

THE SUTCLIFFE GROUP

INCORPORATED ♦ 416 487 1375

41 INGLEWOOD DRIVE, SUITE 100, TORONTO, ONTARIO M4T 1G9

WWW.SUTCLIFFEGROUP.COM

INTERPROVINCIAL SPORT AND RECREATION COUNCIL Evaluation of the Canadian Sport Policy

FINAL REPORT

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Prepared for: Walter Raschkowan
Manager, Planning and Government Business
Sport Canada Branch, Canadian Heritage
Ottawa

Prepared by: The Sutcliffe Group Incorporated

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Glossary

AAP	Athlete Assistance Program
CAC	Coaching Association of Canada
CADP	Canadian Anti-Doping Program
CCES	Canadian Centre for Ethics in Sports
CFLRI	Canadian Lifestyle and Fitness Research Institute
CGC	Canada Games Council
CS4L/LTAD	Canadian Sport for Life/Long-Term Athlete Development model
CSC	Canadian Sport Centre
CSGVP	Canadian Survey of Giving, Volunteering, and Participation
F-P/T	Federal-Provincial/Territorial
FPTSC	Federal-Provincial/Territorial Sport Committee
GSS	<i>General Social Survey</i>
IST	Integrated Support Teams
MSO	Multi-sport service organization
NCCP	National Coaching Certification Program
NGO	Non-Governmental Organizations
NSO	National Sport Organization
OTP	Own the Podium
P/T	Provincial/Territorial
P/TSO	Provincial/Territorial Sport Organization
PALS	Participation and Activity Limitation Survey
PHE Canada	Physical and Health Education Canada
PSO	Provincial Sport Organization
SFAF	Sport Funding and Accountability Framework
SSHRC	Social Sciences and Humanities Research Council
VANOC	Vancouver 2010 Winter Olympic/Paralympic Games Organizing Committee
WRI	World Ranking Index

Executive Summary

The purpose of the project was to evaluate the degree of success in implementing the *Canadian Sport Policy* covering the period 2002 to 2012 and to provide recommendations for the consideration of F-P/T government for any future sport policies. An Evaluation Framework approved by F-P/T Deputy Ministers in 2009 guided the work of the evaluation consultants.

The overarching questions on which the evaluation was based were:

1. **Implementation:** To what extent has the Canadian Sport Policy been fully implemented?
2. **Performance:** To what extent have the goals of the Canadian Sport Policy been met?
3. **Impact:** What has been the impact of the Canadian Sport Policy on sport in Canada?
4. **Relevance:** Is the Canadian Sport Policy still relevant to sport in Canada?

Data was collected from seven data sources: a document review, survey of provincial/territorial (P/T) governments and interviews with federal-provincial/territorial (F-P/T) key informants, database reviews, secondary analysis of public opinion research, two discussion groups, an online survey of 790 NSOs, MSOs and P/TSOs and a review by an Expert Panel.

Context for the evaluation

As noted, the evaluation was conducted in accordance with the Evaluation Framework approved by F-P/T Deputy Ministers in May, 2009. The Evaluation Framework includes four sets of indicators which are designed to measure the success of implementation of each of the goals of the Canadian Sport Policy: participation, excellence, capacity and interaction. These indicators and the underlying evaluation questions reflect the responsibilities of both the federal and provincial/territorial governments for implementing the Policy in their respective jurisdictions.

As will be seen in the presentation of findings throughout this report, some of the data for evaluation indicators that reflect areas of provincial/territorial government responsibility for implementation were collected at a national level, for example, quality daily physical activity in schools collected by PHE Canada. Similarly, some of the information for indicators that reflect areas of joint federal and provincial/territorial government responsibility was collected from provincial/territorial governments and sport organizations, for example, use of evidence in new policy development. With the Evaluation Framework as a guide, this evaluation has attempted to integrate the various sources of evidence from both levels of government and the sport sector and to present a balanced assessment of the implementation and goals achievement of Canadian Sport Policy.

There is no doubt that the success of the Canadian Sport Policy would not have been possible without the leadership and financial resources provided by Sport Canada. Not only did Sport Canada engage provincial/territorial governments financially through bilateral agreements injecting significant funds into the P/T sport systems, but Sport Canada also substantially increased funding to achieve the Excellence goal through funding for the Own the Podium initiative which provided additional funds for national

sport organizations and Canadian Sport Centres, for hosting international sport events and for the Athlete Assistance Program.

Sport Canada's 2004-08 Strategic Plan was developed around two themes - achieving the goals of the Canadian Sport Policy and establishing Canada as a leading sport nation. Funding increased from \$87 million (2002-03) to \$171.5 million in 2009-10 a 97% increase that can be related directly, in part, to having the Canadian Sport Policy in place.

Implementation

The evaluation was conducted three years prior to the stated end of the Policy.

Significant progress has been made in the overall Policy implementation but much still remains to be done. Actions in the F-P/T governments' joint action plan *F-P/T Priorities for Collaborative Action 2002-2005* have been largely completed, but there is little information on implementation of initiatives in the *F-P/T Priorities for Collaborative Action 2007-2012*. The greatest challenges to further implementation is the lack of capacity within the sport system, reversing the decline in sport participation and enhancing communication and effective interaction both within the sport sector and with other sectors, notably health and education.

Performance

Overall, significant progress has been made toward achieving the goals, but here also there is more to do. An assessment of the extent to which the indicators as measures of the evaluation questions set out in Evaluation Framework had been met or not met, shows that a very large majority of the indicators had been met or that progress has been shown, as indicated in the table below:

Policy Goal	Met	Progress	Not Met	Unknown ¹	% Met + Progress
Participation	1	2	1	2	50%
Excellence	10	3	0	2	87%
Capacity	11	6	0	1	94%
Interaction	5	3	0	0	100%
Totals:	27	14	1	5	87%

It can be concluded that the Participation goal has not been achieved but that very good progress has been made in Excellence and Capacity and extremely good progress has been made on the indicators for Interaction.

While the majority if P/T key informants noted that the biggest contributor to the success of the Policy was the introduction of additional resources into the sport system by Sport Canada through the bilateral agreements--a leadership move by Sport Canada

¹ Unknown means that evaluation data has not yet been provided to the evaluation consultants. Most of the sources of data specified in the Evaluation Framework for unknown indicators are NGO databases.

that galvanized P/T governments into matching federal government funds—it was also noted that Sport Canada’s significant increase in funding to the excellence and Capacity goals (hosting) contributed to the success. The common framework of the Policy not only permitted the F-P/T government departments responsible for sport to work collaboratively, but it helped “explain sport” to others outside those departments and outside the sector.

The greatest shortcoming was that insufficient financial resources were assigned to implementation by all governments. At the P/T level, this shows most significantly with the capacity of P/TSOs. P/TSOs’ capacity to implement the Policy and the Canadian Sport for Life/Long-term Athlete Development model (CS4L/LTAD) and to align their policies with NSOs is a significant barrier to continued progress in the development of the sport system. P/TSOs were challenged to find the resources—half of these organizations have no staff and are operated by volunteers only—to take on these tasks that were perceived as additional to the day-to-day delivery of their sport. While Sport Canada as noted significantly boosted funding, some P/T governments did not increase their funding to the same extent. As well, the increase in funds by Sport Canada and those P/Ts that did increase funds, came over time, which delayed implementation of the Policy. It also meant that monitoring systems for indicators to measure the impact of the Policy were not put in place in a timely manner, making it difficult to determine if the goals had been fully achieved.

Impact

The overall impact of the Policy on sport in Canada has been positive, but impacts on designated groups have been limited or uncertain. Unexpected positive impacts have included the infusion of funds from the bilateral agreements and new funding for high performance sport at the national level, but perhaps the most significant outcome of the Policy in terms of impact on the sport system in Canada is the development of the Canadian Sport for Life model. Progress has been made with respect to Canada’s world position in excellence, and despite declining within Canada, participation has remained stable in comparison with other countries.

Relevance

The Canadian Sport Policy remains relevant and is considered essential as a unifying force in the sport system in Canada. The Policy provides a vision, an opportunity for alignment by defining common goals and objectives, can serve as a rallying point around which governments and the sport sector can unite, provides direction and reinforces the importance that governments attach to sport and is the mechanism by which progress can, and is being made to allow sport to flourish in Canada.

Conclusions and Recommendations

Considering data from all sources it can be concluded that the last eight years of the Canadian Sport Policy have been largely a success. Three out of the four Policy goals (Excellence, Capacity and Interaction) have been met, as reflected by the indicators contained in the Evaluation Framework. Participation remains an area of weakness.

Based on evidence collected in this evaluation, the Canadian Sport Policy appears to have lost profile in governments’ dealings with the sport sector. This is not to say that it has lost profile within government—where at least within Sport Canada it remains front and centre—just that in governments’ dealings with the sport sector, the profile

of the Policy has diminished. On the basis of the evidence in this study, this finding applies both at the federal and provincial/territorial levels.

There is no question that a Sport Policy is needed in Canada. Whether it is the same Policy with minor tweaks or it is a new Policy with a different focus will depend in part on what emerges from a consultation. It is important that F-P/T governments convey to the sport sector at large the importance of a Canadian Sport Policy to governments and to sport in Canada. While some government departments including Sport Canada may have conveyed the importance of the Policy within government, that same message has not been conveyed to the sport sector.

One way to begin drafting a new sport policy is through a comprehensive consultation process, involving elected officials and representatives from sport and other government departments, the sport sector and other sectors' NGOs, professional sport, and the media. Such a consultation should work to re-engage people who have taken on leadership roles in sport since the first consultations were held for the existing Canadian Sport Policy.

In light of these conclusions, it is recommended that:

1. F-P/T governments become re-engaged in the implementation, monitoring and evaluation of the existing Policy; and in implementation, focus on the outstanding actions as well as determining what is needed in a new Policy and that P/T governments emphasize the link between their P/T policy or strategy on sport and a Canadian Sport Policy, and thus underline the pan-Canadian nature and the value and importance of a Canadian Sport Policy to their respective sport sectors.
2. F-P/T governments undertake a comprehensive consultation that would begin with a review of the gains made in implementation of the current Policy almost in a "state of the nation" format, describing what has been done, what has not yet been done and seeking input on what should be done next. Participants in a consultation should include the sport sector (government departments for sport, recreation and physical activity and associated NGOs), other government departments (health, education, justice, children and youth, Aboriginal affairs, etc and associated NGOs), and elected officials, thus reinforcing the importance of a common Policy to governments in general.
3. In developing a new Policy, F-P/T governments consider:
 - a. Using terminology from the Canadian Sport for Life model instead of the terms "Participation" and "Excellence" when emphasizing engaging people in sport participation and working towards excellence, and
 - b. Maintaining goals that address Capacity and Interaction.
4. F-P/T governments commit to joint Policy implementation with the sport sector through sector involvement in workgroups (such as those associated with the FPTSC) and other mechanisms that may be identified through a consultation process, thus conveying to the sport sector that while this may be governments' policy, governments understand that achievement of complete implementation requires the full engagement of all the leaders in the sport system.

5. The Government of Canada maintain its leadership role through profiling the importance of the Policy and continuing to invest resources (through bilateral agreements that have the impact of encouraging action by P/T governments, support for high performance, hosting, infrastructure funds and other mechanisms), and ensuring the viability of a strong Canadian policy on sport.
6. The Provincial/Territorial governments commit commensurate with their means to a higher level of investment in P/TSO capacity.
7. The F-P/T governments commit to setting in place an evaluation framework at the same time that a new Policy is developed, commit to data collection throughout the life of a new Policy and include “report cards” to government and the public on an annual basis.

Introduction

The following describes the analysis of the findings from data gathered in the evaluation of the *Canadian Sport Policy*. The evaluation was based on the *Canadian Sport Policy: Evaluation Framework* approved by Federal-Provincial/Territorial (F-P/T) Deputy Ministers of sport, recreation and physical activity in 2009. The Evaluation Framework included an overall logic model and logic models for each of the four policy goals, evaluation questions, indicators, data sources and methods within an evaluation matrix.

Purpose of the Project

The purpose of the project was to evaluate the degree of success in implementing the *Canadian Sport Policy* covering the period 2002 to 2012 and to provide recommendations for the consideration of F-P/T government for any future sport policies.

Although the *Policy* will not be completely implemented until 2012, the evaluation was carried out in 2009/10 to allow sufficient time for F-P/T governments to review the findings of the evaluation and to develop the successor to the current *Canadian Sport Policy*, if appropriate.

Key Evaluation Questions

The overarching evaluation questions were:

1. **Implementation:** To what extent has the Canadian Sport Policy been fully implemented?
2. **Performance:** To what extent have the goals of the Canadian Sport Policy been met?
3. **Impact:** What has been the impact of the Canadian Sport Policy on sport in Canada?
4. **Continued Relevance:** Is the Canadian Sport Policy still relevant to sport in Canada?

Together with the 47 indicators across the four Policy goals, these overarching questions formed the framework for the Final Report.

Methodology

The Methodology Report providing a detailed description of the approach was approved by the Evaluation Work Group of FPTSC. The Report provided a description of each of the study components and related instruments and protocols. A Technical Report was also submitted containing the findings from the data collection and revised Technical Report with data that had been collected subsequently was also submitted. The following provides a summary of the key activities of each of the seven data sources and refers to the revised Technical Report for more detail on data gathered.

Document Review

Documents produced by F-P/T governments related to the implementation of the Canadian Sport Policy were reviewed in relation to the overarching evaluation questions. Fifteen documents, most of which were prepared for F-P/T Ministers' Conferences between 2003 and 2008 were reviewed. Each document was analysed against the evaluation questions and, if appropriate, the short or medium term outcomes of the logic models. The complete document review is provided in the Technical Report.

Database Review

National-level databases from Sport Canada and national Non-Governmental Organizations (NGOs) were analysed to determine if the information that has been collected provided answers to the evaluation questions set out in the *Canadian Sport Policy Evaluation Framework*.

At a national level, consultations were held with organization representatives who could provide information and/or access to their databases. For Sport Canada, this included staff responsible for the Annual World Ranking Index of Nations, Athlete Assistance Program, SFAF, Annual Profile Questionnaire, Sport Canada internal files (financial), Canadian Heritage Internal documents/databases and public opinion and other survey research. The list of national NGOs included Canadian Fitness and Lifestyle Research Institute (CFLRI), Physical and Health Education Canada (PHE Canada), Own the Podium, Canadian Centre for Ethics in Sports (CCES), Canada Games Council (CGC), Coaching Association of Canada (CAC) and Volunteer Canada. A summary table that lists the Sport Canada databases, NGOs, and the data provided is shown in the Technical Report. The staff responsible for these databases were helpful in assisting with access to the data.

P/T survey and F-P/T key informant interviews

Key informant interviews provided an essential perspective on the evaluation questions. Each P/T government received an online survey to complete and then participated in a key informant interview about the results of the survey and other questions related to the *Evaluation Framework*. Interviews were held with 17 P/T representatives in each of the 13 P/T jurisdictions. Two interviews were held with

Sport Canada representatives after the Technical Report and presentation of the findings to the FPTSC. The survey questions were based on the evaluation questions and indicators in the Evaluation Framework. Most of the indicators pertained to provincial/territorial jurisdictions.

Key informants were provided with the questions in advance of the interview. The interview guides were tailored to each jurisdiction depending on their responses to the online survey and were designed to explore in more depth and expand upon the issues covered in the survey. The findings from the interviews are summarized and the open-ended responses to the online questions are reported in the Technical Report.

Public Opinion Research

Sport Canada staff provided access to the results of public opinion surveys that had been completed since the Policy was endorsed in 2002. After review, three surveys were identified that include questions that addressed the evaluation question included in the *Evaluation Framework*, that is, government funding for amateur sport. An analysis was conducted and a recommendation provided to Sport Canada on wording for a question that could be asked in a public opinion survey on a regular basis to provide comparative data.

Discussion Group

Two Discussion Groups were held, one in Vancouver to coincide with the Sport Leadership Conference and one in Ottawa/Gatineau. The list of proposed invitees was approved by the Evaluation Work Group. In all, invitations were issued to 26 potential participants from the following groups and 16 attended as shown in the table below:

Category of Participant	Invited	Attended
P/T government representatives	4	2
Federal government representatives	2	2
National Sport Organizations (NSOs)	2	0
Multisport/service Organizations (MSOs)	6	5
Canadian Council of Provincial/Territorial Sport Federations	1	1
National NGOs: Own the Podium, Sport Matters Group, CS4L/LTAD Expert Group	7	3
Provincial/Territorial Sport Organizations (P/TSOs)	4	3
Totals:	26	16

In advance of the Discussion Group participants were sent the overarching evaluation questions and were asked to respond in writing. Responses were received from only eight of the 16 participants; these were amalgamated, summarized and forwarded to the 16 participants in advance of the Discussion Group meetings.

At the beginning of each Discussion Group, participants were provided with an overview of the Evaluation Framework and preliminary findings from the surveys of sport organizations. Documentation provided to the Discussion Group participants is included in the Technical Report Appendices. Following the Discussion Groups, there was a second email distribution of information from the two Discussion Group meetings that had been summarized. Participants were asked to make comments and a number did.

Online survey of N/MSOs & P/TSOs

Sport Canada provided the contact information for NSOs and MSOs. Contact information for P/TSOs was obtained from each P/T government. Three bilingual questionnaires were developed based on the two sets of questions in the *Evaluation Framework*: one questionnaire for MSOs and NSOs (with some variations and presented as two different surveys), and one for P/TSOs.

Sport organizations were initially contacted by their respective government explaining the purpose of the evaluation, introducing the consultant and asking for their participation in the survey. The consultant followed up subsequently with an email containing a live link to the survey website. The three surveys were designed for online completion using SurveyMonkey.

In Alberta and Nova Scotia, because of privacy legislation, messages about the survey and a copy of the questionnaire (in MS Word) were sent to the PSOs by the Provincial Government. PSOs were given two options for completing the survey: 1) complete the Word version and return it to the consultant; and, 2) connect to The Sutcliffe Group's website and link to the survey from this website.

Respondents were given the choice of responding to the survey in either English or French. All communications related to the survey was made in a bilingual format or in English or French at the request of the respondent. Three reminder emails were sent to all non-respondents.

Overall the response rate for NSOs was 61%, MSOs 67% and P/TSOs 52.5%. Excluding the two provinces where the evaluation consultant did not have direct control over the distribution of the survey (Nova Scotia and Alberta), the overall response rate for the other 11 P/Ts was 60.4%. The total number of respondents for each survey was 33 NSOs, 20 MSOs, and 301 P/TSOs.

Expert Panel

A panel of three evaluation experts were identified and approved by the Evaluation Work Group. Of those who were approached, two were available and willing to review findings from the evaluation in the required timeframe. Following the presentation to the FPTSC in January 2010, the Expert Panel was provided with the Evaluation Framework, the Technical Report, the PowerPoint presentation and a series of questions and was asked to respond in writing. Their responses were shared with the other evaluation expert and a conference call with the evaluation consultants and the

evaluation Experts was convened to review responses to the questions. A second conference call was also scheduled with one of the Experts after he had reviewed the first draft of the final report and Expert Panel observations are included in this Final Report.

Analysis and Reporting

Data from all sources were reviewed by the consulting team and observations and conclusions drawn. The Evaluation Framework formed a foundation for assessing whether the indicators and Policy objectives, as reflected in the Evaluation Questions, had been met. The evaluation consultants made judgements based on the available evidence, and assessed that if over two-thirds of the indicators had been met, then overall the objectives had been achieved.

As noted, three reports were produced:

- ❑ Methodology Report described the approach to the evaluation and included protocols, questionnaires and survey instruments.
- ❑ Technical Report included the results found in the document review, review of databases, P/T online survey and P/T key informant interviews, public opinion research, Discussion Group, and results from the online survey of sport organizations at the national and provincial/territorial levels. A second revised Technical Report was submitted containing information that was not available at the time the first Technical Report was submitted.
- ❑ Final Report (this document) which summarizes the data and presents conclusions and recommendations. Details from the above two reports are not included.

The findings in this report are presented according to the overarching evaluation questions:

1. **Implementation:** To what extent has the Canadian Sport Policy been fully implemented?
2. **Performance:** To what extent have the goals of the Canadian Sport Policy been met?
3. **Impact:** What has been the impact of the Canadian Sport Policy on sport in Canada?
4. **Relevance:** Is the Canadian Sport Policy still relevant to sport in Canada?

Limitations

The Evaluation consultants were both limited by and supported by the Evaluation Framework. While the Framework provided a clear set of directions for gathering data, it did not indicate what measures were sentinel which if achieved would result in a conclusion that a particular goal or the Policy overall had been successful. Nor did the Framework provide a direction as to how the data that was gathered should be

weighted in terms of arriving at evaluative conclusions. This left the evaluation consultants to gauge which measures were more important.

Data-gathering to answer the questions in the Evaluation Framework was challenging. The latest material for the document review is from the February 2007 Ministers' Conference, even though the most recent conference was in August 2009. Some data sources (from NGOs and Sport Canada) were not made available to the consultants until well after the scheduled data collection period had ended. The lack of access to all the data in a timely manner delayed the evaluation consultants' ability to draw conclusions as to the success of the Policy.

Findings

Implementation

Summary

This evaluation was conducted three years prior to the stated end of the Policy. Actions set out in the *F-P/T Priorities for Collaborative Action 2002-2005* have been largely completed, but there is little information on the extent of implementation on initiatives contained within the *F-P/T Priorities for Collaborative Action 2007-2012*. Significant progress has been made in the overall Policy implementation but much still remains to be done. The greatest challenges to further implementation are the lack of capacity within the sport system most notably within P/TSOs, reversing the decline in sport participation and enhancing communication and effective interaction both within the sport sector and with other sectors, especially health and education.

Findings from all lines of Evidence

While there has been substantial work achieved by each government in their own activities, the most obvious and agreed-upon measure of full implementation were the priorities and actions set out in the *F-P/T Priorities for Collaborative Action, 2002 - 2005* and *2007 - 2012*. These joint action plans of the F-P/T governments set out in 22 actions (2002 - 2005) and 12 actions (2007 - 2012) what the governments would undertake to implement the Policy.

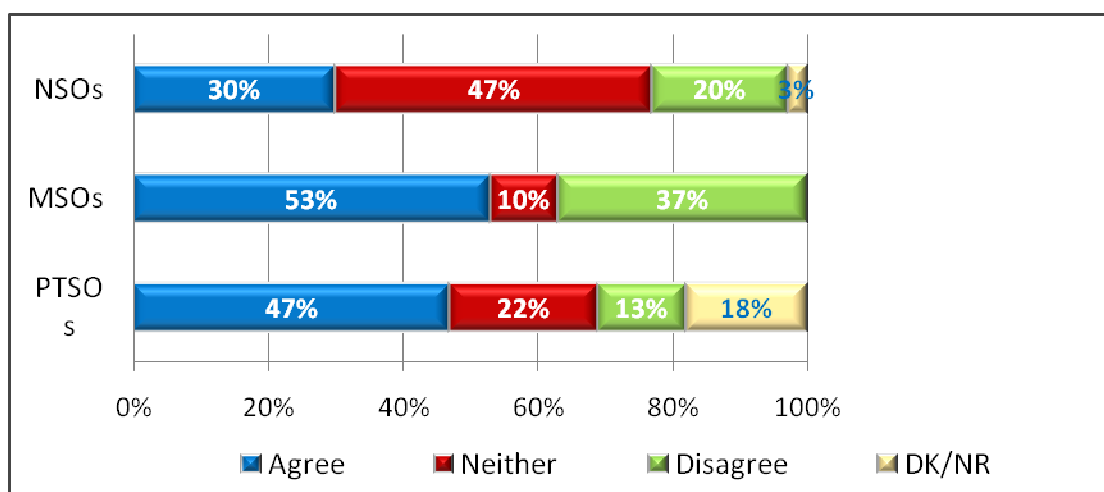
The document review as reflected in the briefing materials prepared for Ministers' Conferences showed that F-P/T governments collectively regarded the *Priorities* as a significant measure of implementation.

The document review shows that by February 2007, 18 of the 22 actions in the first *Priorities* had been completed. That over 80% of the actions from the first *Priorities* have been completed suggests significant progress towards implementation. No information was provided in the document review about the extent of implementation of the actions included in the second *Priorities*. Key informants underline this finding about implementation by reporting that from their perspective, much progress has been made, but even so, there is more to be done. The Discussion Group participants agreed that there has been progress made towards implementation of the goals, but that it is not possible to say at this point that the Policy has been fully implemented.

Key informants reported that most progress appears to have been made on implementing the Excellence goal, possibly because it is more easily measured. The Discussion Group participants noted that setting targets has had a positive effect on the changes needed in the sport system to achieve the targets. They further noted that to enhance progress on Excellence, Own the Podium (OTP) could take on an expanded role and provide central leadership, as it was observed that OTP needs to link more effectively with the provincial/territorial level to build an effective high performance system.

The predominant view among sport organizations about implementation is that it is still too soon to rate the success of the Canadian Sport Policy. About half of the sport organizations who provided a response to this question in the survey agreed that the Canadian Sport Policy is still relatively new and that we have to allow more time to reach its goals. This includes 53% of MSOs and 47% of P/TSOs. While fewer NSOs agreed (30%), most of the NSOs were not able to provide a clear response (47% rated "neither" or did not know). Overall, only 13% of P/TSOs, 20% of NSOs and 37% of MSOs disagreed that we have to allow more time for the Policy to reach its goals. The fact that so many NSOs were unable to comment suggests that they have lost track of the extent of implementation of the Policy.

“The Canadian Sport Policy is still relatively new and we have to allow for more time to reach its goals”



Challenges that remain in implementation include the four uncompleted actions from the first *Priorities* (reported in the second *Priorities*) but more broadly, capacity building within the sport sector. Three outstanding issues were identified by key informants²: (1) comprehensive implementation of the CS4L/LTAD model to the community level; (2) stabilizing staffing within sport organizations so that there is consistency and support for the volunteer leadership; and, (3) ensuring that there are “places to play” through addressing the infrastructure deficit described in 2006 as being \$15 billion³. While progress has been made on infrastructure showing an upward trend, with P/T expenditures of \$460 million in 2008/09 (the last year for which data was available) and federal government expenditure at \$523 million in 2009/10, it may be some time before the \$15 billion target is achieved.

Key informants also noted the challenge of increasing sport participation or perhaps more accurately, reversing the decline within the general population. There is a dearth of evidence on the participation of some under-represented groups. Information on participation levels of

² While key informants identified CS4L/LTAD implementation, FTEs and infrastructure, the second *Priorities* targeted CS4L/LTAD implementation, sport system capacity development (coaches, officials, volunteer leaders), infrastructure, Canada Games and performance management. The second *Priorities* reported the incomplete priorities as: increasing participation, implementing the True Sport Strategy, communication with the sport community and enhanced collaboration between sport organizations.

³ Conference Of Ministers Responsible For Sport, Physical Activity And Recreation Toronto, Ontario - September 28, 2006; Ministers Call For Action To Increase Opportunities In Canadian Communities Through A Designated National Sport, Physical Activity And Recreation Infrastructure Program; Accessed January 31, 2010; http://www.scics.gc.ca/cinfo06/860527004_e.html

children and youth with a disability (under the age of 14) was collected in 2006, but no further data has been collected addressing the remainder of the population with a disability. Governments have moved to address the challenge of measuring Aboriginal sport participation by determining in 2007 to establish baseline data and set targets. At the time of this evaluation, information was not available on progress on this action. There is little information about the participation of ethno-cultural groups⁴. Nor has any action been set out describing an intention to collect baseline data or set targets for these groups.

Finally, key informants described as a remaining challenge, “gaining traction” with other sectors, especially Health and Education. While some in these sectors see broad connections to sport participation, and some provinces or territories have had some successes, generally, both key informants and Discussion Group participants described challenges in forming meaningful connections between sport and the objectives of these other sectors.

⁴ In the *Priorities for Collaborative Action 2002 - 2005*, one of the Actions under the Participation goal refers to “visible minorities”. The term “ethno-cultural groups” has been used instead of visible minorities throughout this report.

Performance

Summary

This section focuses on the extent of achievement of the Policy goals. Overall, the conclusion is that significant progress has been made but there is more to do. Key informants and the Discussion Group provided helpful observations. Opinions are expressed by NSOs, MSOs and P/TSOs on such topics as the extent to which the federal government or provincial/territorial governments have made physical literacy a priority, but judging by the discrepancies between sport organization perceptions and government reporting, there is work to be done in interaction between governments and sport organizations.

Additionally, an assessment of the extent to which the indicators as measures of the evaluation questions set out in Evaluation Framework had been met or not met, shows that a majority of the indicators had been met, as shown in the table below:

Policy Goal	Met	Progress	Not Met	Unknown ⁵	% Met + Progress
Participation	1	2	1	2	50%
Excellence	10	3	0	2	87%
Capacity	11	6	0	1	94%
Interaction	5	3	0	0	100%
Totals:	27	14	1	5	87%

A more detailed analysis of each of the indicators from the Framework is included in Appendix A. In a review of these findings it can be concluded that the Participation goal has not been achieved but that good progress has been made in Excellence and Capacity and extremely good progress has been made on the indicators for Interaction.

Interestingly, key informants and Discussion Group participants reported that from their standpoint, the Interaction goal was the area where the most progress had been made, citing the bilateral agreements as a strength of the Policy that allowed different approaches to meet different needs in different jurisdictions. Perhaps this is a comment on the general state of F-P/T relations across governments, where the sport sector's generally cooperative relationship is viewed as very positive in contrast to that of other sectors.

⁵ Unknown means that evaluation data has not yet been provided to the Evaluation consultants. Mostly the sources of unknown indicators are contained in the databases.

Findings from all lines of Evidence

Participation

The key measure of whether the participation goal has been met is whether there has been an increase in the number of people participating in sport. Data from various sources indicate that this measure has not been met; in fact the percentage of the population that is participating in sport appears to have decreased over the life of the Policy. There are no objective measures on the extent of quality daily sport and physical activity in schools and while targets have been set for children and youth and girls and women, no targets have been set for other under-represented groups. The case has been made for physical literacy but the data on whether physical literacy is an essential element of P/T policy instruments is uncertain.

Sport participation rates

Overall adult sport participation rates - Data on the sport participation rates in Canada are limited and the data which are available show that the overall sport participation rate among adult Canadians has at best been stable and is likely to have declined in recent years.

- The results of the *General Social Survey (GSS)* conducted by Statistics Canada indicated a decline in overall sport participation from 34% in 1998 to 28% in 2005.
- Surveys conducted by the Canadian Lifestyle and Fitness Research Institute (CFLRI) also showed a decline in overall sport participation from 36% in its 2006-07 *Sport Monitor* to 30% in its 2008 *Physical Activity Monitor*.

Sport participation among children and youth - CFLRI's 2005 *Physical Activity Monitor* surveyed parents about sport participation by children and youth aged 5 to 17. Overall, the survey results were that 72% of children and youth participated in sport including 76% of those aged 5 to 12 and 61% of those aged 13 to 17.

The 2008 *Report Card on Physical Activity for Children and Youth* produced by Active Healthy Kids Canada reported that sport participation among youth aged 15 to 18 declined from 77% in 1992 to 59% in 2005.

The results of the 2006 *Participation and Activity Limitation Survey (PALS)* conducted by Statistics Canada indicated that half of all children with disabilities aged 14 and under took part in organized sport activities (with a coach or instructor) outside of school hours.

Sport participation among population sub-groups - Breakdowns of sport participation rates for population sub-groups are limited. The results of the CFLRI's 2006-07 *Sport Monitor* provide the following results by gender, age and household income:

- Men aged 18 and over (48%) are almost twice as likely as women (25%) to participate in sport.
- Sport participation declines with age, from approximately three-quarters of children and youth under age 18, to 45% of adults aged 18 to 44, 29% of those aged 45 to 64, and 20% of those aged 65 and over.

- Sport participation is strongly related to household income, declining from a high of 47% among households with annual incomes of \$80,000 to just 26% of households with incomes under \$30,000.

Sport participation rates and the trends among adults with disabilities, ethno-cultural groups and Aboriginal peoples are not known.

Quality sport and physical activity in schools

In addition to these declining or stable participation numbers, there is a mixed picture on progress on many of the indicators of the Participation goal. On the one hand, more than half of provincial/territorial governments (P/Ts) reported that daily physical activity is taking place in the schools and “healthy schools initiatives⁶” have begun in four P/Ts.

On the other hand, PHE Canada estimates that as few as 6% of elementary schools are meeting a standard of 150 minutes per week of daily physical activity (made up of 30 minutes per day), with no information available on secondary schools. These are very limited data. As well, there are no comprehensive data for assessing whether this number is increasing or decreasing. Only three P/Ts reported that implementation of daily physical activity in schools is being measured.

Active Healthy Kids Canada's 2005 *Report Card on Physical Activity Levels of Canadian Children and Youth* reported that only 14% of elementary schools were providing a minimum of 150 minutes weekly of physical education for students.

The 2005 *Survey of Canadian Schools* conducted by the Canadian Fitness and Lifestyle Research Institute found that almost all primary and middle school students in Canada took at least one physical education class per week. Classes varied in length and the average was three classes per week. These figures were significantly lower for secondary school students.

Participation targets

Ministers set national participation targets for children and youth and girls and women, based on reliable baseline targets. However, in the absence of reliable baseline data, no targets have yet been set for Aboriginal people, for persons with a disability or for ethno-cultural groups. At this point, an initiative to collect participation baseline data for Aboriginal peoples is underway but baseline data are not being collected for persons with a disability or for ethno-cultural groups. Sport Canada has reported that they are working on the possibility of identifying viable sources and/or developing proxies for this information.

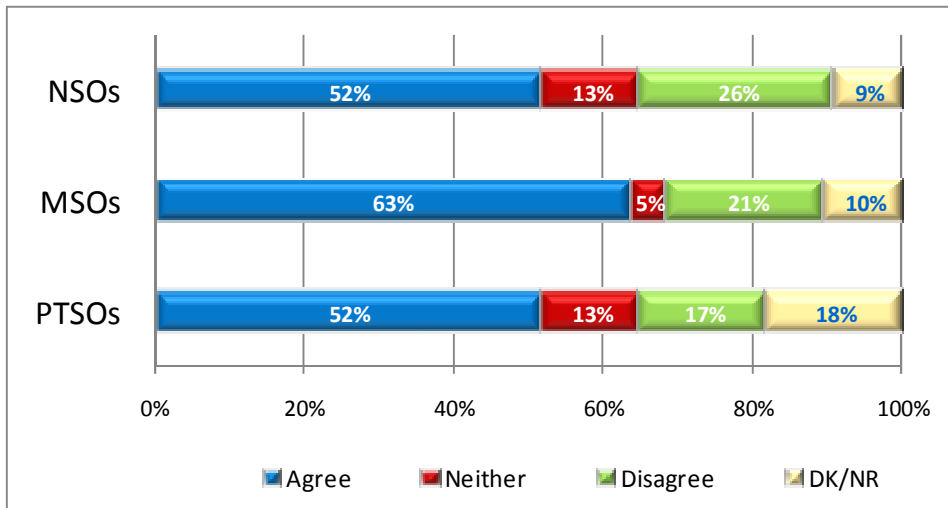
Physical literacy

The case has been made for physical literacy and partnerships are being developed with appropriate departments but it cannot be said with certainty that physical literacy is an essential element of P/T policy instruments. Progress on this front is still in the preliminary stages, based on key informant interviews and information obtained from surveys.

⁶ Healthy schools initiatives are voluntary programs sponsored jointly by the P/T government departments responsible for Education, Health, Children and Youth and Sport and Recreation (and sometimes others) sometimes in cooperation with related NGOs that encourage through public relations approaches (posters, pamphlets, information sheets, etc) school children to be more physically active and to eat healthy foods and educators to provide opportunities for children and youth to do so.

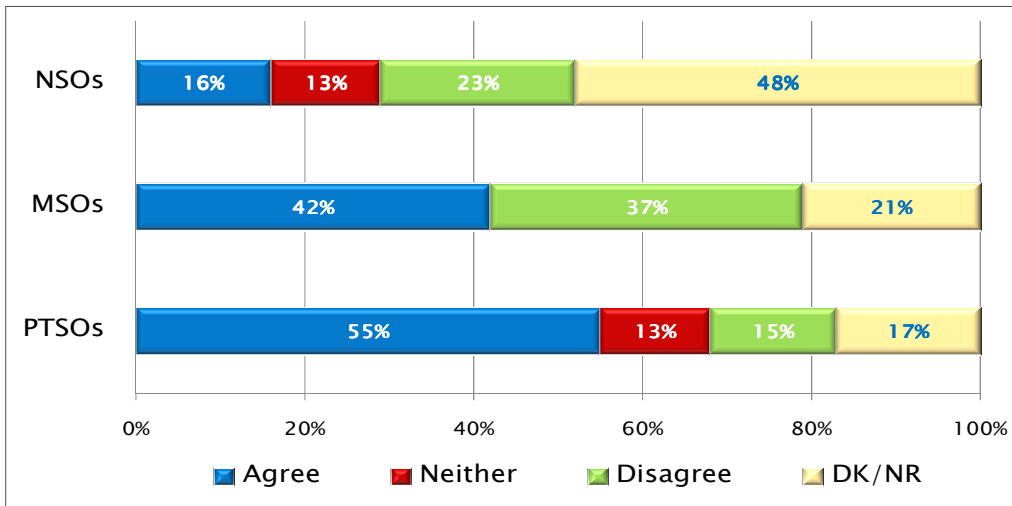
Federal government and physical literacy - The survey questionnaire acknowledged that physical literacy is not an area of federal jurisdiction. A majority of all types of Sport Organizations, including almost two-thirds of MSOs (63%) agreed that the federal government has taken steps to make the case for physical literacy in early childhood development. About one quarter of national-level sport organizations and only 17% of P/TSOs disagreed that the federal government has taken some steps towards this objective.

“Although it is recognized that education is a P/T jurisdiction, the federal government has taken steps to make the case for physical literacy in early childhood development”



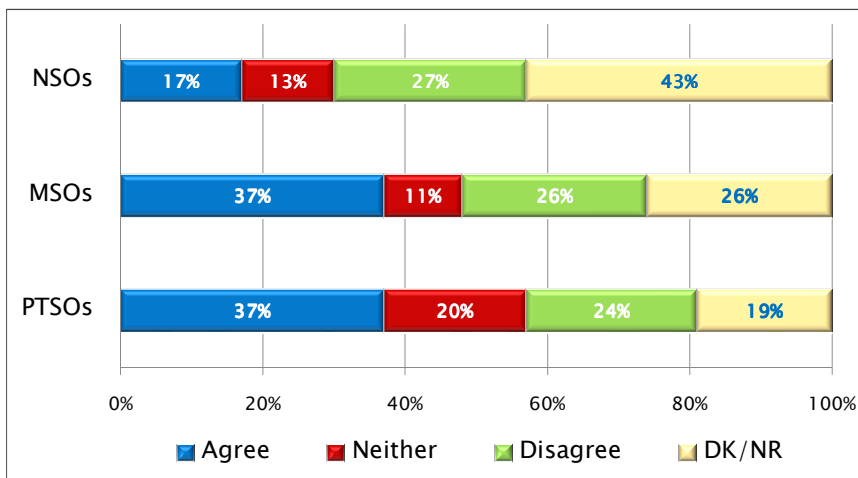
Provincial/Territorial governments and physical literacy - A majority of P/TSOs (55%), who should be in the best position to know, also agreed that their respective provincial or territorial government has taken steps to make the case for physical literacy in early childhood development. Just 15% of P/TSOs disagreed with this statement. National-level sport organizations were much less likely to agree. Opinions of MSOs were split on the statement, with 42% agreeing and 37% disagreeing that P/T governments have taken steps towards this objective. Among NSOs, only 16% agreed, although almost half (48%) indicated that they did not know what P/T governments have done.

“Overall, P/T governments have taken steps to make the case for physical literacy in early childhood development”



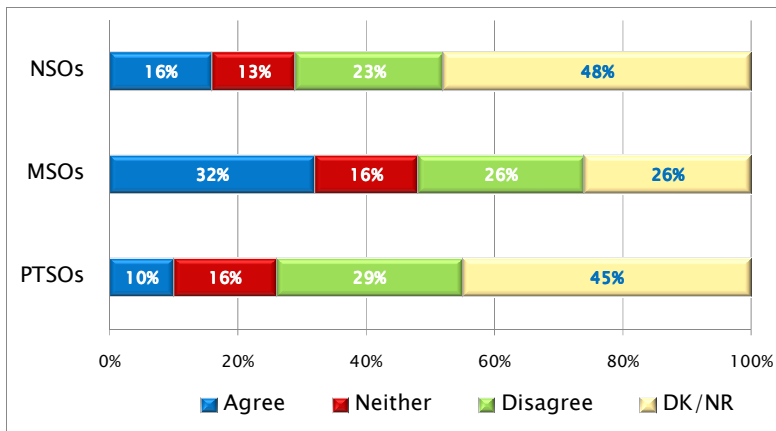
P/T government effectiveness at promoting physical literacy in early childhood development - Opinions of P/TSOs and MSOs were divided on the question of whether provincial and territorial government initiatives and policies have been effective at promoting the importance of physical literacy in early childhood development. Just over one-third of both types of organizations (37%) agreed that P/T governments have been effective; a similar number did not agree (37% for MSOs and 44% for P/TSOs for the combined ratings of "disagree" and "neither"). Again NSOs were less positive about the actions of P/T governments, with just 17% agreeing that they have been effective at promoting the importance of physical literacy in early child development - although again close to half (43%) did not know.

“Overall, P/T government initiatives and policies have been effective at promoting the importance of physical literacy in early childhood development”



Incorporating physical literacy into P/T Government policies - Few sport organizations agreed that physical literacy is incorporated into the policies of P/T government departments with responsibilities related to early childhood development. Among the P/T sport organizations, just 10% agreed that physical literacy is incorporated into these policies; almost half (45%) indicated that they did not know. Responses by national-level sport organizations were not much more positive, with just 16% of NSOs and 32% of MSOs agreeing that, overall, physical literacy is incorporated into the policies of P/T government departments with responsibilities related to early childhood development.

“Overall, physical literacy is incorporated into the policies of P/T government departments with responsibilities related to early childhood development”



Excellence

Based on results it appears that Canadians are systematically achieving world class results at the highest levels of international competition.

The pool of talented athletes has expanded as measured by the Athlete Assistance Program although the “athlete expansion targets”⁷ were never approved by Deputy Ministers.

Public opinion research shows about six in 10 Canadians believe the federal government should increase its funding of amateur athletes, although there are no data to show this view has changed over time.

The results from CCES suggest that approximately the same number of athletes is attaining results based on fair and ethical means, based on the ratio of positive doping tests in the overall doping test administered.

Canada Games Council has introduced age classifications that are aligned with the CS4L/LTAD. And while the number of Canada Games athletes participating on national teams has been determined to be 40%, it is not possible to show whether the Canada Games’ contribution to high performance has increased, as this measure is only a baseline, reflecting data gathered in 2008/09. No more recent data has been collected.

Sport organizations reported that performance services offered by Canadian Sport Centres (CSCs) to provincially-identified athletes have improved since 2002 although they are less certain about life services. Many simply did not know, suggesting either that these types of services were provided less often or that information about them is less available.

Key informants agree that the Canadian Sport Centres were providing essential performance services to provincially-identified athletes and also agreed that services from the CSCs have improved since 2002.

Excellence targets were set for 2010 for the Winter Olympic/Paralympic Games and were met for the Paralympics, and came very close for the Olympics. Targets for beyond 2010 were also set by officials and although not approved by Deputy Ministers, it was reported that sport organizations are working within the context of those targets.

The Canadian Sport Review Panel was created to make funding recommendations for NSOs based on a system of targeting support according to medal potential. This Panel was established and transformed first into Podium Canada than ultimately into Own the Podium, (OTP) which has been fully operational in the years leading to the 2008 Beijing Summer Games and the 2010 Vancouver Winter Olympic/Paralympic Games.

More detail on this overview is provided below.

⁷ Indicator CSP-12 from the Evaluation Framework is “Ratio of High Performance athlete expansion targets (as approved by Ministers for the sport system) being reached.”

World Rankings of Canadian high performance athletes

The Annual World Ranking Index (WRI) is based on results per nation across all Olympic events at Olympic Games and World Championships, over a four-year timeframe (i.e., the 2009 rankings reflect results over 2006-2009). The Index is produced annually at the end of each calendar year once the Olympic Games and/or World Championships of that year have been completed.

The following two tables present the aggregated WRI results (international ranking and points) in winter and summer sports, respectively, for three benchmarks:

- 1) Gold medals
- 2) Medal points
- 3) Top 8 points.

In winter sports, Canadian athletes have increased their very high performance and ranking based on medal points and Top 8 points, though remaining relatively stable in gold medals. Canada was the only top 5 nation to have a net medal point increase over the last five years (41 points over 2005 to 2009).

**Winter Olympic Nations World Ranking Index:
Ranking and Number of Medals or Points**

	Gold Medals	Medal Points*	Top 8 Points**
2004	na	4 th (220)	na
2005	na	4 th (253)	na
2006	2 nd (31)	2 nd (274)	2 nd (1,094)
2007	2 nd (33)	2 nd (294)	2 nd (1,141)
2008	2 nd (32)	2 nd (309)	2 nd (1,216)
2009	3 rd (28)	2 nd (294)	2 nd (1,209)

* based on 5 points for a gold medal, 3 points for silver, and 1 point for bronze.

** based on 10 points for 1st, 8 points for 2nd, 6 points for 3rd, 5 points for 4th ... 1 point for 8th.

In summer sports, overall performance and ranking have remained relatively stable for medal points, while declining for gold medals.

Points for Top 8 have declined slightly although the ranking has improved since 2006.

**Summer Olympic Nations World Ranking Index:
Ranking and Number of Medals or Points**

	Gold Medals	Medal Points*	Top 8 Points**
2004	na	19 th (141)	na
2005	na	19 th (143)	na
2006	18 th (13)	19 th (146)	15 th (901)
2007	21 st (9)	19 th (129)	16 th (806)
2008	22 nd (22)	18 th (141)	15 th (825)
2009	26 th (8)	18 th (132)	14 th (799)

* based on 5 points for a gold medal, 3 points for silver, and 1 point for bronze.

** based on 10 points for 1st, 8 points for 2nd, 6 points for 3rd, 5 points for 4th ... 1 point for 8th.

The pool of international-level high performance athletes

One of the measures of Excellence was an increase in the pool of talented athletes competing at the international level. Canadian athletes performing at the level of the top 16 in the world receive SR1 or SR2 carding status from Sport Canada through the Athlete Assistance Program (AAP). From 2002 to 2009, the number of athletes receiving carding at the SR1 and SR2 levels increased by 18%, from 374 to 441. The total numbers of AAP SR1/SR2 cards by year since 2002 are as follows:

- 2002 - 374
- 2003 - 387
- 2004 - 376
- 2005 - 377
- 2006 - 389
- 2007 - 424
- 2008 - 499
- 2009 - 441

It is important to note that while the number of carded athletes is related to the amount of AAP funding made available, it nevertheless represents a fairly high level of achievement at top 16. The AAP budget was increased in 2004-05 and the increased funding became fully available in 2005-06.

Public support for amateur sport in Canada

It is not possible to say with certainty whether public opinion for sport has increased since the introduction of the Canadian Sport Policy.

Three surveys conducted in 2006-2007 include similar questions about public support for government funding for amateur sport.⁸ The results from these surveys were consistent in

⁸ *Post-Torino Survey, 2006* (Decima Research); *Post-Event Survey of the Canada Winter Games, 2007* (Decima Research); *Connecting Sport and Canadians: A Syndicated Study Measuring Attitudes and Opinions of Canadian Youth and Adults, 2007* (NRG Research Group).

showing that approximately six in 10 Canadians believe the federal government should increase its funding for amateur athletes.

No additional public opinion research was made available to the evaluation consultants that included information about public support for government funding for amateur sport, to be able to establish whether change had occurred. The data from these and other public opinion surveys are insufficient to provide meaningful tracking over time of public support for amateur sport since the introduction of the Canadian Sport Policy.

Ethics as measured by doping tests

The ratio of positive doping tests to all tests conducted on Canadian athletes has remained relatively stable - and under 1% - since 2002, with the exception of 2004-05 when the ratio was higher at 1.5%. Detailed data on the results of doping tests in Canadian sports are collected and published by the Canadian Centre for Ethics in Sports. Canada's anti-doping program began in 1991 and was changed in 2002 to be consistent with the World Anti-Doping Code. The following table presents the results for the Canadian Anti-Doping Program (CADP), which is funded by Sport Canada and is administered by CCES on behalf of Canadian athletes.

It should be noted that the number of positive tests shown in this table includes both performance enhancing and non-performance enhancing substances (e.g., marijuana). Testing and results done on a fee-for-service basis for national sport organizations, international sport federations, national anti-doping organizations and others are not included in these results.

Overall Test Results from the Canadian Anti-Doping Program

Year	Total Number of Tests	Number of Positive Tests	Ratio of Positive / All Tests
2002-03	1,597	7	0.4%
2003-04	2,106	9	0.4%
2004-05	1,708	25	1.5%
2005-06*	2,197	14	0.6%
2006-07	2,728	21	0.8%
2007-08	2,899	20	0.7%
2008-09	2,878	16	0.6%

*2005-06 was the first full year of implementation of the CAPD, which is Canada's implementation of the World Anti-Doping Code.

Canada Games' contribution to high performance athlete development

The evaluation consultants reviewed the extent to which the Canada Games has contributed to high performance athlete development and whether this contribution has increased since 2002. Two measures were used to assess this contribution:

- 1) Proportion of Canada Games sports that send athletes at the Training to Compete (T2C) stage of the Long-Term Athlete Development (CS4L/LTAD) model.
- 2) Number of Canada Games athletes who progress to participate on national teams competing at international competitions.

Based on the Canada Games Council's survey of NSOs and information they have collected from NSO websites, 100% of both the 17 summer sports and 23 winter sports participating in the Canada Games are sending athletes at the Training to Compete stage of their Long Term Athlete Development model. Four of the winter sports also send some athletes to the Canada Games at other LTAD stages such as Learning to Compete (L2C) and Learning to Win (L2W).

Approximately 40% of athletes who currently hold Sport Canada cards are Canada Games alumni. This figure provides a benchmark for future comparisons as comparisons with previous years are not available. In 13 sports, more than 50% of carded athletes are Canada Games alumni. In another 18 sports, between 30% and 50% of carded athletes are Canada Games alumni.

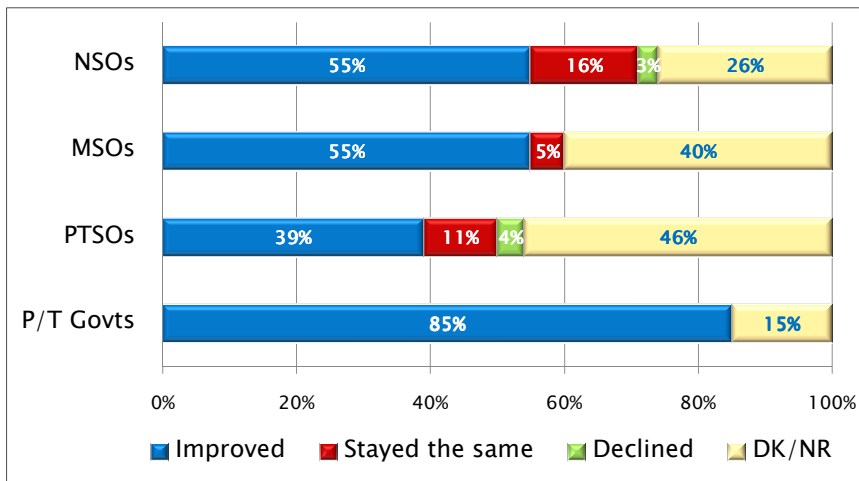
Canadian Sport Centres: Performance and life services provided to high performance athletes

Key informants agree that the Canadian Sport Centres (CSCs) are providing essential performance services to provincially-identified athletes but there was less agreement about life services either because they not offered or not used or not felt to be necessary in that particular jurisdiction. All key informants agreed that services from the CSCs have improved since 2002.

Performance services⁹ - Among respondents who provided a rating, a majority with all types of sport organizations expressed the view that performance services offered by Canadian Sport Centres to provincially-identified athletes have improved since 2002. Overall, this includes 55% of both NSOs and MSOs and 39% of P/TSOs (with 46% of P/TSOs not providing a response). Almost all representatives of P/T governments also indicated that CSC services to these athletes have improved (with two - 15% - not providing a response). Very few respondents, and none from MSOs or P/T governments, indicated that performance services have declined since 2002.

⁹ Performance services include: physiology and training program development, strength and conditioning, biomechanics, nutrition, sport psychology and mental training, sport medicine (physicians, physiotherapists, chiropractors, massage), access to performance services

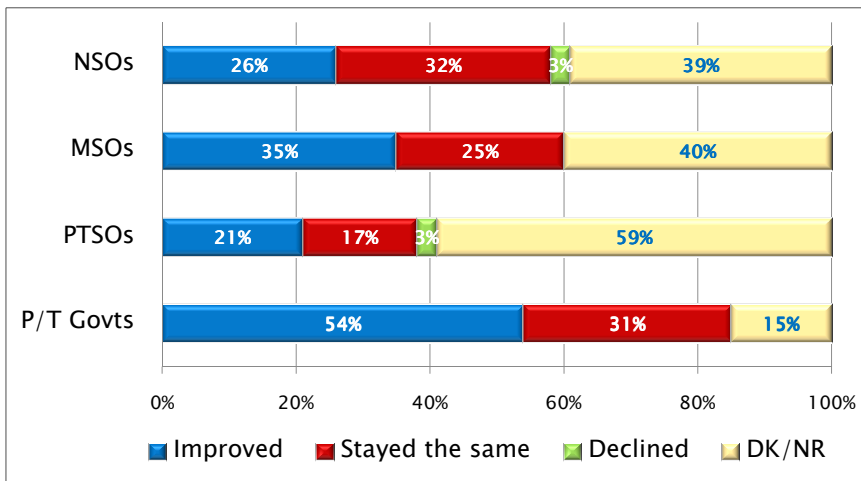
“Performance services: Overall, do you think that performance services to athletes offered by CSCs have improved or declined since 2002?”



Life services¹⁰ - A majority of P/T governments (54%) also agreed that life services offered by CSCs to provincially-identified athletes have improved since 2002. As with performance services, the ratings of P/T governments generally are more positive than the ratings of sport organizations, which were more evenly divided about these life services. The numbers of MSOs, NSOs and P/TSOs who rated life services as either having improved or stayed the same were relatively similar. As with performance services, very few respondents indicated that they have declined. Far more respondents did not know and could not provide a response about these services.

¹⁰ Life services include: workshops (e.g., Drugs and Supplements, Positive Sport Environment, Career Goals), academic support (e.g., SportGrad Program), personal counselling and support such as referrals to qualified professionals (e.g., SportHelp), personal and professional development (e.g., media relations, public speaking, sport demonstration (e.g., ToolKit), career planning and retirement from sport (e.g., LifeVision), work, job and career development (e.g., JobLink)

“Overall, do you think that life services to athletes offered by CSCs have improved or declined since 2002?”



Excellence targets

Performance targets were established and approved by Deputy Ministers for the 2010 Winter Olympic/Paralympic Games. These were first in overall medals at the Olympics and third in overall medals at the Paralympics¹¹.

Performance targets were established for beyond 2010 but these targets have not yet been approved by Deputy Ministers.

Canadian Sport Review Panel / Own the Podium

Another measure in the Evaluation Framework was whether the Canadian Sport Review Panel had been established.

The Canadian Sport Review Panel was created to make funding recommendations for NSOs based on a system of targeting support according to medal potential. The Panel became Podium Canada in November 2006, then Own the Podium in March 2009. OTP is a non-incorporated entity and its role is to be a high performance technical advisory body. OTP makes high performance funding recommendations to the OTP Steering Committee, comprised of representatives from Sport Canada, Canadian Olympic Committee, Canadian Paralympic Committee and VANOC (the organizing committee for the Vancouver 2010 Winter Olympic/Paralympic Games).

¹¹ The evaluation indicator from the Evaluation Framework was “Excellence targets are approved and announced for sport achievement by Canadians” (CSP-20)

Capacity

Based on the indicators in the Evaluation Framework, a great deal of progress has been made on the Capacity goal. The evaluation question indicators have mostly been met or progress has been made. Very few have not been met. That such a great amount of progress has been made in this Policy goal may be because there were so many areas within capacity where work was needed. Interestingly key informants and Discussion Group participants observed that this is the Policy goal where most work is needed still to achieve the goals of the Policy, as initiatives within the Capacity goal support both the Excellence and Participation goals.

The Long-Term Athlete Development model was introduced and substantial progress has been made. Most NSOs have adapted or are in the process of adapting the generic CS4L/LTAD model to their respective sport-specific models. As well, progress has been made on competition reviews with 79% of NSOs having completed or in the process of conducting the reviews. Key informants and most P/TSOs reported that P/TSOs have aligned policies/programs with NSOs' CS4L/LTAD model. Surveyed NSOs were less certain, which perhaps reflected a lack of knowledge of the extent of implementation at the P/T level.

There has been a substantial increase in the number of coaches trained under the National Coaching Certification Program, with 41% more male coaches and 28% more female coaches trained. Governments have established dedicated sport and recreation infrastructure programs and funds have been invested. A research fund was established by Sport Canada but there is still a distance to go before evidence is used consistently in the development of new policy. The number of sport volunteers in Canada has been maintained. Targets have been met for hosting single sport events and major games. There has been an increase in the number of Full-Time Equivalents (FTEs) employed in P/TSOs. More detail is provided below.

Long-term Athlete Development Model

When the Canadian Sport Policy was written, it was not anticipated that a model of long-term athlete development would become an essential component of an athlete/participant-centred sport development system. Nevertheless, Canadian Sport for Life, a Long-Term Athlete Development model (CS4L/LTAD) was a product of one of the FPTSC workgroups and, as observed by key informants and Discussion Group participants, its implementation and adaptation by sport organizations became perhaps the most significant outcome of the Policy in terms of impact on the sport system in Canada.

Adopting and adapting the CS4L/LTAD model by NSOs - It is expected that at least 90% of the 58 NSOs will have completed sport specific LTAD models by 2012:

- Currently, 35 NSOs (60%) have completed sport specific LTAD models;
- 11 NSOs (19%) will complete their sport specific LTAD model by March 31, 2010;
- 6 NSOs (10%) will complete their sport specific LTAD model by March 31, 2011; and,
- The status of LTAD model development by 6 NSOs is unknown.

A total of 52 NSOs (90%) have completed, undertaken, or have planned new initiatives identified in their sport specific CS4L/LTAD model.

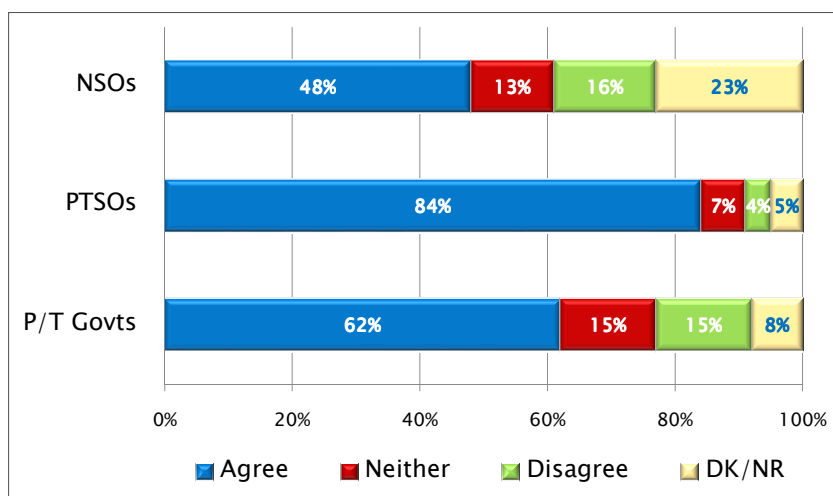
Competition Reviews associated with the implementation of CS4L/LTAD models have been completed, are in development, or are being planned by all but one sport:

- 18 NSOs (32%) have completed and implemented their Competition Review
- 27 NSOs (47%) are in the process of conducting their Competition Review
- 11 NSOs (19%) have a plan for conducting their Competition Review

Paralympic sport CS4L/LTAD models - All stand-alone Paralympic sports have either completed or are in the process of completing their LTAD model.

Alignment of P/TSOs with their NSO LTAD model - Based on the results of the surveys of sport organizations, P/TSOs (84%) were much more likely than NSOs (48%) to agree that the P/TSOs have aligned their policies with the appropriate sport specific LTAD model. Most P/T government representatives (62%) also agreed that P/TSOs in their jurisdiction have aligned their policies with the appropriate sport specific LTAD model. One possible reason for this discrepancy is that P/TSOs have a more optimistic view of the work they are undertaking than do NSOs who perhaps have a more realistic perception of the extent of work involved in CS4L/LTAD implementation. It is also possible that P/TSOs responses are characteristic of a social desirability bias common in opinion surveys and that they are responding in a way that casts their organization in a positive light. These findings speak again to the need for greater communication within sport organizations when there are such divergent views between national and P/T level organizations.

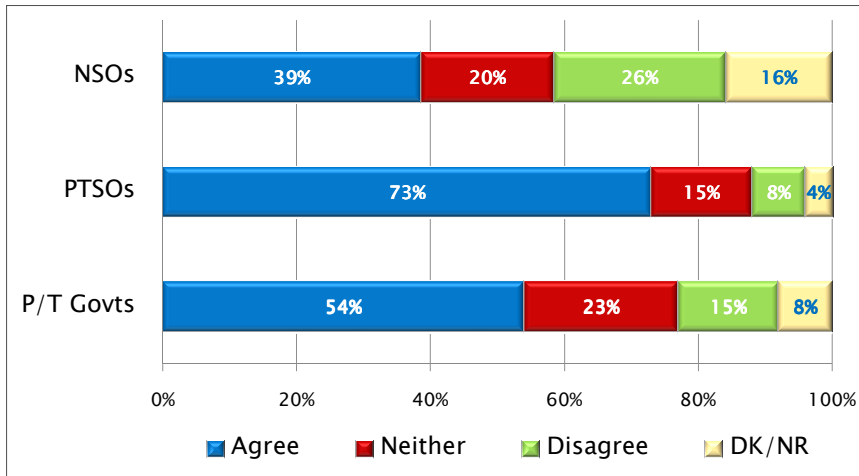
“Overall, do you agree or disagree that P/TSOs (or your SO) have aligned policies with the appropriate NSO LTAD model?”



P/TSO implementation of their sport’s LTAD model - The pattern of survey responses shown in the previous graph is similar for levels of agreement that P/TSOs have implemented their LTAD model through programs and activities.

A majority of P/TSOs (73%) and P/T governments (54%) agreed that P/TSOs have implemented their LTAD model. NSOs (39%) were less likely to agree.

“Overall, do you agree or disagree that P/TSOs (or your SO) have implemented the appropriate NSO LTAD model through its programs and activities?”



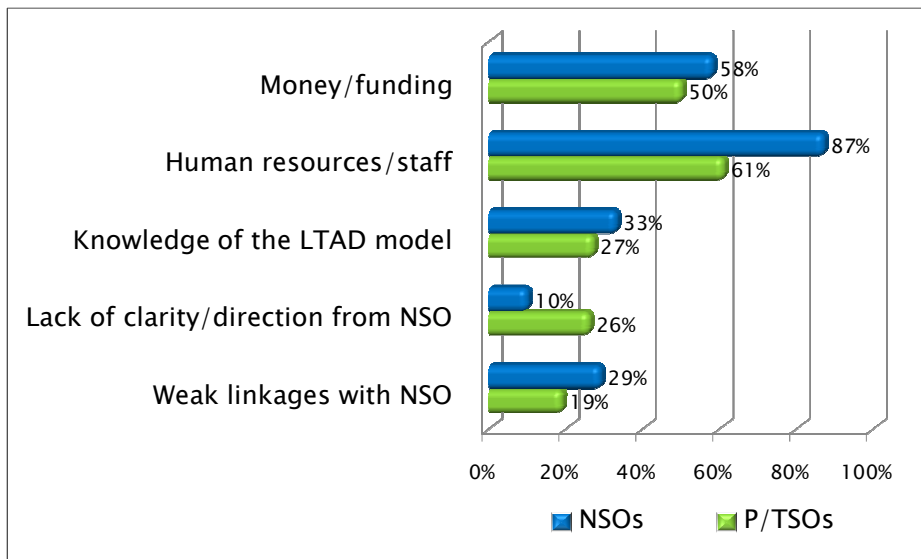
Key informants advised that those P/TSOs that had not aligned their policies and programs lacked the capacity to do so, either because they were wholly volunteer or because of lack of engagement of P/TSOs by NSOs during the design phase or poor communication/ awareness. This finding was reinforced by NSOs and P/TSOs in the survey.

NSOs and P/TSOs identified funding and human resources as the two most significant barriers to P/TSO alignment with and implementation of their CS4L/LTAD model.

- 87% of NSOs and 61% of P/TSOs identified human resources and staff as a barrier.
- 58% of NSOs and 50% of P/TSOs identified money and funding as a barrier.

Other barriers to P/TSO alignment and implementation of CS4L/LTAD models identified by NSOs and P/TSOs include a lack of knowledge of the CS4L/LTAD model (33% of NSOs and 27% of P/TSOs), a lack of clarity or direction from the NSO (10% of NSOs and 26% of P/TSOs), and weak linkages with the NSO (29% of NSOs and 19% of P/TSOs).

“Barriers to alignment of P/TSO policies with the NSO LTAD model and with the implementation of the CS4L/LTAD”



Factors that contributed to success in CS4L/LTAD P/TSO alignment included the engagement of the provincial/territorial government in providing leadership either through funding to P/TSOs or designating a staff position to the role of “CS4L/LTAD coordinator”. Additionally, in three P/Ts, P/TSO funding is now contingent on alignment which has also contributed to advancing alignment.

There has been less success at the provincial/territorial level with the alignment of the Education sector’s policies and programs with the CS4L/LTAD model. Key informants reported that the physical education curriculum in four P/Ts has integrated the concept of physical literacy at the elementary school level, but only one P/T has aligned its physical education curriculum fully through all stages of the CS4L/LTAD and through all grades. There is progress, however, as inter-departmental meetings are underway in three P/Ts with the objective of aligning physical education curriculum.

In other P/Ts, as reported in both key informant interviews and the Discussion Group, it is a challenge to achieve this level of alignment with both generalist and physical education teachers and other Education representatives displaying a lack of awareness/understanding of the key elements of the model.

Coaching Capacity

Introduction of enhancements to the National Coaching Certification Program -

Significant changes to the National Coaching Certification Program were introduced in 2005 by the Coaching Association of Canada. The updated program, referred to as the “new” NCCP by Sport Canada, includes three streams (Community Sport, Competition, and Instruction) and eight contexts based on Community Sport, Competition, and Instruction.

Increases in the number of fully-qualified coaches - Between 2000 and 2008, a total of approximately 178,000 coaches were fully trained and/or certified through the old and new NCCP. Data is not available on a breakdown between old and new NCCP. This represents 52,000 more coaches than the number fully trained and/or certified between 1996 and 2003 - a 41% increase over the two four year cycles (the cycles are based on Sport Canada's Sport Funding and Accountability Framework - SFAF). Over these two time periods, the proportion of all coaches in training who were certified or fully trained increased from 25% to 35%.

Numerical and percentage increase in fully-trained / certified coaches

	1999/00 - 2003/04	2004/05 - 2008/09	Number increase	Percentage increase
Women	35,686	45,539	9,853	27.6%
Men	90,320	132,184	41,854	46.4%
Total	126,006	177,723	51,717	41.0%

Male and female coaches - The numbers of both male and female fully trained/certified coaches increased between the 1999/00-2003/04 and 2004/05-2008/09 time periods (i.e., as calculated for the SFAF III and SFAF IV Assessment Cycles). While the overall numbers of both men and women coaches increased, the percentage of all coaches becoming fully-trained/certified who are women declined slightly over the two time periods, from 28% (35,686 of 126,006) to 26% (45,539 of 177,723).

Spending by Governments on Sport Infrastructure

The infrastructure program indicator has been met, with nine P/T governments reporting that they have dedicated infrastructure funds in operation on average for six years. While some of these were extant prior to the Canadian Sport Policy, six funds have been established since 2002. The federal government announced a dedicated fund in 2009/10 with funding over two years. There is an upward trend in the spending over the last four years (since 05/06), with little data prior to that year.

In the 2008/09 year, funding from all sources across 13 P/Ts totaled \$460 million, while funding commitments from the federal government from all sources in the same year totaled: \$331.1 million¹². Funding commitments from dedicated funds from sport and recreation totaled \$323 million for nine provincial/territorial governments in 2008/09 and \$500 million for the federal government in 2009/10¹³.

Research

The objective of using research to play an essential role in evidence-based sport policy and programs cannot be said to have been met. Only one third of governments indicated that they are using research to underpin policy, and a general observation from Discussion Groups that

¹² This does not include \$290 million in funding for VANOC infrastructure which was not allocated by year.

¹³ The federal government dedicated fund amount of \$500 million is spread over two years.

although research exists with a few exceptions, it is generally not being used. The Sport Canada research initiative was lauded by some who credited Sport Canada with initiating important research and regretted that it was not distributed more widely. However, others in one of the Discussion Groups questioned the usefulness of some of the research being funded. Key informants agreed that more could be done to make use of research in policy development, but that they were limited by lack of resources. Sport Canada stood apart from the P/Ts on this point and observed that research is being used in policy development at the federal level and that they were not limited by lack of resources.

Investments by Sport Canada in council-based research - Sport Canada has provided approximately \$2.7 million in funding for research over the last four years. The funding is provided through the Social Sciences and Humanities Research Council (SSHRC). From 2006/07 to 2009/10, the total amounts of funding committed to council-based research are as follows (to the nearest \$1,000):

- 2006/2007 - \$498,000
- 2007/2008 - \$682,000
- 2008/2009 - \$887,000
- 2009/2010 - \$609,000
- 2010/2011 - \$600,000 (forecast)
- 2011/2012 - \$600,000 (forecast)

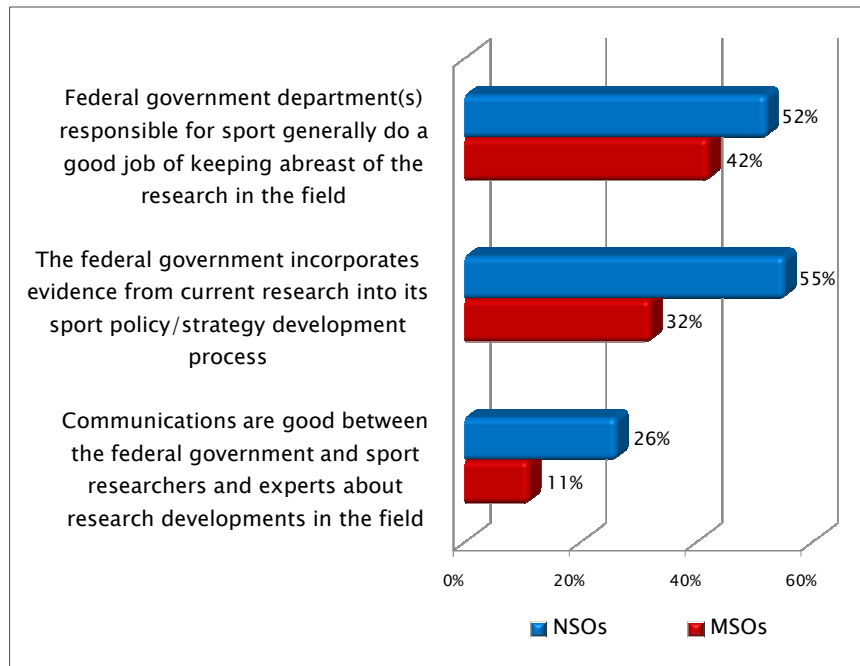
The forecasts of funding for research for 2010/11 and 2011/12 are based on amounts already committed to ongoing projects (approximately \$325,000 for 2010/11 and \$191,000 for 2011/12) plus additional funding for new projects to a total of approximately \$600,000 per year. The final amounts will depend on forthcoming decisions about funding new projects.

Opinions about the role of research in federal government sport policy development

The opinions of sport organizations are fairly positive about the federal government's use of research in sport policy development. For NSOs, about half agreed that the federal government does a good job of keeping abreast of research in the field (52%) and in incorporating the results of research into the policy/strategy development process (55%). MSOs were somewhat less positive, with 42% and 32%, respectively, agreeing with these two statements. It is important to note that relatively few of the rest of the NSOs and MSOs disagreed with these statements: most did not know or neither agreed nor disagreed.

Both NSOs and MSOs were much less positive about communications between the federal government and (researchers and experts) about research developments in the field. Just 26% of NSOs and 11% of MSOs agreed that these communications have been good.

Role of research in sport policy development: Federal Government



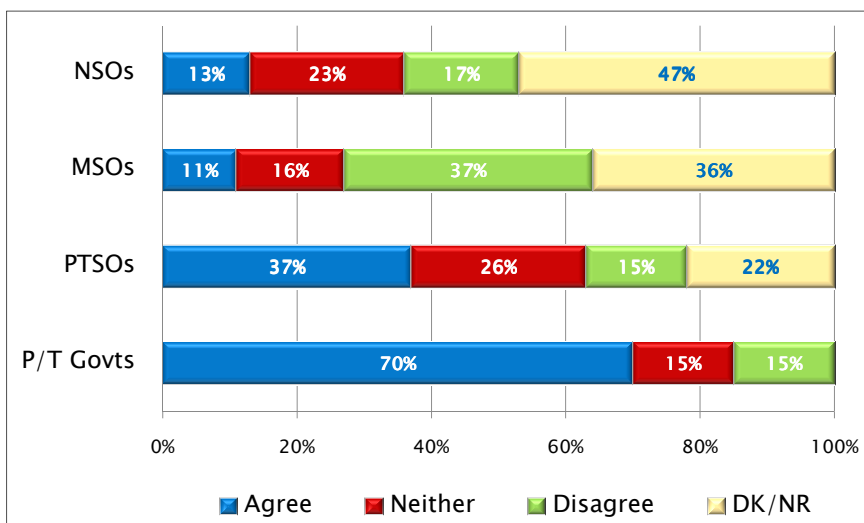
Opinions about the role of research in P/T government sport policy development - P/T governments are much more positive than sport organizations about the extent to which they incorporate evidence from current research into their sport policy or sport strategy development. Overall, 70% of P/T governments agreed that they use research in policy/strategy development compared to just 37% of P/TSOs. National-level sport organizations are very sceptical, with just 13% of NSOs and 11% of MSOs agreeing that P/T governments incorporate research into policy/strategy development (although a large number also indicated that they do not know).

This pattern of responses was very similar for two other related questions:

- 1) Whether P/T government departments and agencies responsible for sport do a good job of keeping abreast of research in the field, and
- 2) Whether communications are good between P/T governments and (researchers and experts) about research developments in the field.

P/T governments expressed much more positive opinions than sport organizations, particularly national-level organizations, about both keeping abreast of research and communications between their governments and researchers.

P/T governments incorporate evidence from current research into their sport policy/strategy development process



Hosting Sport Events

Hosting major sport events was identified prior to the Policy as an area of concern for governments because of governments’ lack of control over the decision to host that often had significant financial implications. The federal government *Policy for Hosting International Sport Events* was in practice sometimes bypassed as prior to the Canadian Sport Policy, any community could decide that it wanted to host an international sport event—from a single sport world championship to the Olympic/Paralympic Games. If they were able to engage the interest and commitment of their municipal council and provincial/territorial government they were often able to mount a bid. There was no requirement to engage the NSO.

Through the work in implementing the Canadian Sport Policy a *Strategic Framework for Hosting International Sport Events* was developed and endorsed by all governments. It set out a process for bidding, included funding from Sport Canada to support bids, and also set targets for hosting sport events and major Games. These targets have been met and in some cases exceeded. While it was an intention of the *Strategic Framework* not to exceed the target, the fact that there was a *Strategic Framework* in place encouraged interaction among P/Ts, better coordination for bidding and clarified responsibilities between the federal government, P/Ts and municipalities.

The targets for hosting international single sport events in Canada are presented in the *Strategic Framework for Hosting International Sport Events in Canada*. These targets are one event every two years for larger Tier II events (over \$250,000) and 30 or more events per year for smaller Tier I events (under \$250,000). Both of these hosting targets were exceeded over the five-year period from 2004/05 to 2008/09. There were seven Tier II events and 278 Tier I events over this time period.

The target for major multi-sport Games of two every 10 years has been met and not yet exceeded, assuming that the Vancouver 2010 Olympic/Paralympic Games is the one event.

The next major multi-sport event to be hosted in Canada will be the 2015 Pan/Parapan American Games which will be held outside the timeframe for the Canadian Sport Policy.

Hosting of International Single Sport Events

Targets*	2004/05 to 2008/09	
	Total number of events	Average per year (over 5 years)
Tier II (over \$250K) - one event every two years	7	1.4
Tier I (under \$250K) - 30 or more events per year	278	55.6
*from the <i>Strategic Framework for Hosting International Sport Events in Canada</i>		

P/T SO Capacity: Staff

A key contributor to capacity within the sport system is staff in sport organizations working under the direction of volunteer Boards of Directors, to accomplish organizational objectives. At the national level, Canada has 83 sport organizations: 54 NSOs and 29 MSOs. At the P/T level there are 705 provincial/territorial sport organizations (P/TSOs).

P/T government representatives were consulted about the employment of staff by P/T Sport Organizations in their jurisdiction. By their estimates, 557 P/TSOs in 11 of the 13 jurisdictions (with missing data from Ontario and Québec) employed a total of approximately 750 full-time staff (based on full-time equivalents - FTEs).

- Seven provinces reported that at least 50% of their PSOs employed staff (including Ontario, which provided an estimate for this measure).
- Five provinces reported that at least 75% of their PSOs employed staff.
- The four western provinces all reported that their PSOs employed at least 130 FTEs (with Manitoba reporting the most at 160).

Several P/T government representatives indicated that the bilateral agreements initiated by Sport Canada provided funding that contributed to P/TSO staff increases.

Key informants advised that staff numbers have increased in the majority of cases which they attributed to support from the bilateral agreements. This indicator was thus determined to have been met.

Volunteer Contributions to Sport

The data on volunteering in the sport sector in Canada is very limited. What little information that is available suggests that volunteering in the sport sector has remained stable in recent years. In 2009, Statistics Canada released the report on the *Canadian Survey of Giving, Volunteering, and Participation* (CSGVP). This survey was piloted in 2004 and conducted nationally in 2007. The survey included questions related to volunteering for "sport and recreation" organizations, a category that was defined broadly and includes "organizations and

activities related to amateur sports (including fitness and wellness centres) and recreation and social clubs (including service clubs)."

The only measure that can be tracked over time is the total average number of hours spent volunteering for sport and recreation organizations. This indicator remained essentially unchanged from 2004 (122 hours) to 2007 (119 hours) - a difference of less than 3%. Two other relevant indicators about sport volunteering from the 2007 CSGVP are as follows:

- 11% of adult Canadians aged 15 and over volunteered for sport and recreation organizations and
- 17% of all hours spent volunteering was given to sport and recreation organizations.

The measure of the number, quality and retention rate of volunteers in sport was whether the number of volunteers was maintained or increased. This indicator was met based on information provided by Volunteer Canada, where it was found that although the number of hours volunteered per person appears to have dropped, it is unlikely that the 3% difference between 2007 and 2004 is statistically significant. Consequently, it is concluded that this number is the same and the indicator has been met.

Interaction

There has been extremely good progress on the Interaction goal with all of the indicators either met or showing progress towards being met. Intergovernmental and intra-governmental collaboration has increased. Prior to the Policy, there were no bilateral agreements between the federal and individual provincial/territorial governments. In the first three years (2002-2005) after the Policy was endorsed, 64 bilateral projects were initiated, which increased to 127 in the following three years (2005 - 2008).

Key informants and Discussion Group participants reflected on the lack of coordination amongst governments prior to the Policy. It was noted that the sport portion of Ministers' Conferences focused on the Canada Games and coaching and other issues as were raised by individual jurisdictions. FPTSC meetings reflected that lack of focus and its work was not coordinated but was topic specific. Since the Policy, with a common set of goals and an agreed-upon workplan, inter-governmental efforts have been much more coordinated.

The inclusion of sport and physical activity as a key element in policy and program development in sectors such as health, education, justice, social services, Aboriginal affairs, children and youth has shown more progress at the provincial/territorial level than federally. Projects at the provincial/territorial level focused on the Participation goal (physical activity and healthy eating) with departments responsible for Health, Education, Children and Youth Social Services, Justice, and Aboriginal affairs, and the Capacity goal (hosting, infrastructure) with departments responsible for economic affairs and infrastructure. Key informants were unable to state whether sport and physical activity were a “key element in policy/program development” in these departments.

Overall, the involvement of sport organizations in public policy and program planning with governments has increased as measured by the number of policies and programs developed by governments with sport organizations' influence. More P/T governments report that sport organizations' influence has increased than indicate that it has not changed. Examples of involvement of sport organizations in sport policy and program development include consultations prior to design, involvement in bidding for sport events, identifying the impact of harmonized sales tax on sport delivery.

Predictably, the perspective of governments differs on this measure from that of sport organizations. While P/T governments may perceive that the influence of sport organizations has increased, this increase in influence does not appear to have met the expectations of sport organizations. NSOs, MSOs, and P/TSOs all reported that as far as they were concerned, Sport Canada has involved sport organizations in policy/strategy development to a much greater extent than P/T governments.

Likewise, the engagement of the sport sector by FPTSC did not meet sport organizations' expectations, possibly because the FPTSC is an intergovernmental body and not only reflects the perspective of the federal government but also includes provinces and territories. This came from one of the Discussion Groups¹⁴ where representatives expressed the view that, although they had been involved in FPTSC Work Groups, efforts to engage with FPTSC further

¹⁴ This Discussion Group comprised nine individuals, eight of whom represented sport organizations (five from the P/T level, three national level) and one representative of a P/T government.

were not yet successful, leaving them to ask “*whose Policy is it—everyone’s or just governments’?*”

Progress has been made on the development of stronger relations between sport organizations and the Education sector. About half of MSOs, P/TSOs and P/T governments, but only one-quarter of NSOs, agreed that sport organizations have developed stronger relations with educational institutions overall over the last five years, related to the implementation of the Canadian Sport Policy. The more pessimistic perspective of NSOs may be due to their lack of knowledge of what is happening at the P/T level.

Successes

Sport Canada key informants observed that the additional resources towards the Excellence goal (athlete assistance, hosting, funding to OTP) resulted in success in that area. It was additionally noted that the Policy caused a fundamental transformation away from seeing participation and excellence as mutually exclusive, but rather seeing them as complementary and mutually supportive.

P/T key informants were clear that the biggest contributor to the success of the Policy was the introduction of additional resources into the sport system by Sport Canada through the bilateral agreements. This leadership move by Sport Canada not only galvanized P/T governments into matching the funds proffered by the federal government, but, through allowing experimentation on participation-related programs, resulted in the gathering of more information about what did and did not work within individual P/Ts.

Key informants also referenced the common framework of the Policy that not only permitted the F-P/T government departments responsible for sport to work collaboratively, but it helped “explain sport” to others. Examples were provided of elected officials and workers from other government departments as well as the public becoming informed of the goals within the sport system, and coming to a better understanding of the benefits of sport as a result.

Discussion Group participants noted that while the greatest progress from their standpoint was in interaction, it is also the goal where the greatest challenges remained. Success was marked by the involvement of sport organizations in government planning exercises, in various sport organizations coming together (e.g., colleges and university sport organizations’ joint planning initiative) and more of a sense that “we are all in this together”. However in other circumstances where opportunities for interaction and collaboration have existed (e.g. two competing bids for two major Games in the same year) little of this took place, suggesting that there is still room for improvement.

Shortcomings

Key informants commented on shortcomings of the Policy that may have impeded the extent to which the goals were achieved. The views were rather diffuse but the greatest number noted that insufficient financial resources had been assigned to implementation. This delayed implementation of some actions to the extent that, for example, targets were not established until late into the life of the Policy, meaning that actions toward achieving those targets

could not begin in earnest. Some of these targets could not be set until benchmarks had been laid down and this too was delayed by insufficient funds.

Benchmarks were also used for performance measurement and by establishing them later in the life of the Policy, it made it difficult if not impossible to measure change over time, or to determine if the goals had been fully achieved. More attention appears to have been paid to implementing the Policy than to measuring whether the Policy was achieving its goals. All who noted this went further to observe that future progress should focus on continuing implementation and that no new goals should be added.

At the P/T level, the insufficient financial resources assigned to implementation is reflected in the capacity of P/TSOs. As key partners in the sport delivery system, P/TSOs' capacity to implement the Policy and the Canadian Sport for Life/Long-term Athlete Development model (CS4L/LTAD) and to align their policies with NSOs can contribute significantly to progress in the development of the sport system. Conversely, lack of resources can be a substantial barrier. P/TSOs were challenged to find the resources—half of these organizations have no staff and are operated by volunteers only—to undertake tasks seen as additional to the day-to-day delivery of their sport.

A number of key informants noted that work to achieve the excellence goal had not filtered down to the provincial/territorial level and the training environment for high performance athletes was not yet accessible to provincial level athletes. This observation was related to the resources assigned to implementation of the Policy at both the federal and provincial/territorial levels of government. Discussion Group participants further noted that to build an effective high performance system, Own the Podium needed to link more effectively with the provincial/territorial level of the sport development system.

Impact

Summary

The overall impact of the Policy on sport in Canada has been positive. However, based on available data, impact on designated groups has been limited. Unexpected positive impacts have included the infusion of funds from the bilateral agreements and the development of the Canadian Sport for Life model. Progress has been made with respect to Canada's world position in Excellence, and despite declining within Canada Participation has remained stable in comparison with other countries.

Findings from all lines of Evidence

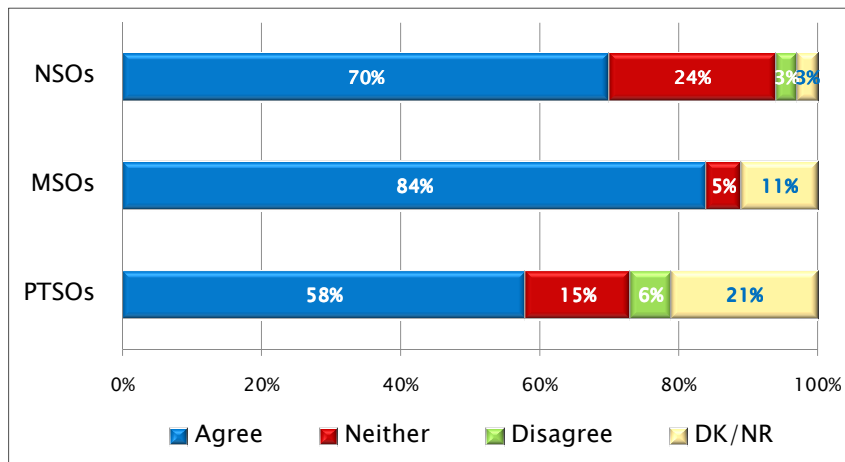
Almost every one of the key informants observed that the Canadian Sport Policy has had a positive impact on sport in Canada. The Policy offered an overall direction and vision for those involved in the sport system that was felt most keenly amongst F-P/T governments, where an approach that is clearer, more coherent and more coordinated has had a significant impact. Discussion Group participants supported this view, noting that the Policy had provided a plan, a framework, coherence and a common approach that all sport system participants could understand, from the national to the municipal level.

Additionally, once the common framework was articulated it served as a stimulus for action and attracted new resources to implement the Policy, most notably at the federal level where the budget of Sport Canada almost doubled over the life of the Policy. Most governments used the Canadian Sport Policy as a key reference document in submissions to Cabinet, Treasury Board and in Ministerial briefings or to explain why certain projects were being undertaken.

The document review shows that in successive presentations to Ministers' Conferences, officials reported that "the Policy was having an impact", and provided evidence that the Policy resulted in the development of provincial/territorial strategies with aligned goals and objectives.

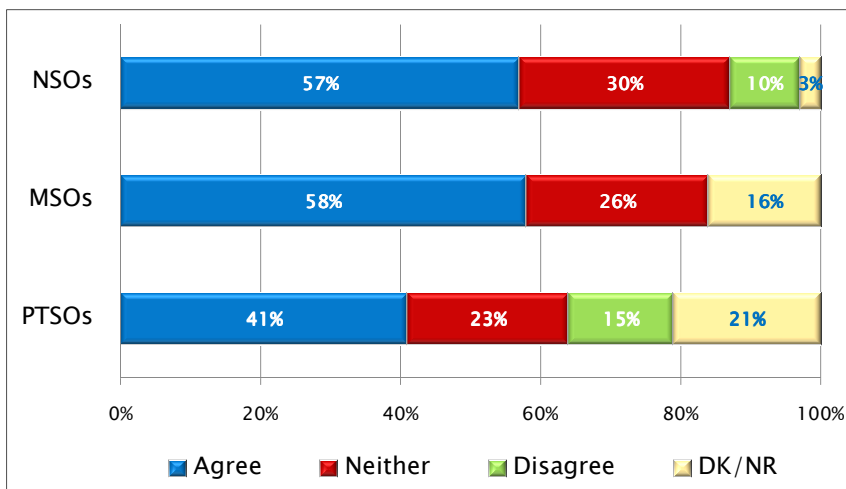
This view is supported by findings from the survey of sport organizations with a strong majority of national level sport organizations observing that the Policy has had a positive effect on sport in Canada.

“The Canadian Sport Policy has had a positive impact on sport in Canada”



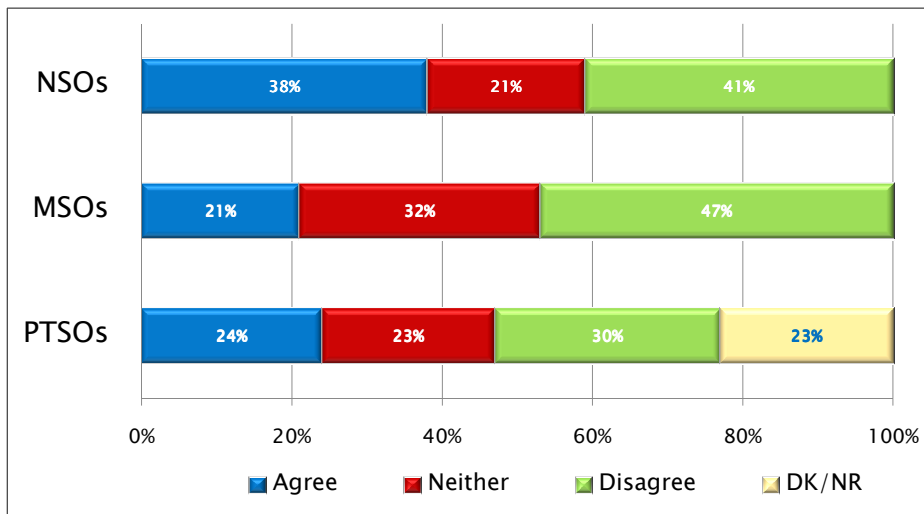
Additionally, a majority of sport organizations at the national level also reported that the Canadian Sport Policy had a positive impact on their sport. Findings were less certain at the provincial/territorial level where turnover in sport organizations’ leadership is higher and consequently, fewer respondents (either staff or volunteer leaders) may have been familiar with the Policy. This observation is supported by the 21% who indicated that they did not know.

“The Canadian Sport Policy has had a positive impact on our sport”



Survey respondents were less certain about whether to attribute changes in the Canadian sport system to the Canadian Sport Policy or to other factors that they may have been familiar with. Again, the national level sport organizations were more certain about this than provincial/territorial level organizations likely for the same reason mentioned above. Unfortunately, because there were no key informant interviews of sport organization representatives, it is not really possible to know why they may have made these observations.

“Recent progress in sport in Canada has little to do with the Canadian Sport Policy”



A small number of key informants commented that Canada’s world position with regard to excellence in winter sport had improved dramatically, a change which could be attributed to the Canadian Sport Policy and the additional resources targeted at certain sports by Sport Canada through OTP. In participation, international comparative data suggests that Canada has similar participation rates in sport and physical activity to many other leading sport nations, even though participation may be stable or declining within this country.

Some key informants noted that the Policy had resulted in the development of a provincial strategy with aligned goals and objectives, that the Policy had lead to the development of the CS4L/LTAD and the alignment of the Canada Games with CS4L/LTAD, which were all seen as positive steps.

Other positive impacts noted were the infrastructure program and that the True Sport Strategy (ethics strategy) had been created. However, the overall decline in sport participation was reported as reflective of (lack of) resources assigned to implement this element of the Policy.

Views were split among key informants about the impact that the Policy had on designated groups. Some reported that it had resulted in greater participation of women and girls and persons with a disability while others reported that the Policy had not effectively impacted designated groups—women and girls, persons with a disability, ethno-cultural groups –and that there was still work to be done.

Likewise, the views were split about the impact on Aboriginal peoples, with a substantial number noting that progress had been made and that there was some momentum. However, a minority of key informants noted that Aboriginal participants were still struggling within the Canadian sport system and they were not sure that what had been achieved thus far, met Aboriginal peoples’ definition of “meaningful participation”.

Although targets have been set to increase the participation of girls and women, and preliminary steps have been taken to collect baseline information on Aboriginal peoples' participation, objective measures of overall participation show a decline. At present it can only be concluded that the Canadian Sport Policy has not yet had an impact on designated groups.

There were three unexpected outcomes that were noted, two positive and one negative. Key informants noted that one positive unexpected outcome was the bilateral agreements that resulted in new P/T resources that would not have come without the matching federal funding. Other key informants referred to the development of the CS4L/LTAD as an unexpected and significant outcome of the Policy. The negative unexpected outcome was that the new NCCP has taken longer than anticipated to implement fully and also that it has had the effect of professionalizing coaches. Professionalization was seen as leading to a reduction in volunteers, as fewer volunteers were willing to participate in the training, certification, reviews, etc. required to acquire and maintain a coaching certificate.

Continued Relevance

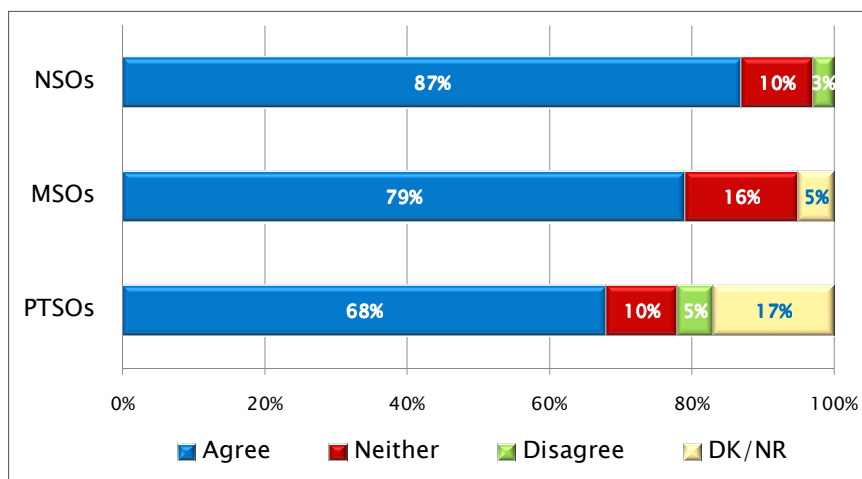
Summary

Participants consulted for this study agreed that the Canadian Sport Policy remained relevant and is considered essential in guiding/directing, and as a unifying force in, the sport system in Canada. The Policy provided a vision and an opportunity for alignment by defining common goals and objectives and is the mechanism by which progress can, and is being made to grow sport in Canada. Not only did it provide structure but it set a good direction.

Findings from all lines of Evidence

There is very strong support among sport organizations for continuing the Canadian Sport Policy to improve sport in Canada, an indicator of continued relevance. Among national-level organizations, 87% of NSOs and 79% of MSOs agreed that there is a continuing need for a policy such as the Canadian Sport Policy. Levels of support are slightly lower for P/TSOs (68% agreed with the need), mainly because more P/TSOs do not know enough about the Policy to provide a response.

“To improve sport in Canada, there is a continuing need for a policy such as the Canadian Sport Policy”



The context of sport in Canada has changed in the eight years since the Policy was endorsed by governments. Public awareness has increased about obesity and more funding and attention is being brought to the solutions including healthy eating and physical activity. Sport is a part of physical activity and more NGOs outside the sport sector and government departments responsible for health promotion, children and youth, social services, family, human resources, Aboriginal affairs, and others have recognized that sport is part of the solution.

As a direct result of the Policy, significant additional financial resources were contributed to the sport system by Sport Canada in support of Excellence and Capacity (athlete assistance, additional funding to NSOs, targeted funding to sports through Own the Podium, implementation of the CS4L/LTAD, hosting support, support for implementation of the new NCCP) funding which over the life of the Policy almost doubled.

As part of these additional funds, financial resources were added to the provincial/territorial sport system through bilateral agreements, initiated by Sport Canada. This permitted experimentation at the provincial/territorial level on different types of programs to support sport participation, in addition to supporting capacity within the system through funding staff positions, coaching and CS4L/LTAD implementation. Key informants at the P/T level noted that more resources are needed to continue these initiatives and to have a measurable impact.

A dedicated infrastructure program within the majority of jurisdictions is resulting in improvements to sport and recreation facilities, which will provide more opportunities for Canadians to participate in sport at all levels, although the size of the programs in comparison to the size of the infrastructure deficit suggests that infrastructure spending needs to continue to be a priority.

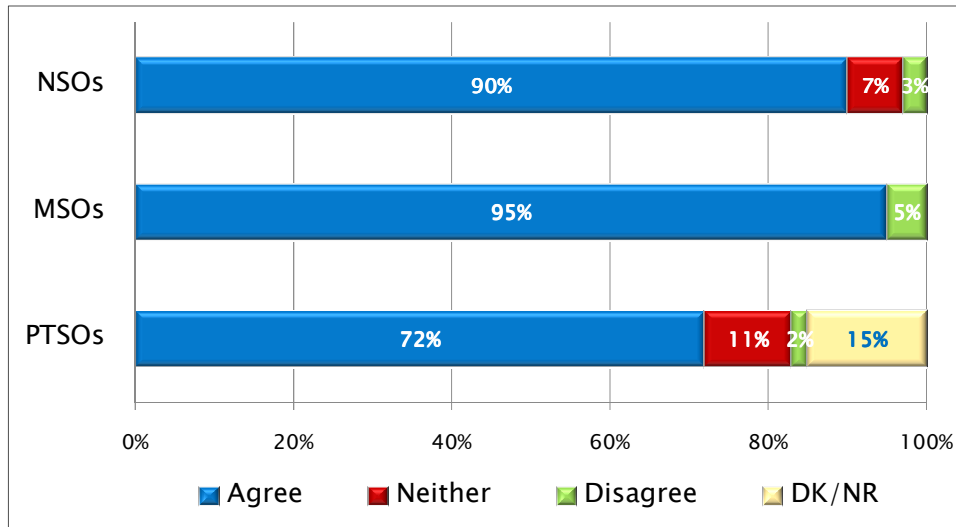
There was general agreement among key informants and Discussion Group participants that the Policy needs updating, but not necessarily by changing the goals; that really only “minor tweaking” was needed. A majority of key informants reported that quality sport participation continues to be a priority and that there was a need to ensure that community sport participation was not lost in the next version of the Policy, that rural Canada with its associated difficulties of access, lack of facilities, etc, needed to be remembered. A substantial group of key informants also noted that a renewed Policy should emphasize capacity, including infrastructure, as it remains a challenge.

A number of key informants observed that the profile of the Policy had been lost, that is the extent to which it is a defining theme in governments’ dealings with the sport sector. This was supported by the high number of “don’t know” responses to a number of questions on the sport organizations’ survey. The fact that so many sport organizations were unable to comment, and some actually asked the consultants where they could access the Policy to review in advance of completing the questionnaire speaks to the finding that within the sport sector the Policy has declined in profile and importance.

A large majority of sport organizations, particularly national-level organizations, agreed that governments need to make a more serious commitment to implementation of the goals of the Canadian Sport Policy. Among NSOs, sports not targeted by Sport Canada for additional funding were more likely to agree: 100% agreed compared to 80% of targeted sports. Team sports also were more likely to agree: 100% of NSOs from team sports agreed compared to 86% of NSOs in individual sports.

Some of the follow-up comments made by survey respondents to explain these ratings dealt with the need for governments to work together to implement the policy, the need to do more to engage local governments, and the need for a greater financial commitment.

“Governments need to make a more serious commitment to implementation of the goals of the Canadian Sport Policy”



As key informants considered further priorities for a new Policy the following areas of emphasis were noted:

- Putting priority on under-represented groups especially ethno-cultural groups,
- Giving greater prominence to the Active For Life component of CS4L/LTAD, in light of the aging population; and
- Focusing excellence also at the provincial-level through the provision of access to technology, sport science, sport medicine to provincial level athletes and coaches, in addition to the resources made available at present for national-level athletes.

There was some suggestion that a new Policy should focus on more wide-ranging concepts such as social cohesion or healthy communities or even that a new Policy should encompass physical activity. Others reflected that including physical activity would “water-down” the importance of sport. It might also be observed that concepts of social cohesion and healthy communities are more by-products of sport participation and that many other factors contribute to these constructs such as employment, income, health, education and housing.

Expert Panel

The first draft of the Final Report was made available to the Expert Panel and a conference call was held after the review. These comments summarize the focus of the conversation and were reviewed by the Expert who participated in this conference call.

General comments:

Overall, the draft final report is much stronger and clearer than the PowerPoint (PPT) document. Having tables included with explanations made a significant difference, as did clearly stating what were the evaluation questions and the responses that were supported by the data. It went much farther in addressing the same questions that were outlined in the PPT presentation, but clarified and gave nuances that were not available in the presentation format.

Attribution

The Canadian Sport Policy Evaluation Framework used performance measures to answer the evaluation questions, rather than employing a rigorous evaluation design to prove causation. As noted by the Government of Canada's Treasury Board Secretariat and in articles by evaluation experts, such as Dr. John Mayne, performance measures are primarily tools to inform management decision-making, as opposed to a scientific evaluation method that is intended to prove causation.

Having noted that the evaluation process was not designed to prove causation or attribution, (that might be accomplished by a randomized control group trial or a double-blind drug test where it is possible to say with certainty that the "treatment" applied to the experimental group "caused" the change), the Experts observed that the Evaluation Framework was intended as a management tool to allow a "reasonable person" to conclude that indicators showed that the Policy was moving in the right direction.

In some areas, the findings are stronger than others that the Canadian Sport Policy was a significant contributor to the change. There are some areas where data is missing either because it has not yet been provided or because the sport organizations who responded to the survey answered "don't know/no response". The lack of information varies by level (national, provincial/territorial, local) depending on the question asked. However, given the apparent effectiveness in the Interaction goal, there is strong evidence that the Canadian Sport Policy is moving sport in Canada in the direction it should, while still not being "scientific evidence" of causation.

It was noted that in a complex, multi-level policy such as this one, many factors may have an impact thus making it difficult to assess exact overall incremental impacts. The Expert Panel referenced the CS4L/LTAD as an unanticipated positive effect, and noted that the model identified the many aspects to the sport system and also areas that needed to be addressed to build capacity to achieve performance priorities. The sheer number of factors impressed the Expert Panel with the complexity of the sport system.

It was further observed, especially when considering staffing levels within P/TSOs, that the expectation of detailed data collection by P/TSOs may have been beyond their abilities. Without detailed data it is difficult to clearly assign attribution.

When taken together, the evaluation findings based on the Framework's indicators would build a case for causation based broadly on the notion "*where there is smoke there is fire*". Consequently, looking at all the data in aggregate, it is reasonable to conclude that the Canadian Sport Policy contributed significantly to the changes observed.

Comments on the report

The way the data is presented including the high number of don't knows is not usual for reports of this nature—usually, don't knows are removed from the calculations and the charts reflect only the views of those who stated an opinion. However this presentation format provides important information. For example, when 16% of NSOs don't know whether P/TSOs have aligned their programs with CS4L/LTAD, this may suggest that there is not enough communication vertically within sports. NSOs may not be taking the initiative to market the CS4L/LTAD to the other levels of the system and that more time may be needed before conclusions can be drawn.

The Experts appreciated the fact that the data were presented in this way (including don't knows), as it provided nuances about which levels (national or provincial/territorial) were able to provide information for the evaluation. It was noted that this is a of multi-level evaluation where some levels know information and others don't, making it difficult to draw overall conclusions; thus it is important to show these findings.

One of the Experts felt that the findings suggested the need for capacity building and implementation of capacity building, particularly at the local level, and the need to enhance communications. For example, 21% of PTSOs were not able to comment whether the Canadian Sport Policy had a positive impact on sport in Canada or on their sport. System alignment and integration are two elements that governments may want to consider including in the next iteration of the Policy.

In terms of presentation style and content, the steps that the evaluation consultants took to interpret results was helpful to understanding the impacts of the Policy; the Expert Panel felt that the evaluation consultants "*did not abdicate your responsibility, and were willing to state a judgment.*" Because of the complexity of the Policy, the interpretive comments made by the evaluation consultants serve as guides for the reader.

Again, in comparison with other sectors, the Expert Panel noted that with a policy at multiple levels, generally if something is not working, communication across levels may need to be strengthened.

The observation that the profile of Canadian Sport Policy has been lost and that sport organizations are not making the link back to the Policy of changes that have taken place, was linked again to communication. As noted, the Expert Panel referred to the finding that 21% of PTSOs did not know if the Canadian Sport Policy had a positive impact on their sport. The finding says nothing about the potential failure of the Policy but much about whether sport system participants knew about the Policy.

Conclusion

All in all, the report presents the evidence clearly and the evaluation is as fair as one could expect. The Expert Panel observed that the draft final report presented to them for review provided a much better basis for assessing the evaluation than the aggregation of preliminary documents and findings first provided to them. They also observed that they would not know what to do differently to portray the evaluation issues and findings in a more compelling manner—the facts are very clearly stated.

Conclusions and Recommendations

Considering data from all sources it can be concluded that the last eight years of the Canadian Sport Policy have been a success. Three out of the four Policy goals (Excellence, Capacity and Interaction) have been met, as reflected by the indicators contained in the Evaluation Framework. Participation remains an area of weakness.

The Canadian Sport Policy remains relevant to sport in Canada. Without an agreed-to Policy amongst all governments, sport in Canada would lose focus. As long as governments continue to provide the most (non-individual/family) funding to support involvement in sport it is critical that governments make decisions within a coherent and consistent framework such as that provided by the Policy.

Although the Policy is a government document, at the beginning, its implementation was promoted as a joint initiative with the sport sector. The *Priorities for Collaborative Action* were referred to as joint action plans for governments, but each of the work groups that FPTSC created to address the actions included sport sector representatives. Each province and territory was to create its own action plan and some proceeded to do so in conjunction with representatives from their sport sectors. The Interaction goal included initiatives to increase collaboration with the sport sector, and one of the key ways to accomplish that collaboration was through joint implementation of the Policy. Sport sector representatives were told and came to believe that implementing the Policy was a joint sector-government initiative.

Somewhere along the way, either because of turn-over in leadership in government or within the sport sector, or because of change of governments, or because the products of the Policy such as the CS4L/LTAD became more attractive, immediate and tangible, the Policy itself moved onto a “back burner” in governments’ dealings with the sport sector. It may still have been a foundation document for Treasury Board submissions within government departments and for Ministerial briefings but it was no longer front and centre in discussions with sport sector representatives about the future of sport in Canada.

From the perspective of the sport sector, governments appeared to lose interest in implementation of the Policy as, when the second *Priorities* was released, it had fewer actions, and less opportunity for the sport sector to become involved through FPTSC workgroups. From the perspective of Sport Canada, the federal government continued to make implementation of the Policy a priority as demonstrated by their engagement of sport system representatives in such initiatives as the Summer Olympic Team Sport System Initiative and the 2010 and Beyond Panel. But as shown by the responses to the survey questions, that message did not get through clearly enough to the national level sport organizations.

There is no doubt that the first *Priorities* taxed the capacity of governments to the limit. However, the approach taken to implementation raised expectations and in some jurisdictions spawned a new sense of confidence within the sport sector about their abilities to become involved in public policy. Discussion Group participants reported on a school sport initiative

that was underway, reported to be lead by the CS4L/LTAD Expert Group¹⁵ that could be connected to the FPTSC for review and consideration but currently this connection was not planned. This type of engagement is a positive outcome of the Interaction goal and governments need to be able to acknowledge and respond accordingly.

Additionally, the stages of the CS4L/LTAD model did not obviously mesh with the Participation/Excellence dichotomy of the Policy, yet provided a more acceptable approach to the description of how Canadians participate in sport. Sport organizations were able immediately to see how it could apply in their settings, and perhaps more importantly, organizations outside sport—both governmental and non-governmental—involved in education, health promotion, Aboriginal affairs and other sectors could more easily see how their objectives meshed with sport in the context of CS4L/LTAD than in the context of the Participation/Excellence dichotomy in the Canadian Sport Policy.

Significant additional resources have flowed into the sport system since the Policy was endorsed—there are more coaches, there is money for infrastructure, for the bilateral agreements, and targeted excellence money for high performance athletes, coaches, sport science and sport medicine personnel, and research. The Vancouver 2010 Olympic/Paralympic Games have heightened awareness of sport among Canadians and there appears to be an increased acceptance of high performance and excellence.

There is no question that a Sport Policy is needed in Canada. Whether it is the same Policy with minor tweaks or it is a new Policy with a different focus will depend in part on what comes out of a consultation. What is important is that F-P/T governments convey to the sport sector at large and the sport sector in their respective jurisdictions, the importance of a Canadian Sport Policy to governments and to sport in Canada.

At present, the evidence from this evaluation suggests that the sport sector is no longer aware of the importance of a joint Policy to governments; and sport organizations pay attention to what governments think is important. As sport organizations are the “foot soldiers” of governments in implementing a Policy, it is critical that sport organizations understand and accept the Policy’s importance. If sport organizations understand the importance, then they will make an effort to interact with other sport organizations, with governments, with health and education, they will make an effort to move towards values-based sport, they will understand the reason for implementing the CS4L/LTAD, they will see the importance of training more coaches, seeking to host more events, and on and on. When governments convey the importance of a joint Sport Policy, everyone is aligned in their purpose, as opposed to moving in divergent directions, and the sport system in Canada will continue to be strengthened.

As has been evidenced by the Evaluation Framework where most of the Capacity and Interaction indicators are in the jurisdiction of P/Ts, and those for the Excellence area are mostly the jurisdiction of Sport Canada, the implementation of key elements of the Policy was shared at both the federal and the P/T levels. Without the commitment of all (F-P/T) governments to full implementation, monitoring and evaluation of the goals of a Canadian Sport Policy, the sport system will never reach its full potential. At present, inter-

¹⁵ The work of the CS4L/LTAD Expert Group is funded by Sport Canada and all their initiatives are approved as part of Sport Canada’s CS4L/LTAD Implementation Framework.

governmental initiatives at the P/T level are undertaken “off the corner of the desk” and do not receive as much priority as P/T-based initiatives.

To further enhance implementation, the kinds of supports to the sport system that have been made available to higher level athletes must now reach deeper into the provincial/territorial systems. Likewise, to increase sport participation rates, P/T governments need to be engaged because of their responsibility for sectors that have so much impact on this such as education and health promotion and because sport organizations at the P/T level are challenged in capacity. P/TSOs’ capacity to implement the Policy and the Canadian Sport for Life/Long-term Athlete Development model (CS4L/LTAD) and to align their policies with NSOs is a significant barrier to continued progress in the development of the sport system. Until that capacity is addressed more fully, achievement of the participation goal (and full achievement of the capacity goal) will continue to remain elusive.

As recommended in the *Evaluation Assessment (2008)*, with the widely varying levels of capacity at the provincial/territorial level, it makes sense for data collection that would measure progress against indicators, to take place at the national level. At the national level, a consistent approach and adequate resources can yield meaningful results, if appropriate time and resources are assigned to data collection. As the next generation of a Sport Policy is developed, consideration should be given to the recommendations that were made in the *Evaluation Assessment*.

One way to begin drafting a new sport policy is through a comprehensive consultation process, involving elected officials and representatives from sport and other government departments, the sport sector and other NGOs, professional sport, and the media. The consultations should ideally be held in a similar fashion to those that gave rise to the existing Policy, that is, face-to-face with stakeholders and interested parties. However, if available funding precludes a cross-country tour similar to that undertaken in the development of the current Policy, there are other methods making use of technology that could be contemplated. The objective is to re-engage the new people who have taken on leadership roles in sport (both within government and the sport sector) since the first consultations were held for the existing Canadian Sport Policy.

In light of these conclusions, it is recommended that:

1. F-P/T governments become re-engaged in the implementation, monitoring and evaluation of the existing Policy; and in implementation, focus on the outstanding actions as well as determining what is needed in a new Policy; and that P/T governments emphasize the link between their P/T policy or strategy on sport and a Canadian Sport Policy, thus underlining the pan-Canadian nature and the value and importance of a Canadian Sport Policy to their respective sport sectors.
2. F-P/T governments undertake a comprehensive consultation that would begin with a review of the gains made in implementation of the current Policy almost in a “state of the nation” format, describing what has been done, what has not yet been done and seeking input on what should be done next. Participants in a consultation should include the sport sector (government departments for sport, recreation and physical activity and associated NGOs), other government departments (health, education, justice, children and youth, Aboriginal affairs, etc and associated NGOs), and elected

officials, thus reinforcing the importance of a common Policy to governments in general.

3. In developing a new Policy, F-P/T governments consider:
 - a. Using terminology from the Canadian Sport for Life model instead of the terms “Participation” and “Excellence” when emphasizing engaging people in sport participation and working towards excellence, and
 - b. Maintaining goals that address Capacity and Interaction.
4. F-P/T governments commit to joint Policy implementation with the sport sector through sector involvement in workgroups (such as those associated with the FPTSC) and other mechanisms that may be identified through a consultation process, thus conveying to the sport sector that while this may be governments’ policy, governments understand that achievement of complete implementation requires the full engagement of all the leaders in the sport system.
5. The Government of Canada maintain its leadership role through profiling the importance of the Policy and continuing to invest resources (through bilateral agreements that have the impact of encouraging action by P/T governments, support for high performance, hosting, infrastructure funds and other mechanisms), and ensuring the viability of a strong Canadian policy on sport.
6. The Provincial/Territorial governments commit commensurate with their means to a higher level of investment in P/TSO capacity.
7. The F-P/T governments commit to setting in place an evaluation framework at the same time that a new Policy is developed, commit to data collection throughout the life of a new Policy and include “report cards” to government and the public on an annual basis.

Appendix

A. Tables of evidence against Evaluation Framework questions and indicators

A. Assessment of evidence against questions and indicators

Canadian Sport Policy Evaluation Framework – Assessment of Evidence against Evaluation Questions and Indicators

SUMMARY TABLE:

Policy Goal	Met	Progress	Not Met	Unknown ¹⁶	% Met + Progress
Participation	1	2	1	2	50%
Excellence	10	3	0	2	87%
Capacity	11	6	0	1	94%
Interaction	5	3	0	0	100%
Totals:	27	14	1	5	87%

Evaluation Questions	Indicators	Assessment
PARTICIPATION		
1. Is a significantly higher portion of Canadians involved in quality sport activities?	Participation rates of Canadian population by significant age group, and P/T	Not met
2. Has the participation rate of underrepresented groups increased?	Participation rates of underrepresented groups by P/T	Unknown
3. Have the participation targets been established?	National Participation targets approved and announced by Ministers	Met

¹⁶ Unknown means that evaluation data has not yet been provided to the Evaluation consultants. Mostly the sources of unknown indicators are contained in the databases.

Evaluation Questions	Indicators	Assessment
4. Are more children & youth exposed to quality sport & physical activity in the school?	Number of children in Canadian primary and secondary schools exposed to 150 minutes or more of quality physical activity per week by P/T	Unknown
5. Has a case been developed for physical literacy in early childhood development; have partnerships been developed with appropriate departments?	Physical literacy essential element of F-P/T policy instruments	Progress
6. Has physical literacy been accepted as an integral part of early childhood development in Canada?	Number of physical literacy workshops conducted, including attendance	Progress
EXCELLENCE		
1. Are Canadians systematically achieving world-class results at the highest levels of international competition?	Ratio of Performance achievement targets being reached (as approved by Ministers for major games and sport system)	Progress
	Results from World Championships and Olympic Games using the World Ranking Index, focusing on medals, medals points and top 8 points	Met
	Number of sports winning medals at World Championships, Olympic and Paralympic Games	Met
	Potential medallists at Summer/Winter Olympic and Paralympic Games	Progress (Winter - Met, Summer - Unknown; Paralympic - Unknown)
2. Has the pool of talented athletes expanded? (Talented athletes to be defined as athletes competing in the International Arena [World Cup level])	Ratio of High Performance athlete expansion targets (as approved by Ministers for the sport system) being reached	Met - but targets not approved

Evaluation Questions	Indicators	Assessment
3. Has public support for amateur sport increased?	Percentage of (polled) public indicating strong support for amateur sport	Unknown
4. Are more athletes attaining results through fair and ethical means?	Ratio of positive doping tests on overall doping tests by sport	Met
5. To what extent has the Canada Games contribution to high performance athlete development increased?	Age classifications are aligned with the LTAD - training to compete stage	Met
	Number of Canada Games athletes who move on to participate with National Teams competing at international competitions	Unknown, 2008/09 baseline data only
6. Are the essential services (life and performance) being provided to nationally carded athletes by CSCs?	CSCs providing nationally carded athletes performance and life services	Met
7. Are the essential services being provided to provincially identified athletes? (varies by CSC)	CSCs providing provincially identified athletes performance and life services	Performance - Significant progress Life - Progress
8. Are nationally carded athletes reporting satisfaction with the services provided by CSCs?	Athletes reporting satisfaction	Met
9. Are essential services being provided to nationally carded athletes in the language of their choice?	Implementation of the Sport Canada Official Languages Plan	Met
10. Have performance targets been established and approved?	Excellence targets are approved and announced for sport achievement by Canadians	Met
11. Has the Canadian Sport Review Panel (Podium Canada) been named, announced and operationalized?	Canadian Sport Review Panel has been named and announced and is having meetings with recorded minutes	Met
CAPACITY		

Evaluation Questions	Indicators	Assessment
1. - Has the LTAD model been introduced?	The generic Canadian LTAD model has been developed	Met
	Ratio of NSOs/Special Olympics Canada that have adopted & adapted the generic LTAD model for their respective sports	Met
	Ratio of NSOs/Special Olympics Canada that have completed the Competition Review associated with the implementation of their LTAD models	Progress
2. Has Competency Based Education and Training (CBET) been implemented?	Number of NSOs that have implemented the contexts of CBET	Progress
3. How many coaches have been trained under the CBET approach to the National Coaching Certification Program?	Number of coaches trained in each context of the CBET	Met - growth higher for men than women
4. Have the principles of LTAD been implemented throughout the athlete development system?	P/TSO and Education Sector's implementation/alignment with NSO LTAD models	Progress (Met with P/TSOs; Not met with Education)
5. Are there more qualified coaches of both genders?	Numbers of qualified coaches at all levels (by gender)	Progress (Met, but level not known)
6. Are there more qualified French speaking coaches at the national level?	Number of qualified French speaking coaches working with national level high performance athletes (by sport)	Unknown
7. Are fully employed coaches satisfied with their working conditions?	Fully employed coaches satisfaction rate regarding working conditions (by gender, official language)	Met
8. Have governments established dedicated sport and recreation infrastructure funds?	Sport infrastructure programs approved and announced by governments	Met
9. What investment have governments made in	Amount of dollars committed to sport and	Met

Evaluation Questions	Indicators	Assessment
sport and recreation infrastructure?	recreation infrastructure (by government)	
	Amount of dedicated funds for sport and recreation infrastructure (by government)	Met
10. Is research playing an essential role in evidence-based sport policy programs?	Amount of dollars disbursed for council based programs for basic research	Met
	Use of evidence in new policy development	Progress (Met for Sport Canada and some P/Ts, Not met - other P/Ts)
11. Has the number, quality and retention rate of volunteers improved?	Maintenance or increase in number of sport volunteers in Canada	Met
12. Have targets for hosting single sport events and major games in Canada been met? (<i>Targets found in the Strategic Framework for Hosting International Sport Events in Canada</i>)	Two major multi-sport events every ten (10) years One Tier II international single sport event every two (2) years Thirty (30) or more Tier I international single sport events every year in Canada	Met
13. How many FTEs are employed by P/TSO, NSO & MSO?	Number of FTEs employed in Provincial/ Territorial sport organizations	Met
14. Have Performance Enhancement Teams (PET) been implemented?	Ratio of Olympic and Paralympic sports that have effective operating Performance Enhancement Teams. (Winter and Summer)	Progress
INTERACTION		
1. Has intergovernmental and intragovernmental collaboration increased?	Number of documented initiatives between and amongst governments towards the goals of the Canadian Sport Policy	Met
2. Are policy and program areas, such as health, justice, social services, and education, including sport and physical activity as a key element in	Number of policy and program initiatives where sport and physical activity are a key element	Progress

Evaluation Questions	Indicators	Assessment
policy and program development?		
3. Has the involvement of sport organizations in public policy and program planning with governments increased?	Number of policies and programs developed by governments with Sport Organization influence	Met
4. At the international level, how has Canada advanced Canadian sport and values, social development through sport, and kept abreast of leading-edge sport developments?	Number of international initiatives undertaken to advance Canadian priorities, foster international cooperation and/or exchange of best practices (e.g., bilateral agreements and related activities)	Met
	Number of international sport declarations, conventions, policies, etc. influenced, endorsed by Canada and the degree to which these instruments are implemented by Canada	Progress
	Number and nature of international sport activities that Canada has funded that support the international objectives of the CSP (e.g., contributions, etc.)	Met
	Number of international meetings, conferences and events attended by Government of Canada representatives and, if relevant, Canada’s participation in follow-up activities	Met
5. Have stronger relations been fostered between sport organizations and educational institutions?	Number of initiatives between sport organizations and educational institutions	Progress