

Evaluation of the Canadian Sport Policy 2012

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February 12, 2021



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Acronyms

CSP: Canadian Sport Policy

FPT (F-P/T): Federal-Provincial/Territorial

HP: High Performance (sport)

LSO: Local Sport Organization

LTAD: Long-Term Athlete Development

NGO: Non-Government Organization

NSO: National Sport Organization

PSO: Provincial Sport Organization

OTP: Own the Podium

PE: Physical Education

PHAC: Public Health Agency of Canada

P/T: Province/Territory

P/TSO: Provincial/Territorial Sport Organization

QDPA: Quality Daily Physical Activity

QDPE: Quality Daily Physical Education

SC: Sport Canada

SPAR: Sport, Physical Activity and Recreation



Executive Summary

This report presents the findings of a summative evaluation of the Canadian Sport Policy 2012 (CSP). The evaluation was guided by a set of overarching questions addressing progress towards goals, significant influences, key learnings and priorities going forward. The methodology included a detailed review of existing datasets and documents from Sport Canada, other governments and NGOs, and 45 key informant interviews conducted with governments, sport organizations and other stakeholders.

The Canadian Sport Policy is one of three national policy documents in the related fields of sport, physical activity and recreation. The other documents are the *Common Vision for increasing physical activity and reducing sedentary living in Canada* and the *Framework for Recreation in Canada*.

Progress towards goals of CSP 2012

The Canadian Sport Policy was not written in a way that allows outcomes to be attributed directly to the Policy, and this evaluation does not make such attributions.

Based on the evidence reviewed, CSP 2012 has been successful in broadening the scope of CSP 2002, viewed as a sport policy for governments, to make it a policy also for the sport sector. It has provided a common language and framework for introductory and recreational sport.

The factors contributing to change in the sport sector are too complex to draw direct lines from the Policy to specific outcomes. The evaluation has analyzed achievements since 2012 and identified influences of the Policy without making direct attributions.

Sport programming at the national and P/T levels generally is aligned with the goals and objectives of CSP 2012. Incorporating the principles of physical literacy and age-based and stage-based athlete development has contributed to a transformation of the Canadian sport system. Training for coaches at all levels of sport has been realigned through the National Coaching Certification Program to be consistent with key principles of CSP 2012.

Canadian athletes have achieved a high level of international success over the CSP 2012 period, consistently ranking in the top tier of nations in winter sports and strongly positioned in the middle tier of nations in summer sports.

The long-term downward trend of sport participation in Canada

The long term trend for sport participation shows a decline, from 61% of Canadians in 1992 to 45% in 2016. Sport participation rates in the general population have stabilized in recent years because of higher levels of participation among girls and women. About one-quarter of adults and three-quarters of children and youth participate regularly in organized physical activity or sport.

An increasing emphasis on safe and ethical sport

Governments and the sport sector have made significant progress over the last decade in promoting safe and ethical sport including on important issues such as maltreatment (harassment, abuse, bullying) and inclusion of traditionally under-represented and marginalized populations. Ethical sport is very important to Canadians. Support for ethical sport has increased, in both the sport sector and the general public. Canadians increasingly think that drug-free sport should be a top priority. Canada is a world leader in advancing ethical and safe sport through the anti-doping and other initiatives of the CCES.

Training in ethics and values is now mandatory for all coaches participating in the National Coaching Certification Program. All sport organizations funded under the Sport Support Program of Sport Canada are required to adopt and integrate as part of their conduct rules the *Universal Code of Conduct to Prevent and Address Maltreatment in Sport*. Ontario's Rowan's Law implemented in 2018 makes it mandatory for sports organizations to follow rules related to concussion awareness, prevention, removal from sport and return to sport.

F-P/T Bilateral Agreements have supported participation in sport

Funding through F-P/T Bilateral Agreements has supported participation in sport for hundreds of thousands of young people from groups that have traditionally been under-represented in sports including Indigenous people, girls and young women, persons with a disability, and youth from economically-disadvantaged households.

Need for stronger linkages between the education and sport sectors

There is general lack of quality daily physical education (QDPE) in schools. The levels of physical literacy among Canadian children and youth are low by international standards. There are not enough qualified physical education (PE) teachers and coaches in schools with the training and knowledge to provide a positive introduction to sport. There are opportunities for NCCP coach training for PE teachers and coaches in school sports.

Importance of P/TSOs to the development of community sport and local sport organizations

P/TSOs are crucial for the development of sport at the community levels and for increasing the capacity of local sport organizations. P/TSOs serve as conduits for the knowledge and resources developed at both the P/T and national levels for their sport.

The concepts of age- and stage-appropriate sport have become more pervasive in the Canadian sport system as P/TSOs have aligned with their NSO's LTAD model. Introductions of the principles of age- and stage-appropriate sport into the programs of local sport organizations improve the safety and quality of introductory and recreational sport programs.

Ongoing challenges

There are many challenges to increasing participation in sport and achieving other Policy goals.

- Safety concerns of parents and guardians limit the participation of children in independent and unstructured free play, structured physical activity and active transportation.
- The state of physical education and sport in schools. QDPE standards and guidelines not being widely followed. Increasing physical literacy is a low priority.
- Intra-government cooperation: program silos and weak linkages between sport and wellness policies and programs in other areas such as health, education and community development.
- Volunteer recruitment and retention, particularly given increasing requirements for training and accreditation.
- Some NSOs and P/TSOs have been more effective in establishing linkages and providing resources to local sport organizations than others. There are opportunities to strengthen partnerships and collaborations between sport organizations, particularly across the levels of a sport.
- Aging infrastructure, with uncertainty about plans for renewal.
- Lack of capacity among local sport organizations, which face serious resource constraints, including finances, staff, volunteers, coaching and facilities.
- Costs of participation, both for participation in sports with higher costs (e.g., sports played in indoor facilities and those with higher costs for equipment) and to enter the competitive sport stream as participation becomes more expensive.
- Many players in the Canadian sport system are not aware of the Canadian Sport Policy 2012 or ignore its existence and do not recognize its impacts. A streamlined CSP, separated from more detailed policy-related documents (e.g., those that specify expected outcomes), could improve its communication, reach and impact.

There are many avenues and opportunities to consider for the next CSP, including:

- Broadening the scope to include more stakeholders in the sport sector, particularly at the community level;
- Reducing repetitions in the broad vision, values and principles statements;
- Simplifying policy goals and objective statements;
- Developing more detailed companion documents that can be updated in shorter term cycles;
- Promoting physical literacy, including a common definition, to broaden understanding of this important concept;
- Clarifying goals for sport for development;
- Aligning the Canadian Sport Policy, the Framework for Recreation, and Common Vision;
- Strengthening the alignment and collaboration between the education, sport, recreation and physical activity sectors.

1. Introduction

This report presents the findings of an evaluation of the Canadian Sport Policy. The purpose of the Summative Evaluation is to gather outcome-focused knowledge to assess the CSP 2012's influence on stakeholder activities; evaluate the progress of sport in Canada relative to the CSP goals and objectives; and identify priorities going forward.

The evaluation was guided by the following overarching questions:

1. What progress has been made on implementing the CSP and achieving the CSP goals and objectives (through formal action plans or otherwise?)
2. What have been the CSP's most significant influences?
3. What have been the key learnings to date with regard to implementing, sustaining and monitoring the CSP?
4. Is there a continued need for a Canadian sport policy?
5. If so, what should be the key priorities of the CSP going forward?
6. And what opportunities exist to align with objectives, and collaborate with stakeholders, related to the Common Vision and the Framework for Recreation in Canada?

The Policy Implementation Monitoring Work Group (PIM) also identified seven priority themes for the evaluation:

1. Values and ethics
2. Safe sport
3. Systems performance: leadership, capacity, HR, retention of officials, roles and responsibilities
4. Partnerships and collaborations, including alignment for high performance
5. Sport for Development, considering sustainability and legacy issues
6. Play and unstructured sport
7. Participation in sport by under-represented populations

1.1 Background

The first *Canadian Sport Policy (2002)* was a landmark achievement not only for sport but also in the context of federal-provincial/territorial relations and joint policy development. The CSP 2012 sets a direction for all governments, institutions and organizations to make sure sport has a positive impact on the lives of Canadians, our communities and our country. The Policy Vision is

for “a dynamic and innovative culture that promotes and celebrates participation and excellence in sport”.¹

The structure of the CSP 2012 includes seven values and seven principles. The seven Policy Values include fun, safety, excellence, commitment, personal development, inclusion and accessibility, and respect, fair play and ethical behavior. Quality sport, defined as “...values-based and appropriately inclusive, technically sound, collaborative, intentional, effective and sustainable”, is dependent on the seven fundamental Policy Principles: values-based, inclusive, technically sound, collaborative, intentional, effective and sustainable.

From this foundation, the CSP 2012 has five broad policy goals reflecting four sport contexts and sport for development. The aims of these goals are to increase the number and diversity of Canadians participating in sport. Following are the five Policy Goals and the descriptions presented in the Policy:

- Introduction to sport: Canadians have the fundamental skills, knowledge and attitudes to participate in organized and unorganized sport.
- Recreational sport: Canadians have the opportunity to participate in sport for fun, health, social interaction and relaxation.
- Competitive sport: Canadians have the opportunity to systematically improve and measure their performance against others in competition in a safe and ethical manner.
- High performance sport: Canadians are systematically achieving world-class results at the highest levels of international competition through fair and ethical means.
- Sport for development: Sport is used as a tool for social and economic development, and the promotion of positive values at home and abroad.

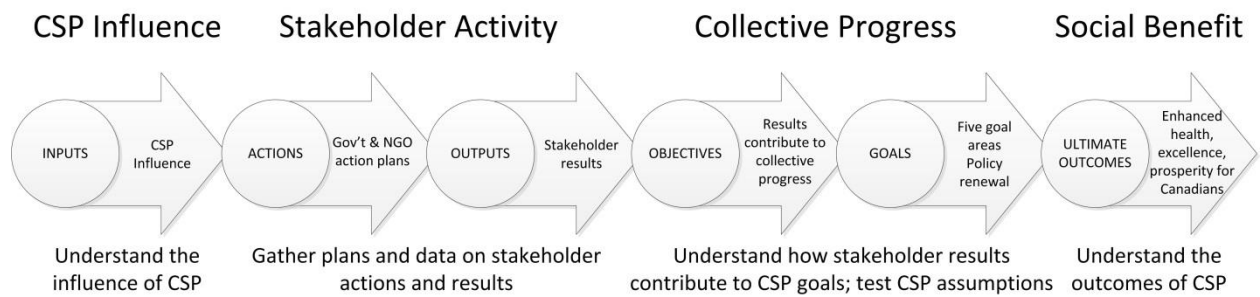
Acknowledging that the first CSP 2002 was more of a government, than a sport sector policy, CSP 2012 makes specific reference to broader stakeholder engagement, linkages and partnerships with other sectors and with NGOs that will be, if effectively undertaken, “one of the single most critical indicators of the Policy’s success”.² This project will reveal indications of the extent to which the Policy is achieving this type of engagement, linkages and partnerships.

Unlike CSP 2002, CSP 2012 also contains a commitment to monitoring and evaluation and is built on a logic model. The CSP 2012 logic model was further refined in 2014 and appears in Figure 1. This summative evaluation report can serve as a benchmark for evaluating future CSP versions.

¹ Sport Canada (2012) Canadian Sport Policy, p. 2.

² Sport Canada (2012) Canadian Sport Policy. p. 16.

Figure 1: CSP Logic Model



As also noted in the CSP, the policy is to be interpreted in respect of the jurisdiction of each government. Nothing should be interpreted in such a way as to override the jurisdiction of the respective governments. Furthermore, each government will determine which of the goals and objectives of the Policy they plan to pursue, taking into account their relevance to jurisdictional mandate and priorities. The F-P/T Priorities for Collaborative Action (2017-2022) were endorsed by F-P/T Ministers responsible for sport, physical activity and recreation at their July 2017 conference. Noting that the Priorities for Collaborative Action will be complemented by the individual P/T and federal governments' action plans, as well as action plans to be developed by NGOs, the collaborative priorities emphasized actions within the five-year period from 2017-2022 related to the following 11 priorities:

- Collective evidence management strategy;
- Safety, integrity and ethics in sport;
- Alignment with the education sector;
- Approach for recreational sport;
- Promoting under-represented populations' participation in sport;
- Sport participation educational campaign;
- Athlete life-cycle support;
- Sport for development;
- Promoting good governance;
- Government funding frameworks for sport; and
- F-P/T government policy for sport, physical activity and recreation.

These new 11 priorities build upon the F-P/T Priorities for Collaborative Action for 2012-2017 that were approved by the Ministers in 2013.

- Support introduction to sport programming with a focus on under-represented and/or marginalized populations.
- Promote improved access for economically disadvantaged Canadians in all contexts of sport.
- Develop a common data collection methodology with which to identify infrastructure priorities for the sport and recreation sectors.
- Define and clarify the roles and responsibilities of governments and key stakeholder organizations in the high performance and competitive sport system.
- Review progress and complete implementation of the Strategic Framework for Hosting International Sport Events in Canada.
- Work with Aboriginal communities to identify priorities and undertake initiatives for Aboriginal sport development, and the use of sport for social and community development purposes.
- Introduce initiatives to improve safety and anti-harassment in all contexts of sport participation.
- Collaborate with sport sector stakeholders to identify priorities and strategies to improve capacity in the sport system.
- Promote implementation of Canadian Sport for Life (CS4L), or equivalent programming, in the sport and related sectors.
- Implement an engagement strategy to maximize the contribution of NGOs, in the sport and related sectors, to the implementation of CSP 2012.
- Promote opportunities for collaboration and alignment with Active Canada 20/20 and the National Recreation Agenda.

Taken together, these priorities comprise the basis for F-P/T governments' action, both through collective collaboration and through individual government's action plans, for fulfilling the vision of the Canadian Sport Policy.

Physical Literacy and LTAD

Physical literacy and LTAD are important components of the CSP. There are many definitions of physical literacy: According to the International Physical Literacy Association, physical literacy is the motivation, confidence, physical competence, knowledge, and understanding to value and take responsibility for engagement in physical activities for life³. The CSP 2012 refers to physical literacy as the development of fundamental movement skills, which is the basis for optimal participation in sport in all contexts, whereas CS4L refers to the development of both fundamental movement skills and fundamental sport skills. The Long-Term Athlete Development model is "a seven-stage Canadian model [described as] ...a training, competition, and recovery program based

³ <http://sportforlife.ca/physical-literacy/>

on developmental age—the maturation level of an individual—rather than on chronological age. It is athlete-centered, coach driven, and administration, sport science and sponsor supported. Athletes that progress through LTAD experience training and competition in programs that consider biological and training ages in creating periodized plans specific to their developmental needs.”⁴ The seven stages are: Active Start, FUNdamentals, Learning to Train, Training to Train, Training to Compete, Training to Win and Active for Life.¹⁴

1.2 Methodology

The evaluation was based on two sources of evidence: 1) a secondary data and document review; 2) key informant interviews.

The evaluation also includes preliminary results from the 2020 Sport Monitor conducted by the Canadian Fitness and Lifestyle Research Institute as part of Sport Canada’s research program. It does not include results from CFLRI surveys of sport organizations and other setting surveys that were delayed in 2020 because of the Covid-19 pandemic.

1.2.1 Data and Documentation Review

A review of secondary data and documentation was conducted to address all evaluation questions. In particular, the review provided quantitative data to address the issues, and included data sources and documents from Sport Canada, other Government of Canada departments and agencies, and national MSOs and NGOs. Key sources included:

- Statistics Canada. Canadians at Work and Home (2016)
- Statistics Canada. General Social Survey 2010 and 2016 (Canadians at Work and Home 2016)
- Statistics Canada. Table 34-10-0065-01 Inventory of publicly owned culture, recreation and sport facilities, Infrastructure Canada.
- ParticipACTION. Annual Report Card on Physical Activity for Children and Youth
- CPHA. Parental Perceptions of Play
- CHEO-HALO. Canadian Assessment of Physical Literacy (CAPL), 2014-2017
- Canadian Sport 4 Life (CS4L) measurement tool. Physical Literacy Assessment for Youth (PLAY)
- Canadian Centre for Ethics in Sport (CCES). Canadian Attitudes Towards Sport surveys (2013, 2016, 2018)
- CAAWS. Women in Sport: Fueling a Lifetime of Participation. A Report on the Status of Female Sport Participation in Canada, March 2016, p.15

⁴Canadian Sport for Life: (undated) *Long-Term Athlete Development. Resource Paper V2* Canadian Sport Centres.

- Statistics from the Coaching Association of Canada (NCCP)
- Sport Canada. Olympic Ranking Index 2015-2018
- Sport Canada. F-P/T Bilateral Tracking Tool Data 2012 -2018

1.2.2 Key Informant Interviews

In-depth, key informant interviews were also conducted to address all evaluation questions, with specific emphasis on the assessment of continued need, key learnings, opportunities to collaborate with stakeholders, and priorities for the future. Interviews were conducted by phone in the official language of choice of respondents. Tailored interview guides were used to conduct 45 key informant interviews with the following groups of respondents. The sample numbers indicated (n) are from different governments or organizations within each category.

- Representatives from NSOs and MSOs: n=16
- Representatives from provincial/territorial governments: n=11
- Representatives from provincial/territorial sport organizations: n=5
- Representatives from Local sport organizations (LSOs): n=5
- Representatives from schools and municipalities: n=5
- Representatives from NGOs: n=3

The following sections of this report present the findings of the evaluation.

2. Achievements and Successes

2.1 What progress has been made on implementing the CSP and achieving the CSP goals and objectives (through formal action plans or otherwise)?

Highlights:

CSP 2012 has been successful in broadening the scope of CSP 2002, which was viewed as a sport policy for governments, to make it also be a policy for the sport sector. CSP 2012 has been successful at a common language and framework for sport. Implementation of CSP 2012 evolved during the policy period to expand the focus on safe and ethical sport through LTAD to increase the emphasis on introductory sport and inclusion of under-represented populations.

Sport in Canada at the national and provincial/territorial levels generally has become aligned with the goals and objectives of CSP 2012. Awareness of CSP 2012 is much lower at the

community level and alignment of local sport programming is spotty and indirect. Some progress has been made at incorporating the principles of physical literacy into sport programs and training. However, levels of physical literacy among Canadian children and youth remain low by international standards and much work remains to be done.

Incorporating the principles of physical literacy and LTAD have contributed to a transformation of the Canadian sport system. For example, training for coaches at all levels of sport has been realigned through the National Coaching Certification Program to be consistent with the principles of physical literacy and LTAD. Training in ethics and values also is now mandatory for all coaches participating in the National Coaching Certification Program.

While most Canadians recognize the value and importance of sport, just over one-quarter of Canadians participate regularly in sport. Following more than 20 years of steady decline – from 61% in 1992 to 45% in 2016 – youth sport participation levels are stabilizing, maintaining the 45% level in 2020. The main reason is that more girls and women are participating in sport. Youth, especially young women, feel a sense of achievement from participating in sport. Most children and youth participate in both organized and unorganized physical activity or sport. However, the amount of time that children and youth spend participating in unorganized sport is low, with just over one-quarter spending at least one hour a day.

In high performance sport, Canadian athletes have achieved a high level of international success over the CSP 2012 period. Canada's world ranking ranged between #1 and #4 in winter Olympic sports and between #15 to #24 in summer Olympic sports.

Overall, evaluation findings indicate that significant progress has been made on several fronts.

Profile and positioning of CSP 2012

According to interview findings, leaders with national and P/T-level sport organizations, as well as P/T government representatives, believe that CSP 2012 improves on the previous CSP 2002 in providing recreational sport. CSP 2012 is thought to provide focus and bring non-government partners to the table. These sport leaders acknowledge the challenges of making progress on all the wide-ranging priorities of the CSP with finite resources.

Sport programming generally is aligned with the CSP 2012 – Sport leaders think that sport in Canada at the national and provincial/territorial levels generally is aligned with the goals and objectives of CSP 2012. This includes programs in the Introduction to Sport context. Awareness and understanding of CSP 2012 are lower at the community level and alignment of sport programming with the CSP is less clear. Their programming may be aligned, with local sport organizations following the direction and guidance of their P/TSO, but they may not be aware of it.

Changing direction of CSP 2012 to broaden the focus on safe and ethical sport and on sport participation – Sport leaders with national and P/T-level sport organizations, as well as P/T government representatives, believe that the emphasis of CSP 2012 has shifted in two ways during the policy period: 1) from a focus on safe and ethical sport through anti-doping and LTAD to a broader focus on safe and ethical sport, including maltreatment (harassment, abuse, bullying, etc.), and mental health of participants; and, 2) from a focus on high performance athlete development to more of a focus on Introduction to Sport and inclusion of marginalized populations, including people with disabilities and LGBTQ populations.

Public attitudes about sport participation

The value of sport and the importance of sport are widely recognized by Canadians. Most Canadians understand the value and benefits of sport participation. Youth, especially young women, are more likely than older Canadians to feel a sense of achievement from participating in sport.

Sport participation

In 2016, 27% of Canadians aged 15 years and older – just over 8 million people – regularly participated in sport. While most Canadians value sport and associate benefits with sport participation, the actual participation rates have been stagnating. After a large decline in sport participation over two decades – from a high of 45% in 1992 – participation increased slightly (by 0.9%) from 2010 to 2016. The results of the 2020 Sport Monitor show that 28% of all adults aged 18 and over participate in sport – a figure that is similar to the 2016 Statistics Canada estimate for Canadians aged 15 years and older.

The increase in sport participation in 2016 is mainly because of an increase in the percentage of women participating in sport, particularly young women aged 15 to 24. The rates of sport participation for females aged 15 to 24 increased from 16% in 2010, to 20% in 2016. According to 2020 Sport Monitor, sport participation by women aged 18 to 24 has increased to 31%.

Conversely, sport participation for males in the 15 to 24 age group declined from 35% in 2010 to 34% in 2016. According to 2020 CFLRI Sport Monitor, sport participation by men aged 18 to 24 is 37%.

Based on Statistics Canada survey data, the overall gender gap in sport participation decreased from 19% in 2010 to 14% in 2016. Based on the 2020 Sport Monitor, the gender gap has widened again to 18% (37% participation among men and 19% among women – for adults aged 18 and over). It should be noted that these changes occurred during a period when significant efforts were made by sport organizations and governments to increase participation by women and girls.

Sport participation rates remains lower among immigrants and new Canadians – The overall rate of sport participation among immigrants is lower than for the population of adults born in Canada:

22% compared to 28%. Sport participation in 2016 among immigrant males (30%) was more than double the rate of participation for immigrant females (14%).

Children and Youth. Most children and youth participate in organized physical activity or sport – approximately three quarters of those aged 5 to 19 participate in organized physical activity or sport. Almost half of children and youth (46%) participate in organized physical activities or sports during the afterschool period. Sport participation by children (aged 5 to 14) in 2016 is highest for soccer (45%), swimming (34%), hockey (24%) and basketball (19%).

Sport participation among youth aged 15 to 24 declined significantly from 61% in 1992 to 45% in 2016. The 2020 Sport Monitor also shows that sport participation among youth in the 18 to 24 age group is 45%.

Youth participation in eight of the 10 most popular sports increased between 2010 and 2016. The sports with the greatest rate of increase are swimming (+10%) and gymnastics (+6%). Only two sports in the top 10 saw decreased participation between 2010 and 2016: baseball (-4%) and downhill skiing (-1%).

Youth participation in competitive sport – 11% of all Canadian youth aged 15 to 24 participated in competitive sport tournaments in 2016. The gender gap in competitive sport tournament participation is wide: tournament participation rates in 2016 were 15% of males and 7% of females.

The amount of time that children and youth spend participating in unorganized sport is low – 75% of children and youth aged 5 to 19 in Canada participate in unorganized physical activities or sports afterschool. While this overall percentage is high, the amount of time spent in unorganized physical activities is not. Just over one-quarter (28%) of children aged 5 to 11 spend an average of at least 1 hour per day in unorganized physical activity. Young children aged 3-4 spend approximately 43 minutes per day in unorganized physical activity. The *Canadian 24-Hour Movement Guidelines* recommend that all children and youth aged 5 – 17 years should spend at least 60 minutes per day of moderate to vigorous physical activity.⁵

Youth continue to participate in sport at higher levels than adults. In 2016, 45% of youth aged 15 to 24 participated in sport compared to 27% of all Canadians aged 15 and over. Sport participation declines to 18% for those aged 55 and over.

Physical Literacy and Long-Term Athlete Development (LTAD)

The Formative Evaluation of CSP 2012 reported in 2016 that the principles of physical literacy had been incorporated into sport programs and training are part of an ongoing transformation of the sport system. Unfortunately, quantitative evidence indicates that the *Levels of physical literacy*

⁵ Canadian 24-Hour Movement Guidelines: An Integration of Physical Activity, Sedentary Behaviour and Sleep, Canadian Society for Exercise Physiology (CSEP), 2021; <https://csepguidelines.ca>

among Canadian children and youth are low by international standards. In the most recent 2016 testing of physical literacy conducted with the Canadian Assessment of Physical Literacy (CAPL), only about one third of Canadian children aged 8 to 12-year met or exceeded the minimum level recommended for physical literacy. CHEO-HALO reports that boys and girls across Canada in the 8 to 12 age group have aerobic fitness levels at the 30th percentile of global norms and only 20% are meeting physical activity guidelines.

There is however evidence that the implementation of the LTAD model has made significant progress in sport organizations. The thematic studies of physical literacy and LTAD conducted as part of the Formative Evaluation of CSP 2012 found that there had been a transformation of the sport system since the end of CSP 2002. Important drivers of change include the approaches used for athlete and participant development in the LTAD model, the increasing incorporation of the principles of physical literacy, the incorporation of quality standards (such as HIGH FIVE), and a focus on ethical and values-based sport. This transformation is still underway.

According to the evidence collected as part of this evaluation, age and stage-appropriate approaches have been incorporated into introductory sport programs. Both NSOs and P/TSOs reported that there is a high level of alignment among P/TSOs with the principles of the LTAD model. P/TSOs in turn reported that programs of LSOs in their sport generally are consistent with the age and stage-appropriate approaches of the LTAD model.

The 2020 Sport Monitor indicates that 29% of all adult Canadians (18 and over) are aware of the concept of long-term athlete development: this includes 34% of men and 27% of women. Awareness of the term physical literacy is somewhat lower at 21%, including 20% of men and 21% of women.

Coaching

Coaching continues to play a key role at all levels of the system. *Approximately 5% of adult Canadians are involved in amateur sport coaching* – Both the 2010 and 2016 Statistics Canada GSS surveys found that approximately 5% of adult Canadians were involved in amateur sport coaching. *Men were involved in amateur sport coaching at double the rate of women* – In 2016, 6.5% of men were involved in amateur sport coaching compared to 3.3% of women. Compared to 2010, the number of women involved in coaching (3.0%) increased slightly while the number of men involved in coaching (6.6%) decreased slightly.

Among sport participants, the results of the 2020 Sport Monitor indicate that 36% use a coach. Women sport participants (46%) are much more likely than men (30%) to use a coach. Use of a coach by women sport participants is especially high in the 24 to 44 age group at 50%.

The Coaching Association of Canada (CAC) is responsible for the National Coaching Certification Program (NCCP), delivered in partnership with NSOs. Through the NCCP, the CAC has implemented a Canada-wide coach training program with rigorous and recognized standards to support both participation and excellence in sport. The NCCP has evolved since the period of CSP

2002 and includes three coaching streams: Community Sport, Competition and Instruction. The NCCP Community Sport stream is designed for coaches who want to work with people who play sport for personal enjoyment. This training stream includes two contexts: 1) Community Sport – Initiation training; and, 2) Community Sport – Ongoing participation.

- **Community Sport:** From 2011 to 2019, approximately 411,000 people received training in the Community Sport stream. An annual average of 46,000 coaches received this training. The total number includes approximately 324,000 in Community Sport – Initiation training, and 87,000 in Community Sport – Ongoing participation training.
- The **NCCP Competition Stream** is designed for coaches who want to work with athletes to develop their competitive abilities in their sport. This training stream includes three contexts: 1) Introduction; 2) Development; and 3) High Performance. From 2011 to 2019, approximately 240,000 people received training in the Competition stream – an annual average of approximately 27,000 coaches receiving training. The number of coaches trained in the Competition sport stream has increased significantly since 2016, from an annual average of approximately 22,500 from 2011 to 2015 to an average of almost 32,000 from 2016 to 2019.
- A third stream, **NCCP Instruction**, is designed for coaches who want to work with people who are learning their sport and who want quality instruction. It includes three streams for people at different levels in their sport: 1) Beginners; 2) Intermediate performers; and 3) Advanced performers. From 2011 to 2019, approximately 163,000 people received training in the Instruction stream – an annual average of over 18,000 coaches receiving training to provide quality instruction. The number of coaches trained in the Instruction stream also has increased significantly in recent years. An annual average of about 14,000 coaches received training in the Instruction stream from 2011 to 2013. This annual average increased to more than 20,000 from 2014 to 2019.

LTAD and Coaching. There is evidence of realignment of coaching to be consistent with the principles of physical literacy and LTAD . Coaching programs, which initially were designed to focus on competency-based education and training, have evolved to align coaching all methods and programs implemented through the NCCP with the principles of physical literacy and LTAD.

Other training for quality sport

The HIGH FIVE program – Developed by Parks and Recreation Ontario, *HIGH FIVE* involves Canada-wide training designed to introduce quality standards into introductory sport programs delivered by local sport organizations and municipalities. The principles of LTAD have been included during the CSP 2012 period. Across Canada, currently there are over 700 organizations delivering the training and over 1 million children in programs using *HIGH FIVE*. Since 2016, almost 80,000 people have been trained as leaders in *HIGH FIVE* programming.

HIGH FIVE sport is recognized in the NCCP certification locker and over 9,000 coaches and leaders have been certified in *HIGH FIVE Sport*. *HIGH FIVE for older adults* was launched in 2019 and over 2,000 people have been trained in Principles of Healthy Aging to work with older adults.

Training for ethical and values-based sport

Training in ethical and values-based sport: Make Ethical Decisions (MED) program – Training in ethics and values in sport through the MED program is mandatory for coaches participating in the National Coaching Certification Program. Since 2011, over 220,000 coaches have taken training in the Making Ethical Decisions course. A majority of coaches taking MED training became certified by completing the evaluation process.

Two-thirds of coaches (67%) taking MED training were in the Competition stream; 17% were in the Community Sport stream and 14% were in the Instruction stream. 71% of coaches taking MED training were male and 29% were female.

Respect in Sport Activity for Coaches/Leaders training program – The Respect Group offers a Respect in Sport Activity for Coaches/Leaders training program that is delivered online as part of the NCCP. Since 2011, over a quarter million people have completed this ethical sport training for coaches, youth leaders and officials. The number of participants has increased substantially since 2017, more than doubling on average over the pre-2017 totals. As with the Make Ethical Decisions program, a majority of participants have been male (64%).

The CCES is a leader in international anti-doping initiatives

Canadian Centre for Ethics in Sport (CCES) is a world leader in advancing ethical and safe sport through anti-doping initiatives – The CCES has represented Canada and participated in international initiatives related to ethical sport over the duration of the CSP 2012. CCES is a world leader and contributor to international anti-doping organizations and initiatives such as the Institute of National Anti-Doping Organizations and the World Anti-Doping Code. It is an ongoing contributor to international anti-doping policies, standards, education, monitoring, testing and enforcement. The CCES is a service provider to several international sport federations.

The CCES works at an international level with partners like the Canadian Olympic Committee to encourage athlete leadership in ethical sport. The CCES has been an ongoing participant and contributor to international initiatives related to other important ethical sport issues including match manipulation and gambling.

Canada's performance in international sport competitions

Canadian athletes have achieved a high level of success in international competitions over the CSP 2012 period, in both Olympic and Paralympic sports and in other winter and summer sports.

Performance in Olympic Sports

The total numbers of medals won by Canadian athletes and teams at Olympic Games and World Championships have been similar over the two most recent four-year cycles: 169 from 2011-2014 and 167 from 2015-2018. Winter sports consistently have won more medals than summer sports.

International ranking – For winter and summer sports combined, Canada’s international ranking ranged from a high of #7 in 2009 to 2014 to a low of #9 in 2016 to 2018. In winter sports, from 2009 to 2018 Canada’s international ranking ranged between #1 and #4. From 2009 to 2014 Canada was ranked either #1 or #2. The ranking declined in the 2015 to 2018 cycle to #3 or #4. In summer sports, from 2009 to 2018 Canada’s international ranking ranged from #15 to #18, with the exception of 2017 when the ranking fell to #24.

Performances of male and female athletes – For the four-year cycle from 2015 to 2018, female athletes won more medal points⁶ (214) than male athletes (190) for combined winter and summer sports. Female athletes also were ranked higher overall in international country rankings – 7th (tied) for females compared to 12th for males.

- For summer sports, female athletes won more medal points (111) than male athletes (50) and were ranked higher than male athletes – 12th compared to 29th.
- For winter sports, male athletes won more medal points (140) than female athletes (103) and were ranked slightly higher than female athletes – 3rd compared to 4th.

Performance in Paralympic Sports

Summer sports – The numbers of medals won by Canadian athletes at the last two Paralympic Summer Games in London in 2012 and Rio de Janeiro in 2016 are similar. A total of 31 medals were won in London and 29 medals were won in Rio de Janeiro. The numbers of medal points won also were similar: 89 in London and 81 in Rio.

Winter sports – The numbers of medals won by Canadian athletes at the two most recent Winter Paralympics increased significantly at the last Games: from 16 at Sochi in 2014 to 28 at PyeongChang in 2018. There was a similar increase in the numbers of medal points won, from 48 at Sochi to 78 at PyeongChang.

There has been increasing debate in recent years about how best to allocate funding for high performance sports and for developing younger athletes with the potential to be future national team athletes. There is a broad consensus that funding for competitive and high performance sport should extend deeper into the pool of developing athletes to support younger athletes with long-term potential to achieve top international level performances.

⁶ Medal point calculations: Gold/first place=5 points; Silver/second place=3 points; Bronze/third place=1 point.

Major event hosting

An evaluation of the Hosting Program conducted in 2015-16 identified the economic and social impacts and legacies of hosting major international events. Key findings include the following: evidence of economic, social, cultural and community impacts is mainly anecdotal; there are significant challenges to systematically measuring the impacts of major Games; new facilities and other legacies are the most important reason for bid submissions for sporting events; federal funding for infrastructure is essential to hosting societies; Canadians have access to new and improved venues from hosted events; NSOs have mixed views about the availability and the benefits of legacies for high performance athletes; human resources legacies are important including an experienced volunteer base for hosting and coaches and officials gaining international event experience; and the maintenance and monitoring of legacies continue to present challenges.

Support for local sport organizations

Despite the Bilateral Agreements with P/T governments that support sport at all levels, there is a perception among local sport organizations that federal funding for Sport is focused on high performance sport. Federal funding flows through Bilateral Agreements with P/T governments, which in turn make contractual agreements for program delivery with P/TSOs, other P/T level and community level organizations, and Indigenous organizations. Most local sport organizations are not aware of these Bilateral Agreements and think that the federal government's funding for introductory and recreational sport is insufficient compared to the investments made in high performance sport. On the other hand, many stakeholders in the sport sector and municipal government representatives identified the importance of national funding programs from the private sector such as Jump Start and Learn to Play.

Partnerships among local sport organizations, schools and municipal governments are very important to support initiatives related to Introduction to Sport and Recreational Sport. Municipal governments are responsible primarily for delivery of recreation programs, which include Recreational Sport. Most importantly, partners support access to facilities and spaces for local sport organizations.

NSO support for local sport organizations – Among National Sport Organizations, the level of commitment and engagement for supporting local sports and introductory sport activities varies widely. Some NSOs have developed resources for local sport organizations, including online materials for local coaches and manuals for those who want to try the sport. As supporting local sports and local sport organizations is seen as a responsibility of P/TSOs, most NSOs do not see local sports as part of their mandate.

Barriers to Sport Participation

According to evidence, schools play an important role in sport participation and development through Physical Education programming, but educators identify several problems including: PE

standards and guidelines not being followed; a low priority for physical literacy; and program silos and inadequate linkages between sport and wellness policies and programs in other areas such as health, education and community development. Access to facilities and costs of participation are also widely recognized as continuing barriers to participation in sport.

2.2 What have been the CSP's Most Significant Influences?

Highlights:

There have been many positive developments in sport during the period of CSP 2012. There has been a significant increase in sport participation among girls and young women. There have been major enhancements in the development and delivery of coach training. The sport sector has made major advancements towards a more ethical and values-based sport, including increasing support for ethical sport and for more accessible, equitable and inclusive sport. There now is widespread support among governments and national and P/T level sport organizations for the principles of age and stage-based athlete development (as presented in the LTAD model). Canadians recognize the importance of sport to overall health and well-being.

The evidence indicates that the sport system has made significant developments in multiple areas, including wide-recognition of the importance of sport; women participation; standards for coaching; ethics and inclusion.

Recognition. According to survey evidence, Canadians recognize the importance of sport to overall health and well-being. Sport participation is widely perceived as improving physical health, mental health and life satisfaction. Relaxation and fun are rated as the most important benefits of sport. These survey results are consistent over the duration of CSP 2012.

Girls and Young Women. Sport participation is increasing among girls and young women: The sport participation rate for women aged 15 and higher increased from 16% in 2010 to 20% in 2016, with the greatest increase being for young women in the 15 to 24 age group.

Coaching Training. According to data, over three-quarters of the recreational sport activities run by P/T governments in 2015-2018 under the F-P/T Bilateral Agreements were led by trained or certified coaches. This includes 58% of activities run by NCCP certified coaches and another 18% run by leaders with a university degree in physical education. During this time period approximately 25,000 people participated in coach training and leadership training activities conducted by P/T governments under the F-P/T Bilateral Agreements.

Ethics. Most stakeholders agree that attention to Ethics has grown since 2012. There is an increasing level of support for ethical sport – Canadians increasingly think that catching cheating (doping) athletes should be a top priority in sport: the percentage who strongly agreed increased from 32% in 2013 to 37% in 2016 and 45% in 2018. It is important to note that the surveys which

produced these figures were conducted largely prior to the advent of the safe sport “movement” and the increasing awareness of maltreatment (bullying, harassment, abuse, etc.) in sport.

As noted, training in ethics and values in sport through the Make Ethical Decisions (MED) program is mandatory for coaches participating in the CAC’s NCCP. Also as noted, since 2011 over 200,000 coaches have taken training in the Making Ethical Decisions course.

Supporting and reinforcing drug-free sport in Canada – The Canadian Anti-Doping Program, which is supported by Sport Canada, is administered by the CCES. The program tests athletes and reports on anti-doping infractions in competitive and high performance sport settings. Over nine years from 2011-12 to 2018-19, a total of 38,800 doping control tests were conducted under the Canadian Anti-Doping Program, through which a total of 149 anti-doping rule violations were discovered.

International initiatives to promote ethical sport: As noted, the Canadian Centre for Ethics in Sport has represented Canada and participated in international initiatives related to promoting drug-free sport over the duration of the CSP 2012. CCES is a world leader in international anti-doping organizations and other international initiatives to promote ethical sport.

Alignment with LTAD. There is support from F-P/T governments for sport program alignment with LTAD. A majority of recreational sport activities in 2015-2018 sponsored by F-P/T governments through their Bilateral Agreements had curricula developed by specialists and instructors/leaders and/or were LTAD aligned. These activities typically were delivered by third-party agents.

Inclusion. While many barriers remain for many groups, the support from F-P/T governments for accessible, equitable and inclusive sport is growing. Over 800,000 participants from traditionally underrepresented groups participated in activities supported by F-P/T Bilateral Agreements between 2012 and 2018. More than half of these participants, over 400,000, were Indigenous people. Another 9% were women and girls, 7% were persons with a disability, and 5% had an economic disadvantage. Over one-quarter of the participants were in two or more of these groups and/or were a member of an ethno-cultural minority or another group (e.g., LGBTQ).

2.3 What Opportunities Exist to Align With Objectives, and Collaborate With Stakeholders, Related to the Common Vision and the Framework For Recreation in Canada?

Highlights:

The previous formative evaluation of CSP 2012 indicated that responsibilities for physical activity and sport are divided between two federal departments, posing challenges for NSOs/MSOs and NGOs, that deal with both departments, and for P/T governments. Stakeholders consulted do not believe that much progress has been made on the recommendations made in the 2016 formative evaluation about alignment of federal government (Sport Canada and PHAC) and P/T government policies and programs. P/T government representatives see opportunities for more cross-sector collaboration. Collaboration between the sport and education sectors remains a challenge, and physical literacy was identified as an important focus for alignment of the three national level documents. Some private sector organizations are interested in making investments in the concept of physical literacy.

Alignment of objectives and collaboration within the Government of Canada – The Formative Evaluation of CSP 2012 conducted in 2015-16 studied in-depth the issue of how federal government organizations can align their approaches to sport, recreation and physical activity policies and programs. The federal government has responsibility for sport through Sport Canada and for physical activity through the Public Health Agency of Canada (PHAC). Broadly described, Sport Canada develops and delivers programs aimed primarily at a segment of the population that participates in sport and PHAC develops and delivers physical activity programs aimed at the entire population. The separation of physical activity and sport into two federal departments poses challenges for NSOs/MSOs and NGOs, that deal with both departments, and for P/T governments. Both departments, for example, promote the concept of physical literacy, but the lack of alignment can make it difficult for other organizations to implement consistent policies and programs.

The Formative Evaluation report made recommendations about alignment of Sport Canada and PHAC policies and programs. Stakeholders consulted for this Summative Evaluation do not believe that much progress has been made on the recommendations presented in the 2016 formative evaluation about alignment of federal government (Sport Canada and PHAC) and P/T government policies and programs. These recommendations were that Sport Canada, the Public Health Agency of Canada and P/T governments work together: to align their approach to physical literacy; with P/T governments and through their P/T-level education, health and NGO recreation sectors, develop a unified vision for how to understand and implement physical literacy; and, define and clarify how sport, physical activity and recreation organizations at the national,

provincial/territorial and community levels can understand and implement the three national policies/statements in a coordinated and cohesive fashion.⁷

P/T government representatives see opportunities for more cross-sector collaboration – Almost all the provincial/territorial ministries around the SPARC table, have joint responsibilities for sport, physical activity and recreation, and work to coordinate policy and program delivery within these three sub-sectors. While P/T government representatives agreed that there are good relationships with other P/T governments, they also agreed there are opportunities for better alignment and more collaboration across the three sub-sectors. Some noted that there have been collaborations with health departments, the educational sector and municipalities (recreation) on physical literacy and introductory sport.

The biggest challenge, but one that likely would have the greatest benefits, is more collaboration between the sport and education sectors - A challenge for federal government organizations is to integrate the education system into sport initiatives, as education is a P/T government responsibility. This requires strong F-P/T government collaboration. Suggestions from stakeholders included using funding from the F-P/T Bilateral Agreements to facilitate collaborative initiatives between the education and sport (and recreation) sectors within P/Ts.

Physical literacy was identified as an important focus for alignment of the three national level documents – As the “gateway” to participation in sport and lifelong physical activity, physical literacy is the key area of common ground for the federal government (Sport Canada, PHAC), P/T governments (sport/physical activity/recreation, education, health), and other non-governmental organizations in these sectors.

The F-P/T government departments responsible for sport, physical activity and recreation can collaborate by taking a leadership role and building alliances with the education and health sectors to develop a unified vision for how to understand and implement physical literacy. Governments could align on the definition of physical literacy (e.g., the consensus definition published in 2015 and/or a simplified version) and explain it to the sport sector and general public in a way that is easy to understand. A clear definition is particularly important in the sport sector, which at the community level is run mainly by volunteers who are very pressed for time. Delivery agents for recreation and physical activity typically are paid workers: recreation directors and programmers, teachers and health promotion specialists.

Some private sector organizations are interested in making investments in the concept of physical literacy. A coordinated government approach would make this more likely. Stakeholders indicated that clear direction from governments would encourage private sector investment in physical literacy programs with a more strategic approach and longer-term focus.

⁷ *Canadian Sport Policy (2012) Formative Evaluation and Thematic Review of Physical Literacy and LTAD*, 2016, The Sutcliffe Group Inc. p. 96.

3. Priority Themes

3.1 Values and Ethics

Highlights:

Ethics and ethical sport have gained attention since the CSP 2012 was adopted. There has been significant progress over the last decade in promoting ethical and values-based sport. Ethical sport is very important to Canadians.

There are many factors contributing to the higher awareness and profile of ethical sport issues. CSP 2012 is seen as providing a framework and lexicon to guide the sport sector toward more ethical sport. Sport Canada and others have played a role in promoting ethical sport. However, some of the important developments towards a more ethical sport are not yet well known, for example, ethical sport training of coaches through the National Coaching Certification Program.

Work is ongoing to implement a Universal Code of Conduct to Prevent and Address Maltreatment in Sport. Sport Canada is looking at establishing an Independent Safe Sport Mechanism for the national sport community.

Canada has comprehensive drug testing standards and protocols for all competitive and high performance athletes.

Generally speaking, ethics and ethical sport have gained significant attention since 2012. Ethical sport is very important to the sport sector and its partners. There is a strong consensus that good values and ethics are critically important to a healthy and successful sport system. There also is a consensus about the importance of the public seeing sport in Canada as ethical, fair and safe. A majority of stakeholders of all types believe that there has been significant progress over the last decade in promoting values-based sport. For example, they stated that there has been a significant increase in the use of codes of conduct for coaches, athletes, and parents.

Ethical sport also is very important to Canadians – Ethical principles in sport are very important to Canadians, with “respect others” and “play fair” being the most highly rated principles for participation in sport. Public attitudes and perceptions on ethical issues in sport have been relatively stable over the last several years.



The CSP Provides a Framework

Stakeholders see the CSP 2012 as providing a framework and a lexicon to guide the sport sector towards more ethical sport. Sport Canada and others have all had a role in raising awareness of issues related to values and ethics in sport, for example by funding targeted initiatives.

The direct impacts of the CSP 2012 on more ethical sport are seen as limited – Beyond providing a framework and lexicon, most stakeholders do not identify any clear links between the increased appreciation for values-based and ethical sport and the Canadian Sport Policy. Societal trends, grassroots movements like #MeToo, doping scandals, and widespread reporting on high profile incidents of harassment and abuse have had an enormous impact on awareness and engagement. Some stakeholder cited examples where CSP 2012 had set the direction or laid the foundation for sport organizations to develop and implement constructive policies on ethical sport. Sport Canada is given credit for bringing attention to specific issues such as safe sport and gender equity. Some stakeholders think, however, that Sport Canada’s approach to mitigating harm generally is short-term and programmatic when they would prefer a more intentional, systematic approach.

Leadership issues – Several stakeholders identified a political and organizational leadership void, with the sport sector lacking a widely recognized leader with a mandate to advance ethical sport. While there is widespread recognition of the important role played by the CCES and some other organizations in promoting ethical sport, some stakeholders reported that leadership on emerging issues that have gained prominence in recent years, such as maltreatment, is not yet clear. Sport organizations believe they have been forced to take actions on their own because there is no national plan. There also is a widely held view that the sector lacks the capacity to move forward decisively on embedding values and ethics into all aspects of the sport system. There is a consensus among organizations in the sport sector that F-P/T governments need to invest more on initiatives that support the widespread adoption of a shared set of values and ethics in sport. Several stakeholders think there are opportunities for MSOs to be more consistent in their messaging about ethical sport, safe sport and physical literacy.

Developments in ethical sport are not well known – It was acknowledged by stakeholders that good things are happening in Canadian sport around values and ethics. However, the stories are not told well enough to have lasting effects. True Sport provides a values and ethics framework and has been adopted to varying degrees by some sport organizations, but it is not widely promoted. Most Canadians are not aware of the training in ethical and safe sport received by tens of thousands of coaches trained through the National Coaching Certification Program. And there is current work going on to implement a *Universal Code of Conduct to Prevent and Address Maltreatment in Sport*. Sport Canada is examining the establishment of an Independent Safe Sport Mechanism for the national sport community.⁸

⁸ SIRC <https://sirc.ca/safe-sport/uccms/> Accessed January 2021

Compatibility of values-based sport and high performance sport – Some stakeholders identified tension between values-based sport and high performance sport, which are still seen by some as being mutually exclusive.

Community sport is widely viewed as being ethical sport – Canadians think that community sport is effective at achieving ethical practices and outcomes including respect for others and fair play. Canadians also generally think that community sport can “instill character in Canadian youth by teaching them values and positive life lessons”. Ethical shortcomings such as unfair play, a lack of respect, bullying, abuse, and poor sportsmanship were identified by very few Canadians in 2016 and 2018 national surveys as their most important concern about community sport. Canadians are more likely to think that community sport reflects and models True Sport principles than high performance sport or professional sport. Canadians increasingly think that catching cheating (doping) athletes should be a top priority in sport: the percentage who strongly agreed increased from 32% in 2013 to 37% in 2016 and 45% in 2018.

It must be noted that these surveys were conducted prior to the emergence of safe sport as a high profile issue in the sport sector and with the public at large. Developments included a widely-publicized CBC investigation which reported a large number of convictions of amateur sport coaches for sexual assault and abuse of minors and the 2019 Red Deer Declaration signed by F-P/T ministers responsible for sport that committed to eliminating abuse, discrimination and harassment in sport. These are discussed in more detail in the next theme of Safe Sport.

Canada has comprehensive drug testing standards and protocols for all competitive athletes – The Canadian Centre for Ethics in Sport administered close to 40,000 doping control tests on Canadian athletes between 2011-12 and 2018-19.⁹ From these tests, there were a total of 149 anti-doping rule violations - an average of 19 per year. As noted, the CCES is a widely-recognized world leader in anti-doping through its policies, standards, education, monitoring, testing and enforcement practices.

Emerging threats to ethical sport – Online gambling on sports and match fixing are seen as growing concerns that are not being adequately addressed by current sport policy. Both are seen as significant risks for Canadian sport.

⁹ Between 2011-12 and 2018-19, the CCES conducted a total of 38,800 drug tests under the Canadian Anti-Doping Program and as fee for service testing.

3.2 Safe Sport

Highlights:

Safe sport is an emerging issue that has grown since 2012, expanding from physical safety and health issues to psychological, social and spiritual considerations. F-P/T ministers responsible for sport signed the Red Deer Declaration in February 2019 committing to the elimination of abuse, discrimination and harassment in sport. It led to the *Universal Code of Conduct to Prevent and Address Maltreatment in Sport*, developed by the Canadian Centre for Ethics in Sport. At the same time, the public profile of the safe sport issue was given a huge boost by the media.

Emphasis on safe sport was also reflected in the Safe Sport training modules developed by the Coaching Association of Canada, with the support of Sport Canada. Concussions in particular became a national concern and the response and approaches of governments and the sport sector regarding concussions are viewed as positive and encouraging.

While maltreatment also became a national concern, opinions of stakeholders varied about the performance of the federal government in providing guidance about maltreatment dimensions of safe sport. However, the federal government's role was recognized as providing support to fund safe sport programs by national sport organizations. Sport Canada's emphasis on concussions and other safe sport issues also made it easier to gain traction at the provincial and local levels. Quality standards have also contributed to safer sport.

While opinions also varied widely about the performance of provincial and territorial governments, the concepts of age- and stage-appropriate sport have become more pervasive in the Canadian sport system as P/TSOs have aligned with their NSO's LTAD models and as more local sport organizations have incorporated the concepts into their programs. The widespread introduction of age- and stage-appropriate sport programs have improved the safety of introductory and recreational sport programs

Safe Sport has emerged as a major issue in sport in the last few years. The conception of safe sport has broadened from the traditional consideration of the physical safety and health of participants to include consideration of their psychological, social and spiritual health. This has led to a greater focus on the maltreatment of all participants – athletes, coaches, officials and others – including bullying, harassment and abuse.

Following nation-wide safe sport consultations, F-P/T ministers responsible for sport signed the Red Deer Declaration in February 2019 committing to the elimination of abuse, discrimination and harassment in sport. At the same time, the public profile of the safe sport issue was given a huge boost by a CBC investigation which revealed that, in the previous 20 years, at least 222 amateur sports coaches in Canada had been convicted of sexual offences involving more than 600 victims under the age of 18.

The *Universal Code of Conduct to Prevent and Address Maltreatment in Sport* was developed following the Red Deer Declaration. A first step in its development was a cross-Canada series of Safe Sport Summits hosted by the Coaching Association of Canada, after which Sport Canada authorized the Canadian Centre for Ethics in Sport to develop the Universal Code of Conduct. Effective January 2020, all sport organizations funded under the Sport Support Program of Sport Canada are required to adopt and integrate as part of their conduct rules version 5.1 of the *Universal Code of Conduct to Prevent and Address Maltreatment in Sport*. One of the general principles of this code of conduct states that: “Maltreatment is unacceptable and fundamentally incompatible with the core values that lie at the heart of Canadian sport as indicated in the Canadian Sport Policy, including being values-based, inclusive, technically sound, collaborative, intentional and effective”.

A further development is that the Coaching Association of Canada, with the support of Sport Canada, has developed the Safe Sport Training module to meet the requirements for mandatory training of coaches on harassment and abuse. The Safe Sport Training module was developed with the advice of the Safe Sport Task Force for Mandated Training. The task force included representatives of national and provincial/territorial-level sport governing bodies, subject-matter experts, athletes, and advocacy organizations.

The response and approaches of governments and the sport sector regarding concussions are viewed as positive and encouraging – Stakeholders identified an unusual level of consistency and coordination among F-P/T governments and across the sport sector in addressing the issue of concussions. They identified significant progress in developing and implementing policies and protocols for prevention, diagnosis and return to play. More of the credit for this progress was given to the medical community rather than to governments or the CSP 2012, for example, by raising awareness of brain injuries and identifying factors contributing to safer sport.

A respondent in the education sector based in a western province noted that community sport generally does a better job than schools on concussion management because return-to-play policies are more common in community sports. This likely has a lot to do with Ontario’s Rowan’s Law that was implemented in 2018. *Rowan’s Law (Concussion Safety), 2018* makes it mandatory for sports organizations to: 1) ensure that athletes under 26 years of age, parents of athletes under 18, coaches, team trainers and officials confirm every year that they have reviewed Ontario’s Concussion Awareness Resources; 2) establish a Concussion Code of Conduct that sets out rules of behaviour to support concussion prevention; and 3) establish a Removal-from-Sport and Return-to-Sport protocol. Conversely, sport programs in schools are typically led by teachers who have already been fully vetted, so there is generally less concern in schools about abuse, harassment and discrimination. Teachers have had years of training and are expected to have a better understanding of issues such as maltreatment and concussions than community volunteers.

Opinions of stakeholders varied widely about the performance of the federal government in providing guidance about maltreatment dimensions of safe sport – Some stakeholders think that CSP 2012 has contributed to driving the agenda forward. CSP 2012 put in place a framework, which has led to mechanisms that have made it easier for the sport sector to act decisively on

concerns like concussions (including, but not limited to prevention and return to play). Respondents commented positively about the federal government's role in providing financial support to fund safe sport programs by national sport organizations. Sport Canada's emphasis on concussions and other safe sport issues also made it easier to gain traction at the provincial and local levels.

Some other stakeholders were critical of the actions of the federal government. In their view, issues related to maltreatment were not taken seriously enough until the last couple of years as public and media attention increased, that responses to safe sport issues have been slow and reactive, and that the sport sector was not given adequate guidance. Some think that the negative publicity associated with widely seen and heard stories on the impacts on victims of abuse were the catalyst for federal government action. One stakeholder noted that early interventions were more likely to be led by organizations such as the Coaching Association of Canada and the CCES, which collaborated on the Responsible Coaching Movement.

Opinions of stakeholders also varied widely about the performance of provincial and territorial governments – Stakeholders see varying levels of success in the implementation of safe sport practices at the provincial/territorial level. Some reported that there have been poor communications, an inconsistent approach across the country, and a lack of clarity around responsibilities and accountability of leading organizations including NSOs and P/TSOs.

Most parents and guardians do not think that the competitive nature of sport makes it unsafe for their children to participate – Parents and guardians generally do not think that sport is unsafe because of too much competition. Only one in five (19%) view organized sports as being too competitive or having too much of a focus on winning as being a barrier to participation.

Parents and guardians have some concerns about the safety of their children and youth when engaging in active free play – Safety concerns of parents and guardians are a barrier to allowing their children to engage in independent and unstructured free play, structured physical activity and active transportation (e.g., riding bikes to school).

The widespread introduction of age- and stage-appropriate sport programs have improved the safety of introductory and recreational sport programs – The concepts of age- and stage-appropriate sport have become more pervasive in the Canadian sport system as P/TSOs have aligned with their NSO's LTAD model and as more local sport organizations have incorporated the concepts into their programs. Moreover, the Community Sport training of the National Coaching Certification Program has trained tens of thousands of community sport coaches in the implementation of age- and stage-appropriate sport programs. Most stakeholders agree that these developments have contributed to safer sport at the introductory and recreational levels.

Quality standards have contributed to safer sport – Quality standards implemented through initiatives such as HIGH FIVE have improved the safety of introductory sport programs across Canada.

3.3 Systems Performance: Leadership, Capacity, HR, Retention of Officials, Roles and Responsibilities

Highlights:

The technical leadership and capacity of some NSOs and MSOs have contributed to successful high performance programs and international success for Canadian athletes. P/TSOs in some jurisdictions have matured over the last decade in their competitive sport and high performance sport programs and there is greater alignment in policies and programs with their NSOs.

The Canadian Sport Policy is helpful in clarifying the roles and responsibilities of the main players in the sport system, although some stakeholders say that there remains a lack of clarity of roles in some areas, including safe sport and ethical sport. Some advocated that a 10-year policy should have flexibility with respect to the roles and responsibilities outside the main players of the system. SC funding has not contributed to clarifying roles and responsibilities.

There is evidence of inadequate linkages between NSOs and P/TSOs, and between P/TSOs and the broader community. Local sport organizations reported that recruiting and maintaining volunteers, including coaches, are serious challenges, as are the demands on volunteers' time. While schools and sport organizations share facilities, there is sometimes competition for coaches and players.

While there are some gaps, sport organizations at the national level generally have the needed capacity and offer the technical leadership required for successful high performance programs and international success for Canadian athletes. The performance is more mixed at the P/T level, but the overall view of stakeholders is that P/TSOs in some jurisdictions have matured over the last decade in their competitive sport and high performance sport programs and there is greater alignment in policies and programs with their NSOs.

Most of the sport system's performance issues discussed by stakeholders during the evaluation related to community sport and local sport organizations.

Roles and responsibilities in the sport system – Some sport organizations at all levels said that the CSP 2012 is helpful in clarifying the roles and responsibilities of the main players in the sport system. Other stakeholders, of all types, said there is a lack of clarity in some areas of the sport system about the roles and responsibilities of Sport Canada, P/T governments, coaches, administrators, national and P/T level sport organizations, and parents. There were questions about who should be taking leadership on specific issues, particularly with some emerging issues such as safe sport (especially maltreatment issues) and ethical sport issues not related to anti-doping. Sport for Development is another area where there is a lack of understanding of the concept and much uncertainty about the appropriate roles of different sport sector players.

Other relevant comments about roles and responsibilities of different players in the sport system include the following:

- A 10-year policy should focus only on the roles of the main players and leave enough flexibility to allow new players to enter the system.
- The sport system has inadequate linkages between NSOs and P/TSOs, and between P/TSOs and the broader community. The assumption that policy work trickles down from NSOs to P/TSOs and from P/TSOs to local sport organizations is not always correct.
- Federal funding made available to address specific issues has led some national-level sport organizations to try to fill a vacuum of leadership in the field and, according to some respondents, engage in mission creep to areas outside of their core mandate.
- Sport Canada has provided “piecemeal” funding to address particular issues. The effect can be to provide money to organizations’ rationale in areas where other organization(s) have a mandate, which can be destabilizing with respect to having clear roles and responsibilities.

Lack of capacity among local sport organizations – Resources, both financial and people, are a driving factor for capacity for most local sport organizations. A lack of capacity forces many local sport organizations to select priorities, often at the expense of policy work for the organization. Coaching capacity and facilities are limited in some sports that are popular with newer Canadians (e.g., cricket). The lack of resources generally is a significant barrier for organizations in smaller jurisdictions and for less popular sports.

Reliance on volunteers – Local sport organizations rely mainly on volunteers to manage and run their organizations. Almost all such organizations reported that recruiting and maintaining volunteers are serious challenges, as are the demands on volunteers’ time. Some local sport organizations rely on government wage subsidies for programs staff. Municipalities also reported that sport organizations in their communities often struggle to find volunteers for coaching, in part because of the growing training requirements. The availability of sports officials typically is not a problem for larger sporting events such as tournaments or major competitions. It is a problem for community games.

Coach recruitment is a challenge for local sport organizations – Challenges with coach recruitment and retention have been exacerbated in recent years by the number of coach training courses required and the time that coaches must spend acquiring professional development points to maintain their certification. Access to officials also can be difficult and expensive, with some organizations reporting cancelled events because of a lack of officials. Some municipalities organize or support events to promote coaching, like the national coaching week, and provide support for the NCCP.

Local sport organizations lack knowledge and resources – Many in the sport sector do not think that there are adequate mechanisms for local sport organizations to share knowledge and resources related to introductory sport. This view reflects a significant gap, as P/TSOs would

usually play this role of sharing knowledge and resources. Some noted that funding for P/TSOs generally has increased little over the last decade.

Competition among sport organizations and schools for athletes and coaches – There is more competition than collaboration between schools and club sports for coaches and players. There is more collaboration among schools and sport organizations in the sharing of facilities.

Shortage of qualified PE teachers in schools – Many teachers who teach PE do not have a PE degree, which contributes to the problem that the first exposure to sports of many children is not a good experience. Schools also face a challenge to recruit coaches with the proper qualifications, as few coaches in school sports have formal training in coaching (e.g., NCCP).

3.4 Partnerships and Collaborations, Including Alignment For High Performance

Highlights:

CSP provides a framework for collaboration between sport organizations and governments. There is potential for more and stronger partnerships and collaborations with other NSOs, MSOs, P/TSOs and LSOs. Scarce resources make partnerships and collaborations both advantageous and sometimes necessary. However, there are limited linkages between NSOs and LSOs, and limited collaboration between LSOs of different sports within the same municipality.

There are opportunities for more collaboration, including sharing of best practices, economies of scale, shared policy development, and helping lower-level sport organizations run their sports better. Respondents also saw opportunity for better alignment of policies and more collaboration between P/T governments. There was a consensus about the need for stronger policy connections between the education sector and the sport, physical activity and recreation (SPAR) sectors.

CSP 2012 provides a framework for collaboration – Some stakeholders recognized the CSP for providing a framework for collaboration between sport organizations and governments. Within this framework, most sport organizations agreed that there is potential for more and stronger partnerships and collaborations with other NSOs, MSOs, P/TSOs and LSOs.

Partnerships have contributed to the strength of the high performance sport system – Key partners include NSOs, MSOs, P/TSOs, the Canadian Olympic and Paralympic Sport Institute Network (COPSIN), which includes seven sport institutes and centers across Canada, the Canadian Olympic Committee and Canadian Paralympic Committee, Own the Podium (OTP), B2ten, and AthletesCAN. Arguably all of these types of organizations and the partnerships among them have become stronger over the period of CSP 2012.

Scarce resources encourage partnerships and collaborations – Making decisions about how to allocate and maximize their limited resources is an ongoing challenge for sport organizations. Scarce resources make partnerships and collaborations both advantageous and sometimes necessary. Sport organizations and other stakeholders reported that this is especially true for sports that are active year-round. The negative impacts of the Covid-19 pandemic will exacerbate the financial problems of many sport organizations and may lead to them exploring more opportunities for partnerships and collaborations.

There is less collaboration between local sport organizations – Local sport organizations generally do not coordinate schedules to allow youth to try multiple sports. LSOs sometimes are in competition for recruiting participants for their sport, as they do want to “share” their athletes with other organizations. Conversely, stakeholders also reported that some LSOs do work together, promoting each other and sharing lessons learned on how to grow to the next level.

Local sport organization and school collaborations on sport facilities – Stakeholders reported that there generally is good collaboration between local sport organizations and schools on sharing indoor and outdoor sport facilities. Many municipalities play a coordinating role and provide facilities for sport organizations and events.

Sport organizations agreed that collaboration across levels of a single sport could be improved – Opportunities for more collaboration include sharing of best practices, economies of scale, shared policy development, and helping lower-level sport organizations run their sports better.

Opportunities for greater cross-sectoral collaborations within governments – P/T government representatives agreed that there are good relationships with other P/Ts and between P/T governments and the sport institutes. They also agreed there are opportunities for better alignment of policies and more collaboration on achieving common goals with other Ministries within their own governments. Most agreed that there have been collaborations between sport agencies and health and education departments in government, as well as with municipalities on recreation, physical literacy and introductory sport. They all agreed that there are opportunities for much greater levels of cross-sectoral cooperation within governments.

Need for strong F-P/T government collaboration to align the sport and education sectors – A particular interest of stakeholders is strengthening sport and education sector alignment and collaboration. There was a consensus about the need for stronger policy connections between the education sector and the sport, physical activity and recreation (SPAR) sectors. Physical literacy development, qualified physical education teachers, and quality sport programming including qualified coaches are recommendations for key areas of collaboration. It was noted that federal government organizations such as Sport Canada can participate and support initiatives to integrate quality sport and physical activities into the education sector, but they must be led by P/T governments.

3.5 Sport for Development, Considering Sustainability and Legacy Issues

Highlights:

There is widespread confusion about the definition of Sport for Development (S4D) and what it is intended to achieve. Youth leadership development is a primary focus of many Sport for Development initiatives. Stakeholders said that much of the work that needs to be done in the short-term includes educating leaders in the sport sector on the role of sport beyond athlete development and excellence, providing training and resources to help build life skills and knowledge and attitudes.

There is a consensus among stakeholders that F-P/T governments need to invest more time and money in the development of local leaders. There is also recognition in the sport sector of efforts by Sport Canada, F-P/T governments through Bilateral Agreements and others to support Sport for Development initiatives targeting Indigenous people. There is value in S4D partnerships with organizations outside of sport, including health, justice, education and immigration, as a means of building longer-term sustainability and broader reach.

Despite the fact that the 2012 CSP makes explicit reference to Sport for Development, interview evidence shows that there is widespread confusion about the definition of Sport for Development (S4D) and what it is intended to achieve. This widespread confusion about S4D also was evident during the 2015-16 Formative Evaluation of CSP 2012. Respondents noted the broad parameters of S4D in CSP 2012, with its emphasis on economic development, tourism, legacy, and infrastructure (in terms of hosting) in addition to a wide array of personal development outcomes. There is uncertainty about whether S4D initiatives in future iterations of the Canadian Sport Policy should be centered on government and NGOs, hosting societies for major events, or on other areas.

Youth leadership development – Youth leadership development is a primary focus of many Sport for Development initiatives. Leadership opportunities for athletes typically are thought to be related to community-level sport and athletes and not to high performance sport and athletes. In contrast to the field of recreation, where the Positive Youth Development¹⁰ approach and training have been in place for over a decade, sport leaders and athletes generally are not trained in ways to implement and achieve development outcomes.

Educating leaders in sport for development – Stakeholders said that much of the work that needs to be done in the short-term includes educating leaders in the sport sector on the role of sport

¹⁰ Positive Youth Development is an approach of the Ontario Consortium on Youth in Recreation designed to provide quality sport, recreation and physical activity to meet the needs of youth participants. It includes online training (Intentional Youth Development) implemented by Parks and Recreation Ontario.

beyond athlete development and excellence, providing training and resources to help build life skills and knowledge and attitudes. Several respondents with sport organizations identified the importance of retired athletes “giving back” to the sport through coaching, officiating and other roles as being part of Sport for Development. This is consistent with the recommendation made in the recent report on Sport for Development presented to the Federal-Provincial/Territorial Sport, Physical Activity and Recreation Committee (SPARC)¹¹: “Continue to invest in recruiting and developing the leadership and coaching potential of others to help prepare for periods of leadership transition and sustainable development and long-term capacity building.”

Recognition of support of Sport for Development initiatives for Indigenous people – There is widespread recognition in the sport sector of efforts by Sport Canada, F-P/T governments through Bilateral Agreements and others to support Sport for Development initiatives targeting Indigenous people.

Interest in seeing more government support for Sport for Development initiatives – There is a consensus among stakeholders that F-P/T governments need to invest more time and money in the development of local leaders if Sport for Development initiatives are to be sustainable, particularly those that target under-represented populations. Although a high proportion of Bilateral-Agreement-supported activities are targeted at Indigenous youth, some respondents think that the impacts of S4D initiatives would be enhanced if provincial and territorial governments were more involved. It is important to note that a high proportion of activities supported by current F-P/T Bilateral Agreements are targeted at underrepresented populations (Objective 2). Supported activities focus on introductory sport programming and related activities such as leadership, coach and official training, and education.

Other relevant ideas and recommendations made by stakeholders about future S4D initiatives include the following:

- Sport for development initiatives have only limited benefit in communities, especially with under-represented populations, if they are delivered by outsiders who then leave without having a qualified local resource to maintain the momentum.
- There is value in S4D partnerships with organizations outside of sport, for example, in health, justice, education and immigration, as a means of building longer-term sustainability and broader reach.
- Schools have an important role to play in creating sustainable S4D initiatives.

¹¹ *Inventory, Literature Review and Recommendations for Canada’s Sport for Development Initiatives, Section 3.6 Policy and Practice Actions*, Sue Cragg Consulting, presented to the Federal-Provincial/Territorial Sport, Physical Activity and Recreation Committee (SPARC), January 2018.

3.6 Play and Unstructured Sport

Highlights:

While there is recognition of the value of play and unstructured sport, children aged 5 to 11 spend approximately 35 minutes per day in unorganized physical activity. F-P/T Bilateral Agreements support activities for play and unstructured sport, and access to open space is not perceived as a major barrier to unstructured sport. Barriers to unstructured sport include safety of travel to and from the play area and the lack of supervision.

While there is recognition of the value of play and unstructured sport, most Canadians (86%) think that children and youth do not get enough physical activity. This perception is supported by survey data showing that most children spend little time in unorganized physical activity: Overall, children aged 5 to 11 spend approximately 35 minutes per day in unorganized physical activity. Just over one-quarter (28%) of children aged 5 to 11 spend at least 7 hours per week in unorganized physical activity. As noted previously, the *Canadian 24-Hour Movement Guidelines* recommend that all children and youth aged 5 to 17 should spend at least 60 minutes per day of moderate to vigorous physical activity. Unfortunately, safety concerns by parents/guardians are a barrier to independent active free play by children and youth. Their concerns include the safety of travel to and from the play area and the lack of supervision. Such safety concerns also have an influence on child and youth participation in structured physical activity and active transportation.

Access to open space is not perceived as a major barrier to unstructured sport. Respondents from municipalities said that residents generally have good access to open parks, fields and paths for play and unstructured sport activities. There are some exceptions for more expensive indoor facilities such as aquatic centers and for people who may not have easy access to parks and fields because they live too far away. On the other hand, representatives from local sport organizations see limitations on access to facilities and spaces for play and unstructured sport. They associate these limitations to a shortage of facilities and spaces, older and aging facilities, restrictions on scheduling, and unsuitable hours of operation¹².

P/T government representatives interviewed as part of the evaluation highlighted the importance of play and unstructured sport and believe that the CSP needs to have a place for it. Some P/T government representatives expressed the opinion that more can be done to improve access to facilities and spaces and to increase opportunities for unstructured play. Some P/T government representatives also expressed the view that more direction and guidance is needed on the

¹² According to Infrastructure Canada (2016), the inventory of public owned facilities includes a total of 22,691 sport and recreation facilities: 3,542 outdoor ice arenas, 914 outdoor pools, 1,266 outdoor skate parks, and 16,969 outdoor sport fields.

appropriate roles and responsibilities of different levels of government and sport and recreation organizations for facilitating and supporting unstructured play.

F-P/T Bilateral Agreements supported activities for play and unstructured sport – The most frequent type of activity supported by F-P/T Bilateral Agreements in 2015-2018 was categorized as Sport/Physical Activity (65%). Within this broad category, the most frequently supported type of activity in 2012-2015 was the FUNdamentals stage of the LTAD model in which participants develop fundamental movement skills in both structured and unstructured environments for play.

3.7 Participation in Sport by Under-Represented Populations

Highlights:

Increasing diversity in sport is an objective of the CSP. Because of F-P/T Bilateral Agreement-supported initiatives, P/T government representatives identified significant developments related to gender equity, youth with disabilities (para-sport), and participation of Indigenous people and communities in sport, recreational sport especially. These efforts are associated with a clear improvement in female sport participation, which increased in recent years. The number of females in NCCP training streams has also increased at a higher rate than for males over the last decade. Available statistics show that many groups still lag in the area of participation, including youth with disabilities, newcomers and Canadians with lower income.

Many national and P/T level sport organizations think that more resources are needed to see real progress on more inclusive sport, for example to attract and serve different populations, build facilities in underserved areas, make facilities more inclusive, and develop specialized programming.

The CSP 2012 “aims to increase the number and diversity of Canadians participating in sport”. Interview respondents from NSOs, MSOs and P/TSOs recognize the importance of the principles of inclusions and diversity in CSP and agree that the Policy has contributed to raising awareness about them across the sport sector. Some stakeholders acknowledge the role of CSP 2012 in bringing attention to the needs in this area.

Because of F-P/T Bilateral Agreement-supported initiatives, P/T government representatives identified significant developments related to gender equity, youth with disabilities (para-sport), and participation of Indigenous people and communities in sports (see Figure 2).

Figure 2: Numbers of participants from underrepresented groups in activities supported under F-P/T Bilateral Agreements*

Under-represented population	2012-2015	2015-2018	Total
Indigenous people	261,920	156,723	418,643
Economically disadvantaged	3,421	36,904	40,325
Persons with a disability	18,365	37,230	55,596
Women and girls	20,333	55,290	75,623
Other**	99,851	116,304	216,155
Total	403,890	402,451	806,341

*Activities include those conducted under both Objective 1 and Objective 2 of the Agreements.

**Includes activities targeting two or more of these groups as well as ethno-cultural minorities and other groups (e.g., LGBTQ).

These developments typically are evident at the levels of Introduction to Sport and Recreational Sport. Almost all F-P/T government-supported activities targeted at under-represented populations focused on Introduction to Sport and Recreational Sport and related supporting activities such as leadership, coach and officials training and education.

The following is a brief summary of the participants from under-represented groups supported by F-P/T Bilateral Agreements between 2012 and 2018.

- Over 800,000 participants were from traditionally under-represented groups.
- Over half of these participants – almost 420,000 – were Indigenous.
- In all activities not targeted at Indigenous people, approximately 20% of were women and girls, 14% were persons with a disability, and 10% were economically-disadvantaged. Over half of the participants were in two or more of these groups and/or were a member of an ethno-cultural minority or another group (e.g., LGBTQ).

All types of stakeholders report good progress in increasing sport participation for under-represented populations – Most think that progress has been most notable for women and girls, persons with disabilities, and Indigenous people. Some statistics are presented at the end of this section to highlight levels of sport participation by under-represented populations.

Sport organizations generally do not attribute increased sport participation by under-represented populations to CSP 2012 - Few sport organizations, particularly at the P/T and local levels, attribute progress in this area directly to the CSP 2012. Most think that there is a greater emphasis on inclusion and diversity in society at large, and that much of the progress is independent of the Policy. For sport organizations, their initiatives to increase participation of under-represented groups have been undertaken independently of the Policy. Many have

developed programs or increased inclusion in existing programs without federal funding, using provincial or NGO funds, and working at a local and grassroots level.

These efforts are associated with a clear improvement in Female sport participation, which increased in recent years: The sport participation rate for women aged 15 and higher increased from 16% in 2010 to 20% in 2016. The comparable figure for sport participation by men in 2016 is 34% – a decrease from 35% in 2010.

Females coaches – About one-third of coaches who trained in the NCCP Competition and Instruction streams between 2011-12 to 2018-19 were females. The number of females in these NCCP training streams increased at a higher rate than for males over the last decade, particularly in the Competition stream in which the annual number of females taking training more than doubled. Females in the 15 to 24 age group were more likely than males in 2016 to participate in amateur sport as a coach: 10% for females and 8% for males.

Challenges. However, interview respondents note that *the availability of resources is an important issue for sport organizations*. Many national and P/T level sport organizations think that more resources are needed to see real progress on more inclusive sport, for example to attract and serve different populations, build facilities in underserved areas, make facilities more inclusive, and develop specialized programming. Evidence also indicates that the priority given by local sport organizations to sport participation for under-represented populations varies widely. Local sport organizations and municipalities differ greatly in the amount of attention paid to sport participation by under-represented populations. Some have paid limited attention, often for practical reasons, while others have implemented specific programs to boost participation. Many municipalities focus on sport and recreation for youth from low-income households.

Under-Represented Groups

Available statistics show that many groups still lag in the area of participation, including youth with disabilities, newcomers and Canadians with lower income. Selected studies showed that fewer than one in five children and youth with disabilities engage in daily physical activity. The 2018 Report Card on Physical Activity for Children and Youth reported that in a small sample of Canadian children and youth with disabilities (e.g., cerebral palsy, spinal cord injury), approximately 16% reported getting at least 60 minutes of daily physical activity at any intensity. A 2015 study reported in the 2016 Report Card found that only 12% of children on the autism disorder spectrum were physically active.

There is also evidence that newcomers do not participate in sport to the same degree as longer-term residents. About one quarter of new citizens engage in sport at least once a week – although close to two-thirds participated in sport occasionally during their first three years in Canada. Female sport participation among newcomers is lower than the participation rate for males. Children of immigrants who have been in Canada for less than 10 years are less likely to participate in sports than children of Canadian-born parents.

Household income is also associated with sport participation. Children and youth in households with lower incomes, as well as those whose parents have lower levels of educational attainment, are less likely to play sports. The sport participation rate varies widely by family income from 7% for those with family incomes under \$50,000, to 18% for those with family incomes between \$50,000 and \$80,000, and to 64% for those with family incomes over \$80,000.

Statistics also show that sport participation is slightly lower among Indigenous people than for all Canadians. Indigenous people had a slightly lower overall sport participation rate than the Canadian average, with 26% of Indigenous adults participating in sports compared to 27% for all Canadian adults (15 and older).

4. Summary Analyses

4.1 What have been the key learnings to date with regards to implementing, sustaining and monitoring the CSP?

The findings show that the CSP 2012 has instilled many improvements to the system. At a high level, the CSP 2012 provided a common language and framework for introductory and recreation sport; it brought other provincial, territorial and non-government partners to the table. From a success perspective, the findings show that sport programming in Canada is generally aligned with the goals and objectives of CSP. At the HP level, the Canadian sport system has achieved a high level of success in international competitions over the CSP 2012 period, in both Olympic and Paralympic sports and in other winter and summer sports.

Findings also show a broadened focus on safe and ethical sport, from a focus on safe and ethical sport through LTAD to a broader focus on general physical and mental health of athletes and participants at all levels.

Governments have also made efforts to support accessible, equitable and inclusive sport. It helped open the doors further to marginalized populations, including people with disabilities and LGBTQ populations. While gaps remain (more boys and men are participating in sport than girls and women), one of the high achievements of the sport system in this area has been the decrease in the gender gap in sport participation.

Many interview respondents mentioned that one of the key groups in the sport system are the volunteer coaches that play key leadership roles at all levels. National and provincial organizations have made significant efforts to develop materials and training packages, with extensive reach in the communities: an average of 20,000 coaches per year received training from 2014 to 2019. Ethics is another area where the Sport system has made significant improvements,

namely through anti-doping programming, coach training and participation in International initiatives to promote ethical sport.

Challenges and Barriers

Despite these successes, a number of challenges and barriers remain. Perhaps the most significant challenge has been in the area of participation and physical literacy. As discussed earlier, performance in the area of physical literacy is far from the targets set for youth. Participation in unstructured sport activities remains low – and even lower for New Canadians. Sport participation in general is also low and has been stagnating for many years, despite the known benefits of sport on mental and physical well-being, especially among adults. Among the many barriers to participation, costs of participation and access to facilities were identified as important. In the longer-term, it may affect the pool of HP athletes by affecting its primary source: Canadian youth learning about sports and participating in local sport activities. CSP has not been successful in mobilizing governments and organizations to take the necessary actions to turn around long-term stagnation in the areas of physical activity.

Another significant challenge has been in the leadership role of many NSOs and P/TSOs to inspire and provide expertise at the local levels. With some sports being exceptions, P/TSOs have the primary responsibility for providing guidance and leadership to local sport organizations. Most NSOs focus on competitive and high performance sport. Some NSOs, particularly those in sports with a strong system of local clubs, are exemplary in their efforts to support LSOs and introduction to their sport.

From a communications perspective, there is significant evidence showing that local organizations, including the associations, schools and municipalities, are not aware of CSP 2012. While they may be indirectly impacted by the CSP through the programs that support them, there is an opportunity to further expand the influence of the CSP beyond national and provincial/territorial programming. For example, while local organizations may receive financial support and materials from national and provincial/territorial organizations, their relative level of autonomy in their decision-making can prevent the implementation of broad CSP visions, such as LTAD and ethical considerations.

While some organizations are better at this than others, there is evidence of a lack of wide-spread intra-sport collaboration. This lack of partnership and collaborations leads to many missed opportunities, including collaborations to ensure LTAD, efficiencies through better sharing of resources, and improved reach at all levels.

4.2. Is there a continued need for a Canadian sport policy?

While none of the respondents said that there is *not* a need for a Canadian Sport Policy, a number of respondents described how the policy is being used and how it is instrumental to achieve some results. They definitely associate the policy with a need for a framework to clarify terminology, clarify roles, guide decisions and mobilize resources.

For instance, respondents associated with High Performance Sport, including NSOs and MSOs, say that the CSP plays a significant role in the development of HP by making funding available, supporting the adoption of innovative concepts, sharing best practices, ensuring inclusion (e.g., attention to para-sport and gender equity) and by fostering partnerships and collaborations. At the provincial and local levels, a few government respondents were well aware of the policy and referred to it to promote programming and secure funds from senior management.

Many respondents said that there was a clear need for common definitions and understanding about the various dimensions of sport. Some also emphasized the importance of clear roles and responsibilities, even though opinions about the effectiveness of CSP in this area differ.

As mentioned earlier, sport activities at all levels involve many entities, which speaks to the interdependencies of organizations at the local and national levels to achieve results. Locally, the need for resources, including facilities, funds and volunteers, creates synergies between associations, schools and municipalities. Synergies between national sport organizations and Multisport organizations also lead to significant achievements. Respondents think there is a need for the CSP to provide the policy context against which these synergies can be facilitated, including the sharing of lessons learned.

4.3 Key Priorities of the CSP Going Forward

Based on the interview responses, several priorities can be identified going forward.

Overall Direction for Sport in Canada. Several respondents felt the Policy should continue to set an overall direction for sport in Canada. Some respondents wondered if the CSP should be focused on excellence and high performance or mass participation, or what is the appropriate balance of these two broad priorities. Linked to confirmation of that overall direction was a recommendation to use the revised CSP to more clearly define specific Government of Canada leadership roles in sport, such as advocate, convenor, funder, and/or partner with P/Ts in setting policy.

Common language, values and goals. Several interviewees pointed to the potential role for the Policy in promoting the use of consistent messaging and terminology across the sport system. More specifically, a number of respondents advocated for a clear definition of Sport for Development in the revised CSP – what it is, the desired impacts, a fundamental focus on the participant, and the measurement of outcomes intended from S4D initiatives. Another priority is a commitment to safe sport as a thread to be woven throughout the CSP, including both physical safety and maltreatment. Real and perceived improvements in both of these dimensions of safety have an influence on sport participation, especially among under-represented groups.

Cross-Sector Integration. Some respondents opined that the CSP should be used to encourage greater integration of sport priorities into policy making across federal-P/T government departments, such as justice, health, education, employment, immigration, Indigenous Affairs, etc.

Foster linkages and partnerships between national, provincial/territorial and local levels.

Another priority for the next iteration of the CSP, according to many stakeholders, should be to improve the overall effectiveness of the sport system by breaking down vertical barriers between organizations at the national, provincial/territorial and local levels. A related priority is the need for a framework that is conducive to horizontal partnerships – not competition – between the multiple partners contributing to sport activities conducted or supported by P/TSOs, local sport organizations, municipalities, schools and the private sector.

Communications. Many respondents openly admitted that they did not know of the CSP, or had only heard of it, or had read it a long time ago. Many also could not attribute any system successes or changes to the CSP. There is also a recognized need for common and shared definitions, and an overall agreed-upon statement of the roles and responsibilities of the key players.

4.4 Considerations and Implications for Policy Renewal

Scope of the CSP – Who is the Policy for?

CSP 2002 was considered to be a policy for governments. CSP 2012 was intended to be a policy for both governments and the sport sector, and it has largely succeeded in this objective by involving the sport sector at the national and P/T levels. The level of local sport organizations generally has not been brought into the policy except indirectly within some sports and in some P/Ts. There, leadership from P/TSOs, and NSOs in some sports with strong local clubs (e.g., figure skating, curling), has led to local sport organizations incorporating policies and programs consistent with CSP 2012 such as LTAD.

For CSP 2022 to broaden its scope to include the entire sport sector, implementation must include community-level sport and local sport organizations. Much of the focus of CSP 2012 and work done in areas such as governance, professionalization and programming has been at the national level. Increasing the impacts of the CSP will involve a similar focus on development at the P/T and local levels. P/TSOs are the key to greater involvement of local sport organizations. P/TSOs have a mandate for both participation and excellence, and some struggle to fulfill both these components of their mandate. P/TSOs generally will need more direction and guidance about policy implementation and, in most cases, more capacity and programming resources to work with local sport organizations. There may also be opportunities to look at system-wide efficiencies to reduce redundancies and traditional jurisdictional barriers and territorial resistance, and thereby increase capacity for the overall sport.

Elements of the sport system

The following elements have to be in place for a successful sport system. Each of these elements should be considered in CSP 2022:

- Infrastructure: sport places and spaces
- Opportunities to play: structured and unstructured

- Opportunities to compete: competitive and HP sport at the community, P/T, national and international levels
- Sport organizations: local/community, P/T, national
- Leaders: organizers (managers, administrators), coaches, officials
- Volunteers at all three levels: recognition of the unique nature of the sport sector in which sport is delivered mainly by volunteers and that a lot is required of volunteers
- Public sector supports: financing, policy and guidance
- Engagement of education sector: physical literacy, QDPE
- Partnerships and collaboration: sport sector, cross-sectoral with health, justice, immigration, etc.

Introduction/Preamble to the Policy: Vision, Values and Principles

The first four sections of the policy document include a policy vision statement, “broad societal outcomes” (5), policy values (7) and policy principles (7). There is overlap and repetition in the presentation of the societal outcomes, values and principles. These could be consolidated for greater clarity and the section streamlined to improve its clarity and reduce the length.

The societal outcomes could be included in a policy logic model presented in a separate companion document and removed from the policy document. A framework for policy implementation including a logic model and statements of outcomes could be updated periodically within the 10-year policy period. A streamlined, main CSP document will facilitate communications and broaden its reach, while the companion documents would be intended for government program purposes and leading sport sector organizations.

There is some definition and explanation in the policy document of the broad societal outcomes and policy principles but none for the policy values. Three of the seven policy values feature prominently in the subsequent objectives statements presented under the five Goals: 2) Safety; 6) Inclusion and Accessibility; and, 7) Respect, Fair Play and Ethical Behaviour. The values could be defined and/or explained in the policy document. For example:

- Safe sport – to include both physical safety and maltreatment (abuse, bullying or discrimination).
- Respect, Fair Play and Ethical Behaviour – respect to include respect for teammates, opponents, coaches, officials and others, also no maltreatment; fair play to include no cheating; ethical behaviour to include participating drug-free and not gambling on outcomes.
- Inclusion and Accessibility – that sport is open to all, is inclusive and accessible to people from all backgrounds and characteristics, treats all people equally, actively works to define and remove systemic discrimination.

Overall, CSP 2012 mixes values and principles, particularly with respect to key issues such as ethics, diversity and inclusiveness, when they are different, whether they are considered in the context of sport excellence or participation.

Simplifying the Policy Goals

The Policy Vision of CSP 2012 is “A dynamic and innovative culture that promotes and celebrates participation and excellence in sport.”

Most non-government stakeholders in the sport sector operate primarily to achieve objectives related either to participation or to excellence. The main exception is P/TSOs, which have mandates that cover the full spectrum of sport. The responses of all stakeholders consulted for this evaluation tended to cluster around the concepts of participation or excellence. Responses to questions about the CSP goals of Introduction to Sport and Recreational Sport tended to be similar, as were the responses to questions about Competitive Sport and High Performance Sport.

The first four Goals of CSP 2012 could be simplified to two broader streams. The four goals in CSP 2012 could be nested under the appropriate stream so that their unique features and objectives are maintained:

- 1) Participation, including Introduction to Sport and Recreational Sports; and,
- 2) Excellence, including Competitive Sport and High Performance Sport.

Simplifying the Objectives statements

The objectives statements in CSP 2012 often are long and overly complicated. As noted previously, many repeat the concepts included in the policy principles and values such as quality, inclusiveness, accessibility, safety, etc. The objectives could be simplified, and the statements made much clearer and more effective, by clearly stating the foundational elements at the beginning of the Policy (e.g., in the vision, values and principles) and then not repeating them in the statements of specific objectives. Each objective statement should be a clear statement of the core objective. Consideration also should be given to reducing the overall number of objectives, some of which are repeated under different goals.

Developing companion documents to facilitate impact assessment and incorporate emerging issues

An alternative approach for the future could be to produce a high level and focussed Policy document, and accompanying documentation that would be more specific. The focussed Policy document would serve multiple purposes, including engagement and getting buy-in from the various governments and stakeholders, and simpler communications to a broader audience. Accompanying documentation could include a logic model that depicts the detailed intended impacts, a roles and responsibilities map, definitions and an implementation strategy. A specific framework for the federal government could also be considered, with indicators and targets. The logic model would be more detailed than the current impact chain logic model. This and other documentation could be updated at 3-year or 5-year intervals, with the involvement of a more restrained group of stakeholders.

The sport system in Canada continues to evolve and change in a number of ways, such as in the governance of sport organizations and systems and in ethical standards, and a new sport policy could be more responsive to this evolution. While the overall policy goals are likely to be relevant for 2022-2032, new emerging issues could potentially be captured in the accompanying documentation in a more timely manner during the policy decade. A companion document with details on roles and responsibilities and expected impacts also will facilitate monitoring and evaluation to meet accountability requirements.

Alignment and Collaboration

Federal Government collaboration and leadership on physical literacy: Sport Canada and PHAC

Canada's Physical Literacy Consensus Statement, published in 2015, was the result of a collaborative process among several non-governmental organizations including ParticipACTION, Sport for Life Society, the Healthy Active Living and Obesity Research Group at the Children's Hospital of Eastern Ontario Research Institute, Physical and Health Education Canada, Canadian Parks and Recreation Association, and the Ontario Society of Physical Activity Promoters in Public Health, with contributions from the International Physical Literacy Association. The definition is as follows: "Physical literacy is the motivation, confidence, physical competence, knowledge and understanding to value and take responsibility for engagement in physical activities for life."

This consensus definition is not well known or understood across the sport sector, particularly at the provincial/territorial and community levels. For example, physical literacy is not incorporated into sport programming to the same extent as the CS4L/LTAD model of age-based and stage-based athlete development.

It is important to note two things about the physical literacy consensus statement. First, it was developed mainly by representatives of physical activity, physical literacy and recreation organizations, with just one representative of sport – and this was an MSO and not a sport organization. The June 2015 monograph that introduced the consensus statement had one mention of Sport Canada, which was listed as a "key organization that should be involved in building consensus around physical literacy terminology, a common definition, and conceptual model from stakeholder consultations". This suggests that there had not been buy-in from Sport Canada and other leaders at the top of the sport sector. It also does not appear that Sport Canada has as yet embraced the consensus definition in the same way that Sport for Life/LTAD has been embraced. For example, there is no requirement for NSOs (as a condition of funding) to implement physical literacy programs.

Second, the objectives of the collaborative process were both to develop and to promote the definition of physical literacy. There does not seem to have been much done on promotion, which at least partly explains why physical literacy is not well understood across the sport sector. There were full page newspaper ads in the Globe & Mail at the time, the main message of which were that parents are responsible for developing physical literacy in their children. Since then, not

much time and resources have been put into promoting physical literacy to sport organizations or communicating with and educating the volunteers who make up the boards and staff of LSOs and P/TSOs.

Developing a common definition of physical literacy and a unified vision for how to understand and implement physical literacy was a large step forward. That being said, it is important to note that several experts and sport organizations consulted for this evaluation think that a simplified statement is needed for physical literacy to be more widely understood.

Physical literacy is the “gateway” to participation in sport and lifelong physical activity and is an area of common ground between Sport Canada and the Public Health Agency of Canada (PHAC), as well as for other agencies in the education, health and recreation sectors. As the federal government departments responsible for sport and recreation and physical activity, respectively, Sport Canada and PHAC can collaborate and take a leadership role to build alliances with their P/T counterparts and with the education and health sectors, to develop a unified vision for how to understand and implement physical literacy.

Aligning the Canadian Sport Policy, the Framework for Recreation, and Common Vision

The *Canadian Sport Policy*, the *Framework for Recreation*, and the *Common Vision for increasing physical activity and reducing sedentary living in Canada* represent three national-level documents where there are opportunities for alignment and joint action. P/T governments, which have responsibility for all three sectors, are challenged to determine how the three documents relate to one another and what this means for their implementation of sport, recreation and physical activity policies and programs.

F-P/T Ministers develop Priorities for Collaboration Action in conjunction with their deliberations about the CSP. Similar processes could be undertaken with respect to the Framework for Recreation and the Common Vision. Some of the funding for F-P/T Bilateral Agreements could be allocated to facilitate collaborative initiatives in activities with sport, recreation and physical activity components, perhaps first on a pilot basis and then more regularly as successful approaches are identified. Similar initiatives could be undertaken with F-P/T Bilateral funding to support joint activities between the education and sport (and recreation) sectors within P/Ts.

There also are opportunities for Sport Canada and PHAC to work together with the P/T governments to define and clarify how the three national policies/statements relate to one another. For example, how can sport, physical activity and recreation organizations at the national, provincial/territorial and community levels understand and implement the three national policies/statements in a coordinated and cohesive fashion?

Cross-sectoral alignment and collaboration

There is a consensus about the value of strengthening the alignment and collaboration between the education, sport, recreation and physical activity sectors. Outside of high performance sport,

CSP 2012 has not achieved its objectives of stronger partnerships between sport and other sectors. The lack of partnerships and collaborations lead to missed opportunities to implement LTAD, have more efficient and effective resource sharing, and improve the reach of the CSP at all levels.

Areas of opportunity include physical literacy development, qualified physical education teachers, quality sport programming, and qualified coaches. P/T governments must be the leaders of initiatives to integrate quality sport and physical activities into the education sector. Federal government organizations such as Sport Canada can support these initiatives.

Beyond the education sector, increased collaboration and alignment horizontally within governments with other relevant sectors such as health, public health and justice – across all three levels of government – can be an objective of the next CSP.

Communications and Promotion

The core elements and priorities of a new CSP will have to be clear and uncomplicated to achieve success at implementing the policy at the community level. Clear and concise information will be very important for effective communications with parents and volunteers as there are new people moving in and out of the sport system all the time. Community-level sport and recreation organizations will need support to communicate the principles and goals of the CSP to their leaders, staff, volunteers, members and participants.

F-P/T governments could develop communications materials for use by local sport organizations to explain and promote better understanding of concepts such as the importance of being physically literate, participating in safe sport, and age- and stage-based athlete development (LTAD).

F-P/T governments also could work across sectors (health, education, sport, recreation and physical activity) to promote the development of physical literacy and participation in physical activity and sport to the general public. Public education and social marketing approaches can be used to communicate with parents in the general population about the importance of physical literacy and physical activity for their children, and to encourage more participation in unstructured play and unorganized sport.

Communications, marketing and promotion of CSP-related principles, goals and objectives could be conducted by an independent organization such as the Sport Information Resource Centre (SIRC).

Engagement of the education sector

Most P/T governments have policies with standards and guidelines in place for Quality Daily Physical Education (QDPE) and/or Quality Daily Physical Activity (QDPA) in schools. However, available evidence indicates that QDPE and QDPA are not being implemented in schools by teachers. Reasons include other priorities in the curricula and teachers who may be unfamiliar

with or uncomfortable with physical activity. One of the results is that many students do not have a positive introduction to sport.

Considerations for policy renewal can include:

- an emphasis on the importance of QDPE and QDPA in schools;
- training in coaching for teachers who do not have PE qualifications;
- encouraging opportunities for play and unstructured sport in all settings;
- reemphasizing the importance of developing physical literacy, based on a common definition and understanding;
- emphasizing the linkages between student health and well-being with sport, physical activity and recreation; and,
- taking advantage of P/T government (SPAR representatives) support for more cross-sectoral collaboration.

F-P/T Bilateral Agreements have proven to be an excellent mechanism to advance CSP goals and objectives. This mechanism could be leveraged and better funded to meet the goals and objectives of the new CSP. As an example, some portion of the funding could be allocated to facilitate collaborative initiatives between the education and sport (and recreation) sectors within P/Ts.

Need for clarification about the CSP Goal of Sport for Development

There is widespread confusion in the sport sector about the meaning of Sport for Development (S4D) and its objectives. The Policy describes S4D in terms of sport being used intentionally for social and economic development, and for the promotion of positive values at home and abroad.

Representatives of sport organizations often think of sport for development in terms the health and well-being of athletes and participants beyond their direct participation in sport – what happens off the field, court, gym or rink, both in their personal lives and in the community. Many also think of it terms of youth leadership development. Sport organizations could benefit from more clarity about the CSP objectives for sport for development and guidance on how to achieve them.

There also is a large sector of NGOs, charitable foundations and like-minded organizations that see sport as a vehicle for achieving positive social outcomes beyond the field of play. The CSP could provide guidance to these NGOs and charitable foundations about how to use sport to achieve the goals of their organizations. Generally, they are not aware of the CSP and do not look to it to guide policy decisions and programs.

The broader economic and social benefits of sport identified in CSP 2012 can be viewed as longer-term outcomes of both the participation and excellence goals of sport and S4D.

An important consideration for S4D is engaging with other countries (e.g., UK) where sport for development has been successfully deployed, not only to get a more complete understanding, but also to learn lessons and the reasons for their success.

The CSP provides leadership and a rationale for government funding of sport and recreation

At both the provincial and municipal levels, some government representatives with responsibility for sport and recreation have referred to CSP 2012 and used it to promote programming and to secure funds from senior management. The value of this leadership cannot be overestimated. The fact that P/T government Ministers have all signed on to the CSP, and that various other declarations are made at Ministers' Conferences, are part of the reason that P/T governments continue to fund sport and recreation. Similarly, municipal government representatives responsible for sport and recreation have made references to CSP 2012 in their submissions to Council for funding. Otherwise, faced with large deficits, sport and recreation could be an easy and early target for funding reductions by P/T and municipal governments.