures of participation, development and community engagement (including health and social outcomes) at the national level. Calls to direct funding toward grassroots sport through funding streams that limit the administrative burden on largely volunteer-run organizations were particularly prevalent. The experiences of sport organizations during the COVID-19 pandemic have spurred calls for greater flexibility around the government funding, and highlighted the importance of multi-year funding to encourage sustainable sport programs.



"There is not enough money, space, and people to deliver intro to sport effectively." (Survey, Prince Edward Island, parent/guardian, volunteer, sport administrator/employee)

A throughline of the Canadian Sport Policy renewal process was a focus on sport as a tool for the promotion of holistic health and wellness as Canadians recover from the social, economic and health-related impacts of the COVID-19 pandemic. Sport holds significant value for Canadian society across numerous domains, including improved physical and mental health of Canadians, reduced burden on the healthcare system, positive child and youth development, enhanced tourism and community development, and greater social inclusion of equity-owed groups. As Canada continues to grapple with the COVID-19 pandemic, sport is uniquely positioned to address gaps and strengthen the country's recovery.

"I think it's about making sport a human right. Something that is valued on par with education, health care, safe and healthy lodging, food and clean water. It's a holistic way of valuing something that can so positively impact and shape lives." (Survey, Ontario, sport consultant)

In this vein, participants believe there is an underleveraged opportunity to promote the value of sport across government sectors, reflecting new avenues for cross-sector collaboration and investment. In particular, participants drew attention to education, health, and immigration as promising avenues for collaboration and integration with the sport sector. The new policy must also address the impact of COVID-19 on the sport sector, particularly at the grassroots level. Amid lower participation rates and decreased revenue, sport organizations are experiencing capacity challenges related to volunteerism, coaching, and officiating.

► **Table 2.** Challenges, opportunities and recommendations to inform the new sport policy based on participant ideas and feedback.

#### **Challenges**

#### **Opportunities**

#### Recommendations

System culture and values:
Participants perceived the
Canadian sport system to be
operating under a "win-atall-costs" culture. A
prioritization of "people over
podiums" from community
and youth sport through to
high performance sport was
seen as necessary to
promote safe sport
experiences. Participants
reinforced the need to
prioritize diversity, equity,

Funding: Funding awarded based on participation and development in addition to performance. More funding directed to the grassroots level with reduced administrative burden.

Education and training:
Education and training of
coaches, parents, leaders
and administrators focused

on EDI and safe sport is

- Mandate anti-racism, safe sport and cultural awareness training for everyone in sport
- committees with diverse representation to play an active role in policy development and implementation
- Integrate the Truth and Reconciliation Commission's Calls to Action into sport policies



and inclusion in the new policy.

necessary to cultivate a person-first culture.

Policy adherence: To create safe, welcoming and inclusive sport environments, policies need to be developed and implemented with EDI and safety at their core. It cannot be a checkbox or afterthought.

core. It cannot be a checkbox or afterthought.

Cyclical and flexible athlete pathways: Rather than linear pathways into and through sport, involvement in sport can and should be viewed as cyclical in nature. These cycles may include participation across a variety of sports with ebbs and flows over time, or transitions between athlete, coach, official and leadership roles. Everyone in Canada should

have opportunities to enter

sport and be exposed to a

variety of sports at all ages

children and youth, but also

for adults)—whether it's to

and stages (not only for

have fun, gain fitness,

socialize or compete.

- Ensure adherence to accessibility requirements (for information, equipment, services and spaces) in policy guidance
- Implement zerotolerance policies for harassment, discrimination and abuse in sport
- Incentivize collaboration across sports to facilitate participation in multiple sports (for example, complimentary schedules or discounted registrations)
- Establish parallel development pathways and initiatives that support athlete transfer between sport
- Ensure the availability of regionally accessible programs, competitions, and facilities for participants entering competitive sport pathways
- Support a liveable wage for high performance athletes
- Extend time period for university tuition waivers for national athletes
- Direct funding to community sport organizations
- Implement flexible funding requirements at all levels of sport

Athlete development and support: Pathways into and through sport, including to the high performance level, need to be flexible and open to all who want to participate. They cannot be one size fits all. The policy needs to consider unique needs and entry points for equity-owed groups in Canada. For example, skilled athletes who immigrate to Canada may participate in sport in culture-specific (rather than mainstream) settings and overlooked in team selection processes as a result.

System structure and alignment: Participants reported feeling as though there is currently a "siloed" approach with a lack of cooperation within and

Funding: More straightforward funding of grassroots sport could help streamline this problem. There is also a need for flexibility in funding



across sectors. Participants called for a sport system that is vertically aligned and driven by the needs of grassroots sport. While national, provincial, and territorial sport organizations have clear government funding streams and directives, community sport organizations are often without a consistent funding source. The community sport sector in particular has struggled during the COVID-19 pandemic and aftermath, facing an increased demand for sport coupled with a loss of volunteers, coaches, and officials.

#### **Resources and capacity:**

Constraints on resources and capacity in the sport sector (including funding, facilities and spaces, travel and transportation, coaches, officials and volunteers) make the availability of affordable and accessible sport programs a critical issue. This issue impacts not only the quantity of programs, but the quality as well—with fewer resources available to direct towards training opportunities, equipment and facility upgrades, accessibility requirements, and related needs in the sector.

requirements at all levels of sport, and funding that extends beyond a 1-year term to promote sustainable programs and initiatives.

Partnerships and collaboration: Participants discussed the potential benefits of collaboration and alignment within and across sports to maximize resources and improve sport delivery for Canadians. Many felt that cross-sector collaboration is an underleveraged opportunity to boost resources and capacity (for example, partnerships with education and health).

Funding: Relationships between funders and sport organizations need to set the stage for success, encompassing accountability, transparency, trust and flexibility with funding to reduce administrative burden and meet the needs of each sport.

Partnerships and collaboration: Partnerships between sport organizations, schools, community and cultural centres, municipalities, and other program providers allow for the sharing of resources and capacity that can reduce the burden on an individual organization. This includes

- Extend funding terms beyond 1 year (multiyear)
- Award funding based on participation, development and performance
- Direct funding to develop school sport systems and programming
- Direct a percentage of healthcare funding to sport for health promotion and disease prevention
- Incentivize sharing of resources between sport organizations, municipalities, schools and other communitybased organizations
- Increase training opportunities for coaches and officials from different sports by having them train together
- Build capacity in sport through programs that engage high school and postsecondary students looking to apply new skills and gain practical experience
- Centralize templates and resources for sport organizations of all types and levels (for example,



Facilities, spaces, and transportation: Availability of and access to quality facilities and spaces for organized sport, physical activity and play is a key challenge in Canada. In rural and remote regions, participants expressed concern about the high cost of travel to train and compete due to lack of facilities near home. In urban communities, participants asserted the need for public transit availability to sporting facilities or subsidized transport for those who do not have access to a personal vehicle. Facilities and spaces need to be regionally accessible, offer multi-sport opportunities, and be safe, welcoming and inclusive to all. All infrastructure must also be accessible for persons with disabilities.

Volunteer recruitment and retention: Participants discussed challenges associated with recruiting and retaining volunteers. Participants believe the time commitment and administrative burden (for example, to complete training requirements) associated with volunteering,

the sharing of facilities, spaces, equipment, participants and staff.

Partnerships and collaboration: Improved collaboration is needed between schools, municipalities, and sport organizations. Such collaboration can ensure that facility standards are met and that facilities are broadly available for community use across the country.

**Event hosting:** Hosting provides an opportunity for increased investment into sport venues and community infrastructure, including facility upgrades as well as building of new venues with sustainability and accessibility in mind. There is a need to incorporate community legacy into event hosting and extend hosting locations to include areas where communities currently don't have easy access to sport facilities.

#### Financial incentives:

Government initiatives to promote volunteerism (for example, tax credit for volunteering) as well as greater funding for paid staff within the community sport sector could promote volunteerism while reducing volunteer burnout.

policy templates, training resources)

- Lay out minimum standards to ensure the quality, safety, accessibility and sustainability of facilities and spaces.
- Partner with the school system to make school sport facilities available for community use
- Direct funding to build and maintain facilities regionally accessible multi-sport facilities
- Direct funding to build and maintain indoor facilities in areas affected by wildfires, extreme heat, and air pollution
- Ensure hosting plans have clearly defined objectives for long-term legacy, including followup tracking of facility usage and upkeep
- Ensure hosted events are affordable and accessible to communities
- Implement financial initiatives to support volunteerism (for example, tax credits)
- Direct funding to support or subsidize training expenses for volunteers
- Streamline training requirements for volunteers at the community level



particularly in coaching and leadership roles, has contributed to the problem. Deepening the issue, participants reported an overreliance on volunteer labour, particularly in community sport and rural and remote areas.

## Training and mentorship:

Mentorship programs are an effective way to ensure that a younger generation is engaged. Training requirements for volunteer positions should be streamlined where possible while maintaining standards for safe, quality sport.

#### Paid positions:

Compensation and training for coaches, officials, and administrators may help to attract quality individuals to these roles and ease the burden on volunteers. This is particularly important in small, rural and remote communities where the load placed on volunteers is especially high.

- Create mentorship programs that engage youth in service roles within sport
- Place paid staff in areas with high volunteer loads
- Implement volunteer recognition and compensation programs (for example, discounted facility rentals in exchange for volunteer time)

Coach and official recruitment, retention and development: The Canadian sport system is suffering from a lack of qualified individuals to serve as coaches, officials (such as referees, line judges, and umpires), and program leaders at all levels of sport. This has been a notable issue with the return to sport amid the ongoing COVID-19 pandemic. The decline is particularly notable for officials, who are often under-compensated for their work and frequently the subject of verbal abuse and

## Hiring and compensation:

To attract quality individuals to coaching and officiating careers, it is necessary to value and pay fairly those who coach and officiate at all levels of sport. Coaches and officials should also be compensated for training requirements and expenses. Supportive pathways for women, BIPOC, and persons with disabilities are needed in leadership pathways (for example, cluster hiring and mentorship programs).

#### **Training and education:**

- Direct funding to support paid staff, coaches and officials in community sport (especially rural and remote)
- Pay coaches and officials fair and competitive wages
- Provide funding to support or subsidize training expenses
- Provide remote training opportunities for coaches who are unable to travel to in-person sessions
- Streamline training requirements for coaches and officials to reduce the potential for burnout



harassment from players, parents, spectators, and coaches. Fair pay and supportive development pathways, including training and mentorship, for coaches and officials is needed. Overall, coaching and officiating must be seen as viable and rewarding pathways. There is a need for racial and gender diversity among coaches, officials and sport leaders to better reflect the people of Canada.

Training opportunities need to be accessible. Subsidies and virtual or hybrid training opportunities are possible solutions. Partnerships with high schools and postsecondary institutions to offer training and certification can support recruitment and education all in one.

Mentorship programs are an effective way to cultivate leaders from equity-owed groups. Priorities for education include antiracism, cultural awareness, safe sport, long-term development and injury prevention and management.

### Positive sport experiences:

Coaches and officials need to have positive experiences in sport to promote retention. Safe, welcoming and inclusive environments are key to generating positive experiences, not only for athletes, but for all in sport.

#### Awareness campaigns:

Campaigns to improve awareness of the benefits of sport can help to convey the value of sport to people in Canada. They can also aid in leveraging funding from diverse government sectors and corporate sponsors. Targeted campaigns to engage underrepresented

- Promote mentorship programs that support youth, athletes and people in equity-owed groups to transition into coach, official, and leadership roles
- Develop and fund initiatives to support coaching and officiating pathways among high school and postsecondary students
- Implement hiring targets to increase diversity in coach, official and leadership roles (including women, BIPOC, persons with disabilities)
- Prioritize anti-racism, safe sport and cultural awareness training
- Create or fund a national governing body that represents officials in sport

## Awareness and education:

Participants identified a need to ensure that everyone in Canada, including newcomers and older adults, have access to information about sport programs. For example, information about what programs exist, how to access them, and available supports (for example, public

- Fund or support national awareness campaigns promoting the benefits and value of sport
- Fund or support targeted campaigns promoting the benefits and value of sport for underrepresented groups
- Partner with schools, faith groups, settlement



transportation options, subsidies, an interpreter to assist with registration forms). If we want sport to reflect the diversity that exists within Canada, we need communication strategies and supports that will reach all Canadians.

groups (including new Canadians, racialized people, and older adults) are especially needed.

Innovative communication channels: There need to be multiple channels for getting information about sport into the hands of people in Canada in an accessible format, including through schools, faith groups and settlement service providers. If we want sport to reflect the diversity that exists in Canada, we need communication strategies and supports that will reach all Canadians.

### **Healthcare professionals:**

Healthcare professionals play a vital role in promoting healthy and mitigating unhealthy sport-related behaviours. They are a key point of contact to normalize and support sport participation for all ages, especially older adults.

Centralized data and knowledge sharing: The need for data and evidence to inform decision-making needs to be balanced with resource and capacity limits on sport organizations at all levels. Funding to support research on key issues in sport needs to be directed toward the academic

service providers and other key points of contact with targeted groups to share sport information in accessible, meaningful ways

- Make programming materials and forms available in multiple languages, on and offline, and catered to literacy levels for targeted groups
- Include information about sport in Canada in the Canada Orientation Abroad Program for new Canadians
- Provide access to community advocates for targeted groups (such as new Canadians or families of low socioeconomic status) to support them in accessing information about sport programs
- Engage with healthcare professionals to increase access to resources and support for sport-related education
- Collect national sport participation data at regular timepoints
- Collect data on coach, official and volunteer participation motives and trends
- Collect demographic data for sport participants and leaders to inform targets for increased diversity

Knowledge creation and mobilization: Many areas of the sport sector lack the resources to collect data to accurately inform policy and program decisions. For example, while participants in sport contexts across the board discussed the difficulty of recruiting and retaining coaches, officials and



volunteers, very few reported having data or evidence to address the issue and inform decision-making around next steps. IN addition, demographic data is needed to inform EDI initiatives.

community with the requirement for partnered research and integrated knowledge translation. A centralized hub with targeted communication networks leveraging partnerships with the academic community could support knowledge and resource sharing throughout the sector.

- Fund research or research partnerships focused on priority issues for the Canadian sport sector
- Establish a centralized portal for communications and resource sharing to support sport organizations, especially at the community level
- "Systemically, there is a focus on high performance sport and excellence, and I think a huge barrier is grassroots and community organizations having a lack of resources due to this focus." (Survey, Ontario, researcher)
- "Sport needs to be a priority like literacy and libraries. Municipal facilities and school facilities should be subsidized almost entirely with partnerships with community based clubs who are supported in solid practices by the provincial organization." (Survey, Nova Scotia, sport administrator/employee)
- "We need to work with education so that leadership in recreation and sport is part of a secondary school curriculum. We need to do a better job of training youth to be community leaders and what better way to do this than through sport and recreation." (Survey, Nunavut, recreation)
- "Make coaching attractive. Coaches need to have positive experiences too." (Coaching engagement)
- "I remember when I started [as a] hockey referee the number of courses I had to take before I even stepped on the ice was a lot. Cost wasn't an issue, it was the time commitment." (Survey, Northwest Territories, program leader/coach, parent/guardian, official, volunteer, board member)
- "Ensuring that performance athletes can access facilities and services to help promote their long term development into high performance/elite athletes [is necessary]."

  (Survey, New Brunswick, program leader/coach, official, sport administrator/employee)
- "As a destination, we are looking for events that embrace the same values as our destination. That are accessible to our community and that will encourage the development of the sport in our community." (Survey, Quebec, sport tourism)
- "We want good humans, and we need to invest in that." (Alberta engagement)



## **CONCLUSIONS**

So, what did we hear and what should policy makers take note of? Sport is important to Canadians. Judging from the fact that over 5,000 Canadians shared their opinions on what they hoped sport would look like over the next 10 years, we have valuable insights to inform the new Canadian Sport Policy.

- 1. Sport contributes to the health of the individual, the community, and the nation. The health benefits are physical, mental, emotional as well spiritual.
- Excellence and medals should be pursued, but not in isolation. Consider how excellence
  can be achieved in a way that is person-centred and values based. We want to develop
  good people, not just good athletes.
- 3. Positive experiences for all participants at all levels should be the goal
- 4. Lifelong participation should be fostered to include different roles within sport, flexible entry points, and multiple sports. Think about a person's journey through sport as a cycle rather than a linear pathway.
- 5. Community and grassroots sport participation should be a priority. Sport should benefit the community, including hosting legacy, infrastructure, programming, and participation.
- 6. Sport should be affordable. Leverage school sport, both from a place and space as well as participation opportunity.
- 7. Quality training of coaches, officials, volunteers, and sport leaders should be accessible and affordable.
- 8. Funding and resources are needed to deliver quality programs. Multiyear, flexible funding for national, provincial-territorial and community sport is needed.
- 9. Awareness, communication and data collection should be consistent and continuous. Key topics include the benefits of sport, safe sport, funding opportunities, and awareness of the new Canadian Sport Policy. Collect the data to measure progress.
- 10. Sport in Canada should be values based, build upon the principles within the TRC and embrace the diversity that makes up our nation.

With the renewal of the Canadian Sport Policy, people in Canada are looking for a policy that is clear, inspires participation and is actionable. The policy has an opportunity to consider different models to recognize success and to promote the social and skill development inherent in sport. Let the Canadian Sport Policy 2023-2033 be a leading example of how to build a national policy by the people in Canada for the people in Canada to maximize the benefits and enjoyment of sport.

## **Next steps**

Each government along with stakeholders in sport and related sectors contributed to the renewal process by convening a coast-to-coast-to coast series of stakeholder consultations, sharing the survey, and cooperating in working groups to plan, evaluate, analyze, and ultimately create the policy. Based on the findings of the 28 engagements and 4205 survey responses



(synthesized in this report), and considering the decade-long process of monitoring the implementation of the previous policy, a foundational document for the policy was developed.

The foundational document was shared with F-P/T representatives for preliminary review during a roundtable held on 21 October 2022. Key themes resulting from this discussion revolved around the need for intentional measurement and evaluation to assess the progress and effectiveness of the new policy, stronger emphasis on diversity and inclusion within the new policy, and a need to ensure that policy values are reflected throughout the policy as a whole.

Researchers, program evaluators, and policy evaluators participated in a policy objectives measurement workshop on 28 October 2022 at the Sport Canada Research Initiative Conference. Participants emphasized a continued need for clear language and definitions of throughout the policy, simplification and streamlining of policy objectives, and the use of language that supports measurement and evaluation over the next 10 years.

In total, 115 people participated in the preliminary review sessions. The findings of these sessions reinforced the importance of a policy that can be easily accessed and understood by everyone in Canada, in turn contributing to positive, safe sport experiences for all participants, everywhere in Canada, at all levels of sport. For everyone to experience the many physical, mental, social and community health benefits that sport has to offer, everyone involved in the delivery of sport, from community sport volunteers to national sport administrators, needs to be able to understand and implement the policy.

To supplement the validation phase, a stakeholder check and reflection will focus on the findings of the What We Heard report, ensuring that key issues and priorities have been captured in the foundational documents that support the new policy.

### Additional resources and information

For more information about the Canadian Sport Policy 2023-2033 renewal, please visit SIRC's webpage: <a href="https://sirc.ca/canadian-sport-policies/">https://sirc.ca/canadian-sport-policies/</a>



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