



LIBRARY of PARLIAMENT  
BIBLIOTHÈQUE du PARLEMENT

## BACKGROUND PAPER



# Sport Canada and the Public Policy Framework for Participation and Excellence in Sport

Publication No. 2013-75-E  
25 July 2013

**Marie-Claude Langlois**  
Reference and Strategic Analysis Division

**Marion Ménard**  
Legal and Social Affairs Division  
Parliamentary Information and Research Service

Library of Parliament **Background Papers** provide in-depth studies of policy issues. They feature historical background, current information and references, and many anticipate the emergence of the issues they examine. They are prepared by the Parliamentary Information and Research Service, which carries out research for and provides information and analysis to parliamentarians and Senate and House of Commons committees and parliamentary associations in an objective, impartial manner.

© Library of Parliament, Ottawa, Canada, 2013

*Sport Canada and the Public Policy Framework for Participation and Excellence in Sport*  
(Background Paper)

Publication No. 2013-75-E

Ce document est également publié en français.

# CONTENTS

1	INTRODUCTION.....	1
2	SPORT'S ROLE IN THE DEVELOPMENT OF CANADIAN IDENTITY, CULTURE AND SOCIETY .....	1
2.1	History of Federal Involvement .....	1
2.2	Intergovernmental Cooperation .....	2
2.2.1	The Canadian Sport Policy: 2002–2012.....	2
2.2.2	The Canadian Sport Policy: 2012–2022.....	3
3	FEDERAL INVOLVEMENT IN AND PRIORITIES FOR SPORT .....	4
3.1	The <i>Physical Activity and Sport Act</i> (2003).....	4
3.2	Sport Canada Programs .....	5
3.2.1	The Hosting Program .....	6
3.2.2	The Athlete Assistance Program .....	6
3.2.3	The Sport Support Program .....	6
3.3	Other Sport Canada Initiatives .....	7
3.3.1	Research Initiative .....	7
3.3.2	Long-Term Athlete Development .....	7
4	RESULTS AND OUTLOOK.....	8
4.1	Participation .....	8
4.2	Excellence .....	9
5	CONCLUSION .....	12

# **SPORT CANADA AND THE PUBLIC POLICY FRAMEWORK FOR PARTICIPATION AND EXCELLENCE IN SPORT**

---

## **1 INTRODUCTION**

In Canada, amateur sport is a shared federal and provincial/territorial responsibility. The different levels of government have concluded a number of agreements concerning sport and physical activity, including the Canadian Sport Policy.<sup>1</sup>

Over the years, many federal organizations have played a role in amateur sport. To this day, more than one federal department or agency contributes to the amateur sport public policy framework.

This paper deals primarily with the work Sport Canada – part of Canadian Heritage – does to promote participation and excellence in sport. The first section of the paper discusses why governments want to play a role in amateur sport and summarizes the history of sport public policy in Canada. The second section describes the federal government's involvement in and priorities for sport, as well as the Sport Canada programs that help achieve these priorities. The third section provides a brief overview of what Canada has accomplished with the support of Sport Canada.

## **2 SPORT'S ROLE IN THE DEVELOPMENT OF CANADIAN IDENTITY, CULTURE AND SOCIETY**

Governments become involved in the development of amateur sport for many reasons, from promoting excellence to encouraging citizens to have a more active lifestyle.

In the late 1990s, the Sub-Committee on the Study of Sport in Canada found that the Government of Canada's involvement in sport had several goals, including social cohesion, economic development, foreign policy promotion, and the social development, welfare and health of Canadians.<sup>2</sup> In 2005, the Conference Board of Canada reached the same conclusions, reporting that sport significantly strengthens Canada's economy and society.<sup>3</sup>

Indeed, because sport helps spread Canadian values and traditions, it contributes to national unity.<sup>4</sup> In addition, sport is a significant part of the economy – consider, for example, the construction of sport facilities. It also offers a way of showcasing Canada to the world.<sup>5</sup> Finally, sport contributes to the health of Canadians and promotes socio-economic equality among them.<sup>6</sup>

### **2.1 HISTORY OF FEDERAL INVOLVEMENT**

The 1960s were an important turning point in the federal government's involvement in amateur sport. With the *Fitness and Amateur Sport Act*, which came into force in 1961, the government officially committed to “encourage, promote and develop

fitness and amateur sport in Canada.”<sup>7</sup> The minister responsible for amateur sport had the power to “make grants to any agency, organization or institution that is carrying on activities in the field of fitness or amateur sport.”<sup>8</sup> These new responsibilities were carried out by the Fitness and Amateur Sport Program of the then Department of National Health and Welfare.<sup>9</sup>

A few years later, the federal government created two new directorates under this program: Recreation Canada and Sport Canada. The first was responsible for improving the lifestyle of all Canadians, while the second was charged with developing competitive sport, including by providing financial support to athletes and sport organizations, and by coordinating sport policies.<sup>10</sup>

In the early 1990s, the Fitness and Amateur Sport Program, which had become a separate branch of the Department in 1973, was split between the Department of Canadian Heritage, which would be responsible for Sport Canada, and the Department of Health, which would take charge of Fitness Canada.<sup>11</sup>

Today, Sport Canada is still a part of Canadian Heritage. Its mission is “to enhance opportunities for all Canadians to participate and excel in sport” – the pillars of participation and excellence.<sup>12</sup> As for Health Canada, its mandate is to “encourag[e] Canadians to take an active role in their health, such as increasing their level of physical activity and eating well.”<sup>13</sup>

## 2.2 INTERGOVERNMENTAL COOPERATION

### 2.2.1 THE CANADIAN SPORT POLICY: 2002–2012

In 2002, after extensive consultations in close collaboration with the key players in Canadian amateur sport, the federal, provincial and territorial ministers responsible for sport, fitness and recreation developed the first Canadian Sport Policy (CSP) to make the Canadian sport system better integrated and more effective.<sup>14</sup> The CSP’s underlying vision was to create:

[a] dynamic and leading-edge sport environment that enables all Canadians to experience and enjoy involvement in sport to the extent of their abilities and interests and, for increasing numbers, to perform consistently and successfully at the highest competitive levels.<sup>15</sup>

The CSP was developed to encourage more Canadians to take part in sporting activities. It was also designed to improve the performance of Canada’s elite athletes, modernize and strengthen the essential components of Canada’s sports system and bring about more cooperation among sports system stakeholders.<sup>16</sup>

The CSP evaluation report published in 2010 reaffirmed the usefulness and relevance of such a policy for the development of amateur sport in Canada:

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.<sup>17</sup>

This report included seven recommendations to be considered during the development of a renewed policy in 2012.

In addition to participation and excellence in sport, the CSP underlines the importance of creating a broader network that includes the different orders of government (federal, provincial and territorial), municipalities and organizations that work in both the public and private spheres.<sup>18</sup> Since the CSP was published, Sport Canada has talked of its new role in sport and its growing interest in cooperation, interaction and leadership.<sup>19</sup>

### 2.2.2 THE CANADIAN SPORT POLICY: 2012–2022

Work on renewing the CSP began in 2010, and the new policy was released in June 2012. The new CSP's policy vision is to create a "dynamic and innovative culture that promotes and celebrates participation and excellence in sport."<sup>20</sup> Five overall goals were set:

- **Introduction to sport:** Canadians have the fundamental skills, knowledge and attitudes to participate in organized and unorganized sport.
- **Recreational sport:** Canadians have the opportunity to participate in sport for fun, health, social interaction and relaxation.
- **Competitive sport:** Canadians have the opportunity to systematically improve and measure their performance against others in competition in a safe and ethical manner.
- **High performance sport:** Canadians are systematically achieving world-class results at the highest levels of international competition through fair and ethical means.
- **Sport for development:** Sport is used as a tool for social and economic development, and the promotion of positive values at home and abroad.<sup>21</sup>

The new policy has more objectives than its predecessor, and the objectives are better oriented to the various sporting contexts. It is viewed as "more ambitious in its vision and goals" than the 2002 policy.<sup>22</sup> While the first policy "reflected governments' desire for increased effectiveness of the sport system and for Canadian athletes to move to the forefront of international sport," the current policy incorporates "an expanded vision, new goals, and additional stakeholders."<sup>23</sup>

The CSP 2012 is a roadmap that gives general direction to all the key players in the Canadian sport system and provides the necessary flexibility for the various governments and non-governmental organizations to fulfill their mandates and responsibilities.<sup>24</sup>

In effect until 2022, the CSP's success depends on the commitment of key players and cooperation between the various orders of government and organizations involved:

With the collaboration and combined actions of governments and non-government partners – at the community, provincial/territorial and national levels – Canada will achieve the Policy's vision, further affirming Canada's role as a world leader in sport.<sup>25</sup>

The CSP as a whole will be evaluated by a monitoring group that will measure the policy's long-term impacts across Canada. However, each of the various participants will be responsible for evaluating their own programs.<sup>26</sup>

### **3 FEDERAL INVOLVEMENT IN AND PRIORITIES FOR SPORT**

The federal government is involved in sport primarily through various programs and policies administered by Canadian Heritage. Pursuant to section 4(2)(f) of the *Department of Canadian Heritage Act*, the department is charged with “the encouragement, promotion and development of sport.”<sup>27</sup> Sport Canada assumes this responsibility within the department.

#### **3.1 THE *PHYSICAL ACTIVITY AND SPORT ACT* (2003)**

The *Physical Activity and Sport Act* (PASA) sets out the federal government's objectives for sport, which are to encourage more people to take part in physical activity (the participation pillar) and to promote excellence in high-performance sport (the excellence pillar).<sup>28</sup> The first objective concerns all Canadians, while the second specifically targets elite athletes.

Regarding participation, section 3 of the PASA provides that the federal government adopt the following objectives:

- (a) to promote physical activity as a fundamental element of health and well-being;
- (b) to encourage all Canadians to improve their health by integrating physical activity into their daily lives; and
- (c) to assist in reducing barriers faced by all Canadians that prevent them from being active.

As for excellence, section 4(2) of the PASA states that the objectives of Canada's sport policy are the following:

- (a) to increase participation in the practice of sport and support the pursuit of excellence in sport; and
- (b) to build capacity in the Canadian sport system.

The two pillars are complementary, as the Chief Executive Officer of Own the Podium (a Sport Canada initiative; see section 3.2.3 of this document) explained during her appearance before the House of Commons Standing Committee on Canadian Heritage in November 2012:

Frankly, in order for us to continue to develop generation after generation of podium potential athletes, we need much more physically literate young boys and girls. Our physical literacy, the amount of quality physical activity and education that our young people are afforded in school is really falling behind what other nations are doing. We need a strong base in school at a very young age where we're really improving the level of physical literacy of Canadian boys and girls.<sup>29</sup>

The PASA gives the Minister of State for Sport the ability to take 16 measures to encourage, promote and develop physical activity and sport in Canada. These measures include undertaking studies, holding regional and national conferences, encouraging the private sector to invest in sport, offering bursaries and facilitating the participation of under-represented groups in the Canadian sport system. Section 6 of the PASA authorizes the minister to provide financial assistance in the form of grants or contributions.

The architecture of Canadian Heritage's programs is consistent with the objectives set out in the PASA. Canadian Heritage's *2013–2014 Report on Plans and Priorities* specifies that the three goals of the department's involvement in Canadian amateur sport are to:

- enhance Canada's ability to host the Canada Games and international sport events in Canada;
- support the development of excellence in the Canadian sport system; and
- contribute to increasing participation in sport by Canadians of all ages and abilities.<sup>30</sup>

While Canadian Heritage plays an important role, it is also true that several entities are working to achieve the objectives for each of the PASA's two pillars. In fact, the role of the CSP 2012 is to provide a general working framework and ensure the various stakeholders are acting in a coherent fashion.

### 3.2 SPORT CANADA PROGRAMS

As mentioned above, Sport Canada is the division of Canadian Heritage whose mission is to enhance opportunities for all Canadians to participate in sports and for high-performance athletes to excel in amateur sport. Sport Canada helps achieve the CSP's goals, develops policies, undertakes special initiatives and provides financial support through three grants and contributions programs: the Hosting Program, the Athlete Assistance Program and the Sport Support Program.

In 2011–2012, spending on these three programs was \$198.8 million, or 18.5% of total transfer payments made by Canadian Heritage (see Table 1). In its budget documents, the department provides for increases in spending on sport programs in the years ahead owing to Toronto's hosting of the Pan American and Parapan American Games in 2015. Sport programs were not affected by the Budget 2012 Spending Review.<sup>31</sup>

**Table 1 – Transfer Payments to Sport Canada Programs, 2002–2003 to 2011–2012  
(\$ millions)**

Programs	2002–2003	2003–2004	2004–2005	2005–2006	2006–2007	2007–2008	2008–2009	2009–2010	2010–2011	2011–2012
Hosting Program	16.1	29.7	80.3	51.6	126.5	118.7	44.5	58.5	23.8	23.1
Athlete Assistance Program	15.1	15.2	19.8	24.8	25.3	25.3	26.5	26.1	25.9	26.8
Sport Support Program	48.3	56.7	83.3	93.0	94.0	103.1	111.9	113.7	154.4	148.8
<b>Total</b>	<b>79.5</b>	<b>101.6</b>	<b>183.4</b>	<b>169.4</b>	<b>245.8</b>	<b>247.1</b>	<b>182.9</b>	<b>198.3</b>	<b>204.0</b>	<b>198.8</b>
Percentage of total Canadian Heritage transfer payments	9.2%	11.7%	18.4%	16.7%	21.4%	22.1%	16.6%	17.0%	19.2%	18.5%

Note: In 2004–2005, \$55 million allocated to the 2010 Games Operating Trust was included in Hosting Program spending.

Source: Public Accounts of Canada, *Transfer Payments*, corresponding years.

### 3.2.1 THE HOSTING PROGRAM

The Hosting Program (HP) supports the hosting and organization of national and international sporting events in Canada. The Canada Games are included in the multisport events receiving financial support under the HP. Table 1 shows that HP spending totalled \$245 million in 2006–2007 and in 2007–2008, due in large part to infrastructure construction related to the 2010 Vancouver Olympic and Paralympic Games.

Beginning in 2013–2014, HP spending will increase to cover the costs of holding the 2015 Pan and Parapan American Games in Toronto.<sup>32</sup> In total, the Government of Canada has committed \$500 million to “support sport infrastructure projects, legacy initiatives, and essential federal services associated with staging the ... Games.”<sup>33</sup>

### 3.2.2 THE ATHLETE ASSISTANCE PROGRAM

Sport Canada “provides direct financial assistance to Canadian high-performance athletes”<sup>34</sup> under the Athlete Assistance Program (AAP). Financial support takes the form of a living and training allowance, as well as payment of a portion of tuition and expenses for special needs. The AAP provides financial support for athletes “who have already placed, or demonstrate the potential to place in the top 16 in the world.”<sup>35</sup> National sport organizations are involved in selecting AAP-funded athletes. In 2011–2012, the government provided \$26.8 million for living and training expenses, tuition, and special needs for 2,017 athletes.<sup>36</sup>

### 3.2.3 THE SPORT SUPPORT PROGRAM

The Sport Support Program (SSP) is another funding vehicle designed to achieve the objectives of the Canadian Sport Policy. The objectives of the SSP are:

- to increase the opportunities to participate in quality sport activities for all Canadians ...;
- to increase the capacity of the Canadian sport system to systematically achieve world class results at the highest international competitions;

- to contribute to the provision of technical sport leadership within the Canadian Sport System; and
- to advance Canadian interests, values and ethics in sport at home and abroad.<sup>37</sup>

The funds are distributed to national sport organizations, multisport service organizations, Canadian sport centres and other non-governmental organizations that provide direct services and programs for athletes, coaches and other sport participants. The SSP contributes to efforts to promote participation by signing bilateral agreements with provincial/territorial fund recipients.

In 2011–2012, SSP spending was \$148.8 million, an increase of \$71 million over 2004–2005. This increase is attributable to the Own the Podium initiative, which was launched in 2006 as a partnership between Sport Canada, the Canadian Olympic Committee, the Canadian Paralympic Committee and the Vancouver Organizing Committee for the 2010 Olympic and Paralympic Winter Games. It provides technical advice in the selection of recipients. About \$62 million of the SSP's total amount is provided as "enhanced excellence funding for targeted sports and athletes with medal potential at the Olympic and Paralympic Games."<sup>38</sup>

### 3.3 OTHER SPORT CANADA INITIATIVES

#### 3.3.1 RESEARCH INITIATIVE

Adopted in 2002, the Sport Canada Research Initiative aims "to create a foundation of knowledge to advance the goals of the Canadian Sport Policy and to demonstrate the contribution of sport to other public policy priorities."<sup>39</sup> The initiative includes four streams that:

- develop surveys and statistics;
- explore the socio-economic benefits and impacts of sport;
- contribute to an understanding of the barriers to, and the benefits of, sport participation; and
- address knowledge gaps, priority areas and topical issues.<sup>40</sup>

Under this initiative, Sport Canada consults sport experts and researchers and collaborates with the Social Sciences and Humanities Research Council of Canada and the Canadian Institutes of Health Research.

#### 3.3.2 LONG-TERM ATHLETE DEVELOPMENT

Long-Term Athlete Development is an initiative of Sport Canada that focuses on the "general framework of athlete development with special reference to growth, maturation and development."<sup>41</sup>

The Long-Term Athlete Development model has seven stages:

- stages 1, 2 and 3 develop physical literacy, including fundamental movement skills and sport skills;
- stages 4, 5 and 6 provide training – physical, mental and emotional development – for those who want to compete at the highest level; and
- stage 7 promotes staying active for life through participation in sports or recreational activities or through involvement with the sport community.<sup>42</sup>

This initiative, introduced in 2005, combines “Canadian Sport for Life”<sup>43</sup> and “No Accidental Champions,”<sup>44</sup> a component designed for persons with a disability. Sport Canada is the sole contributor.<sup>45</sup>

## 4 RESULTS AND OUTLOOK

As mentioned previously, the *Physical Activity and Sport Act* has two key objectives: to encourage more people to take part in physical activity (participation pillar) and to promote excellence in high-performance sport (excellence pillar). What are the results of programs based on these two goals and what does the future hold?

### 4.1 PARTICIPATION

The evaluation report of the first CSP concluded in April 2010 that three of the four policy goals (excellence, capacity and interaction) had been met but that participation remained an area of weakness.<sup>46</sup> For example, while 87% of the excellence goals were met or in progress, only 50% of the participation goals were met or in progress.<sup>47</sup>

The key measure of whether the participation goal had been met was whether the number of people participating in sport had increased.<sup>48</sup> The national sport participation rate of Canadians aged 15 years and older was 26% in 2010, a 17% decline since 1992.<sup>49</sup> In fact, over the past 20-odd years, sport participation has decreased across all age groups, with “the participation rate of young Canadian adults ... declining faster than that of older Canadians.”<sup>50</sup>

That is why an evaluation of Sport Canada programs released in 2011 argued that the “continued need to encourage and facilitate participation of all Canadians in sport is demonstrated by the declining general sport participation rates and fitness levels of Canadian children and youth.”<sup>51</sup> Moreover, key informants consulted in the evaluation of the first CSP in 2010 noted that sport participation should continue to be a priority in the next version of the policy.<sup>52</sup> Participation is important because of the value that Canadians place on it and because of the key role it plays in training athletes and coaches who will continue on the road to excellence.<sup>53</sup>

However, according to the 2011 Evaluation of Sport Canada Programs, “[t]he proportion of the SSP funds devoted to participation, while increasing in recent years, remains low relative to the amount allocated to excellence.”<sup>54</sup> In fact, only 13% of SSP funds was directed to participation in 2009–2010,<sup>55</sup> which calls into question the government’s actual support for sport participation.

However, Sport Canada is not the only agency responsible for supporting participation. Health Canada, among others, “encourages Canadians to take an active role in their health, such as increasing their level of physical activity and eating well.”<sup>56</sup> This mandate is similar to the participation goal in the PASA and the CSP.

The success of the participation pillar rests, then, on close collaboration between Sport Canada and other relevant federal government departments, as well as provincial and territorial governments. To put more emphasis on outcomes related to sport participation, it could be useful “to expand the scope of the current bilateral agreements with P/Ts [provinces and territories] to include general sport participation.”<sup>57</sup>

Despite the willingness of Canadians and key stakeholders in the Canadian sport system, much effort will be needed to achieve the participation goal.

## 4.2 EXCELLENCE

Among the highlights of the 2010 budget, the federal government announced it would provide \$62 million “to support Canada’s elite athletes and encourage participation in amateur sport.”<sup>58</sup> Of this amount, \$44 million was provided to high-performance athletes under the Own the Podium initiative in support of its mission to “lead the development of Canadian sports to achieve sustainable podium performances at the Olympic and Paralympic Games.”<sup>59</sup>

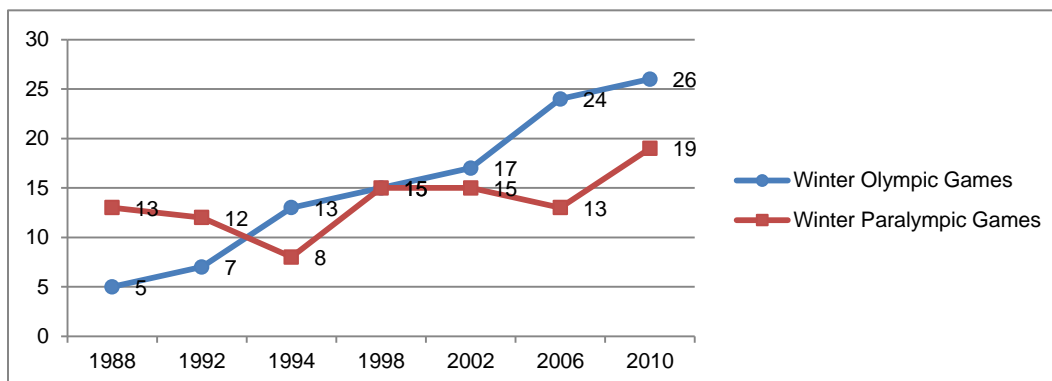
Goals for Canada’s performance at the Olympic and Paralympic Games were set in advance:

- To contend for number one in the 2014 Olympic Winter Games (total medals)
- Place in the top three in the gold medal count at the 2014 Paralympic Winter Games
- Place in the top 12 nations in medal count at the 2012 Olympic Games
- Place in the top eight in the gold medal count at the 2012 Paralympic Games.<sup>60</sup>

Although the objectives were not achieved at the 2012 Olympic and Paralympic Games in London, Canada’s overall performance has improved since 1988, particularly in the Winter Olympic and Paralympic Games.

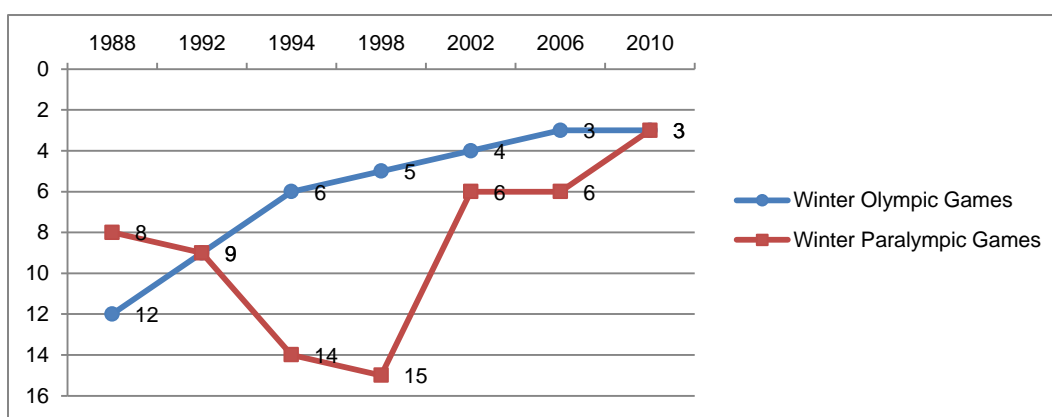
Performance in terms of the number of medals won at the Winter Olympics has increased significantly since 1988. Canada won 26 medals in 2010 in Vancouver, setting an all-time record (Figure 1). In addition, in 2010, Canada placed third overall, compared with 12<sup>th</sup> in 1988 in Calgary (Figure 2). A similar increase in medals occurred in the Winter Paralympic Games: in 2010, Canadian athletes won 19 medals (Figure 1), placing Canada third overall (Figure 2).

**Figure 1 – Number of Medals Won by Canada at the Winter Olympic and Paralympic Games, 1988 to 2012**



Source: Figure prepared by the authors using data obtained from Canadian Heritage, Table 20, "Canada's historic medal attainment at Olympic and Paralympic Games," [Evaluation of Sport Canada Programs](#), May 2011, pp. 50–51.

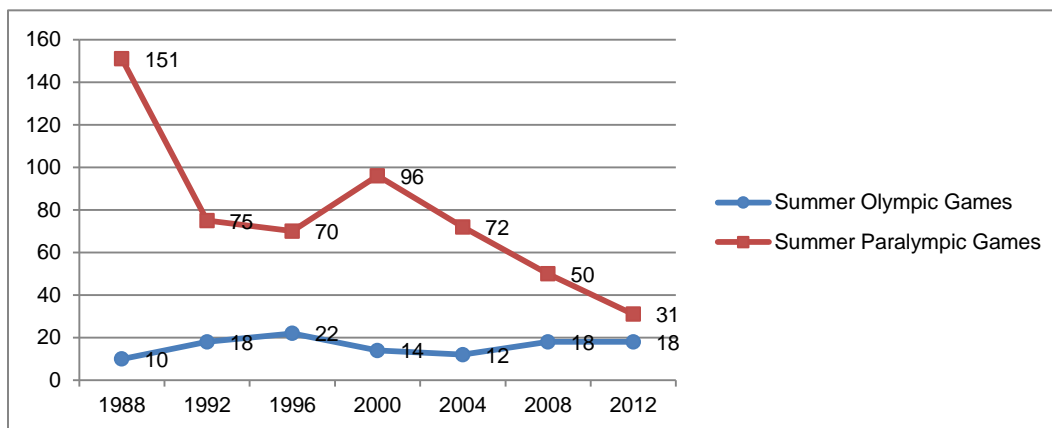
**Figure 2 – Canada's Rank in the Winter Olympic and Paralympic Games, 1988 to 2010**



Source: Figure prepared by the authors using data obtained from Canadian Heritage, Table 20, "Canada's historic medal attainment at Olympic and Paralympic Games," [Evaluation of Sport Canada Programs](#), May 2011, pp. 50–51.

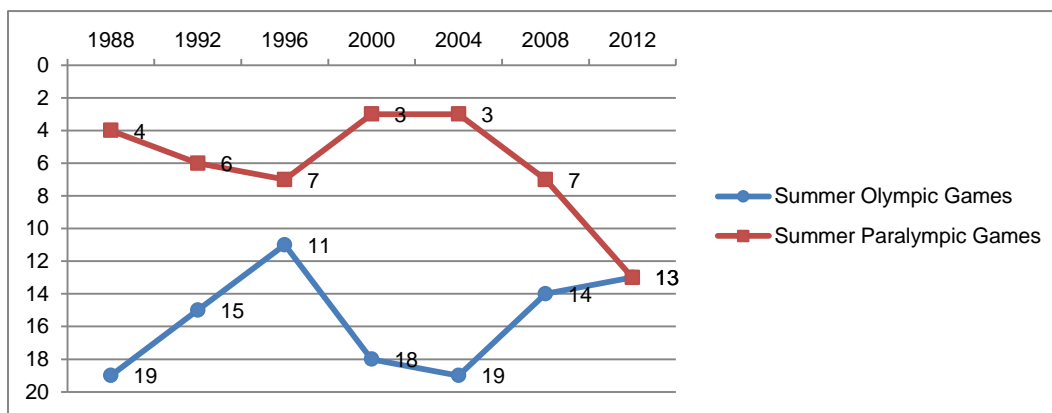
However, Canada's performance at the Summer Olympic and Paralympic Games is more mixed. At the 2012 Olympic Games in London, Canadian athletes won 18 medals, the same total as in Beijing in 2008 (Figure 3). Canada placed 13<sup>th</sup> overall, one place higher than in the 2008 Olympic Games (Figure 4). However, in the Summer Paralympic Games, Canadian athletes have won fewer medals, with 31 in 2012 compared with 96 in 2000 (Figure 3). Moreover, Canada has fallen in the rankings, dropping from third in 2004 to 13<sup>th</sup> in 2012 (Figure 4).

**Figure 3 – Number of Medals Won by Canada at the Summer Olympic and Paralympic Games, 1988 to 2012**



Source: Figure prepared by the authors using data obtained from Canadian Heritage, Table 20, "Canada's historic medal attainment at Olympic and Paralympic Games," [Evaluation of Sport Canada Programs](#), May 2011, pp. 50–51. The results of the 2012 Olympic and Paralympic Games were added by the authors.

**Figure 4 – Canada's Rank in the Summer Olympic and Paralympic Games, 1988 to 2012**



Source: Figure prepared by the authors using data obtained from Canadian Heritage, Table 20, "Canada's historic medal attainment at Olympic and Paralympic Games," [Evaluation of Sport Canada Programs](#), May 2011, pp. 50–51. The results of the 2012 Olympic and Paralympic Games were added by the authors.

The downward trend in Canada's performance in the Summer Paralympic Games can be explained by a number of factors, including the increase in the number of countries participating in the Games and increased investment in some countries' Paralympic programs:

[O]ver the past eight years, many nations have surged and the competitive landscape is significantly different. Nations like Russia, Poland, Australia, Ukraine, and China have focused heavily on Paralympic sport and their results in London were terrific, with increases in the number of gold medals won ranging between 18 and six.<sup>61</sup>

In summary, observers of the Canadian sport system generally agree that the good overall performance of Canadian athletes at the Winter Olympic and Paralympic Games, and to a lesser extent the Summer Olympic and Paralympic Games, is due to Sport Canada's leadership in implementing the Canadian Sport Policy and the financial contribution of the Own the Podium initiative:

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 [provincial/territorial] 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.<sup>62</sup>

## 5 CONCLUSION

The initiatives and programs implemented by Sport Canada have made it possible to achieve positive results in terms of sport participation and excellence. For example, the financial resources allocated under the Own the Podium initiative have yielded tangible results and helped Canada to secure a place among the sporting nations. However, the results are less conclusive regarding participation. According to its budget planning documents, Canadian Heritage aims to continue “creating opportunities to participate in sport for children and youth, and under-represented and/or marginalized populations by building awareness and strengthening physical literacy.”<sup>63</sup>

---

## NOTES

1. Canadian Heritage [PCH], [The Canadian Sport Policy 2012](#).
2. Sub-Committee on the Study of Sport in Canada, “[Part II: Role of Government in Sport](#),” *Sport in Canada: Everybody's Business – Leadership, Partnership and Accountability*, Sixth Report, 1<sup>st</sup> Session, 36<sup>th</sup> Parliament, December 1998.
3. Conference Board of Canada, *Strengthening Canada – The Socio-economic Benefits of Sport Participation in Canada*, 2005, p. 41.
4. House of Commons, Standing Committee on Health and Welfare, Social Affairs, Seniors and the Status of Women, *Amateur Sport: Future Challenges*, Second Report, 2<sup>nd</sup> Session, 34<sup>th</sup> Parliament, December 1990, p. 24.
5. Fitness and Amateur Sport, Task Force on National Sport Policy, *Toward 2000: Building Canada's Sport System*, August 1988, p. 5.
6. Charles L. Dubin, [Commission of Inquiry into the Use of Drugs and Banned Practices Intended to Increase Athletic Performance](#), 1990, pp. 61–62.
7. *An Act to Encourage Fitness and Amateur Sport* [short title: *Fitness and Amateur Sport Act*], S.C. 1960–61, c. 59.
8. Ibid.

9. Library and Archives Canada [LAC], [Fitness and Amateur Sport sous-fonds \[textual record, sound recording\]](#).
10. House of Commons, Standing Committee on Health and Welfare, Social Affairs, Seniors and the Status of Women (1990), p. 23.
11. LAC, *Fitness and Amateur Sport sous-fonds* [textual record, sound recording].
12. PCH, [Sport Canada – Mission](#).
13. Health Canada, [About Health Canada](#).
14. Federal, provincial and territorial ministers responsible for sport, fitness and recreation, [The Canadian Sport Policy](#), Iqaluit, 24 May 2002, p. 2.
15. Ibid., p. 4.
16. Ibid., p. 4.
17. The Sutcliffe Group Inc., [Evaluation of the Canadian Sport Policy](#), Final Report, Ottawa, 25 April 2010, p. 54.
18. Michael P. Sam, “Building legitimacy at Sport Canada: pitfalls of public value creation?” *International Review of Administrative Sciences*, Vol. 77, No. 4, 2011, p. 763.
19. Sport Canada, *Senior Leaders Forum Discussion Synopsis*, Ottawa, 2007.
20. Federal, provincial and territorial ministers responsible for sport, physical activity and recreation, [Canadian Sport Policy 2012](#), Inuvik, 27 June 2012, p. 2.
21. Ibid., p. 3.
22. Ibid., p. 19.
23. Ibid., p. 2.
24. Ibid., p. 3.
25. Ibid., p. 19.
26. Ibid., p. 19.
27. [Department of Canadian Heritage Act](#), S.C. 1995, c. 11.
28. [An Act to Promote Physical Activity and Sport](#) [short title: *Physical Activity and Sport Act*], S.C. 2003, c. 2.
29. House of Commons, Standing Committee on Canadian Heritage [CHPC], [Evidence](#), 1<sup>st</sup> Session, 41<sup>st</sup> Parliament, 20 November 2012, 1630 (Ms. Anne Merklinger, Chief Executive Officer, Own the Podium).
30. PCH, [2013–2014 Report on Plans and Priorities](#), p. 31.
31. PCH, [Budget 2012 Spending Review](#).
32. PCH, [2013–2014 Report on Plans and Priorities: Details of Transfer Payment Programs \(TPP\)](#).
33. PCH, [Support for Sport in Canada](#).
34. Sport Canada, [Athlete Assistance Program. Policies and Procedures](#), p. 1-1.
35. Ibid.
36. PCH, [2011–2012 Departmental Performance Report: Details of Transfer Payment Programs](#).
37. PCH, [Sport Support Program \(SSP\)](#).
38. PCH, [Support for Sport in Canada](#).

39. PCH, [Sport Canada Research Initiative](#).
40. Ibid.
41. PCH, [Long-Term Athlete Development \(LTAD\): "From Playground to Podium."](#)
42. Canadian Sport for Life, [LTAD Stages](#).
43. Canadian Sport for Life, [Welcome to Canadian Sport for Life](#).
44. Canadian Sport for Life, [No Accidental Champions: Long-Term Athlete Development for Athletes with Disabilities](#), 2<sup>nd</sup> ed.
45. Canadian Sport for Life, [CS4L Organization](#).
46. The Sutcliffe Group Inc. (2010), p. 54.
47. Ibid., p. 72.
48. Ibid., p. 19.
49. PCH, [Sport Participation 2010](#), Research Paper, February 2013, p. 8.
50. Ibid. It should be noted that both the evaluation of Sport Canada programs and the evaluation of the Canadian Sport Policy (CSP) provided minimal information on "overall participation rates of under-represented groups such as PWAD [persons with a disability] and Aboriginal Peoples" (PCH, [Evaluation of Sport Canada Programs](#), May 2011, p. 5). Respecting the CSP, it was difficult to determine its impact on designated groups "based on available data" (The Sutcliffe Group Inc. [2010], p. 44).
51. PCH, [Evaluation of Sport Canada Programs](#), May 2011, p. 4.
52. The Sutcliffe Group Inc. (2010), p. 49.
53. PCH (2011), *Evaluation of Sport Canada Programs*, pp. 4–5.
54. Ibid., p. 32.
55. Ibid., p. 35.
56. Health Canada, *About Health Canada*.
57. PCH (2011), *Evaluation of Sport Canada Programs*, p. 86.
58. Canada's Economic Action Plan Year 2, [Budget 2010: Leading the Way on Jobs and Growth](#), 4 March 2010, p. 125.
59. Own the Podium, [Vision, Mission and Goals](#).
60. Ibid.
61. CHPC, [Evidence](#), 1<sup>st</sup> Session, 41<sup>st</sup> Parliament, 27 November 2012, 1650 (Ms. Anne Merklinger, Chief Executive Officer, Own the Podium).
62. The Sutcliffe Group Inc. (2010), pp. 4–5.
63. PCH, *2013–14 Report on Plans and Priorities*, p. 32.