

# **SPORT: THE WAY AHEAD**

*The Report of the Minister's Task Force  
on Federal Sport Policy*

May 1992

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*Minister's Task Force on Federal Sport Policy  
Groupe de travail du Ministre sur la politique fédérale en matière de sport*

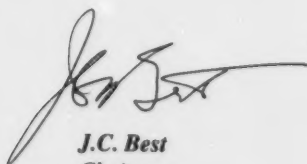
*The Honourable Pierre Cadieux, P.C., M.P.  
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**Minister:** \_\_\_\_\_

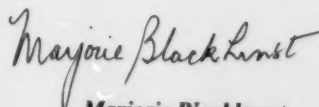
We have the honour to submit to you the report and recommendations of the Minister's Task Force on Federal Sport Policy. The report is the result of extensive consultation with sport organizations, athletes, other levels of government and individuals who expressed an interest in our work. The report and its recommendations represent the unanimous views of the Task Force.

Throughout our work, we have received excellent cooperation, assistance and support from all those with whom we have had contact. We are convinced that sport in Canada has benefitted enormously from the efforts of the many dedicated and committed people who comprise the sport community, and will continue to develop in the coming years.

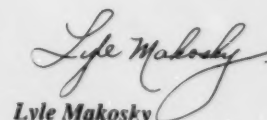
We hope that our recommendations will help to advance the continued development of sport in Canada in the years ahead.



**J.C. Best**  
Chairman



**Marjorie Blackhurst**  
Member



**Lyle Makosky**  
Member



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We would, however, like to express our profound appreciation to our Advisory Committee, the staff of the Fitness and Amateur Sport Branch, the sport organizations at the Canadian Sport and Fitness Administration Centre, the senior management of the Centre, the Senior Manager's Forum, the organizers of Sport Forums I and II, provincial and territorial government officials, the Federal Provincial Territorial Sport Committee, the many individuals and organizations who provided input to our work, the participants in the Search Conference, officials of organizations and individuals who assisted in the organization of workshops for the aboriginal, disabled and active living communities and participants, and all those listed in Appendix VIII to this report.

Ms. Judy Kent of Kent Consulting provided valuable assistance in editing and finalizing the text of our report.

Finally, we would like to acknowledge the contribution of our three staff members: Dr. Edward Overstreet, Executive Director, Ms. Donna Owens, Research Officer and Ms. Suzanne Caron, Office Manager. Without their valuable assistance and support, we would not have been able to complete a very difficult and complex task.





## Foreword

The Task Force looks at the future for sport in Canada with optimism. Investment to date has laid a strong base for the progress we have witnessed. We are enthused by the energy, ideals and sense of maturation that have developed in the last 30 years of modern sport. We are poised on the edge of the next era—an era of quality, more complete, more responsible and fully accessible sport in Canada, grounded in Canadian values, "made in Canada" to fit our geography and societal structures, and reflecting pride in both participation and the pursuit of excellence. In this future, we have recommended an evolving federal role to the Minister of State for Fitness and Amateur Sport.





## Part I: Background



# Chapter 1: Overview

This report expresses the understanding developed as we studied sport's place in the mosaic of Canada. Profiting from the diversity and richness of many points of view, the Task Force is convinced that sport is an intrinsic element of Canadian society, reflected in our culture, our material well-being, our health, our soul.

Sport in Canada merits an overriding commitment to better its environment through thoughtful dialogue and energetic and positive strategies for change. This is the task we set ourselves.

We examined the past, assessed the present and charted the future. From our chart of the future, we offer a map to guide sport and a new role for the federal government in support of the journey. We developed processes to pave the way from now to then.

This chapter provides the route we have taken to present our conclusions.

## ***PART I: BACKGROUND***

Part I provides an overview of the **Task Force** process and the responses to its consultation—what the Task Force was asked to address, what it did and what it heard.

A brief synopsis of **Sport in Canada** describes the importance of sport in the physical culture of Canada as well as the roles and contributions of sport to Canadian society. It outlines briefly the levels of sport in Canada, the infrastructure which supports sport and the issue of high-performance versus recreational sport.

## ***PART II: TOWARD A SPORT PLAN FOR CANADA***


Part II suggests a **Vision, Values and Themes for National Goals** as reflections of what the Task Force heard and conceived throughout the consultation. These are the vision, values and goals that guided the development of this report. The suggestions are offered to the stakeholders of Canadian sport as drafts for use in further consultations.

The Task Force also provides a rational framework for **Constructing a Sport Plan for Canada**. Various mechanisms to support contributions of stakeholders and to develop a plan for sport are recommended.

## ***PART III: ATHLETES, COACHES AND THE SPORT SYSTEM***

Part III includes 10 chapters which focus on improving the delivery of sport.

**Athletes'** needs and issues introduce this section with significant data from the *Status of the High Performance Athlete in Canada Study* (Ekos Research Associates). The needs of high performance athletes



provide the basis for many recommendations aimed at assisting sport to become truly athlete-centred across all levels of sport.

Challenges to **Coaches and Coaching** include such issues as professionalization, promotion of the role of coaches, athlete-centred coaching, women in coaching and the moral responsibility of coaches.

Six components of **Services in Support of Sport** provide a basis for improving sport delivery to the coach/athlete.

A chapter on **Volunteers** highlights their essential role in the delivery and administration of sport.

**Sport Organizations** are critical in sport delivery. Current status and issues of sport organizations form the basis for recommendations to assist these organizations in enhancing sport delivery.

Sport is often described as community-based, yet there are few linkages and little co-operation among different jurisdictions in community sport. The chapter entitled **Community-Centred Sport** proposes various models and principles for improving sport delivery within the community.

Linked closely to community delivery is the relationship between **Sport and Education**. The unbridged gap between these two systems provides a major challenge for improving sport delivery.

**Hosting Games** in Canada (multi-sport and single-sport events) raises issues about enhancing sport development and improving the opportunity for Canadian athletes to compete before Canadians. A review of past, present and future hosting opportunities provides recommendations for change.

Sport operates under a variety of assumptions when it comes to **Promoting the Sport Experience**. The media, professional sport and communications present significant challenges.

The final chapter of Part III outlines **International Sport**, its structures, issues and current and future roles.


#### **PART IV: SPORT AND SOCIETY**

Part IV begins with societal expectations of sport as the holder of a public trust. This introduction frames the rest of the section by reviewing the various expectations placed on sport by society.

The chapter on **Bilingualism in Sport** identifies issues and encourages sport to continue to increase its bilingual and bicultural capabilities.

**Equity and Access** includes background and recommendations for improving sport for all Canadians. Specific sections are presented on women, indigenous peoples, athletes with a disability and ethnic and visible minorities.

A chapter on **Emerging Social Trends** outlines the opportunities for sport in response to social trends, such as an aging population. The benefits of sport to economically disadvantaged individuals is a second example of how sport can adapt to social trends.



The final chapter of Part IV, **Ethical Conduct in Sport**, outlines some of the ethical dilemmas faced by sport organizations, coaches and athletes, and describes the leadership role needed to improve ethics in amateur sport.

### **PART V: GOVERNMENT AND SPORT**

Part V deals with public policy and government support for sport.

**The Role of Governments** describes the current involvement of governments in sport, the issues faced and suggestions for modifying roles in the future.

**Federal Sport Policies and Programs** reviews the mandate of Fitness and Amateur Sport's Sport Canada Directorate, the role of consultants and major programs. Specific issues relating to the Sport Recognition System, Quadrennial Planning Process and other policies and programs are reviewed, with recommendations for change aimed at improving the sport-government partnership.

The final chapter of Part V describes the current **Federal Funding Process** used by Sport Canada with its client organizations. Analysis of the process raises issues and suggests different options for funding agreements.

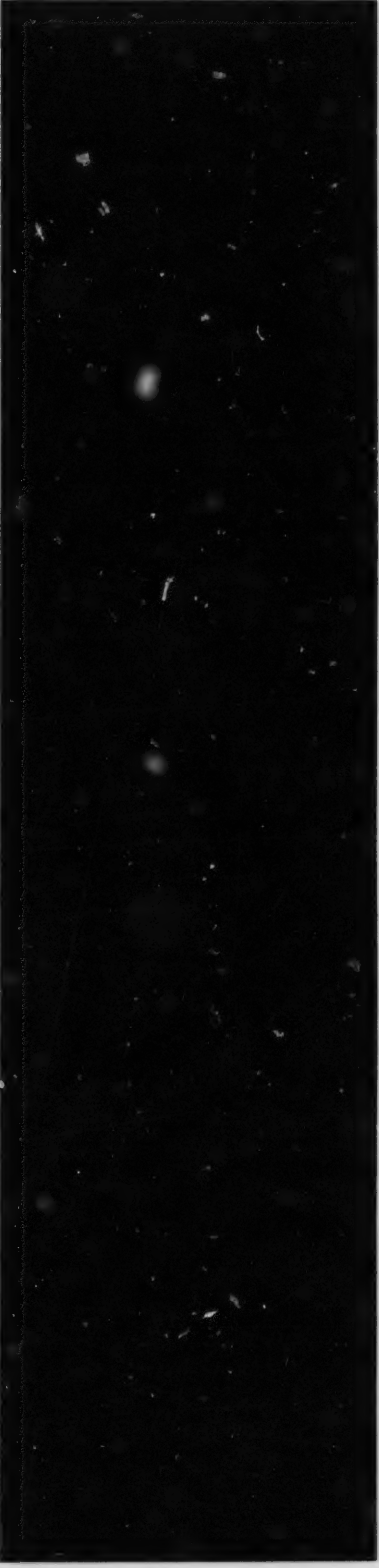
### **PART VI: CHANGES AND CHANGING**

Part VI provides sport with the framework needed to strive for a sport plan for Canada with its vision, values and national goals. The Task Force believes that if sport is to meet the challenges outlined in this report, it requires new approaches, new leadership, new supports.

The first chapter of Part VI outlines support through a **New Accountability Framework** which reduces the administrative accountability to governments and emphasizes accountability to athletes, members and the general public. The accountability framework provides elements of accountability that are key to a better overall sport system such as, vertical integration, meeting societal expectations and providing a quality experience throughout the entire sport continuum.

To support sport organizations through the transitions described in the report, **Seeking a New Economic Model** is provided to assist sport in finding new and shared sources of revenue, and in developing new financial frameworks.

With the major changes suggested, sport requires change for its **Leaders and Leadership**. Collaborative leaders willing to guide change to a better future require support and development opportunities. With effective accountabilities and financial and human resources, an optimistic future is in store for sport.



The potential and impact of sport in our society goes beyond the "sport news". The section on *Why the Federal Government should Contribute Funding and Support for the Development of Sport*, outlines the ways in which our country benefits.

*The Final Recommendation* outlines the shift from a dominant federal presence to a strong partnership, based on a sport plan and mutual respect between the federal government and national sport organizations.

*Themes and Benefits for the Stakeholders of Canadian Sport* provide a capsule of the primary themes and messages of relevance to various stakeholders.

## Chapter 2: The Task Force

### WHAT THE TASK FORCE WAS ASKED TO ADDRESS

In January 1991, the Minister of State for Youth, Fitness and Amateur Sport established the Minister's Task Force on Federal Sport Policy to assist the federal government with its Phase III response to the Dubin Report. The Minister described the task to be accomplished as follows:

*This final phase of the response to the Dubin report will address the most fundamental and significant questions raised in the report and in other key studies in recent years. Collectively, stakeholders in Canadian sport will address the purpose and place of sport in our society, the values and ethics that should shape and underpin its future conduct, and the roles and responsibilities of each partner. While your final report should address all of these larger considerations, the primary emphasis for the federal government's response and hence the predominant focus of your work should be the role and relationships of the government in support of sport development in Canada and the public policy ramifications therein.*

— Minister's letter, January 1991.

Specifically, the Task Force was asked to consult, study, make recommendations, and report to the Minister on the **three** major themes summarized below.


#### **Values and Ethics**

The Task Force was to determine the values which underpin the sport experience and the sport system in Canada, and the desired set of values which should shape the sport system in Canada in the future.

#### **A National Agenda for Sport**

The Task Force was to consider the purpose of sport in Canadian society and our expectations of it. Specifically, the Task Force was asked to:

- determine how sport relates to our culture, especially other forms of physical activity, to determine sport's place in the national identity and review and make recommendations on the need for national goals for sport;
- consider the status of Canadian athletes in athletics and culture in social, educational and financial terms; the relative place of high-performance sport on the national agenda; and recommend improvements and priorities in the Canadian sport system;
- examine federal/provincial/territorial relationships as they contribute to the development of sport.



## Shared Leadership

The Task Force was to review the concept of shared leadership and shared responsibility between the federal government and the national sport organizations. Consider how, in a shared leadership approach, the key partners would relate and fulfil their responsibilities, how planning and policy making would be co-ordinated and the role volunteers would play. Specifically, consider and recommend on:

- the role and responsibilities of the national sport governing bodies vis-à-vis their members, the public and government;
- the role of the federal government in such areas as policy development, planning, systems design and social responsibility;
- what ways (criteria, monitoring and reporting) should sport organizations be held accountable for public funds.

Mr. Cal Best (Chairman), Dr. Marjorie Blackhurst and Mr. Lyle Makosky comprised the three-member Task Force. They were supported by a staff of three public servants temporarily assigned from departments outside Fitness and Amateur Sport. These officers were Dr. Edward Overstreet, Executive Director, Ms. Donna Owens, Research Officer and Ms. Suzanne Caron, Office Manager.

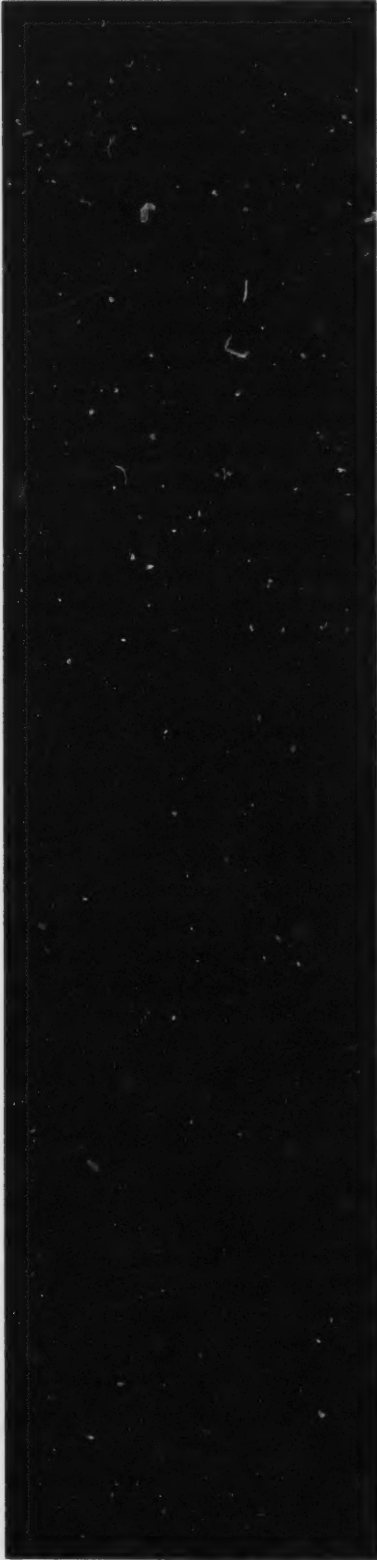
## WHAT THE TASK FORCE DID

The Task Force began its enormous task by reviewing pertinent documents such as the Dubin and parliamentary sub-committee reports, white papers, studies, books and articles on sport and sport policy. From this information, the Task Force prepared questions and a background paper that it circulated to more than 300 individuals and organizations. The six questions were:

- What are the purposes and place of sport and physical activity in our society?
- What are the values and ethics that should shape and underpin the future conduct of sport in Canada?
- What should be the role and approach of the federal government in the support of sport development in Canada?
- What should be the criteria, priorities and mechanisms whereby federal policy and funding decisions for sport are established and directed?
- What should be the role of sport bodies in serving the public interest?
- How might the sport community co-operate with educators in advancing their role in sport development and teaching ethics and values in sport?

These suggestions began a multifaceted process of consultation, research and literature review. The consultation process focussed on obtaining opinions from specific individuals, organizations and groups. The research program included opinion surveys, background papers and a review of relevant literature.

The consultation process encompassed a variety of methodologies: co-sponsoring and attendance at workshops and



conferences, position papers, individual and group interviews, written submissions and an advisory committee.

Highlighting conference consultation was the Search Conference, co-sponsored by the Task Force and the Sports Federation of Canada, in June 1991. It focussed on values, desirable futures and strategies for change. Invited delegates included athletes, coaches, sport volunteers, senior staff of national sport organizations and government officials. Participants discussed environmental issues and trends affecting sport in the 1990s, described a desirable future for sport in Canada and identified challenges and opportunities arising from the desired future.

The Task Force worked closely with the Sport Forum process, initiated at the November 1990 Annual Meeting of the Sports Federation of Canada. To date, the Sport Forum process has included two gatherings (Sport Forum I, in April 1991, and Sport Forum II, in October 1991), with much consultation and discussion throughout this time frame.

The Sport Forum process was initiated by a need for national sport organizations to deal collectively with some roadblocks in their relationships with the federal government. The recognition of a need for a collective voice and a common vision, values and goals has driven the process beyond its initial concerns with government relationships.

The Task Force attended and partially funded both Sport Forum I and II. Strong communication links with the Sport Forum organizers resulted in the desirable future created at the Search Conference being crafted into a vision for discussion and ratification at Sport Forum II. Communication continues as organizers prepare for Sport Forum III.

Insight into provincial/territorial sport issues and priorities was enhanced by Task Force member participation at the Intergovernmental Workshop in July 1991. Each province and territory held consultations with their sport constituents (using the six questions posed by the Task Force as a basis for discussion) prior to the Intergovernmental Workshop. Task Force members attended consultations in Manitoba and the Atlantic provinces. A separate consultation was held between the Task Force and the Government of Quebec.

In September 1991, the Task Force co-sponsored the Workshop for Athletes with a Disability. Delegates reviewed and revised the draft vision for Sport Forum II, identified gaps between the current state and the desired future for sport and designed strategies to bridge the gap. The workshop concluded with delegates making a mock presentation to Sport Forum II organizers and the Task Force.

The Task Force also participated in a workshop on active living. Residents from the Administration Bureau for Active Living described programs, projects and networks of the active living community. Discussions focussed on grass-roots involvement and linkages with sport.

In October and November 1991, the Task Force sponsored a workshop with current and former high-performance athletes and Sport Canada staff. Participants explored the terms "athlete-centred" and "community-based." Discussions pointed to an athlete-centred system, based on community sport development centres, as part of an integrated sport system from community to national level.

Another workshop held in October 1991 involved delegates from the First Nations and Aboriginal communities across Canada. In preparation for the workshop, surveys were conducted with First Nations and Aboriginal communities, provinces/territories and national sport organizations. The workshop discussed sport programming and participation in these communities, the programs and opportunities needed, the relationship between sport programs for indigenous peoples and the mainstream sport system and recommendations for change.

In addition to workshops and conferences, the Task Force consulted over 50 individuals and organizations, through interviews and/or written submissions. Consultations included federal agencies, provincial/territorial governments, national and provincial sport organizations, multi-sport organizations, fitness organizations, advocacy groups and interested individuals.

In addition, the Task Force requested or received specific position papers on the following topics:

- social responsibility and the sport community;
- sport and the ethnic community;
- sport co-operation with educators (in advancing sport development and the teaching of values and ethics);
- active living in sport;
- federal funding of sport.

A volunteer advisory committee of 12 distinguished members of the sport community provided input and advice to the Task Force.

The research program included commissioned research studies, analysis in the form of background papers prepared by staff and a review of relevant literature. The research studies covered several major areas: *What the Public Thinks About Amateur Sport in Canada* (Decima), *Sport and the Media* (Decima); *The Ethics of Rules and Conventions in Sport* (Commission for Fair Play and Sport Canada), *Sport and the Aboriginal and First Nations Communities* (Alwyn Morris), *Values and Ethics in Amateur Sport* (Marjorie Blackhurst, Angela Schneider, Dorothy Strachan), *The Status of the High Performance Athlete in Canada Study* (Ekos Research Associates) and *A Thirty-Year Financial History of Federal Government Support to Fitness and Amateur Sport, 1961-1991* (Roger Jackson).

In finding out what the public thinks about amateur sport, Decima conducted 1200 telephone interviews and a series of focus groups. Focus groups provided in-depth opinion on topics and responses generated in the telephone interviews.

Decima Research also convened discussion groups with senior media representatives. Participants discussed the results of the study *What the Public Thinks About Amateur Sport in Canada*. Media

representatives provided their views on moral and ethical issues in sport and the role of the media in influencing change.

Another research study examined the ethics of the rules and conventions of soccer and tennis. Do the rules and conventions place athletes in ethical dilemmas? The study reviewed documents from both sports and held discussion groups with athletes, coaches and officials.

The Task Force staff prepared a variety of background papers and used selective research on relevant topics from a variety of other organizations.

In the course of its work, the Task Force reviewed more than 900 documents including the following key reports:


- *Toward 2000: Building Canada's Sport System, The Report of a Task Force on National Sport Policy (1988)*;
- *The Report of the Commission of Inquiry into the Use of Drugs and Other Banned Practices Intended to Increase Athletic Performance [the Dubin Report] (1990)*;
- *Amateur Sport: Future Challenges, the Report of the Sub-committee on Fitness and Amateur Sport, Standing Committee on Health and Welfare, Social Affairs, Seniors, and the Status of Women, House of Commons*;
- *Report of the Federal/Provincial Advisory Committee on Equal Linguistic Access to Services in Sport (June 1990)*;
- Program Evaluation of Sport Canada, conducted by the Program Audit Review Directorate of Health and Welfare Canada, (July 1991);
- *Proliferation of Sport and Recreation*, prepared by the Nova Scotia Sport and Recreation Commission for the 1989 Ministers for Sport, Recreation and Fitness Conference;
- *Employment Situation of High Performance Coaches in Canada (1992)*.

The consultation and research process provided the Task Force with a wealth of information on sport in Canada.

### **WHAT THE TASK FORCE HEARD**

As the Task Force spoke to Canadians, it heard from all levels of sport—people and organizations from communities large and small and from provincial and national levels. Athletes, coaches, officials, administrators, scientists and educators expressed their hopes, ideas and dreams.

**High-performance athletes** who met with us are passionate in their wish and ardent about their plans to change the sport environment for athletes and youth. They spoke of young athletes progressing through a sport system without obstacles to achieve their personal best; where their health and well-being are important to all who work with them; where they glory, not struggle, to represent their country; where values that drew them and their families into sport are honoured; and where rights as Canadians are respected. They care deeply about the future of sport in Canada, dream about playing a continuing part in it, of sharing their



knowledge and experience with youth and of contributing back for the support they were given.

Canada's **coaches** are optimistic that their role in developing athletes will be recognized and rewarded. They are enthusiastic about delivering a quality experience under a shared set of values and a strong code of ethics. Their vision includes a future in which they work as professionals, with recognized responsibility and deeper influence. In varied roles played out in schools, communities and high-performance centres, coaches hope to be critically involved in the planning for the development and guidance of Canadian athletes on a larger scale. Their wish is for quality sporting experiences for all Canadians.

**Athletes with a disability** have given excellent performances on the world stage and have been allotted the maximum number of places for the 1992 Paralympics in Barcelona. Now their goal is "inclusion in the mainstream of sport...from a parallel path to a shared path...as we search for inclusion in society as a whole."<sup>1</sup> To achieve the goal, education and support are required—for example, improving the involvement of children with a disability in physical education classes. Sport is about respect and encouragement for athletes in achieving their own levels and fulfilling their personal goals. Excellence, they say, breaks down barriers.


**Women's representatives** speak forcefully and reasonably about their years of underrepresentation on the playing field, in coaching and leading. They are ardent about catching up and insist that all girls must have the same opportunities as boys to play games, to use facilities, to be part of teams, to share fellowship in sport, to learn and grow from the sporting experience, to provide leadership and to enjoy full international participation.

**Indigenous peoples** are eloquent as they express the conviction of their people that their youth should experience sport within their own cultures where traditional values are instilled and timeless principles respected. Once secure in their cultures, with skills matured, they can move with pride and confidence into the mainstream of Canadian sport.

**Volunteers**, from boards of directors and physiotherapists on the national teams, to the volunteer coach in the local sport club, expressed the pleasure and rewards of their involvement in sport. They care deeply about their part in the delivery of quality sport experience to Canadian youth. They take pride in the role, identify with it and want it strengthened in the face of growing sport professionalization. They believe volunteers should guide sport and in the rightness of the volunteer as an anchor of the sport system. Their development and training are important to them and to sport.

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1. *Report of the Workshop for Athletes with a Disability. Sponsored by the Task Force.*



The **Atlantic provinces** speak with a single powerful voice about the future of sport in Canada. Representatives of the four provinces, including governments, volunteers, athletes, coaches and educators, believe that "our youth could match the skill of athletes from richer provinces, given the chance, good coaching and facilities." Provinces are key partners in developing an optimal balance between sport for all Canadians and high-performance sport.

**Physical educators** seek commitment and partnership with the sport community in developing quality, daily, physical education and school sport. They believe strongly that with shared values, goals and plans, athletic education could become more holistic. The effect on students would show in achievements, both scholastic and physical. Together with the sport community, they want to plan the research, curriculum and sport development needed to increase the knowledge of sport science, improve program delivery and increase benefits to coaches and student athletes.

**Sport scientists** are convincing about the strength of their commitment to sport and about the research, knowledge and learning they want to contribute to the expertise of coaches and the development of athletes' skills. They shared their frustrations and concerns about the difficulty of applying useful knowledge when their scientific language becomes a barrier. They want closer relations with sport organizations and a shared, useful research agenda that covers the full spectrum of athletes' needs.

**National sport organizations** are positive about the system that developed and funded their dynamic growth from the kitchen table to mature organizations. But, they want adjustments to the system. They sense their emerging strength and unified voice. They are awakening to both the opportunities and the responsibilities that come with greater autonomy. The breadth of their ongoing consultations and their search for consensus on a powerful Canadian vision of sport provided a contribution which the Task Force appreciated deeply.

The **fitness and active living community** seeks a dynamic partnership with the sport community to enhance the lifestyles and well-being of Canadians. Synergies between mandates provide opportunities in research, in governance and in planning and long-term goals. Such a relationship would provide Canadians with a comprehensive physical culture and a continuum that strengthens both communities.



## Chapter 3: Sport in Canada

*Sport binds our diverse nation together through pride, people to people exchange and portrayal of Canadian values...*

*"Team Canada" is at once our team, our athletes, our approach to sport, our country...*

*Cradle to grave, we value physical activity and sport as a cultural trademark...*

*"A Vision of Sport in Canada"  
The Task Force on Federal Sport Policy.  
Sport: The Way Ahead (Ottawa, 1992)*

### **PHYSICAL ACTIVITY IN CANADIAN SOCIETY**

Sport is a significant part of Canadian culture, leisure time, health, the economy and education. The physical activities we engage in, how we integrate them into our community life, the values we express through them and how we celebrate them, all help define us as individuals and as a nation. The sum of these activities makes up our physical activity culture—play, fitness, sport, dance and so on. They are distinctive indicators of our culture and identity.

In Canada, we are rediscovering that being active and having a range of physical activities are important contributors to personal and societal well-being, to being capable and competitive and to leading healthy and fulfilling lives.

A range of physical activities is a priority in many communities. It is delivered through municipal recreation departments, physical education programs in schools and fitness and health programs in the workplace. Play, sport, games and dance promote social interaction in culturally diverse communities.
















Our physical activity patterns evolve from childhood through to the senior ages. At each age, these patterns relate to our physical make-up in a very personal way. At preschool age, the focus is on basic motor skills, developing a strong body and learning to play fairly and safely. At elementary school age, through play, games and sport, the focus is on building character, values and social interaction skills, such as co-operation and teamwork. Adolescence is a critical time in forming lifestyle attitudes, life-long relationships, basic beliefs and attachments to community and culture—all of which can be discovered through physical activity.

In the adult years, a physically active lifestyle contributes to social interaction, a sense of belonging and of community. Additionally for seniors, physical activity can enhance mobility and independence, increase the ability to carry out activities of daily living, reduce the risk of heart disease and contribute to successful aging. Physical skills and activity yield positive dividends throughout the life cycle.

*The Report of the Commission  
of Inquiry into the Use of  
Drugs and Other Banned  
Practices Intended to  
Increase Athletic  
Performance*

FIGURE 3-1

## LIFE PHYSICAL ACTIVITY DEVELOPMENT

	AGE 1 - 5	6 - 12	12 - 20	20 - 40	40+
<b>OPPORTUNITIES</b>	<p>play, pre-school exercise</p> 	<p>mini-games, school physical education, entry "learn how" sports, family recreation</p> 	<p>school physical education, organized sport, recreation/hobbies</p> 	<p>organized sport, vocational programs, recreation/hobbies</p> 	<p>community programs recreation, masters sport</p> 
<b>PERSONAL BENEFITS</b>	<p>basic body coordination, elementary play, healthy growth</p> 	<p>motor learning, interacting with others, sport fairness and values, healthy growth</p> 	<p>self-discipline, physical fluency, advanced physical skills/mastery, fair play and ethics, lifelong values, preventative health, social skills learning</p> 	<p>physical preparation and exercise, self-discipline, social interaction, physical fluency, advanced skills, health promotion values</p> 	<p>mobility and flexibility, healthy exercise, social interaction, seniors pride</p> 
<b>SOCIETAL BENEFITS</b>	<p>active and socialized children</p> 	<p>family development, improved learning, equalized access, affirmation of Canadian values</p> 	<p>community programming, community and national pride, balanced adolescents, spectator enjoyment, intercultural understanding</p> 	<p>community program, volunteerism, community and national pride, social programming, spectator enjoyment, intercultural understanding, healthy population, sound values and ethics in career</p> 	<p>active population, community activism, intergenerational understanding, improved quality of life</p> 

The pervasiveness of physical activity and amateur sport is reflected in the number of participants.

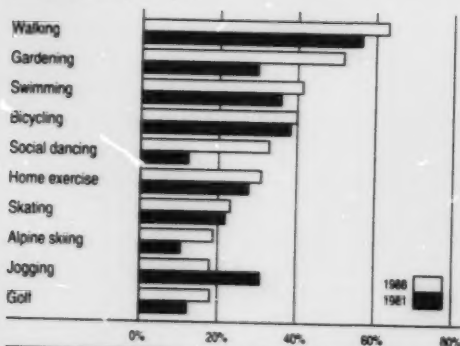
- About 15 million Canadians (over the age of 10) participate in some physical activity at least every other day for 30 minutes or more.
- About 7.5 million Canadians (over the age of 10) are active enough to enhance their cardiovascular health.
- Scale of participants in organized competitive sport in Canada:

Registered Athlete Members	3 000 000
National Carded Athletes	850
Coaches	400 000
National Level Coaches	150
Volunteers	1 000 000

-The Physical Activity Map.  
Sport Canada, 1991; and Fitness Canada, 1991.

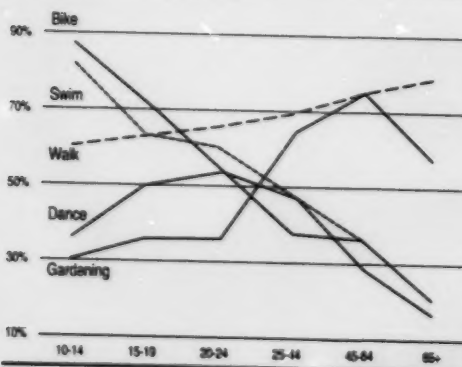
#### PARTICIPATION IN PHYSICAL RECREATION ACTIVITIES, 1981 and 1988 (AGE 10+)

Participated 1+ times in previous year

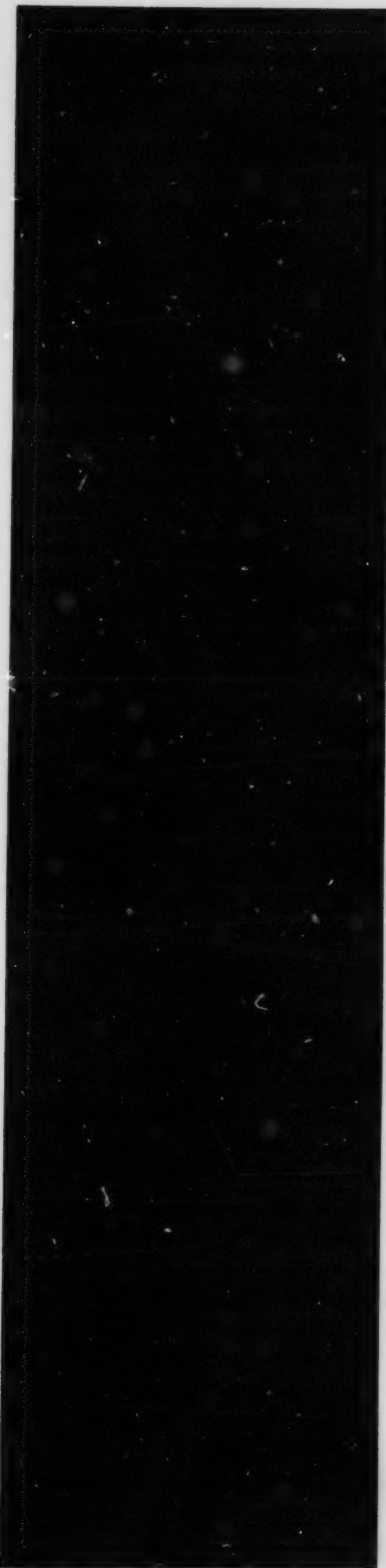


Campbell's Survey on Well-Being in Canada, 1988  
Canada Fitness Survey, 1981.

#### PARTICIPATION IN 5 ACTIVITIES, by AGE



Campbell's Survey on Well-Being in Canada, 1988.



A new perspective on movement and health emerged with the fitness revolution of the early 1970s. It created excitement, energy and innovation. It changed our way of life, made us more fit and turned us on to a more active lifestyle. When it was carried to an extreme, it created a mind set focused on exercising three times a week for 20 minutes at a certain heart rate—reinforcing a philosophy of aerobic guilt! Since the mid-1980s, we have realized the need for a more open, relaxed and inclusive approach—an approach that encourages physical activity throughout the life cycle; through vocation, education and recreation; in the city or country; and in an office or plant, or at home with the children.

The result has been the creation of "active living," which values physical activity as part of life experience and integrates physical activity throughout all aspects and stages of Canadian life. It recognizes that individuals will be physically active according to their needs, desires and capacities. It is inclusive, more accommodating and relaxed in its encouragement of an active lifestyle.

Sport is one part of a physical activity spectrum that includes play, fitness activities, recreational sport, organized competitive sport and high-performance sport. Sport is organized around skill levels, gender, age and jurisdictional authority.

*Yet, sport still exists simply for what it is—a natural human inclination to explore our physical nature and skill, to test ourselves against our own personal standards, and against others, in the spirit of fair play and the pursuit of personal achievement. Whether playing or watching, the experience can be uplifting. In short, sport defines itself. We have only to accept it, nurture it and protect its core essence. All the benefits that sport provides to the person, the community, the culture and society arise from this.*

### **THE CONTRIBUTION OF SPORT**

Sport has always been pervasive in Canadian history and heritage. As part of our physical culture, sport contributes to the health, well-being and identity of individuals, communities and the nation.

For the **individual**, sport is an activity of personal expression. It is a physical experience, but so much more! It takes mental effort and has a strong emotional component. All of these are joyful. Individuals express themselves physically, experience the pleasure of play, self-development, personal achievement and self-actualization.

Sport is also about testing oneself, learning, allowing the competitive spirit to flourish in the pursuit of individual excellence and winning. Sport makes a significant contribution by teaching values, fair play, teamwork and co-operation. It can enhance preparation for a lifetime of being well, being active and being involved. It teaches self-discipline, self-respect, respect for others, competitive skills and behaviours.

Competitive sport is an expression of our nature, our search for fun and play, and of our national character as we challenge the land,

water, snow, ice and mountains of Canada. This part of daily life in Canada is deeply valued by Canadians.

In **communities**, sport is a basis for social interaction, community building, developing intercultural relationships and local pride. Collective activities of volunteering and planning sport events and family outings around sport provide community identity and cohesion. In communities, sport is part of daily family life. It is about raising children, enjoying leisure time in family activities, playing a game with schoolmates or co-workers, involving youth, competing with other communities and fellowship. Sport is played, training is done, competitions are organized in the communities.

For our **nation**, sport contributes to unity and pride as we watch our best athletes perform and act as ambassadors for Canada. Major games, such as the Calgary Olympics, show our capacity to host visiting nations. The Canada Games show one city's ability to host the rest of Canada. These events make Canada proud of its heritage, its athletes and its ability to work collectively to showcase Canadian talent and culture.

Young Canadians gain priceless knowledge about their own country as they travel, meet other Canadians and compete on teams with Canadians of all backgrounds. Respect, understanding and fellowship develop.

Sport helps Canadians build competitive skills and behaviours, essential in this era of globalization. Sport helps build energy in our educational system, thereby improving the scholastic records, discipline and achievements of our youth. Generally, as Canadians, we have felt a collective pride in our athletes. Their presence on the world stage has contributed to our sense as a nation.

*The Canada Games themselves are a strong example...every two years 2500-3000 young Canadians come together...the Games are the pinnacle of their athletic careers...it is an opportunity to make friends. Through those friendships greater understanding is fostered. One of Canada's former Governors General, the late Honourable Roland Michener, perhaps expresses the power of the Games to unite best when he said, "They came together as rivals...shared an experience...and left as Canadians."*

*Around the rinks, the playing fields, the pools, the ski hills and trails in Canada, emulating their heroes, are thousands of young Canadians of all backgrounds, learning together. Cheering them on, coaching them, and enduring the endless rounds of car pools and early morning ice times are the parents who through their countless hours of "parent duty" experience the positives of sport as well. Sharing a cup of coffee at five a.m. in a cold rink can be an incredible stimulus to conversation and the beginning of a better understanding among Canadians. It's cold out there at five a.m. whether you are French, English, male or female.*

*The power of sport is real. There is a multitude of lessons to be learned as a nation from sport: understanding, tolerance, acceptance, respect, cultural identity, the ability to share and experience without losing that which makes each of us unique and individual.*

Perhaps it is time in light of the present problems facing the nation, and our concern with national unity, to re-examine the role of sport in Canada. Perhaps we can make better use of sport to understand ourselves as a nation, and indeed to help keep us together. Perhaps we can take a lesson from one of Canada's Olympic athletes, Alwyn Morris, Canada's only indigenous athlete to win Olympic gold at the 1984 Games in Los Angeles. A poster commissioned by the Kahnawake Reserve, Morris' home, carries a photograph of Morris holding aloft an eagle feather, in much the same manner as he did on the gold medal podium in L.A. The copy reads:

*"If you have it in you to dream, you have it in you to succeed."*

*If we have enough dreamers left in Canada, perhaps we have enough left in us as a nation to succeed in our efforts to retain and strengthen our own national unity and identity.*

*Perhaps sport can help us to turn those dreams into reality.*

*- The Sport Federation of Canada.*

**Unity Through Sport** (Ottawa, 1991).

Sport is pervasive in many other cultural forms. It is central to many Canadian novels, films, television programs and newspapers. The sport section of the newspaper is read first by many, often over morning coffee. It is often the first subject of the day. Sport is one of the most common metaphors in Canadian business.

Sport has produced a large share of Canadian heroes. Canadians are demanding of heroes. They must meet the values of our culture. Sport has been one of the few consistent sources.

Sport pervades Canadian life as part of our culture, economy, entertainment, education system and leisure activity.

Canadians hold beliefs about what sport gives to them. The benefits of sport include building character and developing the individual both physically and personally. Sport fosters participation among Canadians, with those similar to or different from us. Canadians use sport to develop healthy lifestyles that may translate into improved health, well-being and self-esteem.

Sport promotes fair play and develops moral and ethical behaviours. As a social activity, sport is best known for the fun, play and enjoyment it provides. Finally, Canadians can excel, pursue and achieve excellence—a benefit offered by sport to all its participants.

The Task Force believes these are fundamental contributions of sport to Canadians. Therefore, sport must be promoted and accessible to all Canadians.

*Canadian Sports Achievers*



## **SUPPORTING DIFFERENT LEVELS OF SPORT**

Although all sport opportunities are part of a continuum, involvement depends on intensity, skill and interest level. The Task Force strongly supports all levels of sport because different levels meet the needs and interests of Canadians.

### **Recreational Sport**

Recreational sport is a vehicle for fun and play—whether a young child learns to interact with others and explore movement, or an adult relaxes in a leisurely game on the neighbourhood field. Individuals find a different physical and emotional space to help release the pressure of daily life. It is an important form of socializing at the individual, family and community levels. Recreational sport ensures that many groups in society have access to sport. Consumer demands for facilities, equipment and sport clothing create a retail industry which supports the economies of sport in Canada.

### **Organized Competitive Sport**

Organized competitive sport satisfies urges to develop athletic skills, to test oneself and to explore the thrill of competition. Involvement in organized competitive sport is an important aspect of physical and character development. Often, youth development programs include organized sport activities. Organized competitive sport enhances community pride and provides geographical and cultural exchanges that build understanding of other Canadians and their communities. Sport offers a variety of competitive opportunities at a range of costs. Sport meets an important social expectation by providing equity and access, and a developmental life experience for all sectors of society.

### **High-Performance Sport**

The Task Force supports the pursuit of excellence because it is a natural human drive to test one's limits, to "be the best one can be." On the one hand, sport is deeply personal and based on individual needs, interests and drives. On the other hand, support for excellence is a characteristic of Canadian society—how we pursue excellence, how we support that pursuit, talk about it and treasure it.

Canada's high-performance athletes are often seen as "ambassadors." Their performance, character and behaviour create impressions of Canada and Canadians. High-performance sport contributes to pride in country and in the distinctive competence of Canadians. As part of the competitiveness of a nation, sport is seen often as a proxy for the competitiveness of a country, its readiness and capacity.

At advanced levels of sport, there is a variety of physical "sport sciences." Insights from these sciences have transferred into other parts of our physical activity culture. The per capita cost at the high-performance level is higher than at the recreational or beginning competitive levels. Public funds are needed to support the infrastructure costs for building the sport system which then seeks funds from the private sector, user pay and other levels of the sport system. High-performance sport satisfies the natural population

Exploring Ourselves

In Pursuit of Excellence

desire to be spectators, to view and appreciate excellent athletic performance and good competition.

### **THE ISSUES OF HIGH-PERFORMANCE SPORT**

Many recent discussions on the sport system in Canada have focused on the role and prominence of high-performance sport. This report would not be complete unless we addressed specific debates and issues on high-performance sport in order to diffuse the polarization of sport in Canada.

One circular debate that has plagued sport throughout its history is the competition between high-performance and recreational sport. Most discussions deal in absolutes, such as the trade-offs between high-performance and recreational sport. But this is not the only issue the Task Force has heard regarding high-performance sport. Why do we support high-performance sport at all? Are Canadians comfortable with the pursuit of excellence and its links with winning and high-performance sport? Are we too demanding in our definitions of success and winning? Do we appreciate the difference between "being the best you can be" and "being the best"?

These debates are characterized by competing philosophies and jurisdictions. Polarization of positions is the usual outcome. Let us enter this debate from a new perspective—one based on the challenge of creating an integrated sport system where athletes move smoothly through sport development levels, and efforts and results are balanced, with the entire sport continuum receiving the needed resources through a variety of levels and sources.

#### **What Is the Issue?**

The Task Force suggests that debate about high-performance sport versus recreational sport is a non-productive, polarizing and misleading debate. It diverts energy from the true challenge of creating a physical culture that values all expressions of physical activity and that considers our expressions of "active living" and "sport" as cultural trademarks of this country. The challenge is to provide a seamless continuum which directs the planning and organization of sport towards an athlete-oriented model.

A sponsor of sport may be accused of favouring one part of the continuum over another (as the federal government has been challenged for its emphasis on high-performance sport). An analysis of the whole continuum, with support at all levels, can help assess whether we are preoccupied with one level over others in ways that are not consistent with our society's values and expectations. The Task Force is critical of certain federal policy aspects, the style of federal roles, the lack of emphasis on equity and access, and the barriers between federal and provincial levels. But we do not criticize the federal government's emphasis on high-performance sport. It is more appropriate to note that federal/provincial governments and NSOs/PSOs have not looked at the sport continuum nor harmonized their policies and roles to ensure emphasis on the full continuum.

Out of Training  
and their own activities

It is the Task Force's belief that a barrier-free continuum and an athlete-oriented approach will provide for athletes throughout the spectrum. Recreational sport will be supported because it provides the cultural and societal support and participant involvement to make sport work. The physical activity base will lead to high-performance sport as a natural consequence derived from the growth in skill development, human development, the competition urge and sport as a source of community and national pride. The Task Force believes that support for high-performance sport arrives naturally. However, relatively higher costs and low profiles have combined to limit its potential in this country. We must attend to this!

Canadians place unrealistic expectations on high-performance athletes and their sports. We do this by accepting a very narrow concept of success, usually portrayed by winning a gold medal at world level games. We create planning models in our sport organizations that have a high, if not exclusive, priority on the achievement of athletic success. We ignore athletic developments between games and then act as armchair enthusiasts and critics of world championships or Olympics. We create enormous expectations of selective individuals whom we ask to carry the hopes of a nation.


While these pressures on high-performance sport may be understandable, they are not realistic or helpful. We need to acknowledge our successes, to broaden our concept of success and achievements, to understand and support both "being the best you can be" and "being the best," and to define ways to support high-performance sport and athletes between major events.

### **Excellence**

Exploring the Canadian psyche is a favourite pastime of social and political commentators. Although it is impossible to characterize a whole nation with one set of descriptive qualities, nevertheless Canadians' views of themselves, their values and beliefs do seem to be strongly and commonly held (although Canadians are not likely to state them aloud).

Deeply felt Canadian values for sport have surfaced in the consultation discussions—an immense pride in what we have accomplished in sport; a belief in the fundamental contribution of physical activity, physical education and sport to our society and our culture; a wish that our sport be fair, socially responsible and equitable to all Canadians; a respect for the individual; a desire for organizations which cherish the public's trust in them; and so on.

In this array of values, the Task Force heard desire for and pride in the pursuit of excellence. Canadians respect those who pursue excellence and society should support that pursuit in an appropriate way. Canadians are quite prepared to support winning but not "at any cost." It is most important to "be the best one can be" and to represent Canada with distinction and with other qualities Canadians hold dear—a quiet courage, a balance of pride and humility, a mental and physical toughness, perseverance, fairness, tolerance and decency. In short, Canadians support the pursuit of



excellence and the desire to be the best, using a "made-in-Canada" definition drawing upon Canadian values and beliefs.

The Task Force was impressed by the many examples of excellence in Canadian sport; Canadians have developed many aptitudes that deserve recognition. We must acknowledge these developments as characteristic of excellence and not focus only on medal performances at major games. Excellence in Canadian sport includes an impressive array of achievements:

- Some of the best sport-science and sport-medicine research and researchers in the world are from Canada.
- The National Coaching Certification Program is sought after by many countries in the world.
- The largest sport technical information data base in the world, the Sport Information Resource Centre (SIRC), has been designated by UNESCO as the official data base on sport.
- Canada gave many sports to the world including hockey, ringette, synchronized swimming, certain aspects of canoeing and kayaking, and lacrosse.
- Our focus on fair play is well known among the international sport federations of the world.
- Our work in physical activity for persons with disabilities and the advancement of sport for these individuals has put us among the leading countries in the world.
- Even before the Seoul Olympics, Canada was a leading nation in the fight against doping in sport.
- Our ability to host world cups, world championships and major games is highly respected and, in some areas, unequalled.
- Our systems and administrative approaches to sport are highly respected.
- Mission staff accompanying our major teams to world-level games are considered to be among the best in the world.
- Our sport facilities are highly advanced and often studied by other countries.

The Task Force suggests that sport take pride in its accomplishments to date and be encouraged by the deeply held belief of Canadians in the importance of sport and the pursuit of excellence. Canadians are reluctant to acknowledge our accomplishments, but there is merit in celebrating what we have done in sport in Canada. The Task Force realizes that, since the pursuit and accomplishment of excellence takes on many forms in sport, it is important to acknowledge all types of excellence, now and in the future.

### **Summary**

The Task Force therefore urges that:

- We shift the debate on high-performance sport versus recreational sport to a dialogue about our physical culture in Canada and how we can support an array of physical activity opportunities ranging from recreational participation through organized competitive sport to high-performance sport.

- We focus on a barrier-free, seamless, sport development experience that provides proper services to the athlete.
- We broaden our vision and concept of excellence in high-performance sport and acknowledge our achievements accordingly.
- We develop supportive economic models for all parts of the continuum and link them together.
- We support the pursuit of sport excellence in Canada by creating social and economic conditions that help high-performance sport fulfil a natural expression of our physical culture.

### **A FOCUS ON ATHLETES**

This report, above all, is about athletes and how to make sport better for them. The concept of an "athlete-centred" sport system is a central theme and one of the six core values that Canadians indicated they expect of sport in Canada.

Athlete issues and their futures pervade the many chapters of the Task Force Report. We have addressed among others: athlete representation in decision making, health and safety, fair sport in an ethical environment, moral education, quality coaching, financial support, post-sport career re-entry, performance recognition, the need to compete before Canadians, access to sport for those in the minority and equitable treatment once in the sport system, the opportunity to experience several different sports at entry level, personalized medical and sport-science support services, etc. The Task Force has treated these issues and other challenges throughout the report in the various policy subject areas and in the review of stakeholder responsibilities.

Hence, in Chapter 6, **Athletes**, beyond the consideration of athletes' representation, the Task Force treated high-performance athletes as a special case with certain extra needs. All of the remaining issues common to athletes at all levels of the system were dealt with in the balance of the report.

### **AN OVERVIEW OF THE SPORT SYSTEM**

For this report, the Task Force has selected the following typology to categorize sport participants, including all skill and interest levels.

**Recreational athletes** are involved in sport primarily for fun, leisure, personal enjoyment and fitness. They may be interested in some degree of skill development and competition at lower intensity levels. Participants at this level come from all age groups. They are involved in sport for its own sake and most have no aspirations to become highly trained, competitive athletes.

**Competitive athletes** are persons with higher skill levels who are seriously committed to their sport. They belong to national and/or provincial sport organizations through their team or club and are heavily involved in organized competitive sport. They spend a

# SPORT IN CANADA

## ORGANIZED COMPETITIVE SPORT SYSTEM

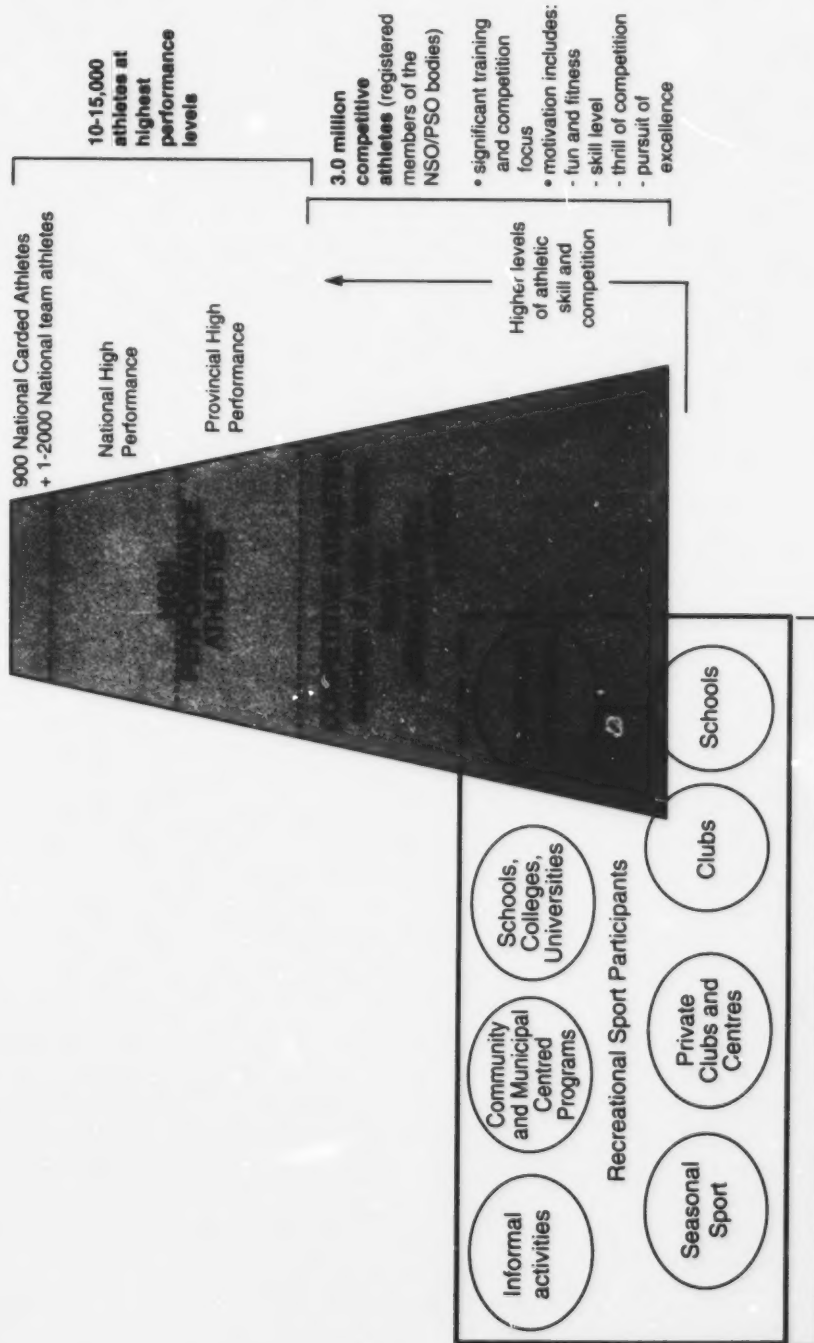
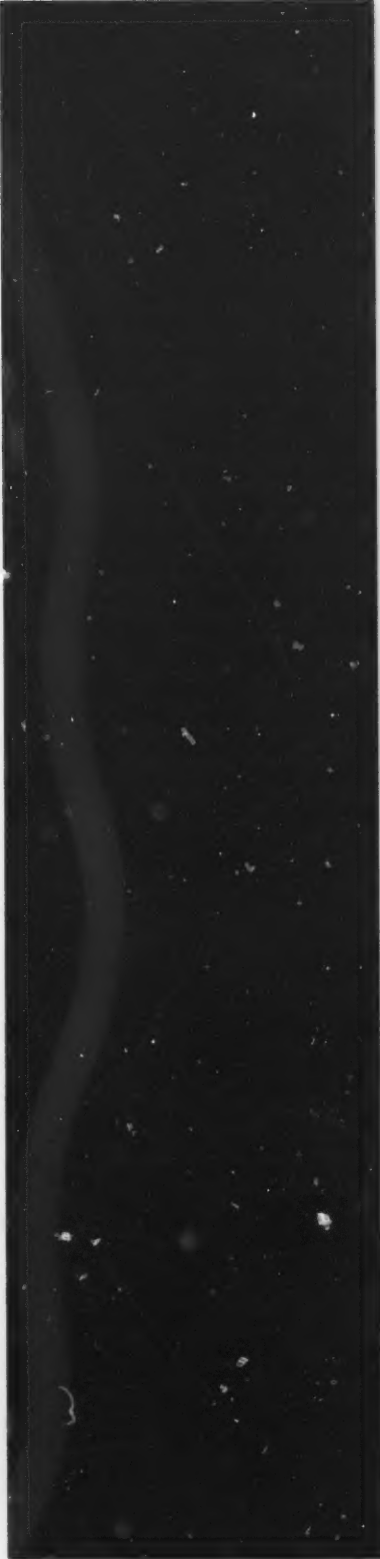


FIGURE 3-2



significant amount of time training and developing their skills as they prepare for higher levels of competition.

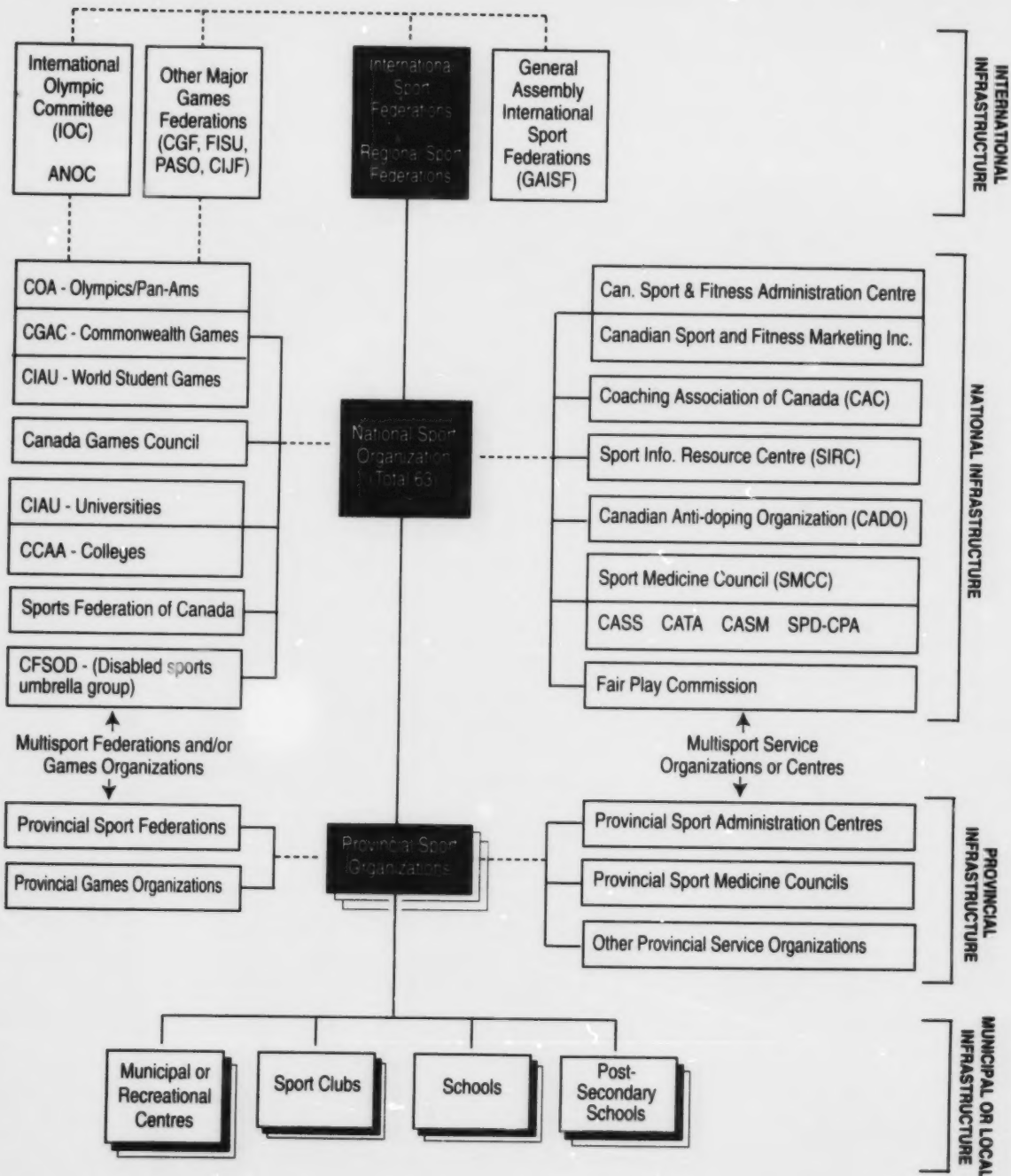
**High-performance athletes** share all of the interests and activities of the group described above, but have attained the highest levels in their sport through intensive training, skill, technical development and competitive success. Training for this group is more intensive, with regular competition at high-performance national and international levels. The pursuit of excellence is a driving force behind high-performance athletes.

In providing opportunities for these athletes, sport has developed a complex system or infrastructure. This infrastructure is composed of many organizations from the international to the local level. International bodies exert some influence on all levels of Canadian sport, not just high performance. An understanding of international sport and its relationship to Canadian sport is contained in Chapter 15, **International Sport**.

The present framework for managing sport in Canada is complex, constricted by jurisdictional lines, relatively uncoordinated and fragile. Sport organizations in Canada follow the same pattern as the structure of our governments. National sport organizations relate to the federal government; provincial/territorial sport organizations relate to provincial/territorial governments; and local clubs and teams relate to municipal governments and community organizations. These jurisdictional considerations make it difficult to develop integrated systems, policies and programs. The sport community infrastructure diagram provides one method of visually displaying the many organizations involved in sport in Canada.

FIGURE 3-3

# THE SPORT COMMUNITY INFRASTRUCTURE




## RECOMMENDATIONS

The Task Force therefore recommends that:

1. To increase understanding among Canadians of the important cultural, societal and economic contribution that sport makes in Canada, and to increase the promotion of sport, the Fitness and Amateur Sport Branch undertake immediately, with interested parties in the sport system and appropriate government agencies, a socio-economic study on the impact of sport in Canada.
  2. Statistics Canada, the Social Sciences and Humanities Research Council<sup>1</sup>, the National Science and Engineering Research Council of Canada, the National Health Research Development Program and the Medical Research Council, in consultation with the Fitness and Amateur Sport Branch, create a category for study of sport and physical activity in their discipline codes to facilitate studies on sport and physical activity in Canada.
  3. The Minister of State for Fitness and Amateur Sport, develop alliances with federal and provincial government departments responsible for the advancement of Canadian culture to:
    - include Canada's physical activity culture as a significant component in cultural policy;
    - include sport as an integral component of Canadian cultural policy;
    - gain support for school-based sport and community-centred sport as cultural building blocks of our communities; and
    - participate in the promotional emphasis on culturally significant Canadian sports in school-based and community-based sport.
  4. The federal government adopt the recommendation in the 1991 Program Evaluation audit of Fitness Canada by the Health and Welfare Canada, Program Audit and Review Directorate which recommended that:
    - The federal government should, through Fitness Canada, continue its involvement in promoting physical activity among Canadians. The federal role should be one of providing national leadership and facilitating interaction within the physical activity community and policy development.
    - Fitness Canada should continue to target children and youth for special attention through initiatives such as the quality Daily Physical Education campaign, and the Canada Fitness Awards Program.
- 
1. *The government will combine the Social Sciences and Humanities Research Council with the Canada Council as announced in the 1992 Budget.*





## Part II: Toward a Sport Plan for Canada

The Task Force consulted with sport people from across Canada over a 12-month period. After a long period of listening and pondering, the Task Force was ready to define the elements needed for a sport plan for Canada which among other things, would encompass a vision, describe a set of values which are the bedrock of sport in Canada and define national goals for Canadians to discuss.

Development of the sport plan is not the responsibility of the Task Force. However, the Task Force does have a responsibility to communicate the information it received that could assist in the development of the plan.

Part II of the report outlines this input—a draft vision of what sport in Canada could be like if the concepts and recommendations in this report were implemented, a statement of the values that were expressed and themes which provide input into the development of national goals. In developing our vision, values and themes, the Task Force has added its own respectful insights to the hopes, ideas and dreams that were so eloquently presented to us.

The chapter on constructing a sport plan for Canada provides suggestions as to how stakeholders could work together to develop a Canadian sport plan. Mechanisms to facilitate this collective process are included.



## Chapter 4: Vision, Values and Themes for National Goals

We begin by looking into the future, offering a vision of sport in Canada which is, we believe, achievable and reflective of sport's position as an integral element of Canadian society.

### *A VISION OF SPORT IN CANADA*

In the future...

Canada is respected worldwide as a true sporting nation. Canadian culture, heritage, character and landscape are manifested by our involvement in sport throughout Canada and the world. Sport touches virtually every aspect of the Canadian ethos—our culture, our health, our economic viability, our play.

Sport binds our diverse nation together, through pride, people-to-people exchange and portrayal of Canadian values. Sport is integral to Canada and Canada is committed to sport. Sport is the source of deep and rewarding experiences, enriching the daily lives of all Canadians, whether as a participant, supporter or spectator. "Team Canada" is at once our team, our athletes, our approach to sport, our country.


Canada's athletes are people of all ages, skills and backgrounds, enjoying sport in their own communities. Opportunities exist for all Canadians to participate to their level of choice, with the primary focus of those involved in providing these opportunities being the needs of the athlete. The voice of athletes is heard in all decision-making circles.

Athletes speak of their sport experiences in terms of fun, joy and achievement. Through sport, we test ourselves, against ourselves, against the elements and against others, and express ourselves physically, mentally and spiritually.

To the special group of athletes who attain the highest levels of achievement, who dare to be measured in a moment of distinction, and who represent Canada on the world scene, Canada offers support and celebrates their role as symbols of excellence. The pursuit of athletic perfection is celebrated for the quest as much as for the result—win or lose, we all win.

Highly skilled, certified coaches are indispensable to the development of Canadian athletes and are respected for their profession. From the communities to the high-performance centres, they, along with volunteers and experts in sport medicine, the sport sciences, safety, counselling, promotion and organization, are available to athletes whatever their place in the sport spectrum.

Community-centred sport provides broad opportunities for participation. Community groups work collaboratively to maximize use of facilities and resources. Physical educators and recreation specialists join hands with sport leaders. Together, they work with



local governments to provide a range of quality sport experiences, ensuring the wellness of the athlete as a whole person. Cradle-to-grave, we value lifelong physical activity and sport as a cultural trademark of our society.

Canada hosts the world in sport through major events and international leagues, in order to promote sport and allow Canadian athletes opportunities to compete at home. Sport media promote non-professional sport—extolling performance in a positive light and inspiring appropriate ethical conduct. Strong and strategic international representation by Canadians protects and promotes Canadian interests in international sport and Canadians share their enormous prosperity and expertise by helping less fortunate nations improve their opportunities in sport. Canada is a world leader in the debate and resolution of the major issues facing the sport movement.

Canadian values of respect for others, tolerance of diversity, equity and generosity are exemplified throughout sport. Fairness permeates the practising of these values. Access and equity exemplify fairness. Sport flourishes as it provides ethical and responsible leadership.

Sport organizations work together in the spirit of co-operation and mutual support, taking a shared path towards the creation of a plan for sport in Canada. The Canadian sport system is characterized by a supportive and co-operative partnership between governments, not-for-profit and corporate sector organizations. With harmonized policies and programs, all stakeholders work together to enhance the sport experiences of all athletes at all levels of sport. The barriers and gaps are eliminated allowing a smooth, seamless progression along the sport continuum.

The sport system is grounded in values. It is athlete-centred. It is community-based. It is equitable. It is fair. It is accessible to all Canadians.

Above all, the essence and future of sport is protected for those who will inherit this public trust...for the love of sport.

## **VALUES FOR SPORT IN CANADA**

As we spell out the values for sport in Canada, we take care to consider sport at every level, from the community playing fields to the Olympic Games. The values are based on research, several polls, the submissions and consultations.

Three types of values are identified by the Task Force: values expressed by athletes about the sport experience—explicit values; values expressed by Canadians about sport; and values that Canadians expect of sport—values that must guide sport in Canada.

### **The Values Expressed by Athletes**

Sport personifies the expression of self. Overwhelmingly a physical experience, sport also draws heavily on an athlete's mental resources and profoundly affects the emotions. In its ultimate expression, sport has the power to reward the athlete with a supreme spiritual

experience. Whatever the level of participation, the love of sport is always present.

Sport is about fellowship and fairness and generosity to others, about learning, about testing oneself, about excellence, about winning. And for a chosen few, sport is about representing Canada as a high-performance athlete.

Sport is enjoyed at school, in clubs and community centres, at local and provincial meets, at the Canada Games, at national championships. Some experience the thrill of competing on the ultimate playing fields, contesting world championships or striving to do their best at the Olympic Games.

What is valued by athletes is what sport is:

- fun, pleasure and the joy of effort;
- pursuit of excellence, of achievement, of winning;
- striving, testing oneself against oneself and the elements, against others;
- expressing oneself physically, mentally and spiritually;
- sportsmanship and playing fairly;
- good fellowship; and
- learning.

### **The Values Expressed by Canadians about Sport**

For many Canadian families, sport is an integral part of daily life. It is rooted in the desire to raise children well; it means setting aside leisure time to enjoy family activities; it is reflected in a game played with schoolmates or co-workers, in creating solid neighbourhoods and a vibrant community; and it expresses our national character as we challenge the towering physical dimensions of our land.

In every corner of the country, athletes, coaches, families and teachers express their individuality through sport. They enhance their physical skills, learn the rules, develop an understanding of teamwork and fair play, build courage and discipline.

The practising of sport pervades Canadian life. It is part of our culture, our economy and our education system. It entertains, and it provides a host of leisure activities.

Canadians ascribe a set of values to sport. The values define what parents want sport to give to their children, describe what they believe leads to a balanced individual and reflect what Canadians believe are the benefits of sport.

In essence, Canadians believe that sport builds character, is a source of personal and physical development, fosters participation, encourages a healthy lifestyle, contributes to moral development, teaches fair play and develops a balanced social life.

At every level—recreational, organized competitive, high performance—we choose the way we play sport. As our skills develop, we cross many bridges, selecting our own level of achievement.

Playing sports in the community enhances the quality of life and binds people together. Competing at the provincial level brings pride to the community. The few who strive to reach the highest

plain are travelling a path valued by Canadians. Some become heroes; all symbolize excellence and stand as models of courage and achievement.

When Canadians vie in the international arena, our values and our talents are displayed for the world to see. Canadians share all of these moments with our athletes, coming together in joy and pride.

To the Task Force, as to other Canadians, athletes who progress to this level are very special. They reap the benefits of the sport experience, acquiring values that build strong character and encourage personal and moral development. They display these qualities while enjoying sport and making their country proud.

Canadians consistently express in polls, interviews and in literature, the same core set of valued benefits from sport:

- personal development, dedication to training, achieving goals, working with others and leadership;
- physical development, strength, competency, skill, fitness and health;
- character building, discipline, courage, dedication, confidence, strength of character, self-esteem and sense of fairness;
- levels of achievement, choice of sport, choice of skill level and competitive intensity;
- entertainment and use of leisure;
- involvement, friendships and participation;
- pride in country and a contribution to national unity;
- an international presence.

### **The Values Canadians Expect Will Guide Sport in Canada**

Canada's diversity is reflected in the ways our people express themselves, participating in a wide range of sports. Some depend on geography; others fit local conditions or choices made by a community to suit its special needs.

Sport in Canada is there for all who choose to be athletes: for the young as play or for learning, for masters to continue competitions and as recreation, and for the competitor who seeks the challenge to be the best. The athlete is the centre of sport and sport exists for the athlete.

Canadians believe that our athletes must play fairly; at the same time, they believe overwhelmingly that they do. Canadians also believe that sport is an important tool in instilling fairness in the young, through skilled coaching and playing within the rules of the game.

Fairness has many meanings. To the athlete, it is fair consideration of their needs, whether health, safety or contractual agreements. Others—women, indigenous Canadians, persons with a disability—prize fair access.

Almost without exception, the submissions to the Task Force focussed on fairness and fair play as essential if the sport experience is to be joyful and the benefits of sport realized. Fairness, Canadians believe, is inextricably linked to the positive sport experience and must shape the institutions, organizations and administrators governing sport. Indeed, fairness must pervade the entire system.



The values that will guide the Canadian sport system are:

*Accessible*

Sport is a right of all Canadians. Geography, economic status, age, gender, ability, disability, language and other elements of Canadian diversity should not infringe on the opportunity to participate in sport.

*Athlete-Centred*

As the core of the sport system, athletes must be supported in a holistic way—with care for the individual's growth and development, physical, moral, emotional and spiritual health.

*Equitable*

The *Canadian Human Rights Act* states: "Every individual should have equal opportunity to make for himself or herself the life that he or she is able and wishes to have, consistent with his or her duties and obligations as a member of society without being hindered in or prevented from doing so by discriminatory practices." Equitable treatment is a fundamental value for all Canadians participating in sport.

*Fair*

Canadians believe fairness and fair play are inextricably linked to the positive sport experience and must shape the institutions, organizations and administrators governing sport. Fairness must pervade the entire system.

*Shared Leadership*

Responsibility for sport in Canada is shared by many partners including governments, sport organizations and education. A seamless sport continuum demands collaboration and shared leadership by all partners.

*Values-Based*

Values are the essence of sport: playing fair, following the rules, respecting your competitor and being tolerant of others. The values of sport align closely with the values of Canadians. Ethics are conduct: acting in keeping with the values, never inflicting harm on another and living up to the societies' standards and values.

The Task Force holds strongly to the belief that these fundamental values, expressed so passionately by so many Canadians, must be protected, fostered and available to all. They have been used by us in developing federal sport policy.

# THE VALUES OF SPORT TO CANADIANS

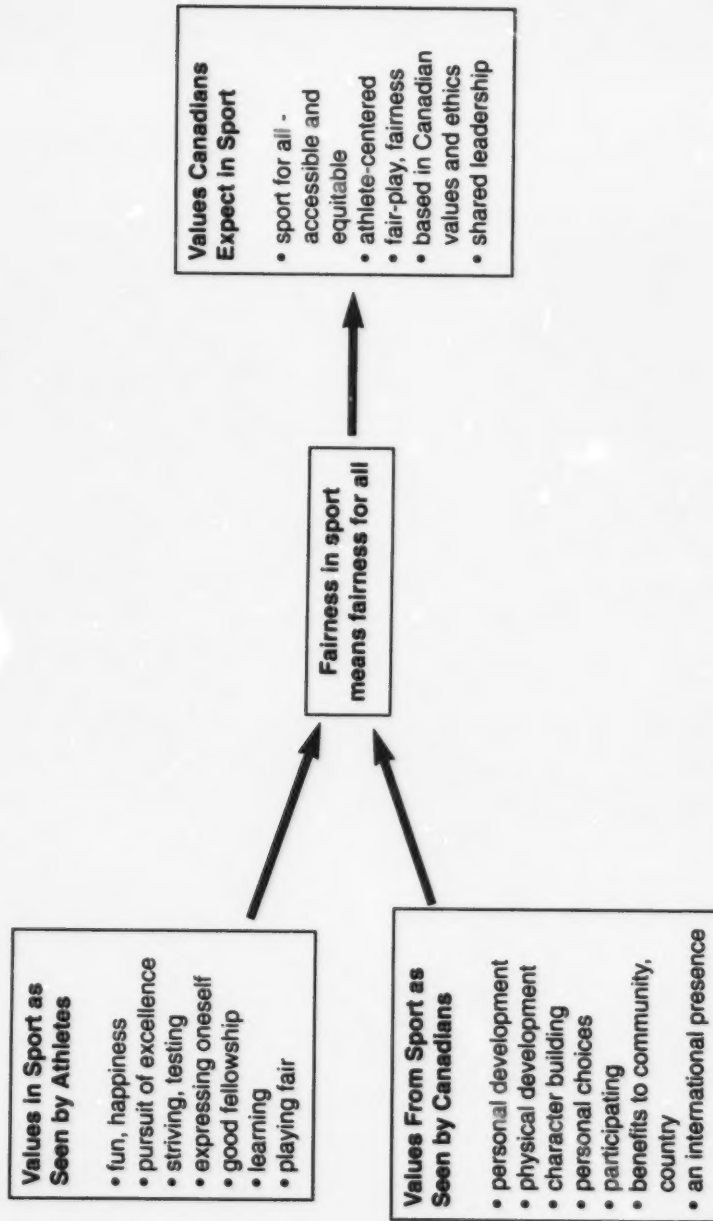


FIGURE 4-1

## **THEMES FOR POTENTIAL NATIONAL GOALS**

We have summarized the major themes from the consultation that guided our thinking and planning as we prepared this report. They are the key targets to reach for in building a sport plan for Canada. We suggest them as components for consideration in the development of the national goals for sport.

### **Importance of Sport to our Society**


- Build a stronger recognition of sport as a powerful contributor to Canadian society and to our cultural identity and promote sport as an important component of planning in social, cultural and economic policy.
- Fund sport in keeping with its contribution to our culture, national pride, heritage and economy, and for its special contribution to the physical, mental and moral development of Canadian youth.
- Take a leadership role within Canada in promoting and practising the most important of Canadian and sport values—fairness, excellence, adherence to an ethical set of rules and laws, equity, tolerance for differences—and portray these values to the world.

### **A Focus on the Athlete and Coach**

- Improve support and services to athletes and coaches at all levels.
- Promote the role of the coach and support professionalization.
- Develop and support Canada's high-performance athletes in a physically safe and morally sound environment.
- Increase opportunities for athletes to participate in making decisions that affect them.
- Celebrate achievements of athletes from all parts of the country and their contribution to Canadian unity and pride.

### **A Sport Plan for Canada/The Development of Sport**

- Develop a sport plan for Canada which articulates the shared vision, values and national goals for sport.
- Build participation in sport at all levels through balanced support, services and investment across the sport continuum.
- Build a sport system that is vertically integrated from community to high performance and dedicated to the development needs of Canada's athletes.
- Harmonize policies and relationships across jurisdictions to create a seamless passage for athletes through the sport continuum.
- Explore community-centred sport to provide athletes with access to multiple choices of sports or multi-sport experiences.
- Include sport as part of education so that sport benefits from the holistic development of the education system and school youth benefit from the sport experience.

- 
- Develop a national research agenda to improve our knowledge and its application to the holistic and technical development of all levels of athletes.
  - Clarify connections and synergies between fitness and sport and, where advantageous, link them organizationally.
  - Invest in developing leaders and collective leadership in sport to prepare for undertaking the challenges of a new future for sport.

#### **Social Responsibility and Ethics**

- Ensure sport meets the standards of equity and access consistent with human rights laws and the *Charter of Rights and Freedoms*.
- Protect the values and essence of amateur sport from drifting away from fair play and sportsmanship towards commercial values.
- Conduct sport with vigilance to avoid breaches in ethics such as condoning practices that are unsafe or that place athletes, coaches or officials in ethical dilemmas.

#### **Sport as Excellence**

- Support and treasure the pursuit of excellence in sport.

#### **Promotion of Sport**

- Host major sport events to showcase Canadian talent, giving Canadian athletes opportunities to compete in Canada.
- Recognize and reward key contributions of volunteers to athlete development, in coaching and in administration of the Canadian sport system.

#### **Role of Governments**

- Reduce government's role in the day-to-day direction of sport and devolve planning to a community of sport leadership, with government as one partner.
- Provide an accountability process for public funds that recognizes the broader accountability that sport organizations have to their members, the Canadian public and government.

## Chapter 5: Constructing a Sport Plan for Canada

*Develop a sport plan for Canada that articulates the shared vision, values and goals of sport.*

*"Themes for Potential National Goals"  
Task Force Report (Ottawa, 1992).*

Over the years, there has been a consistent and growing demand for a sport plan for the country. This national plan would include a vision, values, national goals, strategic priorities and stakeholder policies and plans. The absence of such a plan has contributed to the fragmented, control-oriented and isolationist approach to collective planning by the sport community in Canada.

Some efforts have been made to improve co-ordination and planning in sport. The Interprovincial Sport and Recreation Council and Conferences of Ministers led to initiatives being undertaken jointly to co-ordinate governments' involvement in sport. In 1985, ministers responsible for sport, recreation and fitness produced a paper detailing the responsibilities of two levels of government in the area of high-performance athlete development. Later in 1987, ministers approved a national "blueprint" which recommended the establishment of a mechanism to promote co-operation and understanding between federal and provincial/territorial governments, i.e., the Federal Provincial Territorial Sport Committee.

Serious attempts at integrating elements of the sport system have been undertaken over the last 30 years. While some success has been achieved on specific initiatives, no truly "national" vision, values, goals and strategic priorities have been developed. There are several reasons for this.

In a political system, the need to respond to and reflect priorities of ministers and/or governments is a major factor. While this applies to all areas of government, the fact that there have been 12 federal ministers of state for Fitness and Amateur Sport since 1976 has made continuity very difficult. Jurisdictional attitudes at both the federal and provincial levels, combined with the lack of opportunities for other stakeholders to consolidate and represent their views, have contributed to the current barrier-laden, competitive culture of sport.

The culture of Fitness and Amateur Sport has been no more conducive to a "partnership" philosophy. The focus leans toward technical and technocratic, emphasizing "systems" for achieving competitive success internationally. As with the political levels of sport, no concerted effort has been made to develop an integrated planning culture rooted in the values and fabric of Canadian society.

Canadian sport has tended to be driven by a top-down, federal view with little concern for the reality of where most sport happens, that is, locally, regionally and provincially. Force fitting a "national face" into the community level while disregarding the infrastructure has proven to be an artificial exercise, and many of the current gaps and tensions reflect this.

Its weaknesses aside, the national system has produced some remarkable results. The consistent efforts applied by the federal government's Fitness and Amateur Sport Branch in the early 1970s laid the groundwork for the modern national sport system as we know it today. The focus on the high-performance sport system created momentum and increased support for sport throughout Canadian society at all levels. A strong infrastructure was created at the national level and new resources were obtained for high-performance programs.

And yet, a plan for sport in Canada has not been developed and implemented. Work done by individual stakeholders has resulted in a number of competing visions. The federal vision (implicitly contained in its funding practices and program policies) is arguably as flawed and incomplete as the variety of provincial/territorial and sector-specific policies and practices. In contrast, a truly national vision—a sport plan for Canada—would apply across the country, at all levels.

Establishing a commonly agreed-upon national plan for sport requires a rational process. To date, there is no clear process through which a strategic framework, involving all stakeholders, is being developed.

In the previous chapter, the Task Force reflected on a potential vision and some of the essential elements of a national (not federal alone) plan as derived from the mosaic of views received. It is our view that such a national plan is needed to guide the development of sport in Canada. This is the responsibility of the many stakeholders who comprise the Canadian sport system. It is not realistic for every stakeholder to meet face-to-face to determine a national plan. There are key sectors which, if they adequately represent their constituents and ensure their representatives reflect the needs of all Canadians, can collectively design a national plan which will be supported by all stakeholders.

### **THE KEY STAKEHOLDERS**

Articulating a sport plan for Canada around which all stakeholders would rally implies seeking input from five key sectors.

The **sport community** includes the collection of 63 national, not-for-profit, single-sport organizations (NSOs) and 15 or so multi-sport organizations (MSOs) representing their constituents, provincial/territorial sport organizations (PSOs) and community clubs and leagues. Many concerns have been expressed about the ability of the NSOs to effectively represent their constituents at the collective table. If NSOs are to represent the sport community, they

must inform and involve their members and adequately represent their interests.

To date, these national sport organizations have operated fairly independently from one another, dealing bilaterally with the federal government and, to varying degrees of effectiveness, with their provincial sport organizations.

Through the Sport Forum process, these organizations have begun exploring the notion of "community." They have identified the need to become an effective, collective voice at the table with other key stakeholders in the sport system. Real progress towards the development of "community" identity is being made. The stakes for ultimate success are high given the ongoing role this "community" should play in any new national plan for sport.

**Provincial/territorial governments** have traditionally focused on sport issues and programs within their immediate area of jurisdiction. Provinces deal directly with PSOs and influence program delivery on a province-wide basis. The provincial role has consisted of support for the design and delivery of programs up to the national level and the delivery of nationally designed programs. Although there has been some blurring of this distinction in practice, this is the role division in theory.

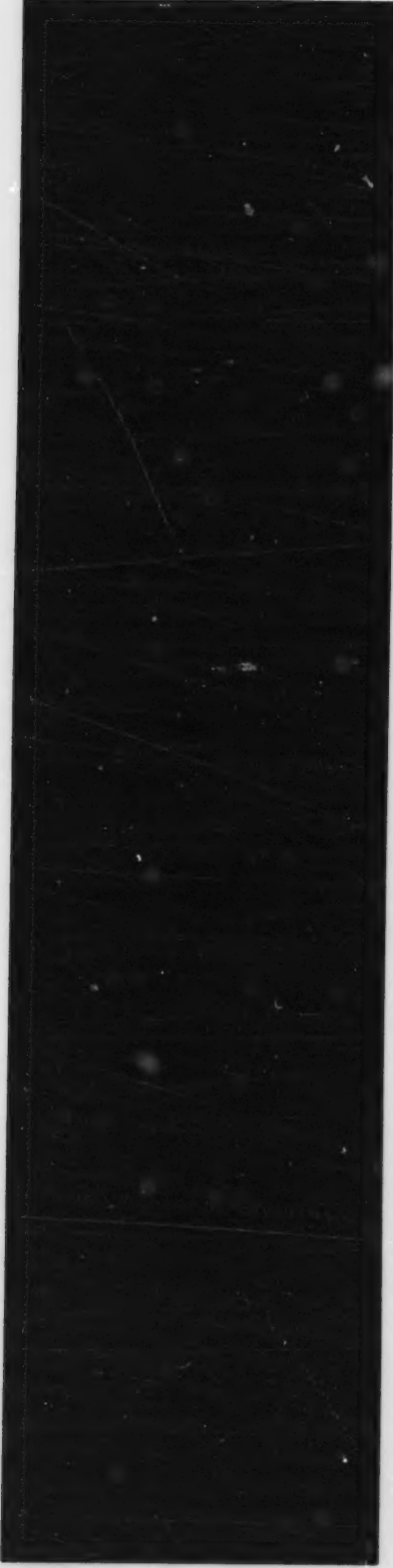
The federal government consults provinces and territories directly and on an ongoing basis, through the sport committee of officials, the federal/provincial/territorial deputy ministers and, ultimately, through the Annual Conference of Ministers Responsible for Sport and Recreation.

**Athletes, coaches and sport-science experts** repeatedly told the Task Force that they feel under-represented with their interests not adequately addressed in policy and strategy development. Athletes are torn between the demands of their sport and the need for direct involvement in decision-making processes. They are beginning to organize in order to articulate their needs and interests and to influence policies and plans of their respective sport organizations and governments. Coaches also feel that their voices have been neglected. Advice and input from athletes and coaches are critical to the development of any national plan for sport.

The "science of sport" and the "support services" (disciplines relating to health, medicine, nutrition, biomechanics, physiology, sport psychology and physiotherapy, among others) have their own communities, but are not well integrated into sport. Better linkages could assist research and its application, and improve the acceptance of the legitimate role of sport science in the sport community.

**Education** has important links to the delivery of sport but, as a stakeholder, has largely been ignored. By education, we mean school curriculum policy makers, the physical educators in schools, the athletic coaches, the designers/leaders of sport schools, the sport sciences in post-secondary schools, the research community and the policy side of athletic-facility design and usage in schools.

Obviously, the needs and expectations of these sub-groups vary greatly. However, these policy makers need to be involved in



exploring the inclusion of sport-related content in the curriculum and the use of sport as a human development tool. Educators will understandably seek assurance that the sport community is concerned with the whole person and the need for a balanced approach—not just "sport for excellence."

**The federal government** has traditionally supported high-performance sport and areas of domestic sport requiring co-ordination at the national level. In the post-Dubin era, this traditional role is changing. Even as the Task Force began its consultation, the federal government was sending signals about the changes it hoped to see. In April 1991, the Minister of State for Youth, Fitness and Amateur Sport wrote to NSOs indicating a reduced involvement of the federal government in the day-to-day administration and internal management of the sport bodies and a reduction in the administrative and paper burden.

All who provided input to the Task Force agree that the federal government has a key role to play. A strong federal voice is needed to support the forging of a national plan for sport. The federal role is one of fostering consultation with other stakeholders, clients and the public on a sport plan for Canada. The emphasis is on facilitation and consultation, not on maintaining control, power and making decisions unilaterally.

### **CONSTRUCTION OF STAKEHOLDER SUPPORT MECHANISMS**

The Task Force believes the time has come for the development of a truly national plan for sport in Canada, along with a policy and planning framework to guide implementation by stakeholders. It agrees with the submission of the Ontario Ministry of Tourism and Recreation that "the establishment of national goals should result from a consultative, planning process, i.e., vertical consultation including all partners from grass roots to national levels and on a multi-sport basis." The Task Force believes that structural change is essential to accomplishing this goal with all stakeholders identified and clear about their respective roles and responsibilities as partners around the table.

Much discussion has focused on the creation of a collective mechanism for the unification of sport. The Task Force has explored this suggestion and decided that a single, collective mechanism cannot effectively meet the complex needs and expectations of the many stakeholders of sport. As an alternative to a single mechanism, the Task Force is recommending the establishment of new mechanisms and modification to existing ones.

#### **New Federal/Provincial/Territorial Secretariat**

To strengthen the collaborative process between governments, a new federal/provincial/territorial secretariat would be established. The secretariat would facilitate the establishment of a sport plan for Canada and harmonize policies and approaches between federal and provincial/territorial levels. We envisage a modest but highly expert capacity. For example, the secretariat could comprise six seconded,

full-time, senior officials—two each from federal government, provincial/territorial governments and sport organizations. The secretariat would be set up on a three-year pilot basis, after which time its continuance would be based on an assessment.

The primary mandate would be harmonization of federal/provincial/territorial policies to ensure a seamless, barrier-free public policy context for sport. A second major task would be to work with the sport community, athletes, coaches, scientists and the education sector on the collective development and review of the national plan. The secretariat would report to a steering committee of federal/provincial/territorial deputy ministers and ultimately to ministers.

### **New Federal Advisory Group**

To ensure direct input from the variety of interests/sectors into the development of federal government policies and programs, a new advisory group would be established. The group's main role would be to review and advise on federal sport policies, funding approaches and accountability frameworks. The new group would report directly to the Minister of State for Fitness and Amateur Sport. Similar to the Consultative Council on National Sport recommended in *Toward 2000*, this group would function as a council of experts representing NSOs, MSOs, athletes, coaches, sport scientists and others. This committee should also include representatives from Fitness and Active Living to assist the process of collaborative strategic thinking and policy making between sport and fitness. Later the committee's mandate should address the physical activity priorities (both sport and fitness) of the federal government. The advisory group would have no official status in law, and no Order-in-Council appointments. It would operate at the call of the Minister.

### **Sport Community Mechanism**

The Task Force supports direct sport community involvement in the development of national and federal plans and policies. Although deciding on the vehicle for input is the responsibility of the sport community, the Task Force recommends the following characteristics which may facilitate the establishment of a mechanism:

- Any mechanism should involve a rational process to determine the sport community views on the directions and priorities for sport.
- The mechanism should have some degree of continuity and the ability to collect essential data on the policy directions/issues.
- A feedback approach is needed to ensure the sport community is heard and updated, including a means by which views can be represented to other stakeholders.

On that basis, the sport community would be represented in policy debates and collective-planning exercises. Also, it would ease the burden and impracticality of governments trying to consult with each sport body on every issue.

### **Federal/Provincial/Territorial Mechanism**

The existing federal/provincial/territorial sport committee would continue to operate. It would help define the agenda for policy harmonization for the newly created federal/provincial/territorial secretariat and act as an advisor to that body. The committee would manage specific federal/provincial issues and help prepare for the annual federal/provincial/territorial ministers' meeting.

### **Athletes, Coaches, and Sport-Science Experts**

It is essential that these groups have direct input to the development of national policies. In some cases, these groups are organized and readily able to participate in processes geared to seek views from their members, (e.g., the Canadian Association of National Coaches and the Coaching Association of Canada). Athletes are now starting to formalize associations that will speak and act on their behalf.

Sport-science experts already have sub-groups to represent the interests of their disciplines. However, the umbrella agency, the Sport Medicine Council of Canada (SMCC), is still evolving. It needs to consolidate its integrating and planning functions and improve harmony among its groups. Linkages to provincial levels and addressing the sport community's concern for relevance are two additional priorities.

One way or another, regardless of the degree to which such groups may or may not be formally organized, their input must be included in the policy development and sport-plan process.

### **Community Sport Advisory Mechanism**

There is a need to seek the advice of representatives from sport schools, community-centred projects and others at the community level. Sport begins at the local level; this perspective needs to be expressed to create greater balance in the national perspective.

### **Education System Liaison**

Several of the education system links will be aided by the above mechanisms, but not all. There is still a significant need to draw together the sport system and the education system. A bridging mechanism, not specified here, needs to be developed. This bridging mechanism should be represented at the national planning table. Some organizations and mechanisms are already in existence such as the working liaison between Fitness and Amateur Sport and the Council of Ministers of Education (CMEC); the post-secondary liaison bodies, i.e., Canadian Council of University Physical Education Administrators (CCUPEA), Canadian Interuniversity Athletic Union (CIAU), Canadian Colleges Athletic Association (CCAA) and the Canadian Association for Health, Physical Education and Recreation (CAHPER).

## **GAPS AND OVERLAPS**

The Task Force heard and saw many illustrations of the gaps and overlaps in policies, roles and models that are built into our Canadian approach to sport. They are visible vertically within single sports, horizontally across sport, geographically across regions and in public policy across and up and down government levels. This was a predominant theme and had a significant impact on the reshaping of the vision and delivery system for sport in the future. A brief overview of several presents the confusing maze or invisible web confronting the users and planners of sport. They are barriers to ease of movement and gaps in need of remedy:

- Budget cycles differ and rules and criteria for accessing funds vary or do not dovetail for the same type of thrust or activity, e.g., athlete assistance carding between federal and provincial governments.
- The limited linkages or joint planning among delivery sectors result in competition, and conflicts in scheduling and objectives, e.g., school sport and club sport; sport system and education system.
- The lack of event planning or scheduling leads to event proliferation or competition for time, for multi-skilled athletes, and for media coverage.
- Different approaches/standards for human development and skill teaching leads to skill teaching that varies inconsistently by sport, by level, by region, by gender and by age.
- Eligibility standards, for age and gender especially, are variable across sports and across the country.
- Jurisdiction and membership rules limit mobility and access for aspiring athletes.
- Public policy priorities are variable by geography and by level and lead to complex planning and budgeting strategies by sport bodies.
- Parallel initiatives among sport stakeholders use limited resources inefficiently, e.g., funding of research.

## **THE APPROACH**

The Task Force consultation confirmed a number of stakeholder needs. Policy harmonization between federal and provincial/territorial governments is critical. The harmonization process must seek input of groups that are affected, and involve policy makers in sectors that have a relationship to sport (e.g., education). The sport community needs to continue its evolution from client-recipient to full-fledged partner with governments.

In a model which seeks to incorporate the inputs of many into a national plan, the view of leadership must change. The hierarchical "from above" approach should be replaced by a "from among" approach—one that empowers the partners and implies shared leadership.

This chapter has outlined the elements of a planning framework and process to address these challenges:

- The Sport Plan for Canada would include the following elements:
  - vision, values and national goals as a core framework for the plan;
  - strategic priorities as the product of regular and collective strategic planning by stakeholders;
  - stakeholder policies and plans as the action response of each stakeholder to implementing the overall plan.
- The design of appropriate mechanisms will ensure the views of all stakeholders are represented in the planning exercises.
  - The organized competitive sport infrastructure will have input through the creation of a sport-community mechanism to represent its collective views, input to federal policy through the advisory group and indirect input through other stakeholders.
  - Athletes, coaches, officials and sport scientists will have representative seats via their own mechanisms.
  - Education views will be represented by mechanisms which bridge the sport and education sectors.
  - Community-centred sport will be represented by an advisory mechanism that presents the issues and needs of emerging community-centred sport.
  - Provincial/territorial governments will have direct input at the national planning table and a stake in the federal/provincial/territorial harmonization secretariat, in addition to its current committees.
  - The federal government will have direct input at the national planning table and a stake in the federal/provincial/territorial harmonization secretariat. Federal policies and planning will be assisted by a new federal advisory group of sport experts.
- Characteristics or principles to guide the planning process should include:
  - a collaborative and consultative approach;
  - a respect for the distinctive mandates and potential contribution of each stakeholder;
  - harmonization of federal/provincial/territorial public policies, and national/provincial/territorial sport policies, to ensure consistency, vertical integration and a barrier-free sport continuum.

The Task Force believes there is a deep desire among stakeholders to develop a collective plan for sport. Support mechanisms for each stakeholder must be established as quickly as possible. This will help ensure each stakeholder is fully informed and effectively represented at the national planning table. This planning process need not be delayed until all these mechanisms are finalized. There is a great deal of preparatory work, including agenda building, data-base development and research on needs, issues and beliefs.

*Sport exerts a growing influence on major areas of human activity including the political, economic, social and cultural arenas. Its presence can also be felt in the realm of education and health. Sport has infiltrated the great social institutions of family, school, municipality and private enterprise, and it has also exercised a profound influence upon all the major media to become one of the great social phenomena of the twentieth century.*

Geoffrey M. Murray, Ph.D., President  
World Council on Physical Education  
Chairman, Advisory Committee to  
Minister, S.P.O.R.T.S., 1991

# CONSTRUCTING A SPORT PLAN FOR CANADA

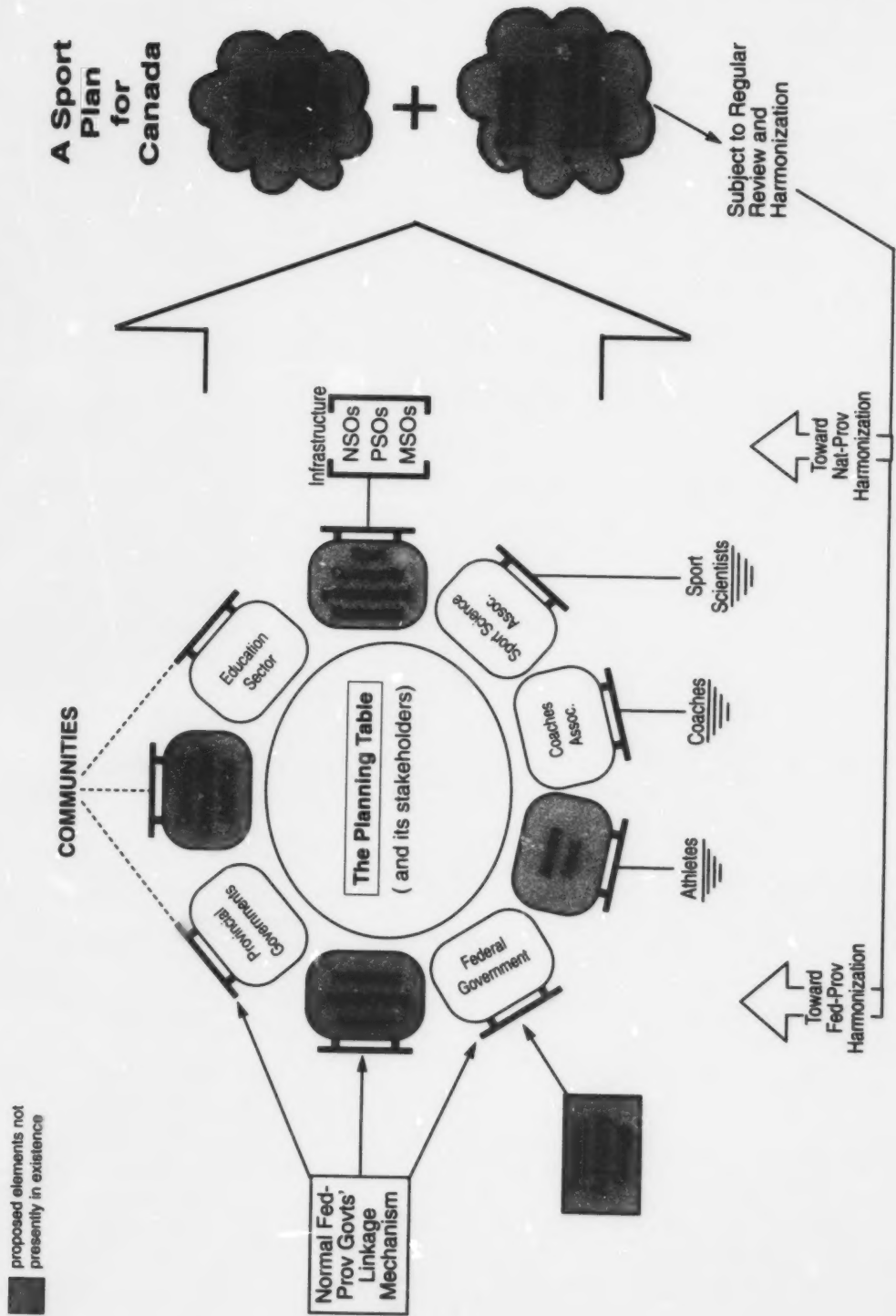



FIGURE 5-1

The planning process can proceed as stakeholder mechanisms are being developed, refined and implemented.

## **RECOMMENDATIONS**

The Task Force therefore recommends that:

5. The Minister of State for Youth, Fitness and Amateur Sport establish a new federal advisory group made up of experts representing the variety of interests and sectors directly affected by federal sport policy. The group should report directly to the Minister.
6. The sport organizations, governments and other stakeholders in sport:
  - create a framework for a national planning process based on the principles of shared leadership and respect for the roles of the respective partners;
  - focus the initial agenda on developing the vision and values and national goals for a Sport Plan for Canada;
  - develop a priority policy action list for federal/provincial/territorial government policy harmonization; and
  - make recommendations to facilitate the vertical integration of the sport system.
7. The federal/provincial/territorial governments establish an expert secretariat to harmonize public policies in the interest of supporting the sport plan for Canada.



## **Part III: Athletes, Coaches and the Sport System**



## Chapter 6: Athletes

*Athlete-Centred: As the core of the sport system, athletes must be supported in a holistic way - with care for the individual's growth and development, physical, moral, emotional and spiritual health.*

*"Values that will guide the sport system."  
Task Force Report (Ottawa, 1992).*

Athletes and their needs are the main focus of an athlete-oriented sport system. Characteristics of this system would include the smooth progression for athletes from entry level to high performance and coordinated policies and programs among the agencies and organizations servicing athletes.

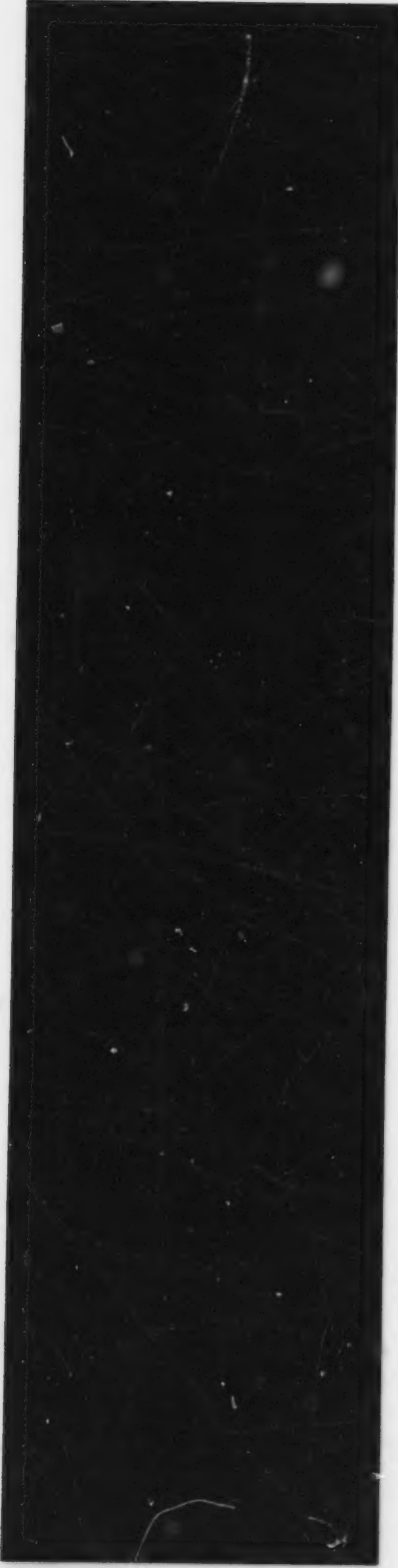
In an athlete-oriented system, athletes are secure in knowing that their rights are well defined and that the system does not present them with ethical dilemmas in their quest for excellence. It also considers their health and safety, and ensures fair and meaningful participation in all decision making that affects the athlete. The right to a quality sport experience, quality coaching and fair play (no cheating and a "level playing field") are enshrined and respected as important characteristics in an athlete-oriented sport system. The system provides an environment that permits athletes to make thoughtful decisions concerning their choices, free from pressures to win at any cost.

In an athlete-oriented system, athletes have responsibilities as well as rights. These responsibilities are clearly defined, mutually agreed upon and consistently applied. Athletes are responsible for making choices based on sound moral and ethical values. Under this concept, athletes carry their share of responsibility for the ethical development of the system and for their own personal conduct and approach to their sport.

### **THE ATHLETES**<sup>1</sup>

The term "athlete" covers a wide spectrum of people. It refers to those who participate in sport simply for personal enjoyment, as well as those who aspire to reach high-performance levels and compete internationally. Canadian athletes are involved in organized activity in a sport system that has evolved over the years. This system includes everything from after-work hockey or softball, to a club tennis or squash tournament, to competition at a Canadian championship or Olympics.

- 
1. *The term "athlete" is used here, as elsewhere in this report, to refer to those commonly known as amateur athletes. Their basic characteristic is that they perform primarily because of their love of and commitment to a sport. They do not receive salaries, nor is there any employer-employee relationship, although some may receive sponsorship funds or training expense subsidies.*



The Task Force dealt with the full continuum of athletes but paid particular attention to the needs and concerns of high-performance athletes. This elite cadre of individuals provided input to the Task Force through focus groups, consultations and the *Status of the High Performance Athlete in Canada Study* and the two *Values and Ethics* studies. This section discusses the issues and needs of high-performance athletes. The recommendations reflect the Task Force's strong support for these talented and committed Canadians.

There are an estimated 15 000 athletes in Canada engaged in high-performance sport. This elite group is at the apex of the 3 million registered competitive athletes in Canada. Despite their small numbers, this group commands a major share of attention and resources from national sport organizations and the federal government.

From among these athletes are chosen those who represent Canada in the Olympics, Commonwealth Games, World Student Games, Pan American Games, world championships and other major international events.

Who represents Canada on the world sporting stage? A profile of today's high-performance athletes emerged from a survey involving 958 carded,<sup>2</sup> developing and retired high-performance athletes, and 116 sport officials.<sup>3</sup>

Of those surveyed for the study, 78 percent were anglophone and 57 percent male; 59 percent were 24 years of age or under. The costs of these athletes' participation in high-performance sport are high with only 155 of the athletes surveyed indicating they can survive without financial support from family or friends. Given the demands of training, competition and, in many cases, study, most athletes have limited earning capability. Depending on the sport, there are significant additional costs for travel, training, equipment, coaching, clothing, etc. As a result, a majority of high-performance athletes come from higher income families.

*Although athletes come from a variety of backgrounds, most come from families of above average socio-economic status.*

*Parents of carded athletes typically have higher educational levels and occupational status...*

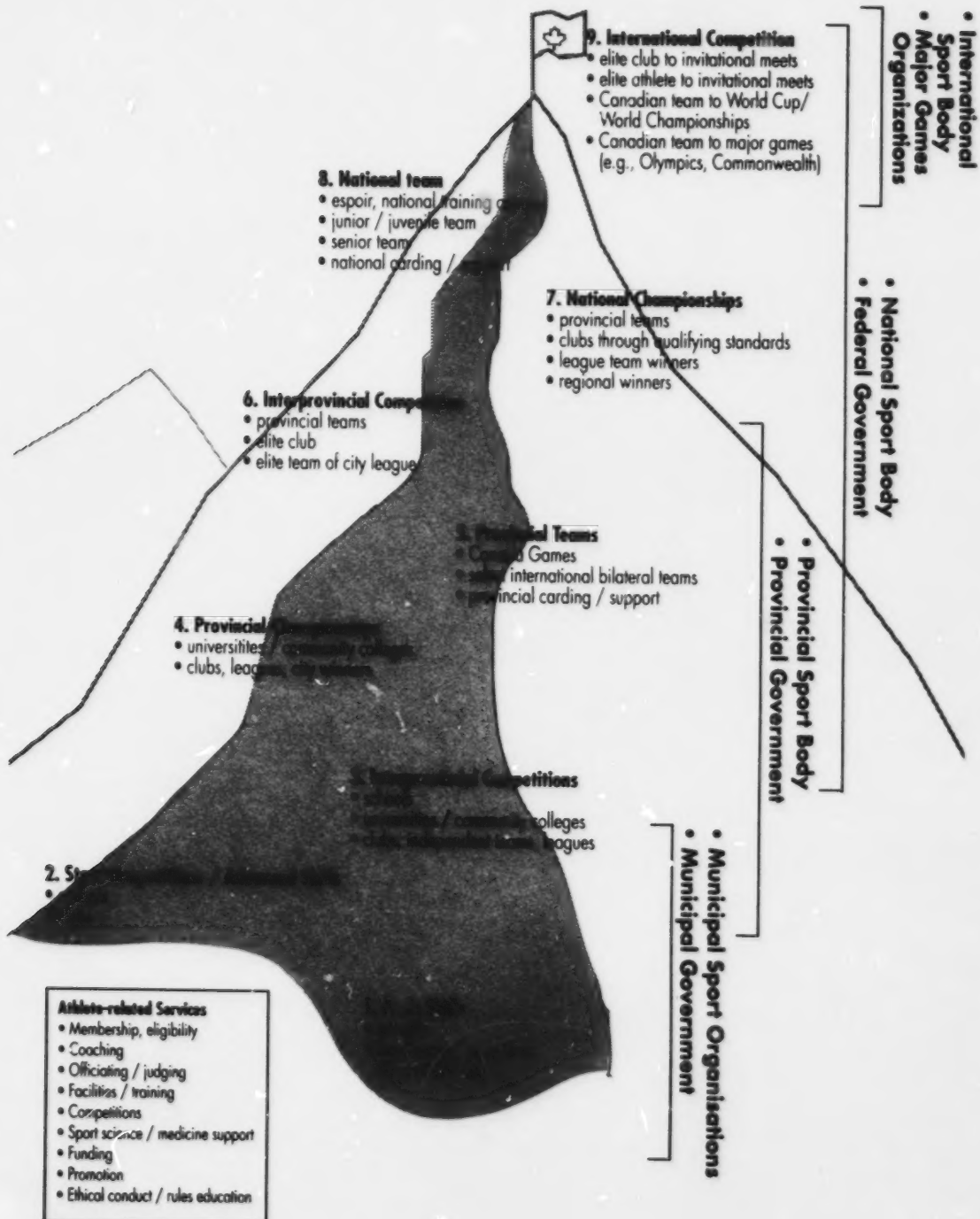
*Carded athletes are better educated than the average Canadian in their age group.*

*Over half the carded athletes are enrolled in educational institutions: about 40% full-time, 20% part-time.*

- 
2. *The Government of Canada provides funding assistance to athletes who reach a stated level of performance in national and international competition. For a description of this program, see Chapter 21, **Federal Sport Policies and Programs.***
  3. *Ekos Research Associates. **Status of the High Performance Athlete in Canada Study** (1991).*

FIGURE 6-1

# COMPETITIVE PATH



*Over half of the 39% not currently pursuing formal studies have already completed some type of post-secondary education.*

*– Ekos Research Associates. Status of the High Performance Athlete in Canada Study (1991).*

Commitment to their sport and commitment to excellence are the major driving forces of high-performance athletes. Sport is an important component of their lives. Most high-performance athletes are satisfied with their personal development, level of personal achievement and enjoyment from sport.

## **ATHLETE ISSUES**

In an ideal world, the sport system would ensure holistic development, with concern and respect for the whole person. Key elements in such a system include respect for the athlete's human, civil, legal and moral rights; health and safety; the opportunity to pursue an education; good training facilities; and quality and qualified coaching. Athletes would be able to rise to their level of skill, while enjoying the experience. Movement through the system would be easy and fluid, i.e., athletes would find the system to be seamless.

A commonly espoused principle is that the sport system is "athlete-centred." Sport organizations claim the athlete is the focal point of all activities, yet many athletes perceive the situation differently. Three major issues were discussed by high-performance athletes.

*The study on values and ethics prepared for the Task Force carried out a review of NSO documents. The review found general agreement in the documents concerning athletes' rights and concluded that "rights are few and deal with the fairness of appeals." The study found strong emphasis on athlete responsibilities. These include being drug free and ethical, submitting to doping testing, and acting as role models and ambassadors. Some NSOs require athletes to sign extensive liability waivers, while others require athletes to agree to participate as subjects in research. Some stress the concept of amateurism, while others have rigorous rules for trust funds. In some cases athletes are exhorted to uphold the traditions of the sport.*

*– Values and Ethics in Amateur Sport (1991)*

### **Athlete Involvement in Decision Making**

The demands of training and competition schedules, education, work and other pursuits, leave athletes little time for involvement in administration of their sport organizations. To some degree the governing bodies use athletes' heavy schedules and commitment as an excuse for the lack of athlete involvement in decision making. NSOs argue that they are athlete-centred since the entire system is directed toward athletes, and everything they do is in the athletes' interests.

Many athletes do not agree. They feel they lack direct involvement in decisions that affect them. Athletes believe they have no means of expressing their collective concerns.

While several sport organizations make some provision for athlete representation on their decision-making bodies, many

athletes view this as a token gesture. Athlete councils and a seat on the board have not ensured a meaningful voice. Athletes do not want to manage sport but feel their knowledge, experience and insights could be better used.

### **Arbitration System**

Another concern deals with the lack of an effective arbitration system within the sport community. National sport organizations hold the Canadian franchise from international federations. In order to compete nationally or internationally, athletes must obey rules and decisions of their governing bodies. Failure to do so may mean suspension from competition and/or loss of support.

Currently, with the exception of cases involving the use of banned substances, there is no effective, neutral third-party mechanism to resolve disputes between the various participants in the sport system—athletes, coaches, clubs, officials and national sport organizations. Once the internal redress procedures within a sport-governing body have been exhausted, the only remaining recourse is the courts. This remedy is costly, time consuming and adversarial. It can leave negative feelings and divisiveness.

### **Recognition of High-Performance Athletes**

High-performance athletes lack recognition from the Canadian public and the media. Canadian high-performance athletes, with a few exceptions, are unknown. Public interest rises immediately before major world events, but drops rapidly afterwards. Athletes are not satisfied with the recognition they receive from the Canadian public and the media.

## **BECOMING ATHLETE-CENTRED**

If sport is to be truly athlete-centred, the issues and concerns of athletes must be heard and addressed. Athletes want a better balance between their rights and responsibilities and those of the sport organizations. They want better recognition from Canadians and the media. Other issues include disciplinary processes and the lack of independent appeal procedures, access to good coaching and training facilities, athletes agreements, freedom of expression, freedom from harassment and health and safety. There is an urgent need for the sport system and organizations to begin a dialogue with athletes on these issues.

Sport Forum II addressed the issue of better relations between sport organizations and athletes. One of the nine directional statements developed focused on better relations with athletes:

*We believe in the need for an athlete-centred approach and the continual strengthening of relationships with athletes at all levels:*

- *athlete relations is a shared responsibility within all levels of the sport system, with leadership provided by the sport organizations;*
- *the sport organizations should take the necessary steps to meet the collective needs of athletes;*

- athletes must have the opportunity to be involved in management and policy development;
- a better balance is needed between needs, rights and obligations of athletes and associations;
- provision of a positive and just experience for athletes at all levels;
- concern for athletes' needs beyond their competitive careers must be addressed.

- *Sport Forum II Report* (November 1991).

Similar to the discussions at Sport Forum II, a group of current and retired high-performance athletes have developed stated objectives for a Canadian Association of Athletes (CAA):

- to ensure that athletes receive direct input into the decision-making processes of sport;
- in the longer term, to contribute to the development of sport with particular focus on educating young athletes and Canadian youth about the inherent value of sport.


Their priorities are to:

- ensure athletes receive direct, reasonable, independent, objective and inclusive decision-making input into the sport system;
- ensure that athletes have an equitable role in all aspects of the sport system;
- lobby for facilities, coaching and other athlete needs;
- ensure athletes reach their natural athletic potential;
- improve public perception of sport;
- support the development of sport programs for less privileged Canadians.

This development marks an important change in the sport system. Until now, few high-performance athletes have stayed involved with sport after their competitive careers end. With a feeling among both current and former athletes that the system has not dealt with their issues, more athletes are remaining involved in the hope of effecting some change.

The Minister's Task Force supports the establishment of a Canadian Association of Athletes for the following reasons:

- The sport-governing bodies presently enjoy a monopoly over their specific sports. The proposed Canadian Association of Athletes could pursue issues on behalf of individuals and groups of athletes. This would provide some balance to the power of monopoly of sport organizations.
- Athletes' needs go beyond training and competition. An organization focused on these other issues could speak on behalf of athletes.
- The proposed organization will focus on the needs and issues of **all** athletes, and will enable athletes to express collective views on the sport system.
- The proposed organization will provide an independent public voice for athletes.



Some argue that there is no place for such an organization in sport. The Task Force believes this argument disregards the realities of our time and our society. Amateur athletes are one of the few groups in our society who do not have their own collective voice. To suggest that athlete interests can be addressed by sport organizations ignores the fact that many athletes are not satisfied with this situation. Also, sport organizations are often placed in a conflict-of-interest situation when they must represent both their own interests and those of their athletes.

Coaches have their own organization, established from a perceived need by coaches for their own voice. There is no evidence that this has undermined sport in any way or weakened relationships between organizations and coaches. Most professional athletes have organized to protect their collective interests and to ensure equitable treatment as a group and as individual athletes.

The dialogue and exchange of views that would result from this organization should be a positive force for improving the sport system.

The Task Force believes that sport organizations should, in consultation with constituent groups, establish a neutral arbitration system for the final resolution of disputes. Arbitration decisions under this process would be binding on both parties and reduce the need for recourse to the courts.

There are a variety of options for handling an arbitration process. One option would be for each sport organization to set up its own process. This would be costly in both human and other resources. A more desirable approach would be to set up an overall process for the whole sport community. Under this approach, the parties to the system could establish a list of agreed persons to be drawn from, as required, to form an arbitration panel. When a specific dispute comes to the arbitration stage, a panel would be drawn from the list and assigned to hear the dispute.

In order to ensure that the system is operated at arm's length from the parties, a neutral person could be appointed to oversee the process, including how panel members are selected. We do not believe that any additional permanent administrative structures would be required. The costs of the system could be shared on an equitable basis by all of the sport-governing bodies.

## **RECOMMENDATIONS**

The Task Force therefore recommends that:

8. The federal government, when making annual decisions on funding allocations, specifically consider the degree to which sport organizations actively demonstrate commitment to athletes' rights.
9. The Fitness and Amateur Sport Branch provide financial assistance for an initial four-year period to help support the establishment of the Canadian Association of Athletes. Continuation of the need for and benefits of financial support beyond that period should be assessed on the basis of the organization's performance at the end of the third year.
10. The Fitness and Amateur Sport Branch collaborate with national sport organizations, in consultation with athletes, coaches, officials and clubs, to establish a neutral arbitration process for the sport system.

## Chapter 7: Coaches and Coaching

*Highly skilled, certified coaches are indispensable to the development of Canadian athletes and are respected for their profession.*

*"A Vision of Sport in Canada".  
Task Force Report (Ottawa, 1992).*

### BACKGROUND

*When one talks about building sport and setting the direction of sport, one is talking about coaches and athletes. Athletes are the core of it all. But the quality and quantity of coaches is key to sport growth. Not only is their presence powerful, but their presence is constant. Athletes come in waves through the system but coaches are there wave after wave, providing instruction, direction, motivation, values and models.*

*Athletes learn how to play games well and in the process they learn how to live life. The coach is a mentor and an educator in this process, often spending more time with the athlete than the athlete's own parents do. Good coaches develop great athletes. Good coaches nurture good people. Good coaches are good examples and instill great values. Good coaches build strong communities by doing what they do.*

*- Submission to the Task Force  
by the Coaching Association of Canada  
and the Canadian Association of National Coaches.*

During the first 70 years of this century, coaching was a part-time or volunteer job with coaches supplied by private clubs, community groups or schools. No special qualification was deemed important other than a professed (and occasionally proven) ability to coach. Coaches provided entry-level instruction at the community level all the way to top-level league teams. Education of coaches was randomly available through sport bodies, other coaches and basic publications. The 1969 *Task Force on Sport for Canadians* recommended that coaching be improved. This led to a number of initiatives which characterize much of the progressive development of coaching over the last 20 years:

- the formation of the Coaching Association of Canada to advance the practice of coaching and coaching education (1971);
- the request from the Council of Provincial Directors of Sport and Recreation to the province of Ontario to develop coaching theory courses (1972);
- the development of the National Coaching Certification Program (NCCP), a five-level education and certification program consisting of theory, technical and practical courses. This program represents a unique model where federal/provincial/territorial governments and national and

*In the National Coaching Certification Program:*

*Complete course curricula and delivery*

*Level I 62 sports*

*Level II 61 sports*

*Level III 56 sports*

*Level IV 6 sports approved  
27 piloting  
10 developing*

*Level V 2 sports 2 sports  
developing*

*By 1991, there were approximately 1000 theory courses a year involving some 20,000 coaches and approximately 2000*

*sport-specific technical courses involving some 22,000 coaches.*

*NCCP courses have been attended by 513,000 coaches.*

*By 1991, the number of coaches certified at Level I was 71,847*

*Level II 45,684 and Level III 14,199.*

provincial sport bodies have harmonized their approach, their policies and their funding to ensure a consistent approach to coaching education;

- the creation of the national Coaching Apprenticeship Program, the annual National Coaches Seminar, national University Coaching Scholarship Program and other special-education funds for tailored, advanced education programs;
- the extensive development of the coaching certification program among the national sport bodies, the refinement of a national computerized data base on coaches and the development of a variety of educational and audio-visual aids;
- the development of the National Coaching Institute (Victoria 1986);
- the formation of the Canadian Association of National Coaches (CANC) (1986);
- the Year of the Coach (1989);
- the National Conference on Coaching Strategies (1990).

There has been tremendous progress in the advancement of coaching and coach education in Canada. Recently, sport stakeholders have moved toward the next stage—developing vision and values for the future. The National Conference on Coaching Strategies, held in 1990, described the following desirable guidelines for coaching in the next decade:

- Coaching is an essential leadership element in the Canadian sport system.
- Coaches play a pivotal, influential role in the moral, athletic and social development of athletes.
- Recognized national standards are basic to the development of an effective coaching and sport system.
- Coaches are technically qualified individuals committed to the values of fair play.
- A continuum of coaches is vital to the development of an effective coaching and sport system.
- The education and standards required of coaches and the employment opportunities available to them are specific to the level of athlete being coached.
- Coaching education and training to achieve national standards may take many forms: the National Coaching Certification Program, workshops, apprenticeships and secondary and post-secondary school courses.

The following beliefs and values statements were adopted by the conference delegates to guide the development of coaching:

- Athletes are the central focus of the Canadian sport system, and coaching must be designed to meet their needs.
- Every athlete is entitled to a qualified and certified coach.
- Honesty, integrity, competence and confidence are essential coaching traits.
- All participants in sport are to abide by the values of fair play.
- Excellence in athletics is to be pursued fairly and ethically.
- Equal opportunity is a cornerstone of coaching in Canada. All individuals, regardless of gender, race, age, ability status,

*Our athletes are much too important and without less human beings to be spared to enthusiasm in culture.*

*Dr. Gordon, President  
Coaching Association of Canada*

socio-economic status, sexual orientation or geographic region, should have opportunities to become coaches.

In 1991, the Coaching Association of Canada and the Canadian Association of National Coaches jointly submitted to the Task Force the number one priority for the advancement of coaching—the "professionalization" of coaching.

*Not so long ago, coaching in this country was carried out by "self-taught" individuals whose success at teaching themselves and delivering what they learned ranged from spectacular to disastrous. Successes were hailed and welcomed but the disasters too often went unnoticed. Few mechanisms existed to help the coach learn, set standards, and distance the good coach from the poor coach. Similarly, the athlete had few mechanisms for ensuring that the coaching received was of a high standard. Very few means were available for differentiating between competent and incompetent coaches. Career-wise, the opportunity to pursue a vocation as a coach was minimal and it was not regarded as an important and skill-demanding role by society. Our cultural perspective was, "anybody can coach"—and anybody did.*

*Although we currently have a significant number of successful, self-taught coaches in the system, a coaching body of knowledge and accessibility to it has created a new profile for coaches. "Education through certification" is raising the competence and consistency of coaching and setting a standard that athletes, parents and sporting institutions can use to ensure that basic coaching principles are being followed. Career credibility and viability is increasing. The "anybody can coach" myth is being dispelled by beliefs engendered in mottos like "every athlete deserves a qualified coach." Coach training is recognized as significant in improving coaching competence.*

*The next state of our coaching evolution is the state described in our vision—the attainment of a "professional" orientation to coaching. Coaching is not yet at such a point but our role is to be catalysts in the evolutionary process. Professionalization demands proficiency with a high level body of knowledge that is defined, constantly updated, and set in a value framework with controls to protect those values. When the coaching community puts these elements into place, coaches will have taken the largest steps towards achieving a respected and viable career option and will have set a path to follow for the professional coaches of the future.*

*- Submission to the Task Force  
by the Coaching Association of Canada  
and the Canadian Association of National Coaches.*

The CAC and the CANC, in their vision of professionalization, have offered us a statement of values in the form of a coaching code of ethics.

*Having a code of ethics on a wall is one thing; putting it into practice is another. The coaching code of ethics is an important element of sport values. Each statement must be translated into policies and normative*



*behaviours through reflection, debate and interpretation. Over time, this will result in consolidation and agreement on "what we stand for in sport" and "how we will behave to demonstrate those beliefs." Ultimately, the credibility of sport will be dependent on our success. The coaching profession will often be seen as most responsible for protecting and demonstrating these core values.*

*- Submission to the Task Force  
by the Coaching Association of Canada  
and the Canadian Association of National Coaches.*

## **ISSUES AND CHALLENGES**

The Task Force has identified seven specific challenges to the future of coaches and coaching. In its recommendations, the Task Force has outlined responses to these challenges.

### **Recognition and Promotion of the Critical Role of Coaches**

The sport community no longer supports the assumption that "anyone can coach." Coaches should be qualified through education, practical experience and the meeting of appropriate standards. On the other hand, the role of the coach and the need for education and training is underrated by most Canadians. Most Canadians view the coach in quite superficial terms—either the coach is a high-profile character with certain eccentricities or a professional coach (who is expendable or portable) or the next-door neighbour.

We need to communicate to Canadians that coaches are not born with coaching skills; they **must** be developed. We have not deliberately positioned the role and importance of the coach in society. We must gain credibility for the coach and the coaching profession. An overall strategy for promotion of coaching must address simultaneously education, practical experience, recruitment, professionalization, image, legitimacy and an economic and employment model.

Implementation of this strategy will enhance the legitimacy of the coach and promote the role of the coach as one of the most critical factors in the advancement of sport and its athletes. The strategy should be integrated with the overall plan for the promotion of sport (see Chapter 14, **Promoting the Sport Experience**).

### **National Coaching Certification Program**

Over the last decade, approximately \$8 million has been spent on the design and development of the NCCP theory and technical courses, primarily at levels I to III. In addition, provinces and territories spent several hundreds of thousands of dollars in delivery of courses and course-conductor training. There are several challenges in development, delivery and enhancement of the NCCP.

All parties have attempted to keep course fees at a minimum. At the same time, financial costs (especially administration and promotion) are rising. The NCCP should explore increased corporate sponsorship and user-pay fees. Additional resources could offset current costs, provide funds for research and

development, and promotion of the NCCP. The sport community must ensure that user-pay does not hinder the continuing education of its coaches.

While over a half million coaches have taken NCCP courses, particularly technical, only about 20 percent of these have become fully certified by completing the three components—theory, technical and practical. Given the heavy turnover in coaches at the first levels of coaching, the system is a long way from having the majority of coaches educated. With qualified coaches needed at the community level to develop entry-level coaches, a vast increase in Level III, IV and V coaches is needed.

The advocacy undertaken to ensure coaches are certified at certain levels has merit and should be extended where practical. (For example, the Canada Games requires all coaches to be certified at Level III.) It is hoped that, one day, all coaches will be certified (except those at entry level), and coaches will be retained and remunerated only if they are certified.

The coach has a responsibility for the development of an athlete as a whole person and should facilitate the moral and social development of athletes. The coach is the primary custodian and communicator of sport values and therefore has an extraordinary influence on the conduct of sport in society. The NCCP includes values and ethics as part of the curricula but does not integrate a code of ethics deeply into practical work and the evaluation of coaching standards.

The evaluation of the NCCP has not addressed its effectiveness in improving the coaching quality of participants in the program. An evaluation could include this information:

- the degree to which knowledge is appropriately applied by coaches;
- the effectiveness of coaches using this knowledge to facilitate athlete development and improve athlete performance; and
- the degree to which coaches are kept current on technical and scientific information.

### Professionalization of Coaching

*Professionalization is the setting and enforcing of standards. The establishment of a professional model for the practice of coaching in Canada is ultimately for the purpose of public protection. Protection by ensuring that athletes and the public receive coaching services of the highest possible standard. Protection by ensuring the working conditions of the career coach. At its most fundamental level, this is protection of the athletic participant and the athletic community from incompetence, both ethical and technical. Incompetence that can not only waste years of a participant's life with unrealistic expectations and ill-founded activities, but can also cause physical and mental damage that can remain with a participant forever.*

We should indicate that the analysis set out in this report is based on a review of the academic literature on the role of physical education and certification under the National Coaching Certification Program and not on a statistical analysis of the program's impact. It is clear that there are many factors that influence the level of education and certification of coaches, and that the compensation of coaches is a significant factor, particularly for national and provincial organizations and colleges and universities.

Employment Statistics  
of High Performance Coaches  
in Canada (1997)

To achieve the purpose of public protection, the professionalization process will set out to achieve the following objectives:

- to create a professional association of coaches with a commitment to professional standards of practice;
- to establish high standards of coaching competence through:
  - rigorous educational standards;
  - experience requirements that reflect a quality integration of knowledge with the practical reality of the workplace.
- to establish a commitment to adhere to high ethical standards as well as to participate in the enforcement of them;
- to provide/require upgrading and professional development on an ongoing basis.
- to identify and provide professional services to members. For example:
  - legal advice;
  - insurance options, (e.g., liability, travel, disability);
  - networking;
  - communications and publications;
  - lobbying voice;
  - discounts/affinity cards.
- to constantly promote and enhance the image of the professional coach in the community.

*- Submission to the Task Force  
by the Coaching Association of Canada  
and the Canadian Association of National Coaches.*

The campaign toward professionalization includes the establishment of a society of coaches governed by certain conditions of membership. Conditions and membership in such a society would include:

- education (formal education, technical education through the NCCP and regular updating of knowledge);
- coaching experience;
- professional examinations;
- adherence to a code of ethics.

Membership would be restricted to those who had met the conditions.

The establishment of high standards is a critical step. Educational standards exist within the NCCP, but articulating standards of coaching competence in practical situations is difficult. A blueprint of the professionalization strategy is essential to deal with standards of coaching practice, ethical standards (as expressed in the code of ethics) and an evaluation and accountability mechanism.

There is a concern that professionalization would restrict participation of volunteer or non-career coaches. On the contrary, it would help legitimize the role of the coach and make coaching more accepted—hence, more coaching opportunities and more individuals interested in coaching. As part of this model, entry-level coaches could work under the supervision of recognized members of the society of professional coaches.

## Women in Coaching

In the coaching profession, the under-representation of women is unacceptable. Only 34 percent of coaches taking NCCP courses are women.

As might be expected, this underrepresentation is reflected not only in the coaching education system but also in the number of coaching positions held by women. There are very few women in coaching positions at the provincial and national team levels, either as volunteers or in paid positions:

- Women hold five percent of all national team head-coaching positions and 18 percent of all national coaching staff positions.
- At the 1990 Commonwealth Games, Canada had three female coaches and 43 male coaches.
- Of the 624 coaches in 80 colleges, 16.7 percent (104) are female; only 33 percent of women's teams are coached by women.<sup>1</sup>

More women must be recruited into coaching. The Task Force supports the implementation and expansion of initiatives such as the Ready, Set, Coach Program (targeted at girls in junior high and high schools) and the Introduction to Coaching Program (in which there is a plan to recruit girls and women as coaches).

The Task Force encourages opportunities to accelerate the development of women as high-performance coaches, such as the National Coaching School for Women, the professional development component of the Women in Sport Leadership Program and the proposed Commonwealth Games Apprenticeship Program. In addition, current programs, such as the National Coaching Institute and the Coaching Apprenticeship Program, must be promoted more effectively to female coaches.

Programs, such as the employment subsidy component of the Women in Sport Leadership Program, should be expanded at the national and provincial/territorial levels to increase the number of women in full-time and part-time paid coaching positions.

The National Conference on Coaching Strategies also recommended a range of affirmative action measures in the areas of recruitment, training, employment and promotion designed to increase the number of female coaches.

Equity and access for women in Canadian sport is discussed in more detail in Chapter 17, **Equity and Access**.

## Recruiting Athletes as Coaches

Athletes represent a largely untapped source of potential coaching talent (particularly at the high-performance level). Many countries have been quite successful in keeping retired athletes in the sport system as coaches and sport leaders.

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1. 1988 statistics from the CCAA.

Exposing high-performance athletes to coaching education and practical opportunities may motivate them to consider a future in coaching. The Athlete Assistance Program could encourage retired athletes to pursue coaching as a career, through financial support during an apprenticeship program. Recently retired or retiring athletes should be considered as a priority for national apprenticeship, scholarship and national coaching institute programs. Athletes may be given credit or equivalency for their experience toward their coach training and certification.

### **Coach Employment**

Most coaches have other full-time careers and have limited time for coaching. This situation is particularly problematic at the high-performance level where athletes are committed to virtually full-time preparation programs. While the majority of coaches in Canada will probably continue as volunteers, we must increase the number of full-time remunerated coaches.

Sports such as swimming, figure skating, tennis and gymnastics have traditionally been successful in supporting large numbers of paid coaches and instructors. These sports appear to share some characteristics:

- They are club-based sports.
- They have a large membership base with a greater number of instructional and recreational participants and fewer competitive athletes.
- Participants/athletes tend to be recruited at very young age levels.
- Coaching positions are supported primarily through a combination of user-pay and fund raising.
- Programs for competitive athletes tend to be less accessible to lower socio-economic levels because of the high cost of training, facility rental and coach fees.

Over the past decade, there has been substantial growth in the number of full-time and part-time paid coaching positions at the national and provincial levels (primarily through infusion of public funds). The Saskatchewan First Program and the Quebec Regional Club Support Program are positive examples of initiatives for coach employment. Any further expansion of coach employment from public sources is less likely, given the current environment of restraint in government.

An economic model is needed to support coach employment. The Task Force suggests the following options as part of a collective strategy:

- The community-based sport model has significant potential for contributing to coaching employment. Linking community sports and schools may increase opportunities for cost-sharing coaches. Such a community-centred strategy allows local partners to plan for the funding of coach positions.
- The Olympic Legacy Coaching Fund allows NSOs of winter sports to apply for funds to employ coaches to work at the


Olympic legacy facilities in Calgary. This concept could be expanded and explored in several ways:

- augmenting the existing fund at the community level and through corporate sponsorship;
  - extending this concept as part of the Commonwealth Games legacy, post-Victoria, 1994;
  - creating a Canada Games Coaching Legacy Fund (built into the bidding process for future Canada Games) to provide for remuneration of coaches in certain Canada Games sports in the host region/host facilities following the Games.
- The COA/Olympic Trust could spearhead a campaign for a coaching endowment fund for establishing coach employment positions in the summer Olympic sports.
  - There is a need to promote the corporate community role as partners in the development of sport through support for the professionalization of coaching and recognition of the value of coaches to sport and society. This support could take various forms:
    - provision by employers of release time to employee/coaches for competitions (and perhaps training);
    - cost sharing of paid coaching positions (e.g., contribute half-time availability of employee/coach or provide half-time employment opportunity for coach who receives remuneration as half-time coach from club/school; and
    - "sponsor" a club coach (i.e., provide financial grant to a club towards a coach salary).
  - Sport stakeholders could establish a national coach employment fund to act as an initial investor and motivator to create momentum in coach employment. A possible approach might see the federal government, relevant provincial/territorial governments, NSOs and PSOs combining and providing start-up funds for such a national employment fund. The fund could support the employment of coaches in a small number of heavily populated areas where there is a concentration of athletes, coaches and facilities. Conditional on matching dollars, local community support and corporate sector support, the federal and provincial public funds could be gradually phased out in these areas and moved as an investment into other locations.

### **Morality Issues**

The revelations of the Dubin Inquiry shocked Canadians. A major theme was the pressure to "win at any cost." Winning at any cost is an issue of values and ethics.

Some coaches argue that the pressure to win is substantial from parents, from their local, provincial or national organization, and indeed from the media. Sport is capable of slipping into the bending of rules and ethics in order to win. As front-line leaders, coaches need



to be conscious and vigilant in the protection of proper conduct, values and behaviour. And yet there has been little peer pressure exerted within the coaching profession on this critical issue. A code of ethics has just been developed—almost 20 years after the beginnings of formal coaching education in Canada.

The Task Force is convinced that the vast majority of coaches operate from a sincere moral position and wish to protect and enhance the values of sport. The Task Force believes they should act on these values.

Coaches can challenge media coverage when it is seen as inaccurate and irresponsible in its depiction of sport and its values. The coaching profession can develop rewards to acknowledge and support those who model the code of conduct.


As the pursuit of excellence is a common motivator for sport, it is important that we provide a number of means by which excellence can be understood in the sport system (other than winning medals). This may include concepts such as "personal best," mastering techniques within the sport and perseverance.

Coaches must pursue, more vigorously than they have, the question of "winning at any cost" and use peer debate and peer pressure to maintain integrity within coaching.

## **RECOMMENDATIONS**

The Task Force therefore recommends that:

11. Sport organizations and governments adopt the guidance reflected in the vision, values and strategic priorities statements produced at the 1990 National Conference on Coaching Strategies as desirable goals for the sport system.
12. National, multi-sport and coaching organizations adopt and promote the proposed coaching code of ethics and undertake a values-based examination of how the sport system will integrate this code into their policies and behaviour.
13. Sport organizations, coaches and coaching organizations:
  - develop and implement a strategy to increase the recognition and acceptance of the National Coaching Certification Program;
  - increasingly apply the requirement of an appropriate level of certification to activities and projects in the sport system;
  - implement an ongoing evaluation of the effectiveness of the National Coaching Certification Program.
14. Sport organizations and governments develop and implement a strategy for the advancement of coaching as a part of the development of the new community-centred model for sport proposed by the Task Force. This should include plans for the training and development of coaches, and the concept of certified Level III coaches as the key coaching leaders in the centres.
15. Sport organizations and government support the efforts of the Coaching Association of Canada and the Canadian National Association of Coaches to professionalize coaches and coaching in Canada. Professionalization should include:
  - incorporation of the professionalization model by sport organizations into their corporate planning, coaching development and accountability approaches;
  - creation of a blueprint and plan for a society of professional coaches;
  - professional recognition requiring appropriate standards of education, experience, passing an examination and adhering to the coaching code of ethics;
  - emphasis on the creation of high standards as the key to the strategy and especially high standards in the practice and experience of coaching;
  - an evaluation and accountability process for coaches.

- 
16. Governments and the sport organizations accept and give priority to the recruitment, training, employment and promotion of women coaches to significantly increase their numbers in the sport system. The proposals of the National Conference on Coaching Strategies should be used as a guide to achieve this goal.
  17. The Canadian Association of National Coaches and national sport organizations develop a plan to encourage high-performance and other athletes to become involved in coaching after retirement. The strategy to recruit more athletes to pursue coaching careers should utilize educational incentives and credits for athletic experience and give retired athletes priority consideration for training.
  18. The Fitness and Amateur Sport Branch explore means to promote and support an employment strategy for coaches as a priority for the advancement of a coaching infrastructure.
  19. Sport organizations develop an economic support model to further the employment of part-time and full-time professional coaches. This model would utilize user-pay, major games legacy funds, matching corporate support funding and public funds as seed and incentive monies. The goal of the plan should be to develop economic self-sufficiency for coaching.
  20. The coaching profession and the Technical Council of the Canadian Sport and Fitness Administration Centre vigorously examine the issue of "winning at any cost" by examining values and ethics issues within coaching. The coaching profession should deal collectively with attitudes and behaviour that threaten the integrity and values that underpin sport.



## Chapter 8: Services in Support of Sport

*From the communities to the high performance centres ... volunteers and experts in sport medicine, the sport sciences, safety, counselling, promotion and organization, are available to athletes whatever their place in the sport spectrum.*

*"A Vision of Sport in Canada".  
Task Force Report (Ottawa, 1992).*

### BACKGROUND

The athlete and coach, and their relationship, are the essence of sport. The coach is primarily responsible for creating the proper environment and for transmitting the technical, social, moral and physical elements of the sport experience to the athlete. However, the coach alone is not capable of providing all the advice, expertise and services. Additional services are needed to support the coach and the athlete. These services consist of expertise in health and safety, sport medicine, sport science, education, communication and administration.

Historically in Canada, there were no real centralized support-service sources. Individually, clubs, coaches and organizers approached specialists in certain fields to seek advice, e.g., doctors and university professors. Over time, various sport-science disciplines evolved and national associations were formed. These included the Canadian Academy of Sport Medicine (CASM), the Canadian Association of Sport Sciences (CASS), the Canadian Athletic Therapists Association (CATA) and the Sport Physiotherapy Division of the Canadian Physiotherapy Association (CPA). While the members of these expert associations often work with athletes at a variety of levels, the perceived focus of these organizations has tended to be at the high-performance level, predominantly with national teams.

In 1978, these national provider groups formed an umbrella organization called the Sport Medicine Council of Canada (SMCC) to provide co-ordination and common advocacy for their different disciplines in their contribution to the national sport system.

The Task Force suggests that a selection of support services be available at each level of the sport continuum. There are certain key assumptions which are important for the acceptance of such a model. The Task Force assumes that:

- the community-centred model for the development of sport is valid (as outlined in Chapter 11, **Community-Centred Sport**);
- the delivery of sport is based on athlete-centred principles;
- the national and provincial sport-organization structure is the core mechanism for the development of organized competitive sport at the provincial and national levels;



*Athletes often face real physical danger. Training frequently pushes them to their physical and psychological limits.*

*Developing psychological skills (for example, learning to concentrate effectively) requires as much practice as developing physical skills.*

*Canadian Society  
of Psychomotor Learning  
and Sport Psychology,  
the Canadian Association  
of Sport Sciences and  
the Sport Medicine Council  
of Canada, Sport and  
Psychology, World Wide  
Sports and Health,  
S.P.O.R.T.S., 1984*

- certain service-oriented, multi-sport organizations will find appropriate forms/affiliates at the provincial levels. The national/provincial expert disciplines and their organizations will offer appropriate services at local levels as well.

## **SUPPORT SERVICE COMPONENTS**

The Task Force proposes the following six components of support services needed by the sport delivery system.

### **Health, Safety and Sport Medicine**


Health, safety and sport medicine should be built into rules and norms, programs and policies. The key moral responsibility of the sport organization is to protect the individual who is under its guidance and supervision. At a very basic level, it requires an attention to safety considerations and the application of first aid, followed by access to qualified trainers, athletic therapists and physiotherapists. With more athletic demands, expertise is needed in areas such as nutrition, medical practice and medical monitoring of the athlete's health status. National organizations with expertise in this area include the Canadian Academy of Sport Medicine, the Canadian Athletic Therapists Association and the Canadian Physiotherapy Association. The federal government provides program funding for high-performance athletes under the Health Status Support Program.

### **Sport Science**

Sport science includes such disciplines as biomechanics, exercise physiology, sport psychology and sociology. Sport science has helped coaches and athletes to understand the science behind techniques of a sport, training and performance, and the mental and emotional preparation for the competitive experience. The coaching education programs provide significant application of sport-science principles. Coaches are encouraged to help the athlete understand these principles so that the athlete can be more aware of skill development, training principles, nutrition, etc. Coaches or teams may use sport scientists on-site or at a distance to provide advice on preparation programs. The national organization with primary links to these disciplines is the Canadian Association of Sport Sciences. The federal government has three funded programs: the Applied Sport Research Program, the Sport Science Support Program and a new initiative, the Science and Medicine Support Centres Program.

### **Technical Development Aids**

In essence, sport is about learning and perfecting a physically technical art. This technical information is incorporated in the technical manuals and educational courses for the coach and supplemented by sport-science expertise. Such resources are needed for the coach and the athlete to learn basic techniques and game strategy. These tools also consist of models for evaluating performance, for screening certain skills and for talent identification. The Coaching Association of Canada, the Sport Information



Resource Centre and national sport organizations are primary sources of technical development aids. Chapter 10, **The Sport Organizations**, explores the concept of integrated technical services for the sport community.

### **Education and Counselling**

A primary benefit of participating in sport is the development of the individual. Thus, the sport system has a core responsibility to guide the education of the athlete based on accepted societal values and beliefs. Sport educational themes include an understanding of fair play and the application of rules; the responsibility for personal health and safety; the importance of a balanced lifestyle and an emphasis on obtaining an education; the intrinsic values and benefits of sport; the need for each athlete to reflect on personal experience and understand the choices made; and decision-making skills to assist the athlete in making choices. These educational themes should be incorporated into the basic practices of sport through the coach and information aids distributed by the organization.

This educational service should have a specific counselling emphasis, providing assistance with the various decisions or choices an athlete must make. This educational service is essential at each level of sport although aspects will change as the athlete progresses and is faced with different types of choices, e.g., lifestyle, career, time management.

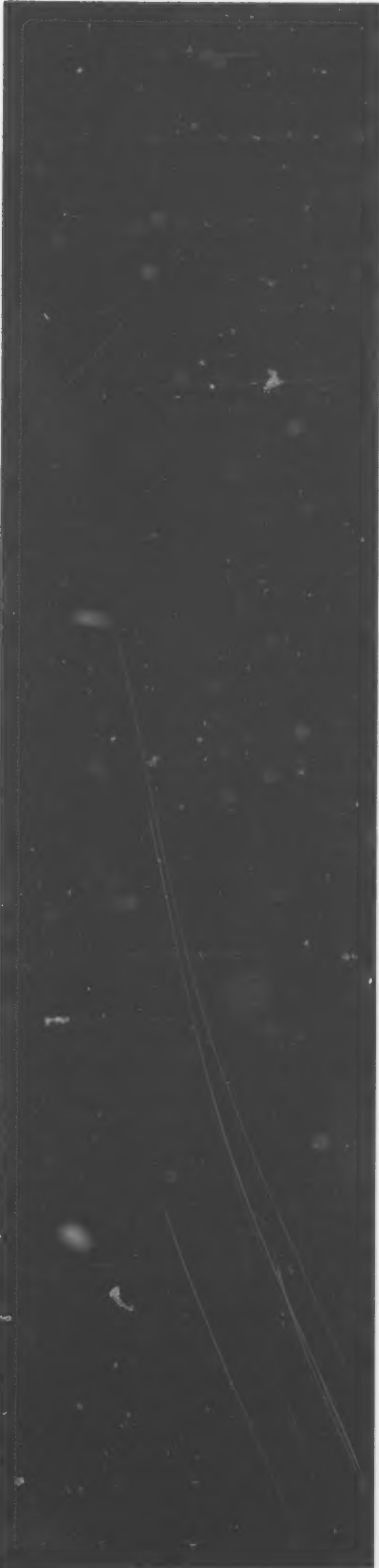
### **Promotion and Communication**

The Canadian public lacks knowledge of the Canadian sport system, its organization, its functions and performance results. The sport community has responsibility for promoting and communicating the values and performances of sport. Such a service should assist the athlete and coach to explain their sport, to relate to the media, to promote the sport experience and to be clear about their values and choices. Too often, the passion and knowledge of athletes and coaches is not well expressed to Canadians and the media. Guidelines and training could help athletes and sport leaders relate more effectively to their supporters, stakeholders, the general public and the media.

### **Organizational Aids**

Whether at the club, league, community, regional, provincial or national level, strong organizational support is critical to sport. Sport in Canada is essentially delivered by tens of thousands of volunteers, often without any particular training and organizational management. It is essential that the sport system develop aids to assist these volunteers in the organization of their activities. Over the years, a variety of guideline packages have been produced on basic management including planning, organizing, budgeting and financial and event management.

The Skills Program, a national program aimed at volunteer skill development, has met with encouraging success across Canada. As well, successful individuals with fund raising experience have passed on their knowledge through a variety of information aids and



seminars. Certain sports have been successful in developing the club concept. Their experiences should be passed on to others to assist them in such areas as dealing with membership drives, promoting club programs and designing work plans that use volunteers in efficient and rewarding ways.

These six components of support services, rooted in basic beliefs and values, can ensure a safe, healthy, fun sport experience, incorporating the best technique, coaching and moral development and helping to communicate the benefits to other Canadians.

## **ISSUES AND CHALLENGES**

### **Bridging from Research to Application**

The complexity of the Canadian sport delivery system (a system characterized by large geographical distances, a young infrastructure, federal/provincial structures and a variety of structural, policy and funding gaps) make the design of integrated support services a difficult task.

The limited financial resources for sport are even more limited for the development of support services. For example, sport research is a low priority for most funding agencies, with sport and physical activity not considered eligible disciplines. Sport research must often be linked to other, more acceptable disciplines of research, e.g., health. The limited expertise in applying sport research by the coaching and sport technical staff, combined with the inability of many science and medicine experts to translate their work into practical terms, reduces the ability of sport to apply research results. Also, there are limited human resources to bridge between the science and medicine experts and the sport technical experts. The result is that the application of science and medicine to athlete preparation has relied on the communication ability of the experts and a few individuals with expertise in both sport and sport science.

The limited pool of applied sport-science experts cannot reach the broad spectrum of coaches and athletes. Research results need to be more accessible to the coach/athlete in a shorter period of time. Closer planning, building effective information distribution and using a common language may facilitate more timely availability of information. Shortening the interpretation and application time allows research results to be applied immediately.

The limited resources raise the importance of designing a support services system, keeping in mind economies of scale, centralization, common sharing of expertise and technology transfer from other useful disciplines.

The Task Force reviewed the list of **National Priorities for Sport Medicine and Science in Amateur Sport** (see Appendix I). The Task Force found favour with the goals and suggests some augmentation in light of this report—especially with respect to the gap between the research community and the practising sport community, and the lack of emphasis on extending services of the disciplines to other levels of the sport system.



### **Coach-Scientist Partnership**

Coaches and sport scientists have not yet developed a strong partnership to use their assets to mutual benefit. Canada has some of the best sport scientists in the world. Canadian coaches are an intelligent and increasingly educated group, hungry for new knowledge in the science of sport. Since most sport scientists are employed in universities, they undertake research which is "publishable." Often the practical needs of the coach and athlete are less pure than publishing journals require. Often coaches are reluctant to engage in experimental relationships with the sport scientist.

### **Co-ordination**

Sport medicine and sport science in Canada are still relatively young and evolving. The Task Force has seen certain normal professional jurisdictional issues and battles for influence in the national infrastructure. The various disciplines, despite their fledgling nature, are developing methods for setting a national agenda and coordinating their efforts to apply sport science in an optimum manner.

Coordinating the delivery of various federal aid programs and the offerings of the various sport-science and medicine services would greatly improve the provision of support services. (The Task Force suggests that the lack of integrated management and co-ordination of the federal programs is a contributor to the lack of applied integration of the sciences themselves.)

Despite its formation in 1978, the Sport Medicine Council of Canada has not yet developed the leadership capacity with the provider groups that are needed to carry out the co-ordination and integration role. The developed agenda has focused almost exclusively on national level, high-performance sport. Application of services to other levels is limited as well as the perceived credibility and relevancy of these sciences at the community and other levels.

The establishment of effective support services provides another opportunity for partnership between the education system and the sport system. The system should consider the athletes' needs for counselling, for well-rounded development and for support in promoting their sport activities to the public.


## **RECOMMENDATIONS**


The Task Force therefore recommends that:

21. Single-sport and multi-sport organizations develop and promote a support services model, tailored to appropriate levels of organized sport (local/regional, provincial, national), which provides guidelines, information aids and roles, and outlines responsibilities of expert groups.

The support services model should address:

- health, safety and sport medicine;
  - sport sciences;
  - technical development aids;
  - education and counselling;
  - promotion and communication;
  - organizational aids.
22. Sport organizations and governments incorporate the support services model proposed by the Task Force into developmental work on the community-centred models concept.
  23. The federal government review and assess its core sport-science and medicine-related research and educational programs (including applied sport research, sport-science support, health status support, science and medicine support centres, and the research and education element of the Canadian Anti-Doping Organization) and in conjunction with the involved parties, determine:
    - a new national research agenda which would guide the provision of contributions to sport research;
    - a strategy to co-ordinate the efforts of the SMCC, the expert provider groups, Canadian Anti-Doping Organization and sport bodies in their research efforts;
    - a strategy to co-ordinate the funding of these federal support programs toward a common approach and linked to other services as needed; e.g., the national coaching centres.
    - also see Recommendation 48.
  24. The Sport Medicine Council of Canada, with assistance as required from the Fitness and Amateur Sport Branch, develop better integrated planning with its member associations to streamline decision making and more aggressively pursue its approach to the 10 national priorities for sport medicine and science in amateur sport.
  25. The Sport Medicine Council of Canada consider developing closer linkages with other sport-science/sport-medicine/sport-paramedical non-member groups so that their services can be incorporated in a menu of services offered to the sport system.

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26. The SMCC work with its provider groups to:
    - increase services to athletes at all levels in the sport system;
    - encourage the development of comparable organizations and agencies and/or affiliations with existing groups at the provincial level;
    - respond to the need to develop sport-science services as part of core services at all levels as outlined in this report.
  27. The Fitness and Amateur Sport Branch transfer management responsibility and the associated funds for the federal government's core sport-science contribution programs to the Sport Medicine Council of Canada, subject to the Council making demonstrated progress in implementing the proposals in recommendations 24, 25 and 26.
  28. The Fitness and Amateur Sport Branch encourage collaboration between the Canadian Fitness Lifestyle Research Institute (CFLRI) and the Sport Medicine Council of Canada and its provider groups and ask them to examine and report on the options for the formal amalgamation of the CFLRI and the SMCC into one national organization for the co-ordination of research for fitness and sport. Such an organization, drawing from existing or evolving research capacities, could provide contributions to meet the national research agendas of both the sport and fitness/active living communities.
  29. The coaching profession and relevant agencies develop closer relationships with sport scientists and their organizations to encourage a better partnership in the application of sport science. This improved relationship would include the direct development and use of applied research at training and competition sites.
  30. The Fitness and Amateur Sport Branch establish a sport-science exchange program with appropriate foreign countries through its bilateral agreements and international support program.
  31. The Fitness and Amateur Sport Branch incorporate sport science and medicine as essential elements in the design of any post-games legacy considerations when negotiating major games funding provisions.
  32. The Fitness and Amateur Sport Branch and the national agencies in sport science and other granting centres for sport-science research pursue discussions on:
    - the inclusion of sport-science subjects on the granting agenda of other agencies where appropriate;
    - the development of collaborative research agendas linking sport science to broader areas of scientific exploration.

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33. **The sport-science communities pursue efforts to involve the private sector in financing sport research to assist the development and enhancement of Canadian sport and a physically active lifestyle.**
  34. **The Canadian Sport and Fitness Marketing Corporation develop a promotion and communications guidelines package to be provided as a service by national and provincial sport organizations for the use of community sport groups.**
  35. **The Senior Managers' Forum, in co-operation with the Canadian Sport and Fitness Administration Centre, develop an organization aid package to be delivered by the national and provincial sport community as a support service to community sport groups. The package should contain helpful guidelines on administrative functions, the development and promotion of the club concept and enhanced membership, key volunteer skill needs, etc.**

## Chapter 9: Volunteers

*Recognize and reward key contributions of volunteers to athlete development, in coaching and administration of the Canadian sport system.*

*"Themes for Potential National Goals".  
Task Force Report (Ottawa, 1992).*

### BACKGROUND

Sport relies on parents, friends and other volunteers for its delivery. Sport would not exist without volunteers. They play a variety of roles including event organizers, instructors and coaches, referees and officials, providers of paramedical and sport-science support, fund raisers, and facility maintainers. These service volunteers are supported by policy volunteers. Policy volunteers provide the direction and leadership that guide sport organizations. These policy volunteers are generally referred to as the board of directors and, where they exist, work with the senior management and staff.

Policy volunteers are responsible for maintaining and developing the mission of the organization and for ensuring that the activities of the sport benefit this and future generations of Canadians. They are obliged to oversee the management and use of the organization's resources and to ensure that programs and services benefit the public. The board establishes and oversees implementation of the organization's mission and its pace of progress, ensures appropriate financial and personnel management, and represents the organization to its publics.

*Approximately 5.3 million Canadians volunteered their time and skills to groups and organizations across the country during the period from October 1986 to October 1987, accounting for 27% of the population aged 15 and over. The total number of "sports and recreation" volunteers was 1.48 million accounting for one third of all volunteers. It was the third most popular volunteer activity. The total number of "sport only" volunteers (excluding Olympic/recreational categories) was 963 604. Some 494 212 of the sport volunteers participated in coaching, refereeing and judging.*

*- Adapted from Statistics Canada.*

*Giving Freely: Volunteers in Canada: p.11.*

The estimated value of volunteer contributions for the 1991 Canada Winter Games held in Prince Edward Island (at minimum wage) was \$540 000. Ten thousand volunteers were utilized to operate the Calgary Olympics. Estimated value of the service of voluntary Canadian medical staff attached to the Canadian team attending the Pan American Games in Cuba in 1991 was \$118 000.

Sport organizations are in the not-for-profit sector, which enjoys significant legal and financial benefits in return for an obligation to serve the public good. Incorporated not-for-profit organizations

*Democracy in its purest form is  
volunteering, people working  
with each other, for each other.*

*Glenn M. Rostaal, Assistant  
Editor, "Physical Education and  
Recreation for the Disabled,"  
Palaestra (The Forum of Sport)*

must be governed by a board of directors with the responsibilities described above.

Values and beliefs drive sport organizations in the not-for-profit sector. They exist not to make a profit but to advance sport and its contribution to society. The organizations must operate in a responsible way, both fiscally and socially. Since few of their activities are self-financing, most sport organizations require financial subsidies and extensive support from volunteers.

With recent financial constraints, sport organizations have turned to the business sector as a source of support. This has challenged sport organizations to meet both the fiscal and social responsibilities of the not-for-profit organizations while targeting and positioning sport and its services to find new income. Not-for-profit organizations face a growing requirement for sophisticated financial, strategic and management skills.

## **ISSUES AND CHALLENGES**

### **Volunteer-Staff Relationships**

Initially sport organizations are formed to arrange training and competitive events. Their role is that of organizer, scheduler and rule setter. As the organization grows, it requires longer-term planning and management systems. Strategic planning, program and service differentiation, relationship development with various supporters and stakeholders and fund raising are part of the sport organization's role. Finally, marketing, advocacy, sport-science technology and system planning are expected of the sophisticated organization.

Such evolution eventually demands full-time staff. With the employment of professional staff, certain functions shift from volunteers to staff. This creates an inevitable tension between staff and volunteers which is part of the natural evolutionary process. This tension can be healthy if the organization approaches the change responsibly and openly. At this point in evolution, it is important to strengthen the "policy volunteer" emphasis and capability in governance functions and reduce their involvement in the day-to-day management of the organization. (Of course, the service volunteers would continue their critical delivery role.) Clear guidelines of "who does what" and "who is accountable for what" are essential. The following framework provides an outline for responsibilities and accountabilities:

- Policy volunteers (board and senior officers) are accountable to members and the public for articulating the mission, strategic directions and priorities; ensuring financial and human resources are managed; protecting and advancing the values and ethics of the organization; and fulfilling their role as trustees of the public good.
- Professional staff are hired and delegated responsibility for managing programs, policies and resources; implementing policies and standards set by the board; and assisting with the process of strategic planning.

- The board and staff share in strategic planning, advocacy and representation, and accountability to provide quality services to members.

### **Recruiting and Retaining Volunteers**

A major issue for many not-for-profit organizations is the recruitment and retention of volunteers. Both financial and human resources are tight, and organizations compete for dollars and quality volunteers. An organization that is faithful to its mission and values, responsive to its community and committed to using volunteers effectively, will find recruitment and retention easier. Volunteers are motivated by different things. Many want new challenges and the chance to make change; others want to meet new people, contribute to the community or improve the quality of life. Volunteers are unique regarding what motivates them to volunteer, how much time they have available, the skills and abilities they bring, what turns them on to the organization and how they wish to be rewarded for their service. There are many helpful resources dealing with volunteer management.

### **Training and Development**

The Skills Program for Management Volunteers provides training workshops and workbooks on: volunteers working together, leadership, long- and short-term planning, marketing, financial management and time management. There are 170 master trainers and 800 provincial and territorial trainers conducting 3000 workshops for 60 000 volunteers. The Skills Program has just produced a new resource focusing on the organization as a whole, entitled *Effective Organizations: A Consultant's Resource*.

Policy volunteers need guidelines on key roles, responsibilities and skills. In addition, strategic thinking about the environment that sport organizations inhabit is becoming a requirement. A larger view of the priorities and directions of the sport community as a whole is needed when setting the policies and directions of individual organizations. Policy volunteers could be supported in their leadership needs through: debates about values and ethics and the direction of sport; exchanges among volunteer leaders; frequent forums of the sport community; policy position papers on the future of sport; and association with university and community college public-issue programs. All these vehicles could connect policy volunteers to the larger sport community and thus broaden strategic perspectives.

### **Tax Considerations**

Several representations to the Task Force have suggested special tax considerations for volunteers' time and expertise. The Task Force is reluctant to support tax considerations because it would place a price on voluntarism and potentially change the motivation and assumptions behind this movement. The Task Force recognizes that such a shift would be demanded by all other sectors and thus change the cultural basis and key position of voluntarism in Canadian society.

## **RECOMMENDATIONS**

The Task Force therefore recommends that:

36. The Canadian Sport and Fitness Administration Centre, in co-operation with the Senior Managers' Forum, prepare a summary of the legal, financial and moral responsibilities of not-for-profit sport organizations for self-education use by the sport community.
37. The Senior Managers' Forum, in co-operation with the Canadian Sport and Fitness Administration Centre, develop guidelines to assist sport organization board directors and paid staff to carry out their roles in mutually supportive ways. Further, through the Skills Program for Management Volunteers, an organization self-analysis instrument should be developed to assist organizations in understanding:
  - the share of responsibilities between volunteer board of directors and full-time professional staff;
  - the appropriate delegation of role and accountability as the organization adjusts toward a professionalised headquarters capacity.
38. Federal and provincial governments continue to support and expand the national level "volunteer skills program."
39. The Fitness and Amateur Sport Branch, and other organizations involved in sport, incorporate volunteer recognition programs in existing or future sport awards programs.

## Chapter 10: The Sport Organizations

*Sport organizations work together in the spirit of cooperation and mutual support, taking a shared path towards the creation of a plan for sport in Canada.*

*"A Vision of Sport in Canada".  
Task Force Report (Ottawa, 1992).*

*One difference clearly is that the non-profit has a number of bottom lines—not just one. You deal with balance, synthesis, a combination of bottom lines for performance. The non-profit executive does not have the luxury of dealing with one dominant constituency either. You can't be satisfied in non-profit organizations with doing adequately as a leader. You have to do exceptionally well because your agency is committed to a cause.*

*— Peter F. Drucker.  
Managing the Non-Profit Organization.*

### BACKGROUND

This section looks specifically at roles and relationships of not-for-profit organizations in the sport system: national sport organizations (NSOs), multi-sport organizations (MSOs) and provincial sport organizations (PSOs).

NSOs are described in the parliamentary sub-committee's report as follows:

*The National Sport Organization is the pivotal agency in each category of sport. In Canada, there are currently 65 NSOs which are incorporated non-profit national agencies recognized by the federal government. This means that they are eligible for federal financing through Fitness and Amateur Sport. An NSO is generally made up of PSOs and various regional and local clubs and organizations which are affiliated to the national body through the provincial body.*

*— "Amateur Sport: Future Challenges."  
Second Report of the Standing Committee  
on Health and Welfare, Social Affairs, Seniors  
and the Status of Women (December 1990).*

The NSO's mandate is broad. It has a corporate, national interest to promote the sport inside and outside Canada. It acts as the Canadian franchise holder and relates to its respective international federation. Primary roles were described in the 1970 *White Paper on Sport*:

- to provide various levels of competition, including competition at the national level;
- to hold the sanctioning rights as they relate to the sport at the national and international levels;

- to establish rules and regulations to be adopted at the national level;
- to provide coaching for teams under their jurisdiction and to develop standards and certification programs for coaches;
- to provide national teams;
- to provide technical development programs for their sport on a national basis;
- to provide promotion and fund-raising programs for their sport at the national level;
- to represent the sport to, and to communicate with, the federal government;
- to provide administrative support systems at the national level;
- to provide officials for national and international competitions and to develop standards and certification programs for officials.

The current 80 national organizations fall into five broad groups (see **Appendix II** for a complete list of all national organizations recognized and funded by the federal government):

- individual sport-governing bodies for both Olympic and non-Olympic sports (e.g., Athletics Canada);
- major games organizations (e.g., COA, CGAC);
- post-secondary educational organizations (e.g., CIAU);
- other multi-sport organizations (e.g., The Sports Federation of Canada, Canadian Federation of Sports Organizations for the Disabled);
- multi-sport service agencies (e.g., Coaching Association of Canada).

Some of the multi-sport and multi-service organizations (MSOs) were created in response to the 1969 Task Force's call for the professionalization of sport. The federal government's response was to facilitate the creation of the building blocks of the modern infrastructure of central services, i.e., the Canadian Sport and Fitness Administration Centre (formerly the National Sport and Recreation Centre), the Coaching Association of Canada, the Sport Information Resource Centre and the Athlete Information Bureau; and in the late 1970s and 1980s, the Sport Medicine Council of Canada, the Sport Marketing Council (recently amalgamated with the Athlete Information Bureau to form the new Canadian Sport and Fitness Marketing Inc.), the Fair Play Commission and the Canadian Anti-Doping Organization. These organizations offer a sophisticated array of central services for use by individual sport bodies.

Over the past several years, amateur sport organizations in Canada have grown in number, capability and diversity of functions. Previously, sport organizations were managed almost exclusively by volunteers who performed all functions from administration to coaching. Sport was a "kitchen table" operation. Currently, a cadre of professional managers is in place, with even the smallest organizations having full-time staff. This evolution is a direct result of government policy and programs over the past 20 years.

Unfortunately, the quantum leap in association management has not produced even levels of quality. There are varying degrees of organizational competence among the NSOs. Some organizations are well managed, others less so. However, a significant majority of sport organizations are well run and capable of exercising sound judgment, making decisions and running their affairs in an intelligent and rational manner.

The NSO acts as a quasi-umbrella federation for its provincial affiliates and supposedly represents a pan-Canadian interest. With respect to the PSO, the NSO's roles include co-ordination and standardization of sport policies and rules; listening and reacting to regional needs and issues; promoting the "social agenda"; developing prototype technical programs for use in provinces; and ensuring the vertical integration of technical programs and policies.

PSOs have roles similar to those of NSOs. PSOs seek to co-ordinate, promote and develop their respective sports at provincial and community levels. PSOs typically focus on provincial-level activities in line with the resources available.

## **ISSUES AND CHALLENGES**

### **Community Versus Competitor**

Traditionally, many sport organizations have viewed other sport organizations as competitors. They have been concerned about their share of available government funds and about the autonomy of their individual organizations. However, the realization is growing among NSOs that they must develop better means of working together.

In recent months, the national sport community has taken major strides in reconciling differences and working towards a collective voice and sense of community. Several factors have contributed to this, including the impact of the Dubin Report, the recommendations of the House sub-committee and the lack of action on Task Force 2000 recommendations. A very powerful motivator has been the desire for greater freedom and less direct government involvement in their affairs. Sport organizations have realized a collective voice is necessary on this and other issues.

### **The Culture of Sport**

Sport organizations are beginning to realize the need to revise the culture of sport, i.e., the values, ethics, relationships and behaviours within and among the sport community. The current culture is competitive, hierarchical and jurisdictional. If traditional stances are set aside, sport can build a culture based on understanding and mutual respect for others' roles and competencies. Organizations could work together collaboratively rather than competing against each other. Then, co-ordinated plans could be developed to serve participants throughout the sport continuum. The result would be a national strategy, or a truly Canadian plan for sport.

The Task Force believes that representative stakeholders at each level need to develop a shared vision, values and goals, roles and

priorities that are ultimately shared and integrated with other levels. This horizontal co-ordination and vertical integration among the stakeholders of a single sport is quite undeveloped in Canada at the present time.

### **Relationship with Multi-sport and Multi-service Organizations**

The multi-sport and multi-service organizations (MSOs) offer a variety of support services to single-sport NSOs. These non-governmental organizations have a capacity, singular focus and technical skill which have often placed them ahead of the NSOs. Unfortunately, many MSOs have to coax or cajole NSOs into using their offered services. Although NSOs have purchased services and skills from these MSOs, they have not transferred the technology into the ongoing management of their own organization. NSOs have an array of central services to access, but they usually do so by re-applying and relearning the technique or service for each need or issue.

Although the overall sport system has gained because of economies of scale, costs continue to rise because NSOs purchase the same services, repeatedly, without integrating learning into the management and programs of the organization. This results in higher costs and slower organizational development. It reduces the creative linkages and synergism that could occur in organizational management.

Few MSOs have established provincial government contacts or provincial level affiliates so there are fewer central support services available to the PSOs and virtually none to the community level. The expertise gained from the research and development undertaken by most MSOs could be of great benefit to PSOs and community sport.

There is some ongoing resentment of the federal funds expended on MSOs, as some NSOs view these organizations as competitors for funds and potential usurpers of single-sport autonomy. Finally, the Task Force noted that MSOs have developed very few linkages with each other.

The MSOs have been designed to provide support to NSOs. An increase in the transfer of technology from MSOs to NSOs would assist NSOs in addressing the many challenges described throughout this report. The Task Force suggests that the MSOs:

- help NSOs integrate MSO services into the ongoing management of organizations so that the "purchase-learn-apply" approach is not continually repeated;
- develop linkages with each other in order to develop "multiple-impact" tools and services to assist the total development of each NSO;
- develop provincial linkages and outlets in order to share expertise with other levels;
- develop aids and guidelines for use by community-based sport;
- consider joint approaches (among MSOs) to reduce overhead costs, increase economies of scale and thereby increase the

resources available for improved services and/or reduced costs to NSOs.

### **Dependency of Sport Organizations**

The Ontario Ministry of Tourism and Recreation submission to the Task Force describes the culture of sport as "competitive and power-oriented, yet also to be deferential to and dependent on those who provide the funds." The submission goes on to note that "a dependent relationship exists between sport organizations and their respective level of government."

In many cases, this dependence has been fostered by governments through paternalistic policies and services. The hierarchical "from above" approach must be replaced with a "from among" approach which ensures partnerships and shared leadership, working collaboratively towards a common vision, values and national goals.

### **Dysfunctional Relationships Between NSOs and PSOs**

Too often, an NSO is perceived as a national office, located in Ottawa, with a few elected volunteers. NSOs are not seen as comprising or representing the PSOs and clubs, but as a separate entity, often in competition with PSOs. The Ontario Ministry of Tourism and Recreation submission stated that "the NSOs no more represent PSOs and clubs than the federal government represents provincial/territorial governments outside the federal jurisdictions."

"We-they" jurisdictional battles between component parts of the national sport organization are prevalent. Too often, there exists a dysfunctional relationship between NSOs, PSOs and local organizations—one characterized by hierarchical and authoritarian ways of operating, leaving little room for co-operation.

### **Lack of Vertical Integration**

With so many energies spent in internal struggles for turf, both NSOs and PSOs have inadequate reach into communities, resulting in a lack of vertical integration. In some provinces, PSOs have established smaller-scale versions of "NSO-type" organizations with provincial elite programs and athlete carding.

Policies between PSOs and NSOs are not harmonized to allow free movement of participants along the skill continuum. Gaps and overlaps in support and communication are commonplace. Some consultations with the Task Force blamed federal and provincial government models and funding policies as the architects of this segmentation.

Harmonization is needed to reduce duplication and improve delivery in an efficient and cost-effective manner. This requires a new approach to planning between NSOs and PSOs which includes vertical integration and harmonization strategies.

Similar observations about the lack of co-ordinated, integrated systems can be made at the community level. Stakeholders include education, municipal recreation, not-for-profit and profit-oriented organizations and community centres. Like the NSOs and PSOs in

the hierarchy above them, these groups operate independently with few, if any, coordinated plans. With the increasing demands on communities, the need for collaboration and co-ordination is essential and could offer the advantages of economies of scale and shared services.

### **Lack of Integrated Technical Services**

The development and delivery of sport requires technical learning, and planning and technical services. The sources of this technical learning are both sport-specific and common to all sports. When viewed from a system point of view, we see the need for:

- different technical components/services to assist the development of coaches and officials;
- athlete identification and training;
- sport medicine and applied sport-science support;
- distribution of technical informational aids;
- technical planning at the club, region and sport-body levels.

Although separate organizations and programs exist for the development of these components (especially at the national level), there is little co-ordination and collaboration among them. This results in gaps and overlaps in technical services and no overall sense of a plan or an evaluation of progress.

The Task Force notes that our national technical capacity in most of these components is quite advanced in the relevant multi-sport agencies (and in several single-sport organizations). However, they do not develop co-ordinated approaches, and the sport community does not gain the benefit from integrated and co-operative technical thinking, planning and advice to the sport-delivery level.


The Task Force suggests that a national technical services model be developed to provide co-ordinated and enhanced technical services to national sport organizations. The initial approach could be developed without incremental resources by drawing upon the capacity of the Coaching Association of Canada, the Sport Medicine Council of Canada and the Sport Information Resource Centre to design an approach to providing coordinated technical services (information, advice and planning support) in the areas of:

- high-performance programs;
- coaching development programs;
- officials development programs;
- sport medicine and applied sport-science programs;
- technical information distribution;
- technical planning.

With time and success, such a model should extend beyond the national level to provide provincial technical services, whether through provincial extensions or new models at provincial levels.

### **Canadian Under-Representation at the International Level**

Finally, NSOs have historically not approached international representation strategically. Often they have made appointments to international portfolios as recognition for past services or the privilege accorded an elected official. Canadians rarely achieved



influential positions in international federations (where the probability of election to the decision-making level was directly related to longevity and presence).

The scope of issues being addressed by international federations has made representation more complex. Representatives need to understand a variety of issues from a global, as well as a sport-specific, perspective.

Considering Canada's sporting achievements, technical expertise and visibility from hosting major games, under-representation at the international level speaks more to a lack of strategic thinking (about the importance of international representation) than it does to the quality of representatives. More recently, Canadian organizations have focused on securing positions of influence through targeted initiatives, consistent representation and long-term planning.

A national federation wishing to protect and develop its sport in Canada must be active at the international level. Opportunities exist to influence an international federation on such issues as testing for banned substances, eligibility, allocation of competitions and competitive opportunities for female athletes. To do this, Canadians must either be elected to the decision-making body or develop strategic alliances with those elected or lobby groups of member federations.

International representatives play a role in electing leaders and appointing committee members. Influencing the selection of officials and promoting the needs and values of Canadians should be part of Canada's future strategy in international sport.

## RECOMMENDATIONS

The Task Force therefore recommends that:

40. The national and provincial sport organizations create joint planning processes involving the development of shared visions and goals for an integrated sport system. These processes should include the key deliverers of sport at each level—national, provincial and local.
41. The federal and provincial governments develop immediately a plan and process to harmonize their funding policies and models to support a smooth, "seamless" sport continuum, thereby improving efficiency and removing existing gaps and overlaps.
42. The Fitness and Amateur Sport Branch ask the national arms' length multi-service organizations (i.e., CSFAC, CAC, SIRC, SMCC, Fair Play Commission, CSFM and CADO) to develop, individually and collectively, a strategy for the provision of their services to NSOs that will:
  - enhance the technology transfer from these central organizations to the NSOs;
  - assist the integration of those key organizational roles, that are related to the multi-sport services, into the regular management practices of NSOs;
  - encourage MSOs to enter into joint ventures and projects to expand the scope and impact of their services;
  - make their products available to the provincial levels of sport while being sensitive to existing infrastructure and mandates;
  - develop aids and guidelines for community level sport use; and
  - reduce the overall collective administration costs for the purchase of MSO services and use the savings to enhance their services.
43. The Fitness and Amateur Sport Branch encourage and support the development of a national technical services model designed to enhance the provision of co-ordinated and integrated technical services to national sport organizations in the areas of coaching and officials development, high-performance programming, sport medicine and applied sport sciences, dissemination of technical information, and technical planning. The initial co-ordination and service delivery should be developed jointly by the Coaching Association of Canada, the Sport Medicine Council of Canada and the Sport Information Resource Centre, with input from national sport organizations and Fitness and Amateur Sport.

# Chapter 11: Community-centred Sport

*Community-centred sport provides broad opportunities for participation. Community groups work collaboratively to maximize use of facilities and resources.*

*"A Vision of Sport in Canada".  
Task Force Report (Ottawa, 1992).*

## **BACKGROUND**

The current national sport system is shaped by the 1969 Task Force on Sport for Canadians which suggested a more professional approach to sport to keep pace with international developments. The awarding of the 1976 Olympic Games to Montreal focused attention on the national team level of Canadian sport. As a result of these two events, and subsequent programs such as Best Ever '88, Canada has a highly centralized structure at the national level, with national team development as the primary focus. Many provinces have replicated national structures and focused on elite programs, such as preparing provincial teams for Canada Games.

This modern, organized, competitive amateur-sport system in Canada (which has enjoyed dramatic and accelerated growth and investment in the last 22 years) has created national/provincial administrations and programs for higher-level sport.

Some other countries have taken a different approach. Rather than emphasizing administrative structure and services of national and provincial organizations, they have developed structures aimed at direct delivery of sport programs: the German multi-sport club centres, the Australian national and state sport institutes, the British training centres and community sport centres. These structures, in many cases, reach into the sport system well below the national team level.

In the Task Force consultations, support for community sport was championed by many, and a collaborative effort to bring sport to all Canadians was requested. Although this may lead to the inevitable philosophical debate between high-performance and recreational sport, the real message is that we have not yet defined a total Canadian sport system which serves the needs of all Canadians. Rather, we have designed a national/provincial infrastructure, and attempted to promote it to regional and local levels; or we have hoped that the mandate and services of this infrastructure would draw in community sport, thereby creating an integrated sport system. Clearly, this has not occurred.

Throughout the report, we discuss the need to harmonize national and provincial policies and to enhance vertical integration throughout the sport system. Such vertical integration will not occur by pushing a national model down into the local level. Sport in

*Hockey, after all, is people and places. Look at those people hard enough and long enough, listen to them and they will tell you stories — about themselves, about Canada. What they hope and want and fear, what matters to them and what doesn't. They will tell you about being parents and being kids, about having dreams and fantasies, about growing up and what it takes to get to the top. And in so many ways, they will tell you about the joy of getting together, about the need for community. In lives filled with division, by age, by income, status, neighbourhood, technology, distance, language, culture, they will tell you about the links they feel, about the feelings that bind us together.*

*The Best Home Game (by Ken Dryden) and Ken Dryden's (by Ken Dryden) are two of the best pieces of writing about hockey that I have ever read.*

Canada occurs primarily at the community level. The development of a community-based sport model which uses the many assets and resources of the community is needed. A community-based model can address the many needs and considerations that have been identified for community sport.

Development of the model needs to be done in a participative, inclusive fashion that eventually links an enhanced community-based system into the existing national/provincial sport infrastructure. Only in this way can we address the Canadian sport continuum which was reflected in the visions we heard in the consultations. The primary messages were for a Canadian sport system which was borderless, athlete-centred and community-based.

### **A PROPOSED MODEL: THE SPORT DEVELOPMENT CENTRE**

The Task Force received submissions on community-based sport and hosted a special workshop of athletes and sport leaders. As a result of these activities, the Task Force proposes a conceptual model for community-centred sport, called the Sport Development Centre (SDC). The model provides one approach to collaboration across jurisdictions.

A Sport Development Centre would focus on planning and support among municipalities, municipal departments, schools, colleges and sport organizations to provide facilities and service. In this environment, community members and athletes could choose a sport experience and coaching to fit their ability, age and interest. They could participate, supported by a wide range of services and a focus on development needs, to the level of their choice.

The Sport Development Centre could be a specific location or a co-ordinating system. It could be an existing facility or group of facilities distributed throughout the community, with a central resource for information.

A Sport Development Centre within a community or region would co-ordinate the scheduling and programming of existing facilities and resources and make them available to all members of the community. Through its effective use of facilities and resources, it could provide a range of sports to more people. Such facilities might include arenas, recreation centres, pools, clubs, schools, tracks, parks and playgrounds. Resources might include services of professional or certified coaches, physical educators, sport guidance services, fitness facilities, daycare, fund raising, promotion of sport events and sport administration.

The Sport Development Centre could be created by a municipality or interested community group. All local partners and facilities would be part of a more efficient service-oriented system, with each part retaining its own identity and income. Human and financial resources would remain similar to the present sources: user-pay, funding from sponsors or governments, fund raising, volunteers and service organizations.

In this model, the community would choose the sports it wished to provide to its residents. Appropriate sport bodies would be called upon for support. The model would promote the needed bridge between education and sport and recreation.

In essence, the thrust is for a community (however defined) to develop a planned and coordinated approach to sport and sport services. The community would use the facilities, programs and human resources in a co-operative approach, based on human growth and development principles and community values. All services from agencies in the community and the Canadian sport system would be used.

Elements of the model are enlarged upon below.

### **Model Elements**

#### *Athlete Focus*

The Sport Development Centre would focus on exposure to sports at an early age. Young children need a variety of physical activity opportunities to develop "physical fluency." Children would have an array of participation opportunities and basic-skills development. Children encouraged to try different sports would receive quality instruction in each. All instruction would be based on growth and development principles and would promote holistic development of the individual. Many national and provincial sport organizations have athlete development models that could guide skill learning and competition through the various growth and development stages. The Centre would encourage a continuum of sport development from entry level to high performance (if community size and interest permit). As the values of a community are reflected in its social programs, the Sport Development Centre would address equity and access for marginalized groups.

#### *Coaching Focus*

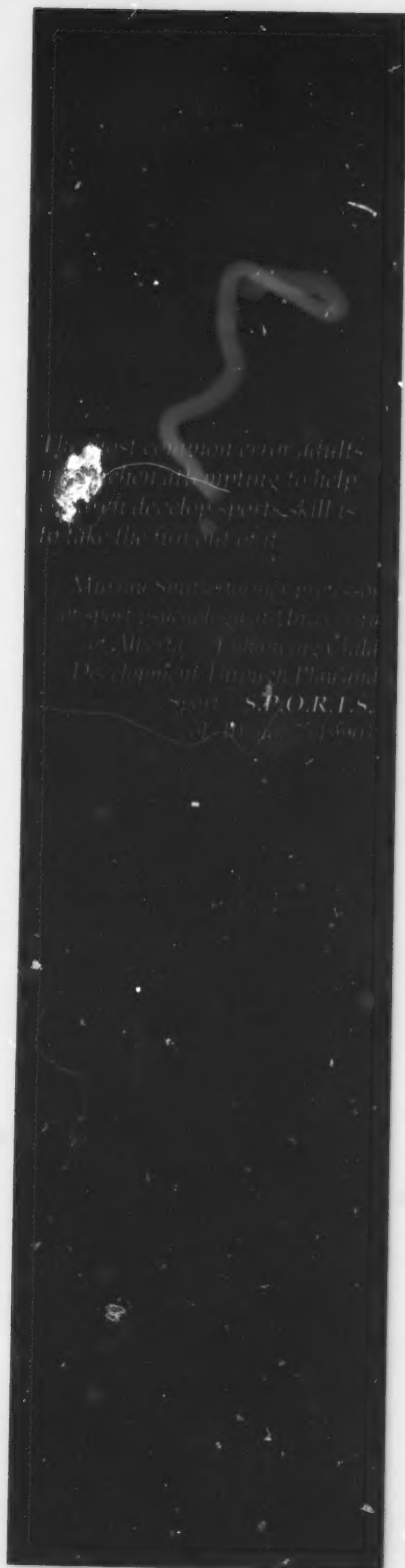
A "coaching team" would consist of certified Level III coaches to supervise entry-level and part-time coaches at Levels I and II and to provide technical expertise. The Sport Development Centre would provide employment for one or more coaches. Retiring high-performance athletes from the community would be encouraged to continue at the Centre as role models, instructors or coaches.

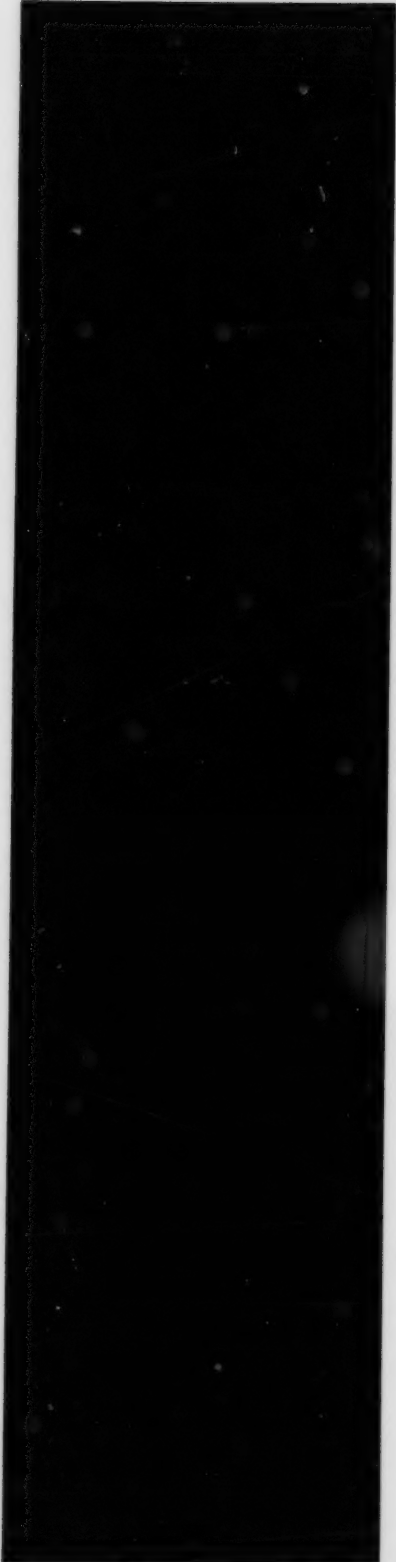
#### *Support Services*

Support services needed for the development of athletes and coaches throughout the sport continuum include health, safety and sport medicine; sport sciences; technical development aids; education and counselling; promotion and communications; and organizational aids. The Task Force recommends that a support-services model, with guidelines, information aids and specified roles for expert groups, be provided to the community-centred Sport Development Centre. Likely, the community would add its own "soft services", such as daycare and fitness counselling.

#### *Sport Selection*

Each community would select sports appropriate to its traditions, facilities and interests. To allow a wide experience for children,





communities would provide a set of core movement sports such as athletics, gymnastics, aquatic sports, skating sports, court sports such as basketball or volleyball and field sports such as soccer.

#### *Facility Sharing*

Partners would undertake a facility time-sharing plan to meet the needs of different groups. Facility use could be enhanced by co-ordinated planning, management and central services. Also, the community could undertake construction of any new facilities in proximity to partner institutions.

#### *Community Planning*

A community-centred approach requires that various stakeholders develop a shared plan with mutual benefits. Stakeholders could include schools, community centres, municipal recreation departments, local sport organizations and private-sector owners of facilities. Stakeholders would develop a co-ordinated plan to maximize use of existing resources, to provide free movement for participants among different sport experiences, to develop a shared coaching model and to develop shared support services—all within economies of scale.

#### *National and Provincial Sport Organization Support*

Although most communities perceive sport infrastructure and sport organizations as high-performance driven and not responsive to community needs, these organizations have much to offer the community-centred model. Sport technology, coaching development and certification, resource materials, support services and organizational skills are all assets of the sport system. Traditionally, community sport has not benefited from the vast expertise developed at these other levels. Community-centred sport development should be constructed so that the community is attracted to the services offered by the NSO/PSO system and wishes them as community partners. This can be a win-win development—ultimately contributing to better community sport and a more integrated Canadian sport system from the local to the national level.

### **Examples and Models**

The following examples and models exist in Canada today. Each incorporates features of the community-centred model, yet is different in its focus. This presents a rich array of options for communities to explore.

#### *Sport Schools*

Sport schools combine the pursuit of excellence with the academic requirements of the student athlete. Flexible curricula enable promising athletes to stay in school and pursue athletic careers at the same time. Although sport schools vary in format, they have two common traits: holistic development of the student athlete and co-operation between the academic and sport communities.

One such sport school has been in existence since 1978 when Seneca College and the North York Board of Education entered into a co-operative venture. They share responsibility for providing

athletic facilities, professional and student coaches and an academic staff for the school.

The Sport Seneca Program promotes the development of the whole person. Its structure permits flexible scheduling and an atmosphere for the child athlete to turn potential into accomplishment.

Over the past decade, close to 50 sport schools have been established across the country for the gifted athlete. Many of these are in Quebec under the "Sport Études" umbrella program. Most of these are housed in public schools. Common services offered by sport schools include academic counselling, nutrition, sport psychology, sport physiology and time management.

#### *Facility-Sharing Arrangement*

Agreements between local school boards and municipal recreation programs vary in format, but basically enable greater usage of facilities for sport and recreation activities. The agreements give schools access to municipal facilities during the school day, and schools open their facilities to municipal recreation programs on evenings and weekends.

London, Ontario has expanded the partnership to include the development of new facilities, thus establishing a campus-type arrangement with arenas, pools, gymnasias and playing fields readily available and in close proximity to both students and community.

Major advantages of these agreements include better use of existing facilities, enhanced program offerings, more recreational and sport facilities and opportunities for the schools and community.

#### *University-Community Clubs*

The University of Calgary Swim Club is a well-known example of university-community clubs. The pooling of financial resources from the community (local swim club) and the university (athletic program) enabled Calgary to hire a top-quality swim coach.

The coach is responsible for the programs of both the university and community swim clubs. The university is able to recruit and retain top-level swimmers. A solid community club program ensures quality swimmers move to the university team (without the normal adjustment to new coach, training environment or community).

In addition to sharing a coach, university and club, athletes are able to share facilities, training programs and camps, sponsorships, fund-raising activities and competitive opportunities.

#### *Legacy Centres from Major Games*

A legacy fund was established from the Calgary Olympics to operate the Games facilities. The Calgary Olympic Development Agency, a group with strong ties to the community, manages the legacy fund. The Games facilities offer a full range of programs from recreational to high-performance, with residential capacity and links to the educational system (including plans for a sport school). Full-time and part-time coaches are employed to assist with instruction and coaching at all levels.

The Victoria Commonwealth Games Society plans to establish a Commonwealth Centre for Sport Development as a legacy after the 1994 Games.

These centres can provide sport opportunities for local to national level athletes after major games.

#### *Multi-Sport Training Centres*

Multi-sport training centres were described best in a submission received by the Task Force:

*Part of our long-term vision is to create a network of multi-sport residential training centres across Canada. The Sport Development Centres essentially link existing facilities by providing access to common services. The next step would be the actual development of Multi-Sport Training Centres in key locations across the country.*

*This step represents a further refinement of what can be achieved by Sport Development Centres. Multi-sport centres facilitate the linkages and common services amongst sports with athletes from a variety of sports training in one location. This creates an optimal environment for sport excellence.*

*One example of such a centre is the Charles L. McDonald Sportspark outside Halifax. When finished, this privately-initiated facility will impact on all levels of sport development from community-based programs to high performance. It will include facilities for accommodation, sport science and medical services, thus providing sport teams with a residential location for training camps and athlete testing.*

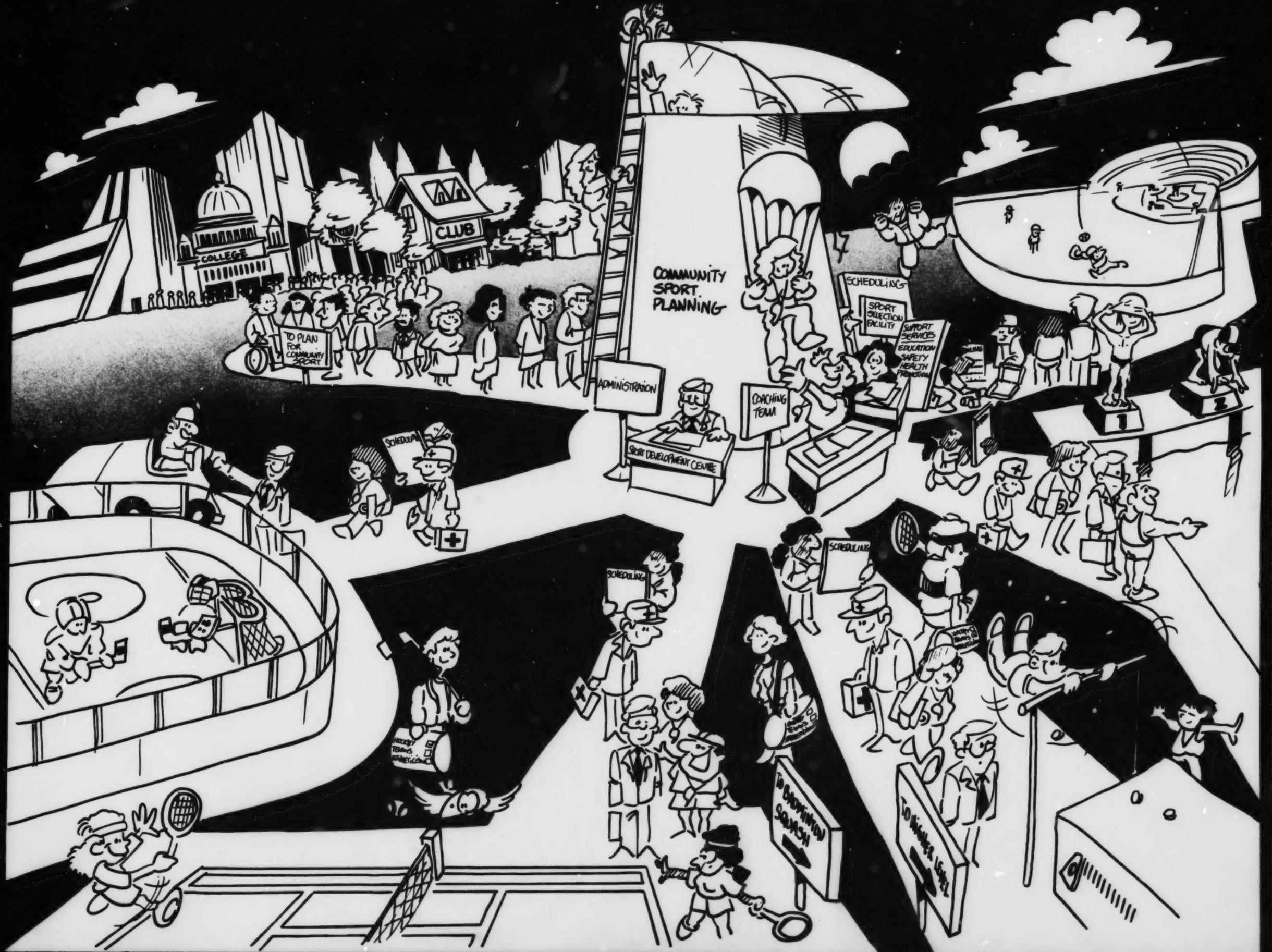
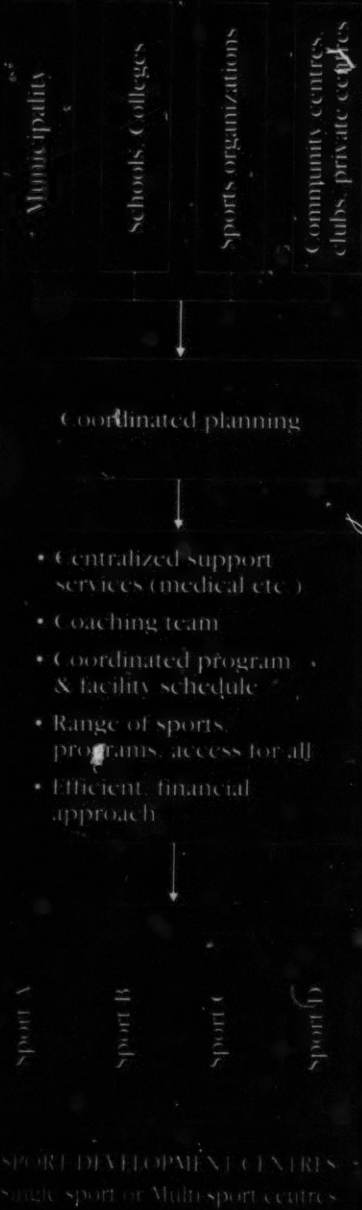
*Ultimately, our vision is to have a combination of these Multi-Sport Training Centres and the linkage of existing clubs into Sport Development Centres, in order to significantly improve the delivery of sport programs and services. The development of Multi-Sport Training Centres will be closely linked to facility development for Canada and other multi-sport Games. We should ensure that planning of such Games fits into the need for facility development, and that the post-Games use of such facilities is the key selection criteria when choosing a site for Games hosting.*



Figure 11-1

# COMMUNITY CENTRED SPORT

The key community partners in sport meet to coordinate all their resources and to jointly develop a plan for sport. Result: better management, better services, more accessible sport for all citizens.





## **PRINCIPLES UNDERLYING THE PROPOSALS**

In addition to the models provided, the Task Force provides the following principles to guide the development of community-centred sport.

### **Toward Positive Experiences at a Young Age**

The Task Force urges that:

- opportunities for basic-movement education for elementary school-age children be available in or outside school programs. An introduction to sport through "mini" games leads into the full version of the sport. Individuals are most likely to continue a sport if they have positive experiences at an early age. These experiences are provided by properly trained and qualified instructors using accepted principles of growth and development and a strong emphasis on values and ethics;
- NSOs, PSOs and all other partners encourage youngsters to experience a wide variety of sport and activities. This means avoiding specialization at too early an age. Among other activities, there should be an emphasis on so-called "core" sports, such as athletics, gymnastics and swimming, along with opportunities to learn life skills;
- qualified, community sport teachers and coaches be involved in the delivery of quality teaching and coaching to students.

### **Toward an Athlete-Centred Sport System**

The Task Force urges that:

- NSOs and PSOs be encouraged to design and promote sport and athlete development models based on accepted growth and development principles. Circulation of these materials would assist communities offering programs in those sports;
- sport partners be encouraged to design sport programs that value the needs of the athlete and protect the values of sport.

### **Toward a Multi-Partner Coordinated Approach**

The Task Force urges that:

- community sport and recreation leaders discuss, in concert with other partners in the Canadian sport system, how the design and delivery of sport can be improved at the community level;
- PSOs and provincial governments be encouraged to identify potential communities and programs for a sport development centre with a view to entering into pilots, cost-sharing and program-sharing ventures with their national counterparts; and
- federal/provincial/territorial discussions explore the feasibility of cost-sharing of programs and projects, such as multi-sport training centres and sport schools that presently exist or could be introduced.

## Toward Learning From Other Experiences

The Task Force urges that:

- a study be done on how existing community-based models can be enhanced through increased communication and co-operation with other partners in the Canadian sport system;
- communities be encouraged to design and implement pilot projects, in co-operation with other partners in the sport system;
- models of community-based programs in other countries be examined;
- results of the *Status of the High Performance Athlete in Canada Study* be incorporated to support a community-based model of athlete development in which the needs of high-performance athletes can also be realized through quality programs and adequate support, recognition and incentives;
- programs of successful community-based sports (e.g., figure skating, swimming, tennis) be examined to determine reasons for this success;
- the legacy potential of future Canada Games and other significant competitive events held in Canadian communities be realized.

There will be many challenges to achieving the Sport Development Centre concept. There are few existing coordinating mechanisms that bridge both community groups and communities with the sport infrastructure. Some may see the community-centred model as adding costs for co-ordination and infrastructure. The traditional separation of the education system from recreation and sport is another challenge.

These challenges are inherent in the behaviours and beliefs among stakeholders and communities today. They can be addressed through dialogue and goodwill, if people believe that community sport can be enhanced by working together.

In particular, the Task Force believes that community-centred sport must develop from within the community, with community leaders assuming the responsibility. Provinces that wish to promote this concept can offer valuable guidance and assistance through traditional networks. The federal government and national sport organizations must only enter this forum with caution and with respect for the municipal and provincial roles. It is, therefore, critical that the national/federal role be one of encouragement and promotion, offering expertise to assist with both design and support services, where appropriate, and offering partnership in a process of consultation on the validity and direction of this concept.

## RECOMMENDATIONS

The Task Force therefore recommends that:

44. In the interests of a community-centred sport system for Canada:
  - federal and provincial governments and national sport organizations explore coordinated community-based planning models including the study of successful centres in Canada and other countries;
  - stakeholders convene a process involving a broad representation of community sport and recreation leaders (professional and volunteer) to explore the concept of a community-centred model for the development of sport based on:
    - pooled facilities, programs and resources;
    - shared support services;
    - a shared coaching model;
    - a coordinated plan and management;
  - based on the results of the above, develop a new sport development centre model which also would be based on:
    - providing positive and varied sport experiences at a nearly age for young Canadians;
    - barrier-free movement of participating athletes within the Centre programs and sports;
    - a concern for equity, access, values and ethics in sport.
45. The federal government propose a number of pilot community-centred model projects to be developed in a partnership arrangement with interested provincial governments and involving NSOs and PSOs, as appropriate.



## Chapter 12: Sport and Education

*Include sport as part of education so that sport benefits from the holistic development of the education system and school youth benefit from the sport experience.*

*"Themes for Potential National Goals".  
Task Force Report (Ottawa, 1992).*

### BACKGROUND

Physical education and sport are part of the curriculum in Canadian elementary and high schools. Community colleges and universities provide a range of sports and are the site for development of some of Canada's high-performance athletes.

Formal education plays a key role in fostering sport. Initially, children receive basic-movement education before progressing to increased physical competency and strength. School sports build on this and create their role in education by teaching the rules of sport, teamwork and fair play. Discipline and courage are instilled, friendships are built. This is the basis for personal development and character building.

Sport in education differs across the provinces and territories, with physical education ranging from five percent to 20 percent of class hours, and with teachers ranging from those with no training in physical education to physical educators with specialized skills. In recent years, many schools have reduced the time allocated to physical education and sports. Daily physical education is not seen as a priority in most schools.

Physical educators express concern about this diminishing role when academic quality, high drop-out rates and long-term health concerns are national issues. Sport activity retains the interest of male high school students, thereby keeping them in school longer. Academic quality is improved by physical activity and sport involvement, and long-term health status is improved by habits of daily exercise.

Epidemiological studies show that top students are those with quality daily physical education. Habits of good physical activity developed in youth are more likely to be followed in maturity, reducing risks of cardiovascular disease and other disabling diseases. The fitness and active-living community in Canada is advocating strongly that quality daily physical activity be a priority in schools as a long-term investment in the health and well-being of Canadians.

In general, sport is not taken seriously by the education system. Too often it is perceived as an after-school activity and not as an integral part of education. There is strong interest on the part of physical educators and the sport community to reverse these

*Many of the values we admire  
in our sportswomen and  
sportsmen—honesty, fair play,  
hard work, discipline,  
dedication—are the very  
societal values we wish to see  
inculcated in everyone. Sport,  
therefore, is highly significant  
in the socialization of dis-  
tressing people.*

*—Tom Udell and  
Dorothy A. Robinson  
Fair Ball, 1982*

perceptions and to close the gap that exists between the education system and the sport system.

Perceptions are better at the post-secondary level, with colleges and universities contributing to the development of Canadian athletes in both organized competitive sport and high-performance sport. Collaboration is more effective at this level. Associations representing universities and colleges, both provincially and federally, work to some extent with provincial and national sport bodies.

During the Task Force consultations, many submissions included discussions on omissions and issues for sport and education, but offered few solutions. The following underlying patterns became clear:

- Both education and sport are concerned about intellectual, physical and moral education for student athletes.
- The two systems have similar goals for students.
- There is a lack of shared concrete information between sport and education.
- Efforts are being made at the college and university level (through associations and the federal government) to build a concrete information base as the framework for working collaboratively.
- There is a will on the part of the sport community to improve relations between sport and education.
- There is a will on the part of associations representing college and university physical educators, sport scientists and athletic directors to bridge the gap.

These patterns suggest that an opportunity exists to narrow the gap between the two systems.

## ISSUES AND CHALLENGES

### The Gap Between Sport and Education Systems

Both sport and education provide physical activity and sport opportunities for Canadian youth. Between these two large systems there is a huge gap with little interaction, fewer bridges and attitudes and norms of independence.

This gap is dysfunctional to the development of the student athlete. Basic philosophic differences are historic between the systems. These differences form a barrier to easy solution.

In several areas of Canada, the gap is widening, at a time when both systems are concerned with diminishing resources and increasing demands for programs and services. People from both systems spoke to the Task Force about the need to narrow the gap, to build permanent bridges to co-operation. Few had any realistic solutions to affecting this change. In fact, most discussions had a defeatist tone about accomplishing this overwhelming task. Participants of both systems felt excluded and under-valued by the other system. Although the desire to collaborate exists, a method to accomplish this task eludes most people and organizations.

### Lack of Collaboration

Consider the student who learns basic sport skills in physical education classes, then plays in intramural and finally makes the school team. Usually, at this point, the individual's progress is interrupted until the school sport season next year. Too often, students are not directed to the alternate programs within the community. Or take the high-performance athlete caught between coach and competitive schedules, and professors who insist that student athletes in a high-performance stream adhere to the same schedule as regular students.

Historically, the education and sport systems have not worked collaboratively in the interest of youth in sport and the student athlete. The philosophies underlying the separate systems are different and intrude into attempts at collaboration. Their goals may be closer, but attempts at bridging the gap have met with only limited success. However, where they have been tried, the opportunities for the student athlete have been significant. (Noteworthy is the development of sport schools and provincial/inter-ministerial committees of education and sport.)

Bridges are being strengthened between the two communities at the university and college level through collaborative studies. Sport Canada and the Canadian Interuniversity Athletic Union (CIAU) have gathered information jointly to assist in policy development, role clarification, and potential contributions to high-performance sport in Canada. Another study is under way to examine CIAU's current and potential role in the Canadian sport system.

The Canadian Colleges Athletics Association (CCAA) has conducted jointly with Sport Canada an examination of the role of community colleges within the Canadian sport system. One recommendation created an enhanced role for CCAA in sport development, including areas such as coaching and women in sport programs. The recommendation changed the role and mandate of CCAA.

CCAA, CIAU, the Canadian Association for Health, Physical Education and Recreation (CAHPER), the Canadian Association for the Advancement of Women in Sport (CAAWS), Sport Canada and the Secretary of State Women's Program are in a joint project, looking collectively at issues of women in sport.

Studies between secondary and elementary schools and sport-system representatives could build on these models and experiences to provide needed information and develop bridges. Examples of activities that could be shared by the two systems are: sport development models, mini-games, programs such as New Zealand's Kiwi sports, special-event packages and sport committees to provide information to curriculum designers and researchers.

### Perceived Differences

Members of each system are critical of the other. Educators view the sport system as over-focused on skill development, competition and winning to the exclusion of development of the whole person.

Jul Stanford is a big talented basketball player from Small town Alberta. Now playing Augustana University College versus Jul explained why she had chosen to come to Camrose for her collegiate career. "I like the coaching," she remarked. "And I like that the coach took an interest in me, education, not just what I could do on the court."

Jul is such a young becker, also the University's athletic director is concerned about every student athlete's educational experience, and a whole lot more. So much they have had a fast break, she says, at times, they are not going to buy fast breaks all their lives. But they are going to mix and with other persons all their lives.

It is in this subject matter as friendship respect for other athletes, high moral conduct, fair play, and good organization. Augustana approach to sport and athletics.

*All Their Lives*  
Yvonne Becker and the  
Augustana Approach to Sport  
and Athletics

Sport's tradition in laws, rules and discipline contrasts with education's focus on the rights of the individual.

The sport community says that education does not value sport, or the sport experience in and of itself, or the pursuit of excellence. Sport is only valued as part of a broader educational process.

Sport values education for its development of basic movement skills, for providing a wide range of sport to youth and for introducing children to games, rules and values through the principles of fair play. Education values sport for its outcomes and as a means of testing behaviour, growth and the development of positive characteristics.

### Research

Research in sport lacks cohesion. There is no co-ordination between sport research and physical activity research. The Task Force was told that sport studies in physical education faculties are not encouraged, recognized or well-funded. Physical education and sport are not considered eligible disciplines to most of the research funding agencies.

There is no national agenda for sport research. Research is commissioned on a random basis with sports requesting physiological data to improve training; Sport Canada requesting research related to its mandate; and a funding agency supporting a scientist undertaking basic research. While there is considerable literature on the subject, there is little research into the interaction of sport and education, the long-term effect of different types of sport activity and the effect of sport activity on the moral development of youth.

More sport research is needed, and the sport and education systems need to work collaboratively to meet the needs of educators, coaches, administrators, researchers and athletes.


### Coordinated Planning

There is no framework within which coordinated planning can easily occur. Provincial departments of education are separate from sport departments. Schools do not link well with community groups. There are different philosophies and perceptions between sport and education. An overall framework can help these different systems find a basis for co-operative planning and development.

The *International Charter of Physical Education and Sport*, produced by the United Nations Educational, Scientific and Cultural Organization (UNESCO), offers such a framework. It states that one of the essential conditions for achieving human rights should be freedom "to develop and preserve his or her physical, intellectual and moral powers, and that access to physical education and sport should consequently be assured and guaranteed for all human beings."

UNESCO is convinced that:

- to develop the physical, intellectual and moral powers of the human being improves the quality of life at the national and international levels;

- 
- physical education and sport should make a more effective contribution to the inculcation of fundamental human values underlying the full development of peoples;
  - physical education and sport are not confined to physical well-being and health but also contribute to the full and well-balanced development of human beings.

The *Charter* states that:

- the practice of physical education and sport is a fundamental right for all;
- physical education and sport form an essential element of lifelong education in the overall education system;
- physical education and sport programs must meet individual and social needs and must give priority to the requirements of disadvantaged groups in society.

The *Charter* proclaims that it is intended to place the development of physical education and sport at the service of human progress. It urges governments, competent non-government organizations, educators, families and individuals to disseminate it and put it into practice.

The *Charter* can provide an acceptable, philosophical framework within which both sport and education might find a basis for development of complementary practices.

Clearly, there is a need to enhance the relationship between education and sport systems by developing shared goals for student athlete development and by appreciating the needs and value of the other system. There is a need for early discussions to address immediate problems and improve linkages.

This could be achieved through conferences planned by representative stakeholders. Consultation at the provincial/territorial level by the respective government sport ministries, in collaboration with their education ministry counterparts, has demonstrated success in some provinces.

The proposed conferences and consultations should be broadly based in light of the recommendations for a community-based sport system for Canada. Discussions could include emerging national goals for sport; vision and directions for sport; assessment of university undergraduate programs in developing physical educators for their role in fostering sport in schools; the development of "community schools" and sport schools; the effectiveness of moral development of students through sport and physical activity; and many other topics.

## **RECOMMENDATIONS**

The Task Force therefore recommends that:

46. The Fitness and Amateur Sport Branch in collaboration with the provinces organize a series of conferences (i.e., The Sport System meets The School System) to bring together representatives of the sport system and the education system to identify effective ways to reduce and bridge the gaps between the two systems.
47. National and provincial sport organizations examine their linkages with the education system to create a better match between their goals and programs and to improve the ability of athletes to move easily between the two systems.
48. The proposed sport plan for Canada incorporate a national research agenda for sport which would include:
  - the health and social impact of active involvement in competitive sport—to be led by the Canadian Fitness and Lifestyle Research Institute;
  - the holistic development of athletes in a safe, healthy, and morally sound environment;
  - the educational content for physical educators at the university and college level that includes coaching and moral development of student athletes; and
  - developing a framework for collaboration between the education and sport systems in the development of the student athlete.
- also see Recommendation 23.

## Chapter 13: Hosting Games

*Canada hosts the world in sport through major events, and international leagues in order to promote sport and allow Canadian athletes opportunities to compete at home.*

*"A Vision of Sport in Canada"  
Task Force Report (Ottawa, 1992)*

### BACKGROUND

Canada has hosted several multi-sport games over the past 25 years. The 1994 Commonwealth Games in Victoria will be the sixth major games Canada has hosted during that time. In addition, several world figure skating championships and world cups in skiing and swimming have been hosted in Canada. Most smaller sports have not been as successful in establishing competitions in Canada as ongoing fixtures in the international federation calendar.

Canada has hosted:

- 1967 Pan American Games in Winnipeg;
- 1976 Summer Olympics in Montreal;
- 1978 Commonwealth Games in Edmonton;
- 1983 World Student Summer Universiade in Edmonton;
- 1988 Winter Olympics in Calgary.

The Canadian competition calendar also includes significant games activity. Summer and winter Canada Games are held in alternating two-year periods. Regional games such as Western Canada Games, Atlantic Coast Games, Arctic Games and the Jeux de l'Acadie, combined with provincial games held annually or biannually in Quebec, British Columbia, Alberta and Ontario, enhance the competitive calendar for developing Canadian athletes.

The United States of America has hosted or will host:

- 1980 Winter Olympics;
- 1984 Summer Olympics;
- 1987 Pan American Games;
- 1993 World Student Summer Universiade.

Mexico and Japan have each hosted three multi-sport games during the same period.

The Canadian government will have contributed a total of \$467.5 million (\$794.15 million in 1991 dollars) to the six games, including Victoria:

- Winnipeg \$ 2.25 million — (\$10.325 million in 1991 dollars);
- Montreal \$142 million<sup>1</sup> — (\$378.26 million in 1991 dollars);

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1. In addition to federal funds, the Olympic Lottery provided \$393 million over the period 1974 to 1979 toward the cost of the Olympics.

- Edmonton (1978) \$38.05 million — (\$85.98 million in 1991 dollars);
- Edmonton (1983) \$6.164 million — (\$8.81 million in 1991 dollars);
- Calgary \$224 million<sup>1</sup> — (\$260.77 million in 1991 dollars);
- Victoria \$50 million.

Hosting has benefited Canadian sport. The legacy includes facilities, technical expertise and an improved sport system.

Many of the sport facilities resulting from these games are the envy of the world. Unfortunately, the few with technical or cost control problems are the ones remembered.

The facility legacy of recent games includes:

- Winnipeg: Pan Am Stadium, Winnipeg Velodrome, Pan Am Pool;
- Montreal: Olympic Stadium, Olympic Pool, Claude Robillard Centre;
- Edmonton: Commonwealth Stadium, Edmonton Coliseum, Commonwealth Pool and Fieldhouse, Argyle Velodrome, Lawn Bowls, University Field House;
- Calgary: Olympic Oval, Canada Olympic Park bobsleigh run and ski jump, Saddledome, Canmore Cross-Country Ski Centre;
- Victoria: Lawn Bowls, Velodrome, Aquatics Centre;
- plus many facilities from Canada Games, regional and provincial games.

The human resource legacy includes many Canadians who are recognized as international experts because of knowledge and skills acquired during games. All of the games held in Canada were acknowledged as technical and operational successes. Canadians are respected worldwide for our ability to host multi-sport events.

Many elements of the current sport system have origins in major games. The Athlete Assistance Program began with the Grants-in-Aid to Student-athletes Program established in 1972 to enhance preparation for the 1976 Olympic Games. Best-Ever funding was secured to prepare Canadian athletes for the 1988 Olympic Games. The Quadrennial Planning Program (QPP) was initiated to ensure effective use of Best Ever funds. Many national coaching positions and training centres were established as a result of this planning.

Economic legacies have been harder to quantify. Various studies have attempted to measure economic impact. The *McGill Study of the Economic Impact of the 1976 Olympic Games* (1982) concluded that,

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2. *In addition to the direct contributions, indirect contributions included \$8 million for essential services and \$10 million for non-essential services. Funds from existing programs within the Department of Indian and Northern Affairs (\$5.5 million), Tourism Canada (\$3.6 million) and the Department of Communications (\$1.5 million) were also used to the benefit of the Calgary Games.*

beyond the obvious tourism benefits, "the impacts on each of the reference populations, Montreal, Quebec and Canada are too varied and diverse to allow any meaningful totalling of costs for each reference population, much less a summing of each reference population's benefits."

Economic impact is often given as a rationale for hosting games. The 1982 study stated that "notwithstanding the fact that major sporting events frequently occur in various parts of Canada and the rest of the world, minimal efforts are made to monitor actual impacts during the games and pre-games period." Very little effort has gone toward validating the hypothesis that hosting games benefits an area's economy. There are, however, other visible benefits for the hosting community, including civic pride and improvement in municipal infrastructures.

With the legacy and benefits Canada has enjoyed from hosting major games, it seems probable that Canada may host future games. There are four major multi-sport games that Canada could host: Olympic Games (winter and summer), Pan American Games, Commonwealth Games and World Student Games (winter and summer). The earliest year in which Canada could be awarded a games is the 1999 Pan American Games, 2001 World Student Games, 2002 Winter Olympics, 2002 Commonwealth Games and 2004 Summer Olympics. Of these, the most probable for Canada would be the 1999 Pan American Games.

Opportunities for Canadians to compete at home are important in enhancing the value of Canadian athletes and sport. Hosting major events in Canada provides these opportunities. However, continued hosting of major events is not a foregone conclusion, nor is it a simple process.

## **ISSUES AND CHALLENGES**

### **Competition to Host International Events**

The international competition calendar has expanded in the past decade. Multi-sport games have proliferated. World championships have divided and multiplied. International federations have created a season-long focus through world cups and other circuits. Where once associated with soccer and alpine skiing, there are now world cups in equestrian sport, athletics, cross-country skiing, rugby, cycling and table tennis, among others. There are multi-sport and single-sport continental championships and geographic regional championships (such as the Mediterranean Games and the South-East Asia Games). There are new international series and individual events, as well as novelty events and challenge matches.

As a result of this expanded calendar, the importance of some competitions has been diluted, while hosting the more prestigious competitions has become fiercely contested. Canada is not the only country attempting to secure prominent international competitions.

### **Cost of Hosting**

Canada, like the rest of the world, is experiencing a period of slow financial growth. It is much more expensive to host multi-sport games than single-sport events. Canada needs to rethink its strategy. Multi-sport games require significant capital costs for multiple facilities and accommodations for a large number of people. The bidding process is also a major expense in dollars and time.

And yet, some single-sport events can be expensive. Some international federations expect international sponsor visibility, pre-sold television rights, facility specifications and significant fees. Many federations extract sanction fees for world championships. For example, the sanction fee to host the World Road and Track Cycling Championship is \$250 000.

To support developing sporting nations, some competitions are being held outside the traditional sphere. Often this is resisted by traditional powers, used to having competitions at their doorstep and reluctant to travel around the globe. These traditional powers extract premiums for the inconvenience of travelling to distant competitions. Consequently, organizing competitions outside traditional sites is expensive and requires incentives, including prize monies, to bring in desired levels of competition.

### **Media and Sponsorship**

Increased media and corporate-sponsor interest in sport events has helped sport to organize successful competitions. Many events are now organized by professional promoters. However, promoter, sponsor and media obligations often pose challenges to the event's technical integrity. The relationship between entrepreneur and governing sport body is an uneasy one at best. The original intent of securing international competition to provide a competitive advantage to Canadian athletes is too often lost. Dependence on sponsors has meant re-evaluating the presentation of events.

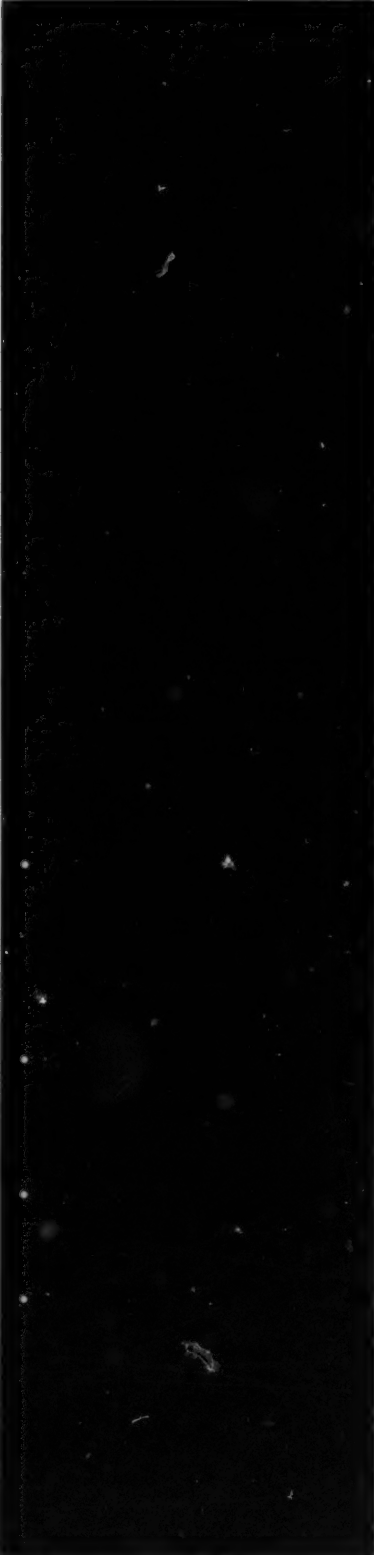
Sponsorship and television have become increasingly important to the successful organization of a major games. The result is fewer venues with only a handful of Canadian cities meeting requirements. For example, hosting of the Summer Olympics appears only to be possible in a major metropolitan area.

Finally, sports are not equally attractive to sponsors and media. Many smaller sports face significant challenges in hosting an international event.

### **Impact on Sport Organizations**

Organizing an international event not only requires financial resources but also significant human resources. This may place severe pressure on the resources of smaller organizations.

While holding events in Canada may increase understanding of sport and recognition of Canadian athletes, a single competition will not accomplish this goal. Recognition requires a consistent program of international competitions. Building an image and knowledge means the ongoing education of media and public about the sport and its performers.



Developing a consistent program of international events requires a strategy. Possible directions include pursuit of prestigious events that attract sponsors and media. A longer-term strategy may include securing key competitions that provide competitive advantage, such as Olympic qualification tournaments. An organization may look at developing North American competition in order to cost-share a number of competitions, or it may focus on competitions which do not have the same proliferation of events (for example, junior or women's competitions).

### **Hosting Policy**

In 1983, the federal government released a hosting policy to ensure that any events hosted by Canada could be successfully staged and would contribute to the development of high-performance sport in Canada. The policy outlined the steps in securing federal government support for hosting international events.

Implementation of the policy was difficult. Some organizations did not follow it, including the Canadian Olympic Association when it put forward a bid for the 1996 Olympics. In addition, the level of funding was insufficient for major events. Consequently, only single-sport events were supported through a small annual hosting budget.

Consistent application of the hosting policy was difficult when there was community involvement in the process. Generally, community bids are promoted by influential community members. As a result, there is usually intense pressure at political levels to support such applications (whether or not they meet policy guidelines). Other factors become secondary to political realities faced by governments in making their decisions to support such bids.

To date, the federal government has not established criteria for cities interested in pursuing bids. Each request is dealt with individually. Sample criteria to demonstrate the feasibility of event success could include:

- support of a majority of NSOs on the games program;
- support of municipal and provincial governments;
- facility infrastructure within a bid city;
- technical ability to plan and stage events;
- benefits to sport development in Canada, including legacy;
- financial viability including revenue potential (ticket sales, television rights, etc.), government support, capital and operating expenditures;
- positive economic impact;
- history and appeal of the event in Canada;
- impact of other events hosted in Canada (i.e., Commonwealth Games);
- contribution to national pride and national unity.

## **THE FUTURE**

The current environment supports a re-examination of Canada's hosting strategy. The Task Force believes that emphasis in Canadian sport is shifting toward community-based sport, a socially responsible sport community and a refocus on the development of individual athletes. In addition, Canadian athletes have expressed their desire to compete at home and to be seen by Canadians.

The hosting of multi-sport games is more expensive than of single-sport events due to the capital costs associated with multiple facilities and the size of the games population which must be accommodated. Multi-sport games require more lead time to bid for and to organize. The organizing infrastructure is significantly larger and more complex.

Although multi-sport games have historically attracted our attention, single-sport events are increasingly prestigious (for example, Soccer World Cup, World Athletics Championships, Rugby World Cup and Aquatics World Championships). Such events bring many of the same benefits to the host municipality, province and sport as major games.

## **RECOMMENDATION**

The Task Force therefore recommends that:

49. The Fitness and Amateur Sport Branch implement a new hosting policy that:
  - supports a long-term strategy for hosting significant single-sport world championships and international competitions;
  - links the hosting strategy to other international goals;
  - includes the concept of legacy funds for ongoing sport development in the host community;
  - establishes a longer-term program to support the securing and organizing of significant competitions;
  - maximizes benefits from media and sponsorship; and
  - ensures balanced regional distribution.

# Chapter 14: Promoting the Sport Experience

*Sport media promote non-professional sport—extolling performance in a positive light and inspiring appropriate ethical conduct.*

*"A Vision of Sport in Canada".  
Task Force Report (Ottawa, 1992).*

## BACKGROUND

Sport has promoted itself in traditional ways. Local promotion targets the community to establish support for events and athletes/teams. Provincial sport organizations promote the sport and the organization's services. Competitive events and championships are promoted to the media. National organizations tend to promote national teams, national championships and other national/international events. Communication by NSOs to provinces and members tends to focus on policy, rule development and services offered.

Earlier in the report, we discussed the significant role of sport in Canadian society. Sport is part of everyday life, central to books, television, newspapers and a common personal pursuit. And yet, few Canadians understand non-professional sport! They are unaware of the full continuum of sport or the systems which support sport. This lack of understanding is a problem which plagues sport and is a direct result of our own inability to promote sport effectively.

## MYTHS AND REALITY IN THE PROMOTION OF SPORT<sup>1</sup>

In terms of promotion beyond these traditional general messages, sport is not very effective. A major stumbling block concerns the myths or assumptions which tend to guide sport's promotional activities. These assumptions offer major challenges if sport is to increase its communications effectiveness and promotion. The Task Force offers the following critical review of these myths and the reality of sport promotion.

**Myth 1: Sport is a private pursuit and is accountable only to the organization's board and its members.**

Incorporated sport bodies hold a public trust, and their accountability includes legal and moral responsibilities. Communicating goals, meeting societal expectations and clarifying

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1. For the purposes of this chapter, the term "sport" refers to non-professional sport, unless otherwise indicated.



responsibilities for the public trust are essential actions and messages for the not-for-profit organization.

**Myth 2: We should only promote competitions because that's what sport is about.**

Canadians are confused by, or totally unaware of, the sport system. Public views have grown more cynical about amateur sport at top levels. Sport is in danger of being tarred by sensationalism and the portrayal of the dark side of sport (doping, cheating, violence, commercialism, lack of access). A deep appreciation is needed of the benefits of sport activities occurring every day (even at the highest levels). Sport needs to promote the range and depth of the sport continuum—its opportunities and benefits.

**Myth 3: Media have a responsibility to cover non-professional and/or amateur sport.**

This is not perceived to be a prime responsibility of the media. Media respond first to professional sport and to demands for celebrities and human interest stories. Technical sport analysis tends to be limited (for example, compared to the more in-depth technical coverage in Europe). The sport community must compete for a share of media attention and coverage.

**Myth 4: Promotion is simply producing the right print materials and issuing press releases.**

Many sectors in society have developed sophisticated means of promoting their services, causes or issues. These include a mix of media relations, public relations, marketing and communications strategies. Sport must broaden its concept of promotion.

**Myth 5: Sport is really a voluntary social pursuit and, in terms of its good or bad characteristics, is simply a mirror of current society. Hence there is no need for any special understanding of sport.**


In fact, sport has been encouraged to create its own sport culture, within certain moral and legal guidelines. The special culture of sport is intrinsic to its conduct and important to sport experience. Sport includes conduct which allows people to act out physical and social interactions which may be inappropriate in other walks of life. It is important to communicate what sport is and why it exists.

**Myth 6: The technical needs of athletes and coaches are enough to drive the sport system and to represent its image.**

If sport is culture, it must be shared by Canadians. It cannot remain hidden behind the technical demands of athletes and coaches. The Canadian sport system must not be driven primarily by its technical needs but must strive to share sport with all Canadians. Effective sport marketing and communication must be recognized as essential in addition to technical demands.

**Myth 7: Sport promotion is a special task done only when needed.**

Generally, the sport community lacks understanding of marketing, although knowledge of sport properties and private-sector sponsorship has improved significantly. Sport needs to see



marketing as an entirely different operating approach (e.g., providing sport products and services based on sport users' needs) which is internalized in an organization's culture, structure and operational approach.

**Myth 8: Our role is to prepare athletes and teams and send them to competitions—if the competitions are good, the media will cover them.**

The current lack of media coverage of many amateur sports refutes this assumption. A lack of regularly scheduled events in Canada, combined with poor quality and inconsistency in presentation, results in poor media coverage. A further problem is that many national teams spend most of the season outside Canada.

**Myth 9: With so much media space allowed for sport, there should be no problem getting good coverage for high-performance, non-professional sport.**

The media identified the major difficulties in covering organized, competitive, non-professional sport:

- the strong promotion capability of American professional sport;
- the limited size of Canadian audiences and high operating costs mean fewer dollars are available for domestic television production (those limited funds are usually directed to "major" events);
- media's lack of knowledge of various sports;
- sports departments in the media are considered the "toy" departments and do not receive adequate status.


## **ISSUES AND CHALLENGES**

### **Impact of Professional Sport**

The Task Force believes Canadian attitudes, values and sport participation rates are influenced by professional sport (not always to the benefit of our physical culture). Canadians' viewing habits are dominated by U.S. professional sport. Increasingly, vocabulary, stories and images of sport are of American professional sport. Satellite technology has increased the coverage of professional sport (from distant parts of the world) and created more interest in professional sport and the "mega-event."

Most Canadians understand community-based sport (activities at the local rink, pool or school) but little else between community sport and professional sport. The rest of the sport continuum is invisible or confused, with the exception of a few celebrity amateurs (such as Kerrin Lee-Gartner, Kurt Browning and Gaetan Boucher).

The significant media coverage of professional sport has an impact on the image of amateur sport in Canada. As a result, less interest is displayed in the broad physical activity culture which supports a full continuum of organized competitive sport. In addition, Canadians are confused between amateur and professional sport. Sponsorship monies and personal earnings of a



few well-known amateur athletes create the impression that "there are no more amateurs." The reality is that the vast majority of non-professional athletes are dependent on family and job earnings, public-sector and sport-body support, to meet basic training and living needs. While amateurism as a moral code has perhaps disappeared, widespread commercialization with full commercial support and rewards for athletes in amateur sport simply does not exist.

### **Spectator Sport**

Sport as entertainment for spectators involves two different elements: production and distribution of the event, and reporting of news. The entertainment appeal of a sport is enhanced by the quality of production and immediate distribution. Reporting of sport news has been skilfully developed into entertaining vignettes. Often, the day's baseball highlights feature outstanding plays, big hits and humorous occurrences.

It is difficult to distinguish between sport news and entertainment. In some sports, media have become an extension of the mass entertainment appeal. But a sport must have entertainment appeal before it can compete for valuable time or space. The marketing of competitive sport for spectator appeal is heavily dependent on the entertainment elements of the sport. The following characteristics (drawn from a submission to the Task Force) outline some of the elements of spectator appeal:

- viewability (ability to see the action);
- event structure (e.g., periods, rules, tie breakers);
- emotional leverage (e.g., anticipation, drama);
- risk and danger;
- event enhancements (e.g., half-time show, announcements);
- ethnic, cultural or regional following;
- personalities;
- aesthetic appeal;
- nature of the physical challenge; and
- points/goals method.

Another issue for the spectator aspect of amateur sport is poor attendance. A variety of reasons are cited for this:

- competition with television sport (professional, 24-hour TSN viewing);
- lack of quality events in Canada (Canadian athletes are often better known in Europe);
- lack of a strong school sport tradition; and
- the modest experience/skills that sport organizations have in event marketing and management.

Canadians have been raised on slick television packaging with commentators, human interest fillers, video replay and slow motion. Canadian media place less emphasis on technical examination, appreciation for athleticism, and in-depth knowledge of the sport system behind the events. The result is a perception that high-level non-professional sport events are only mildly intriguing. This perception does not develop a following among Canadians

expecting "remote control" entertainment in spectator sport. The challenge to attract Canadians to see top Canadian non-professional athletes is significant.

Another issue with media coverage is the tendency to externalize the personal experience of the successful athlete (i.e., to talk about "the win"—the success as measured by external rewards). Although understandable, if the athlete is not grounded in his/her own values, the important "internal experience" could be compromised. Importance is transferred all too easily to "the win," medals and satisfying others. Psychological devastation may result when the external rewards, support and promoters are gone, leaving an internal emptiness.

Athletes must find the balance between the public face and the inner experience. Sport must promote the range of experiences for participants, and not narrow the definition to the event, "the win" and the media relationship.

### **Role of the Media and Media Attitudes**

Conclusions from Decima Research focus groups (conducted for the Task Force with senior representatives of the media) include the following points:

- Media can play a role of medium for change, rather than agent for change.
- Amateur sport must become more professional in its dealings with media, particularly in providing information about Canadian athletes participating in international competitions. In some cases, coverage is poor because information on athletes is not well distributed to media.
- In smaller communities and through sport-specific media, an opportunity exists for amateur sport to market itself through the media. Amateur sport in and around the community is big news. Metropolitan media focus on professional sport to attract the largest audience (especially hockey, baseball and football). In larger communities, amateur sport is covered often out of generosity rather than because it attracts a large audience.
- Media do have a part in advancing the roles and ethics of sport in Canada, but not as champions of the cause. The media do not believe they shape public attitudes.

Superstar amateur athletes will receive coverage from the media. This is especially true with Quebec media which give significant coverage to amateur athletes such as Sylvie Daigle, Sylvie Bernier, Gaeten Boucher and Pierre Harvey.

Usually, such coverage occurs only **after** the athlete reaches stardom. The media do not believe they have a role in making the athlete into a star.

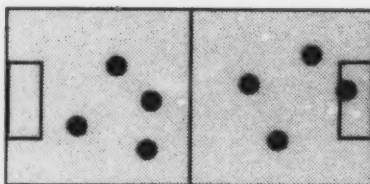
Media focus-group participants believe they have two obligations: to inform the audience and to ensure high readership/viewership for advertisers and sponsors. Media are under no greater moral obligation.

# PROMOTION OF SPORT

## INTRINSIC VALUES

- learning physical skills
- physical preparation, fitness
- pursuit of excellence, being best you can be
- learning social skills, self development
- teamwork, fairness, fair play
- discipline and dedication

## THE PLAYERS

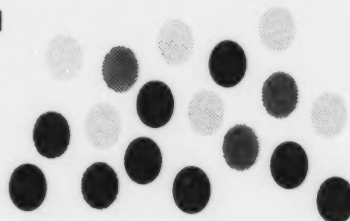


## ENTERTAINMENT VALUES

- having fun
- social interactions
- achievement
- thrill of competition

## SPECTATORS

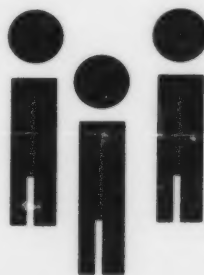
- The technique and strategy used
- the pursuit of excellence and the challenge in performance
- the coaches and officials behind the event
- goodwill and respect for opponents and the game



- thrill of competition and the competitive culture
- athleticism and excellence involved
- the human side of the athletes

## GENERAL PUBLIC

- place of sport in society and benefits
- values sport holds
- range of experiences in sport and the sport continuum
- benefits of self-development and physical preparation
- guided and safe experience



- athleticism and excellence
- fair play and true performance
- having fun

## **A Communications Map**

Sport needs to determine its desired images and messages for communication to key publics. **Intrinsic values** and benefits of sport need to be understood and communicated to members and the public. Also, understanding and communicating **entertainment value** is important in marketing the sport. With government's interest in promoting sport as an important cultural pursuit, government could assist in developing and promoting intrinsic and entertainment values. An initial draft framework is provided to encourage further discussion.

Promotion of sport with its values and benefits is the responsibility of all stakeholders. A collaborative effort will ensure more effective implementation.

## **RECOMMENDATIONS**

The Task Force therefore recommends that:

50. National sport organizations and the Canadian Sport and Fitness Marketing Incorporated (CSFMI) work collaboratively to develop strategies to:
  - encourage the hosting of more top-level events in Canada to ensure Canadian athletes can perform before Canadian audiences;
  - increase the spectator following of Canadian amateur sport to build broader interest in the full sport continuum and a deeper understanding of the nature of sport in Canada;
  - focus on smaller communities and sport-specific media to develop a community-based following for amateur sport;
  - establish a media advisory group to advise the sport community on ways in which media relations and promotion can be enhanced;
  - build a deeper marketing and promotion orientation into the management of sport organizations;
  - increasingly develop the capacity of CSFMI in public relations and marketing to provide guidance, education and advisory services to national sport organizations.
51. National sport organizations and the Canadian Sport and Fitness Marketing Corporation should:
  - develop a communications framework to help sport bodies address the communication of both the intrinsic and entertainment values of sport to participants, spectators, the general public, governments and the corporate sector;
  - promote sport as an important facet of Canadian culture and address the impact of media coverage of American and Canadian professional sport on the attitudes and support of Canadians for a Canadian physical activity culture;



- develop a strategy to position non-professional sport as a key recognizable element of our sport culture.
52. The Canadian Sport and Fitness Marketing Corporation should:
- explore the establishment of a national sport news agency as a pilot project to facilitate the provision of strong Canadian sport news to Canadian media;
  - develop a workable vocabulary and definitions for the different categories of sport as in "professional sport," "organized, competitive, high-performance sport" and "recreational sport";
  - conduct public opinion polls and other types of surveys to determine the public's attitudes and desires regarding Canadian amateur sport and its media coverage which could serve as one basis for designing the appropriate marketing and communications strategies for the national and sub-national sport community.

## Chapter 15: International Sport

*Strong and strategic international representation by Canadians protects and promotes Canadian interests in international sport... Canadians share their enormous prosperity and expertise by helping less fortunate nations improve their opportunities in sport.*

*"A Vision of Sport in Canada".  
Task Force Report (Ottawa, 1992).*

### **BACKGROUND**

Sport is a worldwide phenomenon and while it is, at non-professional levels, still essentially a private voluntary pursuit, it is organized and delivered by vast numbers of volunteers, as well as national and international, single- and multi-sport organizations and state agencies, and is financed through public tax dollars, corporate sources and private contributions.

The global directions and issues of sport are influenced by the international and regional federations, the International Olympic Committee, groupings of countries (e.g., Council of Europe, Supreme Council for Sport in Africa) and the actions of individual countries, especially the leading nations in sport. Global sport and value trends are also affected by social and economic forces, viz, commercialization, the economic dynamics between developed and developing nations, electronic media coverage and reporting, etc.

Given the structural linkages between Canadian sport and international sport, and given the global influence on the directions and values of sport, it is evident that we cannot set Canadian sport policy and direction in isolation. While a Canadian approach to sport should be based on our values and beliefs, our geography and communities and our history and heritage, we must be aware of and responsive to the global sport impact on Canadian sport. Indeed, Canada must be involved with global sport, advocate Canadian positions and support Canadian interests.

International sport began over a hundred years ago with the evolution of the four pillars of today's modern international sport system: national sport organizations, international federations, the International Olympic Committee and national Olympic committees.

Several trends have influenced the evolution of international sport. First, globalization has resulted in all major sports attempting to spread throughout the world. For example, traditional Asian sports such as taekwondo and judo are practised in the west, while sports such as American baseball are strong in Asia. Second, the desire to be part of the international competitive calendar has increased. Malaysia and India are bidding for the Commonwealth

*Trends influencing the evolution of international sport:*

- globalization of sport;
- increased number of international competitions and increased competition to host international events;
- increased political awareness of sport; and
- influence of media.

Games, and many countries vie to host world cups and world championships.

Third, sport is becoming more important politically. Sport is used to legitimize independence and enhance international standing. Also, sport has been used to demonstrate outrage. Sport boycotts because of apartheid in South Africa and the invasion of Afghanistan have left their impression in international affairs. Domestically, sport has been used to foster participation for both health and social reasons, and to promote national pride and unity at home. The Canada Games, created for Canada's centenary, are viewed as a symbol of our nation, bringing Canadians together. As a result of increased political importance, governments have provided more resources to sport, and thus have become major players in international sport.

The most significant trend has been the rise in the power and influence of the media. Through television, sport events have become international spectacles and commercial entertainment. Sports are now seen worldwide, increasing their popularity and creating new heroes. Sport is important in advertising, promotion and marketing, with most international sport dominated by professional and commercial interests.

### **INTERNATIONAL SPORT SYSTEM STRUCTURE**


The international sport system has evolved into a complex, multi-layered, interdependent entity comprising government and non-government agencies, organizations and commercial interests. The four pillars have expanded, multiplied and regionalized. Structure falls into two basic components: governmental and non-governmental.

#### **Governmental Agencies**

Three major governmental organizations influence sport internationally: United Nations Educational, Scientific and Cultural Organization (UNESCO), the Council of Europe and the Supreme Council for Sports in Africa.

UNESCO, created in 1945, consists of 158 member states and three non-member observer states. Its aim is to contribute to peace and security through international collaboration in education, culture and science. In 1978, it formed a permanent intergovernmental committee on sport and physical education. The committee has focused on promoting physical education. Occasionally, it has strayed into the more sensitive issues of boycotts and discrimination. As a leading western nation in UNESCO, Canada has participated fully on the intergovernmental committee (and is the current chair). As a low priority of UNESCO, sport has received few resources.

The Council of Europe, founded in 1949, consists of 26 European democracies. In 1975, the Council established a Steering Committee for the Development of Sport/Comité de développement du sport (CDDS). This permanent committee included governmental and non-governmental sports experts in order to develop and implement



an annual work program. Responsible to ministers of sport, the committee has addressed common European issues and created advisory and binding treaties (e.g., the European Anti-Doping Convention). Canada has observer status and participates in certain aspects of the CDDS program.

The Supreme Council for Sport in Africa (SCSA), created in 1966, comprises the 50 members of the Organization of African Unity (OAU). Members are generally represented by government officials from ministries of sport. The SCSA recognizes the Association of African Sports Confederations and the Association of National Olympic Committees of Africa. Although the SCSA co-ordinates and promotes sport throughout Africa, one of its primary motives has been to co-ordinate action against racially segregated sport in South Africa.

### **Non-Governmental Organizations**

There are four categories of non-governmental international sport organizations:


- international sport federations charged with the administration and management of individual sports at the international level and their member national governing bodies;
- the Olympic Movement, composed of the International Olympic Committee and national Olympic committees responsible for organizing the Olympic Games;
- the socio-professional organizations which contribute to scientific, education and development aspects of sport and physical education;
- other multi-sport organizations which organize major games.

### **International Sport Federations**

There are approximately 75 international sport federations in the world today. These organizations are franchise holders for their particular sport (e.g., International Amateur Athletics Federation for Track and Field). They are responsible for administration and management, development and protection of their sport worldwide, and for creating and enforcing the rules and regulations of their sport.

Structurally, each international federation is unique, yet there are similarities. Most contain a general assembly, an executive, technical commissions and some regional division. General assemblies constitute the highest authority. They are usually made up of representatives from member national sport organizations. They approve regulations and statutes, competition calendars and budgets. Also, they admit new members and elect the executive.

Executive committees are generally the power base; thus, elections are extremely competitive. Specialized committees put forward recommendations to the executive and general assembly. Typical committees include those dealing with sport technical matters (e.g., rules), competition calendar development, medical aspects, arbitration, finance, marketing, press relations and so on.



Most international federations have some regional or continental structure. These structures vary in activity and influence but generally represent the international federation within their particular zone.

Financial resources for the international federations come from several sources, including:

- membership fees from national federations;
- television rights for transmission of their major events and a share of Olympic broadcast profits (if the international federation represents an Olympic sport);
- fees for sanctioning international competitions;
- penalty fees;
- fees for service.

Most financial resources come from selling the rights of international competitions (including advertising, television and sanctioning). Naturally, more popular sports have an easier time generating financial resources.

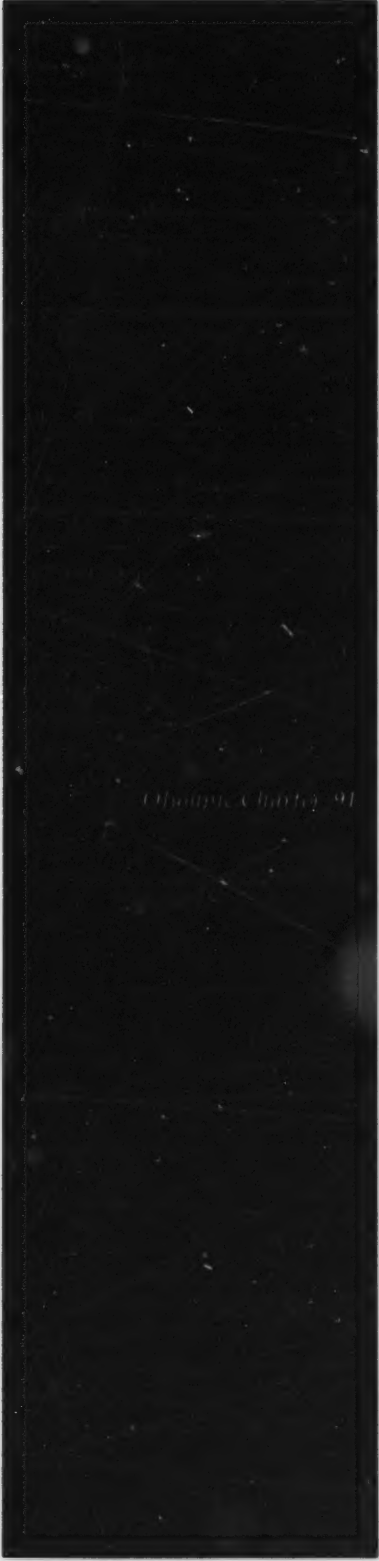
International federations hold monopolistic control over the organization of their sport, with considerable authority on technical aspects. However, their independence and autonomy are threatened by commercial and political factors. As a result, the international federations have formed associations to exchange ideas and co-operate on common issues. Three such associations exist: the General Association of International Sports Federations (GAISF), the Association of Winter Olympic International Federations (AWOIF) and the Association of Summer Olympic International Federations (ASOIF).

### **Canadian Governing Bodies**

Recognition of Canadian sport organizations by the international federations results in the delegation of three important rights to the Canadian governing body:

- participation by Canadian athletes in international competitions in that sport;
- the franchise to organize, govern and regulate the sport in Canada;
- representation of the Canadian sport to the international federation.

This transfer of rights from the international federation creates a corresponding obligation to regulate the conduct of the sport in Canada, within the boundary of rules and privileges established by the international federation. With these rights, the national member organization acquires a monopoly position. The national organization creates an infrastructure within Canada of governing bodies, with rights to develop, organize and regulate the sport in a constitutionally defined geographic area. This successive transfer of rights eventually passes to the athlete, who by membership in a club, or a provincial or territorial association, receives the right to compete and to represent Canada, if nominated to do so.



The Canadian governing body selects teams and athletes for competitions sanctioned by the international federation. Inherent in the right to nominate teams is the responsibility for preparation of athletes. Part of that preparation may include other international competitions. The national federation may contribute to the preparation of athletes by securing the right to organize international competitions.

The member federation has the right to representation at the international federation. This creates opportunities; however, the effectiveness in maximizing these depends largely on the individual representative. Developing favourable conditions for Canadian athletes is a major role of international representation.


### **The Olympic Movement**

The Olympic Movement is a worldwide network with three components: the International Olympic Committee, National Olympic Committees (NOCs) and international sport federations included on the program of the Olympic Games.

The International Olympic Committee (IOC) was created in 1894 to control and develop the modern Olympic Games. The IOC selects its members through a confidential process. The only published qualifications are that such persons speak French or English and are citizens of and reside in a country which possesses an NOC recognized by the IOC. New members must now retire when they reach the age of 75. Members are representatives of the IOC in their respective countries; they are not their country's delegate to the IOC. At present, the IOC consists of 96 members from 76 countries. Each country has only one member, except the largest and most active countries, and those where Olympic Games have been held. These countries are allowed a maximum of two members.

The IOC recognizes 174 National Olympic Committees. To obtain recognition, an NOC must comprise at least five national sport federations (affiliated to international federations which are recognized by the IOC). The IOC recognizes the 30 international federations whose sports appear on the Olympic program, and a further 16 federations not yet on the program because they do not comply with criteria in the Olympic Charter. The IOC assembles athletes of the world in two quadrennial festivals—the Olympic Summer Games and Winter Games.

The national Olympic committees are grouped into five continental associations—Africa, Asia, Pan-America, Oceania and Europe. The mission of each NOC is to develop and protect the Olympic Movement in their respective countries. Most NOCs establish Olympic academies, museums and educational and cultural programs. They encourage development of high-performance sport and "sport for all"; they also take action against discrimination, violence and unfair play. Most important, the NOCs have exclusive powers for representing their countries at the Olympic Games and at regional, continental or world multi-sport competitions patronized by the IOC. Finally, the NOCs have authority to designate cities in their respective countries which may



apply to host Olympic Games. NOCs are members of the Association of National Olympic Committees (ANOC), which provides a forum for collaboration between its five continental associations and the NOCs.

### **Socio-Professional Organizations**

Socio-professional organizations include those which specialize in scientific research, sport medicine, sport sociology, sport media, sport psychology and others. The majority of these organizations were formed to share information and/or advance specific activities. The most important include the International Council of Sport Science and Physical Education, the International Sport Medicine Federation and the International Association of Sport Press.

### **Multi-Sport Organizations**

There are a few organizations which organize major multi-sport games and competitions for specialized groups. The most important of these include the Commonwealth Games Federation (CGF), the International Federation of University Sports/Fédération internationale des sports universitaires (FISU), the International Committee of the Jeux de la Francophonie and the International Paralympic Committee.

The international governing body recognizes the authority of the Canadian organization to nominate a team and regulate the eligibility of competitors. However, the relationship between the Canadian federation and the international organization differs in some respects.

The Commonwealth Games Association of Canada (CGAC) is a member of the Commonwealth Games Federation, and CGAC representatives seek to promote the interests of Canadian sport. The international representation role is similar to the single-sport federation. Technical decisions are limited to the competition program of the Games. General sport issues such as anti-doping, gender equity and the inclusion of athletes with disabilities are part of the agenda of the CGAC and CGF.

The Canadian Interuniversity Athletic Union (CIAU) is the recognized member of FISU, which governs the Universiade Games (held every two years in winter and summer). The CIAU representation is similar to the CGAC.

The Jeux de la Francophonie are unique in their international infrastructure. There is no international governing federation. The Games remain under the jurisdiction of the governments of La Francophonie. In Canada, the recognized Games authorities are the participating governments (Canada, Quebec and New Brunswick). These authorities deal with issues similar to other games organizations, such as competition programs, eligibility and venue selection.



## ISSUES AND CHALLENGES

Of the issues facing international sport today, seven are critical to the development of sport at the international level.

### **The Gap Between Developed and Developing Sport Nations**

The opportunity to take part in the sport or activity of choice is taken for granted in Canada and the western world. This is not the case in most of the world, and the gap between the "haves" and the "have nots" is growing.

In researching the needs of developing countries, the International Relations and Major Games Directorate of the federal government's Fitness and Amateur Sport Branch identified these needs: planning and sport management skill, elite sport development, development of sport for all, scientific medical support, improved federation activities (including coaching and officials education), better equipment and facilities, schools for physical education and sport, improved relations with government and the media, increased financing and better transportation.

Chronic development issues create a widening gap in sport performance between developed and developing nations. This gap poses a threat to the continued growth and success of international sport.

Several international sport federations, including the IOC, have instituted development assistance programs to redress these inequities. However, most fail to address the fundamental problems of infrastructure, programs and facilities. Remedying these problems would enable developing countries to compete on an equal footing. Also, governments are involved in development assistance but, too often, public relations and promotion of the donor nation overrides the needs of the recipient nation. Most sport aid focuses on single projects, rather than a longer-term sustainable development process.


### **The Rise of Commercialism within Sport**

The domination of sport by commercial interests has had a tremendous influence at the international level. Many sports have changed their events to make them more attractive to television and sponsors. Justification has been that monies generated can be used to assist the less fortunate countries. Unfortunately, too often the result has been an increase in the grandeur and lavishness of events and international federation bureaucracies.

*"The monies involved in 1989—Canadian corporations spent an estimated \$925 million on advertising promotion for professional and amateur sports—have given sponsors an enormous influence over the setting of goals and staging of events."*

*- Bruce Kidd, in a speech to the Third Millennium (1990).*

Many sport organizations have become active partners in commercializing sport and have attracted significant new funds into sport. As a result, more energy has been focused on



high-performance sport, to the detriment of overall sport development. Most sponsorship dollars are spent on events, with little spent on sport development in developed or developing countries.

Sponsors and TV networks have pressured sport to deliver top-level performances. Coupled with an expanding international calendar, athletes are having difficulty maintaining continuous high levels of performance. This is cited as a contributing factor in substance abuse. Pressure has also been placed on a few athletes to choose between a lucrative professional circuit and representing their country in lesser international meets and competitions.

Commercial marketability applies only to a few sports. The vast majority of sports struggle to attract sponsors, and the majority of athletes rely on family and limited state support.

### **The Fight Against Doping in Sport**

Doping has become widespread as competitors and their support systems attempt to gain advantage over opponents. Financial benefits and prestige are strong incentives. As revealed in the Dubin Inquiry, incidence of doping by athletes has increased despite international efforts to combat the problem.

Historically, the international sporting community was slow to respond to growing evidence of doping. With improving performances and happy sponsors, there was little incentive to confront the problem. Led by the IOC, doping became a major issue on agendas of the international federations. International co-operation was necessary to ensure consistent application of rules and penalties.

Governments recognized their responsibility in such areas as legislation, classification of drugs, financial inducements to state-funded sport bodies and general responsibility for an effective anti-doping policy and program.

The international sport community wants to establish a harmonious, co-ordinated system of doping control. This is proving hard to achieve, as federations jealously guard independence and autonomy. The focus is toward exchange of anti-doping research and education (although the "educational" scare tactics of certain countries and the international federations have proved ineffectual). Doping is likely to remain on international federation and IOC agendas, with the goal of eradicating use of drugs and banned practices.

### **Increasing the Participation of Women**

Women are under-represented in all aspects and all levels of the international sport system. Opportunities to participate as athletes, coaches, officials, administrators or decision makers are not readily available to women. This situation is a disincentive to girls and women to take part in sport.

The international community has done little but perpetuate barriers that discourage female participation. It has used the large cultural variations in the status of women in society to avoid positive

action. Only when challenged by interest groups and governments has action been considered.

### **Changing Political Situations**

The relatively stable structures and networks of international sport are affected by the major political changes occurring in the world today.

The first major change is the creation of a supernational in the European community. Currently, Europe consists of individual nations with their own national sport structure. If Europe becomes a single entity, the nature and structure of sport in Europe, and potentially the world, will change dramatically.

The second issue involves former sovereign states unwilling to integrate into larger nations. The three Baltic states are an example. Claims to sovereignty are often resisted by the larger state (at least for a time) and can lead to major conflict. Nevertheless, international sport is asked to address these claims because representation on the sport field is an important legitimization for a nation. The parade of athletes from newly formed nations was a highlight of the opening ceremonies at the Albertville Olympics. Many new regional, nationalist or autonomous claims, often associated with ethnic or religious groups, could lead to fundamental change in structure and organization of sport at the international level. (Examples include autonomous territories of France and the United States; and claims for independence from Quebec or Catalonia in Spain.)

Finally, with the virtual disappearance of socialist support for sport, the United States is becoming increasingly influential. This influence is enhanced by significant television revenue from American networks and sport sponsorship by American-based international companies. Inclusion of professional basketball and tennis players in the Olympics has added to American influence. While this increased presence of the United States is not necessarily welcome within international federations, it is a fact of international sport politics.

### **The Shift From "Amateurism" to "Athlete Eligibility"**

The shift from "amateurism" to "athlete eligibility" presents many dilemmas for national and international sport. The inclusion of "eligible professionals" increases the debate about the cultural place of sport and the pursuit of excellence. With professionals and non-professionals competing together, sport includes some of the most profitable "businesses" in the world. This globalization has an impact on Canadian sport in terms of eligibility, doping control, sport and event promotion, hosting of events and marketing. Within this environment, Canada is directly influenced and must take action to protect and advance its own interests.

### **Strategic Alliances**

The IOC and international federations are experiencing a growing presence of "blocs," i.e., a group of countries which, because of language, geographical proximity or cultural similarity, co-operate

to gain influence. Previously, the East European socialist bloc was influential. Today, Spanish-speaking countries form a strong Latin bloc, competing with strong Arab blocs or Afro-Arab blocs. The growing strength of southeast Asia represents an emerging Asian bloc. The Francophone bloc is less prominent and the English-speaking bloc has virtually disappeared. The strength of the bloc lies in its ability to deliver votes on crucial issues, including elections. Strategic alliances are becoming increasingly important in the globalization of sport. Individual nations must have strategic alliances to influence sport at the international level.

## **RECOMMENDATIONS**

The Task Force therefore recommends that:

53. The national sport organizations actively campaign to gain representation on key decision-making bodies of their respective international federations to protect and advance the interests of their members and bring a Canadian perspective to the development of sport internationally.
54. The Canadian national sport community—with support and input from the Fitness and Amateur Sport Branch—share expertise and develop strategies to influence the global sport movement on issues deemed critical to sport from the perspective of Canadian beliefs and values.

The Task Force further recommends that this global agenda include:

- the campaign against doping and banned practices;
  - fair play;
  - equity and access for women in sport;
  - appropriate integration of sport for disabled athletes;
  - the negative effects of commercialization of sport;
  - "sport for all."
55. The Fitness and Amateur Sport Branch continue its efforts to implement a vigorous international sport relations program that will support the interests of Canadian sport and the federal government internationally.
  56. The International Relations and Major Games Directorate of the Fitness and Amateur Sport Branch co-ordinate the development of a Canadian strategy for development assistance in sport, ensuring collaboration among Canadian partners and pursuing a goal of substantial self-development in recipient countries.

## Part IV: Sport and Society

*Above all, the essence and future of sport is protected for those who will inherit this public trust...for the love of sport.*

*"A Vision of Sport in Canada".  
Task Force Report (Ottawa 1992).*

### **INTRODUCTION**

Justice Charles Dubin wrote in his report about a "moral crisis in sport." Throughout the Task Force consultations, concern was expressed and focus was given to "social responsibility." Discussions took place on values, ethical and moral conduct and the social agenda. Sport in Canada expressed a clear desire to prove Justice Dubin wrong, to demonstrate a strong values base which enhances the significant role that sport plays in our Canadian culture.

### **PUBLIC TRUST**

Most sport organizations hold not-for-profit status. They are chartered to undertake work they believe is important and of value to society. As incorporated bodies, they enjoy significant legal and financial benefits, as well as the opportunity to receive public funds. In return, they are legally and morally charged with an obligation to serve the public good.


This obligation is the concept of public trust. In the case of sport, public trust includes maintaining, preserving and expanding sport activity, and ensuring that sport remains in the public domain for this and future generations. Public trust incorporates a variety of activities, such as carrying out the mandate of the organization, providing ethical governance, operating within Canadian values, developing Canadian youth, providing quality sport experiences and managing resources effectively. These are all legal and moral responsibilities of keepers of the public trust.

The Canadian public expects those who receive public funds to be held accountable for their use. The public holds governments accountable for ensuring that public funds are used to achieve public good.

### **SOCIAL EXPECTATIONS**

In addition to public and government expectations, sport organizations' members, clients and other sponsors may have other expectations. Over the last few years, sport as a community has become more aware of these varied expectations and is working toward meeting them more effectively.

What are social expectations? Previously, the term has been defined too narrowly as meeting governments' social agendas for the inclusion of minority groups in sport. The broader definition



includes social, ethical and moral behaviour in carrying out the organization's mandate and goals, meeting the expectations of its stakeholders, and demonstrating the values espoused publicly by the organization.

How can sport organizations be more effective in meeting these social expectations?

The first expectation of any organization is to carry out its mandate effectively. The narrow focus on high-performance sport has been to the exclusion of the broader development of some sports and their members (a specifically stated goal of many sport governing bodies). Comparing mandates with plans will show sport organizations how effectively their mandates are being carried out.

Second, sport organizations must be explicit in their values. Sport is based on a fundamental set of values—many implicit in the sport system. Other values were espoused by sport throughout the Task Force consultations and related conferences including "sport for all," equity and access, community-based, athlete-centred and shared leadership. These are the values that can guide planning for sport in the future.

Third, in meeting social expectations, sport must meet the charter rights of all Canadians in terms of inclusiveness of women and minority groups and language rights. Sport must become more equitable; it must be fair and just for all persons. With equitability comes accessibility, (i.e., gaining entry for all Canadians). Equity and access speak to the need for sport to be more inclusive, not exclusive.

Sport involves decisions and choices—choices in the selection of athletes and coaches, in program design, in the location of national team centres and training camps, etc. The choices involve both objective and subjective judgement and, at times, even arbitrariness. The task, among others, of arranging variable skill levels and athlete abilities, as well as age, gender, etc., is not an easy process. Regardless, the Task Force is convinced that the intentions and actions of thousands of volunteers operating a complex set of activities and decisions are sincere. It is necessary, therefore, to separate the natural subjectivity in decisions that require informed judgement, from the artificial or capricious subjectivity that may occur and result in discriminatory practices. These two have often been confused.

The Task Force believes that subjective decisions and practices can be, and sometimes have been, discriminatory, in particular against minority groups in a specific sport. The Task Force also believes that sport organizations must be vigilant and conscientious in handling this problem. The perception of biased subjectivity or discriminatory decisions can deeply damage a sport and its culture. Conscious and frank management of sensitive decisions is needed to ensure a sport is not crossing the line into discriminatory practice.

We have not had specific claims or indications of flagrant, repeated or premeditated discrimination. We suggest there is evidence of discriminatory practices in sport in the past; and may still be some today.

Of greater concern is whether our sport system has built-in systemic barriers which are not discriminatory by intent, but are biased as a result of their impact. Part IV explores some of these barriers and the challenges they present.

A final social expectation is the establishment and modelling of ethical conduct. An important moral principle is treating each individual with respect so that harm to people is neither imposed nor condoned. Some sports have been accused of a "success by winning" practice, at the expense of athletes' safety and health and, also, at the expense of ethical rules, conventions and practices. The sport community is very aware of and concerned about these accusations. Action must be taken.

Sport needs to improve its ability to deal with social expectations. In this period of change, sport is developing new approaches to the future. There is a will to change, but there is some uncertainty about how to proceed. It is becoming clear that independence from government controls brings a stronger contractual accountability for using public funds in socially responsible ways. This period of change provides the opportunity for sport to put policies, strategies and programs in place to meet these expectations of society.

### **RECOMMENDATION**

57. The Fitness and Amateur Sport Branch build into the accountability framework for sport organizations, a module on social expectations and responsibilities which includes:
- the obligation as an incorporated body to members of meeting the full stated mandate of the organization;
  - the social and moral obligation of meeting the espoused values of the organization and the *Charter of Human Rights of Canadians*;
  - their responsibility for significantly advancing the concept of "sport for all"—access and equitable treatment for all segments of the Canadian population.



## Chapter 16: Bilingualism in Sport

*Canadian values of respect for others, tolerance of diversity, equity and generosity are exemplified throughout sport.*

*"A Vision of Sport in Canada".  
Task Force Report (Ottawa, 1992).*

### **BACKGROUND**

One of the challenges facing Canadian sport is the provision of services to Canada's two predominate language/culture groups in the language of their choice: English and French. The challenge goes beyond providing services in both languages to the creation of a national sport community where Anglophones and Francophones are welcome; a system which ensures equitable opportunity to participate and administrate. Canadian sport needs to reflect the cultural/linguistic duality of Canada.

Sport must learn that Anglophones and Francophones have different approaches to life and different tastes in leisure time, and that sports have different appeals. In the past, sport's approach to bilingualism was to produce a document or program in English and then translate it into French. Sport is learning that different orientations and learning patterns require different approaches; simple translation is not adequate.

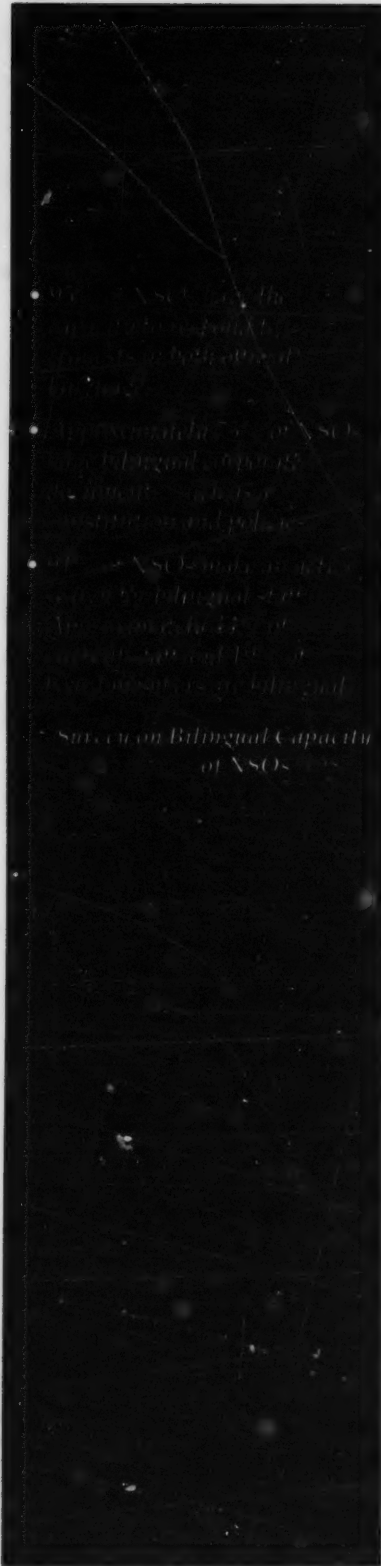
Canadian sport has suffered the same growing pains as Canada in providing equitable services and in celebrating differences. Some say the progress has been slow, but there has been progress.

### **Federal Government Role**

Federal efforts to bring together Canada's two principle cultures began in the early 1960s with a Royal Commission on Bilingualism and Biculturalism. In 1969, *the Official Languages Act* (revised in 1989) established English and French as Canada's two official languages and established the right of all Canadians to receive services from the federal government and its agencies in the official language of choice. As a federal department, Fitness and Amateur Sport must provide services to its clients in their official language of choice.

The Treasury Board of Canada Secretariat further defined the Act to extend to all federal monies given by contribution or grant to the not-for-profit sector. These monies carry an obligation on the part of the recipient to provide bilingual services where there is "significant demand." The expectations transferred to national sport organizations in using federal funds are that services in both languages would be provided where there is a reasonable demand or expectation.

Fitness and Amateur Sport has encouraged recipients of federal funds to observe the spirit of the Act. This has been done in accordance with federal policy and the belief that activities



supported by federal tax monies should be equitably accessible by members of both official language groups. To support its clients in carrying out these expectations, Fitness and Amateur Sport established the Bilingualism Initiatives Program in 1985.

The goal of the program is to assist national sport organizations in providing bilingual services and applying equitable access where conditions warrant. Special funding has assisted the NSOs to develop bilingual administrative capacity to serve members and the Canadian public in the official language of choice.

Since 1985-86, nearly \$3 million has supported initiatives such as translation and printing of coaching materials, handbooks, rules, administrative and promotional materials, constitutions, newsletters and correspondence, in more than 90 organizations and projects. As well, contributions to bilingualism have supported simultaneous translation at meetings, seminars and press conferences, and provided bilingual announcers and signage at national and international competitions hosted in Canada. The program has provided funding for language training for administrators and coaches. Materials which directly touch the athlete have been developed to improve access to national team selection (e.g., rules and selection criteria).

Overall, the national sport organizations have made tremendous efforts during the past five years, and should be commended on both effort and results. As well, many provincial organizations have responded to the need for language services and have developed a capacity to meet these needs.

## ISSUES AND CHALLENGES

### Equitable Access

It is important to understand "equitable" in the context of the *Official Languages Act*. The purpose of the *Act* is to "ensure respect for English and French as the official languages of Canada and to ensure equality of status and equal rights and privileges as to their use in all federal institutions." Federal institutions must provide services in both official languages.

Equitable access connotes reasonable access to sport opportunities and services in either official language in situations or locales where sport is conducted on a sufficient scale, the sport infrastructure exists, and there is significant demand for services in either or both languages.

### Events Management

Sensitizing national organizations and competition organizing committees to the need to provide services in both English and French has been a major task of Fitness and Amateur Sport's Bilingualism Initiatives Program. Competitive events provide each athlete (regardless of cultural background or language) with an opportunity to meet the personal challenge of performing with excellence. Organizing committees must understand what language services are needed to enable athletes of both languages to compete. Fitness and Amateur Sport has developed an events policy to assist

event organizers in determining language services for participants and spectators.

### **Athlete Support**

Building a national team requires well-trained athletes. Obviously, team selection is not based on linguistic quotas but on performance, ability and selection criteria designed by sport organizations and international federations. To ensure access by both linguistic groups, the sport community must strive to make available the resources and opportunities to learn, develop and participate in sport.

Sport must be promoted to both linguistic groups. Physical and human resources need to be available in communities and locations where minority linguistic groups reside. There will be some variation in appeal of certain sports to various culture groups. Historically, for example, fencing has been of greater interest to Francophones, and rowing has been more popular among Anglophones.

#### ***Francophone Representation at International Events***

<b>Event</b>	<b>Total # of Athletes and Officials</b>	<b># of Francophones</b>	<b>% of Team</b>
<i>Calgary Winter Olympics 1988</i>	244	66	27%
<i>Seoul Summer Olympics 1988</i>	519	119	23%
<i>World Student Games, Sheffield 1991</i>	265	63	24%
<i>Pan-American Games, Cuba 1991</i>	600	135	21%

*(NOTE: These statistics taken from various team handbooks show a fairly equitable French representation compared to Canadian population statistics in which French-speaking Canadians number about 25%.)*

### **Attitudinal Change**

The key to a bilingual, bicultural Canadian sport community lies in the desire of both linguistic groups to share the sport experience. Sensitization, education and communication are essential to build bridges between the two linguistic groups. This attitudinal change is a major emphasis of the Bilingualism Initiatives Program.

The Federal-Provincial Advisory Committee on Equal Linguistic Access to Services in Sport (composed of representatives from New Brunswick, Quebec, Ontario, Manitoba and the federal government) was established in November 1988. The Committee is working to build bridges and improve equitable access in sport. In June 1990, the Committee made a number of recommendations. The essence of these are as follows:

- The criteria for selection to a national team should be published simultaneously in both official languages. Appeal mechanisms

(for selection disputes on linguistic grounds) should be available.

- Members from both language groups should participate in the decision making of sport organizations.
- Information necessary for athletes and members of the sport community to participate, compete and communicate (such as coaching materials, rules and regulations, and policies) should be available in both languages.

The Task Force supports the essential thrust of these recommendations.

The challenge of a bilingual, bicultural sport system, enjoyable to Anglophones and Francophones, belongs not simply to the federal government, but to the entire Canadian sport community.

## **RECOMMENDATIONS**

The Task Force therefore recommends that:

58. The Fitness and Amateur Sport Branch's Bilingualism Program continue to act as a catalyst, encouraging and sensitising the sport community to the need and possibilities of providing services to participants in both official languages.
59. National sports organizations continue to provide core administrative and communication services in both official languages that will assist athletes and members of the sport community to participate, compete and communicate (e.g., coaching materials, rules and regulations, policies, etc.).
60. National sport organizations make available, in both official languages concurrently, information necessary for equitable participation in governance and decision making for members of both linguistic groups, according to their membership profiles.
61. The Fitness and Amateur Sport Branch co-operate with those provinces where interest and demand exists in developing joint programs to enhance the bilingual service capability of relevant national and provincial sport organizations.
62. National sport organizations publish and distribute national team selection criteria simultaneously in both official languages. Differences or disputes arising from athlete selection decisions that cannot be resolved within the sport organization's own appeal process should be subject to the arbitration mechanism proposed by the Task Force in Recommendation 10.

## Chapter 17: Equity and Access

*Fairness permeates the practising of these values. Access and equity exemplify fairness..*

*Rich in athletic skills and spirit, Canadians pursue the pleasures of active play and high performance with equal enthusiasm....Sport is a significant part of Canadian life. Individuals of all ages and abilities are able to participate within their home community.*

*"A Vision of Sport in Canada".  
Task Force Report (Ottawa, 1992).*

This vision reflects the desire that all Canadians participate in sport according to their choice. This "sport for all" concept is based on values of equity and access espoused by the sport community throughout the consultation. The current reality is that many Canadians face significant barriers to participation in sport. The sport system does not include all Canadians.

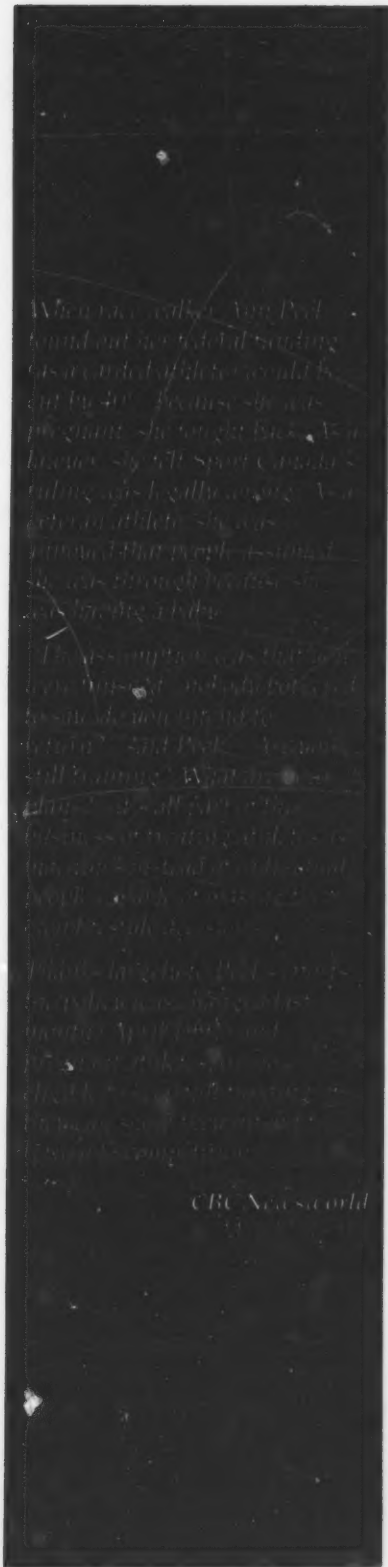
This chapter deals with issues of equity and access experienced by different groups of Canadians, including women, Indigenous peoples, Canadians with a disability and ethnic and visible minorities. The concept of inclusiveness is the principle behind sport for all.

One factor not covered in this chapter, but a significant modifier of the sport experience, is regionality. Increasingly, less wealthy regions of Canada are unable to provide the programs, facilities and competitions needed. This is a reality of Canada which must be explored when working at improving equity and access for all Canadians.

While each of these groups has specific issues related to equity and access, there are many similarities. Common barriers to participation exist such as discrimination, few representative leaders in positions of influence in mainstream sport and the lack of bridges to foster communication and collaboration with mainstream sport.

Also, each group has specific and distinct issues and approaches related to inclusion. Women are interested in involvement in the mainstream of most sports. Persons with disabilities want selective involvement, with the opportunity to negotiate equity and access with selected organizations. Indigenous peoples prefer to instill cultural values in their youth before they become involved in mainstream sport at higher levels. Ethnic and minority groups are widely diverse, with issues and choices according to each group or individual's interest.

Equity and access, sport for all Canadians, will inevitably place new demands and expectations on sport organizations. The Task Force expects that adjustments will occur over the long term within communities in Canada. Sport clubs and schools will be the major sites of change and they will draw upon the national sport bodies for support.



Easy answers to new issues are not readily available as the process of change starts. As in other sectors, adjustments will have to be discovered—taking time, patience and good will. We believe that the increased expectations of national and provincial sport bodies will place individuals and organizations under some stress during the years of adjustment. Sport organizations may face challenges or even crises when dealing with equity and access issues.

## WOMEN IN SPORT

Women are not represented equally in school sports, organized sports, coaching, officiating or sport organizations. This is not by choice! Subtle exclusion and systemic discrimination exist throughout the sport continuum. While progress has been made, the pace is unacceptably slow.

The *Report of the 1970 Royal Commission on the Status of Women* made two recommendations on participation of women in sport:

- that provinces and territories review their policies to ensure that school programs provide girls with equal opportunities to participate in athletic and sport activities and establish policies and practices that will motivate and encourage girls to engage in athletic and sports activities;
- that pursuant to the federal *Fitness and Amateur Sport Act*, research be undertaken to determine why fewer girls participate in sport programs at the school level and recommend remedial action.

In March 1974, the Fitness and Amateur Sport Branch sponsored a conference on Women in Sport in order to gain a better understanding of factors that constrain participation and to recommend programs to improve girls' and women's status and opportunities in sport and recreation.

Some activities were undertaken (especially for women coaches and officials) but, by 1980, no substantive changes had been achieved. As a result, stronger initiatives were undertaken in 1981, including the establishment of a women's program within Fitness and Amateur Sport with a budget of \$250 000 for research and programming.

Two major programs were established: an internship program to provide on-the-job training for national-calibre women athletes and ex-athletes, and the National Association Contributions Program to provide funds for national sport and recreation organizations to encourage girls to participate in sport and fitness.

During this period, the Canadian Association for the Advancement of Women and Sport (CAAWS) was formed. The CAAWS is an advocacy and program-development group supported through multiple agencies including the Secretary of State Women's Program, Sport Canada Women's Program and Fitness Canada.

In 1982, the Canadian Advisory Council on the Status of Women commissioned and published *Fair Ball* (Hall and Richardson, 1982). The Council recommended that national sport bodies, lotteries, agencies and other publicly funded sport organizations work

towards equitable funding and representation of women in sport. They also recommended a stronger role for the Women's Program in Fitness and Amateur Sport in monitoring organizations.

In 1986, Fitness and Amateur Sport published its *Policy On Women in Sport* directed at:

- attaining equality for women in sport, implying that at all levels of the sport system women should have equal opportunity to participate;
- providing activities of their choice administered in a bias-free environment;
- creating an environment where no one is forced into a predetermined role or status because of gender.

This policy challenged NSOs to include in their planning, specific strategies to meet the needs of women in sport. The policy has not as yet been integrated into other Sport Canada policies. It is voluntary and the related funding allocation to NSOs for developmental purposes is \$400 000 per annum.

### **Issues and Challenges**

#### *Participation Levels*

The participation of females in physical activity and sport declines at a very young age. Fewer school sports and activities are offered to girls; teams are mainly segregated; opportunities are limited. Boys' teams tend to command the use of facilities. Rules and conventional practices in sport favour the physical strength and development of boys. Sport is based on decades of traditions and practices which favour male participation.

Involvement in physical activity and sport is extremely important to girls and women. A decline in involvement may result in a reduced fitness level over the life cycle (absence of strength, poorer cardiovascular levels, diminishing bone density and a poor sense of body image). Lack of physical strength increases women's vulnerability in an era of violence. Loss of opportunity to enjoy the sheer pleasure of the sport experience is problem enough.

Young females are not encouraged to play and excel in sport. Parents are less likely to encourage girls to enter sport than boys. A strong correlation exists between the sport experience of parents and encouragement of their children. Mothers and female elementary school teachers (often lacking personal sport involvement themselves) are less likely to encourage daughters or female students, and the cycle of low female involvement in sport activity is continued. School environments are a significant factor in the absence of the sport experience and its myriad health, happiness and protection benefits in the lives of many women.<sup>1</sup>

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1. *Canada Fitness Survey. Changing Times: Women and Physical Activity* (Ottawa, 1984).

Opportunities are increasing for girls and women entering competitive sport. The leadership shown by Canada Games has a direct impact on sport activities leading to these games. In 1987, the Canada Games Council stated that "a primary criterion in sport selection for 1991 and subsequent games, [be] the principle of achieving an equal ratio among male and female participants." This progressive and equitable approach is not echoed at the international level (due to criteria not under Canadian control).

#### *Women in Sport Leadership*

In a study of 70 NSOs, MacIntosh and Beamish<sup>2</sup> found that nearly half of entry-level positions were held by women, whereas women comprised only 28 percent of executive directors, 23 percent of technical directors and less than 10 percent of national coaches. Women comprise 25 percent of volunteers. In national sport organizations, few women are in positions of influence.

Even with an advocacy organization, federal policy and staffing guidelines to encourage fuller participation, little change has occurred over the past 10 years. Girls and women perceive that choices are limited and opportunities restricted across the sport continuum and in sport administration. Women seek change, and in keeping with the vision of sport for all, so does the Task Force.

*At a time when Canada's Sport Policy is being reviewed it is imperative that the views and concerns of women are taken into consideration. The new vision of sport in Canada must reflect women's experience, their achievements and their vision of how sport activities should be run in Canada. The central question related to this objective is: how can it be achieved? What does this mean in concrete terms? It means the creation of a sport environment where athletes, regardless of gender, can participate in an activity of their choice, safe and free from sexual harassment, where women are equally represented in the sport decision-making process, and where there is recognition of the socio-economic realities of women's lives, for example, child care and maternity-leave.*

*K. Stanley, Co-ordinator for Status of Women Canada.  
Submission to the Minister's Task Force  
on Federal Sport Policy (November 1991).*

#### *Policy Implementation*

Sport Canada's Women in Sport policy was published in 1986. Implementation has been slow. The Women in Sport policy is not integrated with other Sport Canada policies nor is it harmonized with provincial/territorial policies, where they exist. Funding allocations have not matched the demands of the policy, and NSOs

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2. *D.R. Macintosh and R.R. Beamish. Female Advancement in National Level Sport Administration Positions. Presented at the ICHPER/CAPHER Conference (Vancouver 1987).*



and other sport bodies have been slow to respond. As a result, overall change has been slow.

Recently, policy implementation has been given renewed energy and higher priority. Many new initiatives are under way including strategic planning and network building. As demands upon the services of this program increase, it may be necessary to look at alternative structures, such as a secretariat or an organization outside government (and the inherent bureaucracies). As the sport community matures, it may wish to take on the development and implementation of strategies to improve equity and access for girls and women.

Issues specific to women, such as child care, variable schedules for family commitments, health issues in training and sport medicine, discrimination and sexual harassment are avoided by sport organizations. Sport organizations (with 15 years of public and government expectation and support for voluntary change) have not treated the subject with the seriousness expected. What is true for women in general can be more strongly said for girls and women in visible and ethnic minorities, those with a disability and aboriginal women.

At the national level, there is little collaboration between government and sport organizations in achieving the goal of the *Fitness and Amateur Sport Act* for "involvement of all Canadians in sport." In accountability for public funding, national sport organizations must understand the legal definition and intent of gender equity and implement it through legislation, constitutions and policies. NSOs must also work toward equality by removing systemic barriers and discrimination.

It is the considered view of the Task Force that the pace of involving and advancing girls and women across the sport continuum, and in all levels of sport organizations, must be significantly accelerated in order to display fair and equitable treatment of 50 percent of the Canadian population.

## RECOMMENDATIONS

The Task Force therefore recommends that:

63. The Fitness and Amateur Sport Branch should:

- integrate the principles of the Women in Sport Program into all of its policies and programs;
- give priority to implementation of policies and programs by the allocation of funds;
- consult with provincial governments on ways to develop access for girls and women to sports of their choice;
- channel research funds to develop mechanisms to support sport organizations in implementing greater equity and access for women in sport, coaching and administration;
- give high priority in the funding and accountability processes to the degree to which NSOs actively implement their policies and programs for girls and women.

64. The national sport organizations should:

- include the advancement of girls and women in sport as a priority in their strategic planning;
- become vigilant of and assume accountability for the physical and moral safety of women in sport with specific attention to physical and equipment safety during training and performing and to the prevention of sexual harassment;
- write and implement policies that clearly reflect the social and legal meaning of gender equality;
- write and enact policies and set targets to achieve equitable representation on boards of directors, committees, in administration and across the sport and provide training to enhance their contribution;
- portray women and girls in promotion, advertising and publicity by using words and images that are appropriate to their sport experience and avoiding words and images that portray women as objects.

## **THE INDIGENOUS COMMUNITY AND THE SPORT SYSTEM**

Canada's indigenous peoples are another group that does not have equity and access within the sport community. Although sport is deeply rooted in the cultural history of the indigenous peoples, they are not really a part of the Canadian sport system. Few indigenous Canadian youths reach national or international levels of competition.

The sport culture in the indigenous community differs from the rest of Canada. Sport is of fundamental importance to the social fabric and sense of survival of indigenous peoples.

The indigenous concept of sport is not consistent with the model of institutionalized sport prevalent elsewhere in the country. Sport in the indigenous community is (and must be) based on a pragmatic approach, where traditional aspects of sport are closely integrated with other features of social life. The indigenous approach to sport closely parallels the original Olympic ideal of blending sport with culture.

This does not mean there is no place for high-performance sport in the indigenous concept. However, it is of secondary importance to the role athletes play as community role models. Elite athletes are important examples for native youth.

### **Background**

The federal government recognized the lack of sport and recreation opportunities in indigenous communities in 1970. Federal financial assistance was provided to indigenous associations in Alberta, Manitoba, Saskatchewan, British Columbia and Quebec to develop sport and recreation programs on reserves (in 1970-71 and 1971-72). Total funding in this period amounted to approximately \$325 000.

The goal of this support was to broaden the participation base, increase quality and diversity of opportunities and raise the level of performance in indigenous communities. The ultimate goal was to enable indigenous athletes to participate in broader competitive events with other Canadians.

Indigenous groups in other provinces wanted to get involved. In 1972, Cabinet agreed that Fitness and Amateur Sport undertake a five-year experimental program to assist indigenous associations in developing sport and recreation programs. The objectives were to develop sport and recreation leadership and to establish competent sport and recreation program-management capabilities within indigenous communities.

The program was extended for one year in order to undertake a review. The review confirmed that sport and recreation are integral components of indigenous culture and that the program had facilitated community development significantly. As a result, the program was extended for 1978-79 and 1979-80. Total approved funding for this two-year period was \$2.79 million.

A further \$1 million was allocated in 1980-81, but was frozen pending a decision on the future of the program. An

inter-departmental committee of deputy ministers rejected a proposal by Fitness and Amateur Sport to continue the program (sharing the management of it between Fitness and Amateur Sport and the Department of Indian and Northern Affairs).

Increased pressure to fund local indigenous games and the lack of accountability for program funds contributed to this rejection. The committee felt that either program management should be strengthened or the program cancelled. The program was terminated in 1980-81. There has been no subsequent attempt to develop sport programming in indigenous communities.

Since 1979, the Arctic Winter Games have rotated biannually between the Northwest Territories, Yukon and Alaska. Sports on the Games' program are a mix of traditional northern sports, such as dog mushing, Inuit sports and Dene games, and indoor sports, such as soccer, hockey, basketball and badminton. The federal government has made regular financial contributions to assist the staging of these games.

### **Issues and Challenges**

#### *The Current Situation*

The Task Force and Sport Canada commissioned a survey of sport facilities in indigenous communities across Canada. Questionnaires were followed by telephone interviews. The responses were validated at a two-day workshop attended by sport and recreation leaders from indigenous communities across Canada. The survey dealt with facilities, sport opportunities, quantity and quality of activities and other issues. Several findings include:

- Few of these communities have adequate facilities for a well-rounded youth sport program.
- A significant number of children are involved in both competitive and recreational activities.
- The range of available sports is narrow, with hockey, softball, soccer and volleyball being the most prominent in these communities. While some organized sport programs are available and participation is high, the narrow range of sports reflects the limited facilities available.
- Programs offered in these communities lack professionalism. There is a serious lack of qualified coaches for young athletes in their own communities.
- Gifted indigenous athletes wishing to pursue a career in sport must leave their homes in order to train. This presents serious cultural problems for these athletes.
- Difficult social adjustment in the wider society deters gifted indigenous athletes from pursuing excellence in sport.
- A broad perception in these communities is that participation in organized sport programs is beneficial to the overall mental and physical health of individuals.
- There is a strong need for sport programs to alleviate such youth social problems as drug and alcohol abuse, and low self-esteem.

### *Relations with the Sport System*

The Canadian Olympic Association addressed the issue of indigenous peoples and the sport system in a brief to the Task Force. The COA said:

*With respect to the sport community, an effort can and should be made to reach out to aboriginal people in order to seek to ensure that they are very much a part of that community. It is not enough to be passive on this particular point. There have to be positive steps taken and dialogue had with the appropriate aboriginal representative groups. Aboriginal youth should have equal opportunity to pursue their dreams of athletic accomplishment as do other young Canadians. There is no easy solution, but a first step has to be taken.*

The indigenous peoples has few ties with the overall sport system in Canada. Most national sport organizations have no contact with indigenous communities. At the provincial level, some efforts are being made in British Columbia, Manitoba, Ontario and some other provinces to remedy this situation.

This isolation has meant that indigenous athletes, with a few notable exceptions, have not figured prominently on Canadian national teams. It has also meant that the sport system in Canada has not benefited from access to a potential pool of athletic talent.

*The results of the indigenous community sport questionnaire suggested there is indeed a moderately developed sport network within the community. Inasmuch as this network works in somewhat of a vacuum from the Canadian sport system, the overall picture for aboriginal sports infrastructure was encouraging. This does not, however, suggest that there isn't a need for an inter-related sport structure for indigenous sport development. On the contrary, there seems to be a strong willingness to have an access point to the Canadian sport system.*

*Alwyn Morris. Sport and the Aboriginal and First Nations Communities (1991).*

Sport leaders in indigenous communities are seeking ways to develop relationships with the sport system. As with other aspects of indigenous life and society, a paternalistic or directive approach to greater association with the sport system will not work. Increased involvement can only be achieved through community leaders and a consultative process with the sport community. A main consideration is the willingness and understanding of the sport community to accept the cultural basis of indigenous sport. This requires acceptance of traditional indigenous views of sport based on the following precepts:

- Athletic achievement is more than medals and individual glory.
- Traditional indigenous values and ethics in sport are paramount to the concept of a balanced society.
- The strong spiritual element will have to be recognized and accepted.
- Sport is important in the way it influences the development of the person.

### *A Proposed Solution*

There is currently no organization or mechanism in the sport system which works effectively with indigenous communities. The Sub-Committee of the House of Commons Standing Committee on Health and Welfare, Social Affairs, Seniors and the Status of Women, addressed this problem in its December 1990 report:

*Some witnesses criticized the Task Force Report (Toward 2000: Building Canada's Sport System, Report of the Task Force on National Sport Policy, 1988) and the Dubin Report because they have no specific reference to native participation in the field of sport...Because of a lack of recreational infrastructure in native communities, young native people cannot develop the competitive spirit, skills and level of fitness required to fully participate in the Canadian sport system...It is the view of the Sub-Committee that native people deserve more attention in the field of amateur sport.*

The Sub-Committee proposed "a secretariat be established to encourage the increased active participation of aboriginals in national and international sports competitions." The Committee did not indicate the location or functions of the proposed secretariat.

At an April 1991 workshop, indigenous representatives proposed creation of a an indigenous sport secretariat. The secretariat would act as a national sport organization for indigenous peoples. Participants at the workshop hosted by the Task Force in September 1991 endorsed this proposal. The draft mission statement for the proposed secretariat lists the following objectives:

- play a leadership role in the promotion of the indigenous athlete;
- speak in support of the provincial/territorial and other First Nations organizations;
- promote sporting and health activities;
- stress a holistic approach, including culture, health, education and spirituality of sport.

The Task Force considered the pros and cons of this proposal. With more than 65 national sport organizations, as well as provincial and territorial sport organizations, the main issues are whether a separate sport organization for indigenous peoples can be justified, and whether this organization would be in conflict with existing sport organizations.

In the considered view of the Task Force, the creation of a secretariat is justified. The needs of the indigenous community have not been well-addressed. An organization with an understanding of the cultural and spiritual approach to sport could be a valuable asset. It could provide direct linkages between the indigenous community, sport organizations and Fitness and Amateur Sport.

The solution is not without disadvantages. These include the need for additional financing, creation of another organization and potential expectations from indigenous communities for immediate improvements in facilities and programs. Regardless, the Task Force feels the secretariat should be created with funding provided by the federal government, based on mutually agreed-upon goals. Funding

is proposed for a specific time frame with a review at least one year prior to the end of the initial funding period.

## **RECOMMENDATIONS**

The Task Force therefore recommends that:

65. The federal government, through the Fitness and Amateur Sport Branch, support the creation of an independent sport secretariat for indigenous peoples as a national sport organization, with the following conditions:
  - funding be provided for start-up and operation for an initial five-year period, conditional upon the development of goals and objectives to be achieved during that period which would be agreed upon jointly by the Minister of State for Youth, Fitness and Amateur Sport and the Secretariat; and
  - the Secretariat be subject to an evaluation of progress at the end of the fourth year.
66. The Fitness and Amateur Sport Branch, in co-operation with this proposed secretariat, explore the possibility of obtaining funding for specific sport projects for indigenous peoples from programs in other government departments whose goals can be accomplished through sport and active living activities.

## **ATHLETES WITH A DISABILITY**


*If there was only one message we could give to the able-bodied sport community, it would be to see our consumers as people and athletes first, the disability is secondary.*

*- Report of the Workshop for Athletes with a Disability,  
sponsored by the Task Force.*

Approximately 3.5 million Canadians have some form of disability. The 1981 Canada Fitness Survey found that while 40 percent of these recognized the importance of physical activity, only 28 percent were moderately active physically. Persons with a disability often lack the opportunity to try a new activity or to become involved on a long-term basis. There are minimal support services and resources for adapted physical programs and leaders.

Age, skill and gender are used in determining an individual's level of access to the sport of choice. Young children, for example, do not compete against older children. It is natural to select athletes for competition according to relative skill levels. People of different skill levels often train together, but are usually separated for competition. To mix different skill capabilities means that some would have to reduce their skill advantages in order to compete on a fair and equitable basis (with those of lesser skills). Athletes with a disability find it difficult to meet traditional skill definitions.

*Report of the Workshop  
for Athletes with a Disability*



There are a number of sport organizations for Canadians with a physical disability, including those for wheelchair, amputee, blind and deaf athletes and those for athletes with cerebral palsy. Like organizations for able-bodied athletes, they promote and support opportunities to participate and attain excellence. The Canadian Federation of Sport Organizations for the Disabled is an umbrella organization providing support to these organizations. This support includes co-ordination of fund raising and preparations for the Paralympics.

The Canadian Special Olympics organizes events for mentally handicapped persons. They have been very successful in generating funds to stage these events. Special Olympics operates outside sport organizations for both able-bodied athletes and those with a physical disability. Dialogue between Special Olympics and other organizations for athletes with a disability has not yet been formalized.

This organizational pattern has resulted from two separate sources. First, the focus of sport organizations for able-bodied athletes has generally excluded athletes with a disability from training and competition. These athletes have developed their own competitions, with Canadians doing extremely well in international competition. Despite these efforts, athletes with a disability have not been recognized and accepted as full partners in the sport system.

Second, sport for disabled athletes has evolved from a medical model that was as exclusionary as the system for able-bodied athletes. Sport for disabled persons began with rehabilitation and therapy. It evolved into recreational activity and then into sport. Now there is an emphasis on high-performance sport and event participation. The growth out of the medical model has reinforced exclusion and marginalized athletes with a disability. Yet sport organizations for disabled athletes have not attended to the development of sport or sports for the wider population with a disability in Canada.

For the foreseeable future, organizations dedicated to the interests of athletes with a disability will be needed. There is also a need for closer co-operation with sport organizations for able-bodied athletes in order to develop and promote greater participation in mixed events.<sup>3</sup>

Ideally, all individuals with a disability should have:

- equitable opportunity and access to quality programs, services, facilities and resources;
- a full range of participation, training and competitive opportunities in physical activity and sport;

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3. *An example of mixed event participation is the manner in which many marathon races are now held. The overall field may be made up of both men and women, athletes with disabilities and able-bodied athletes. Within the one race format, each group competes against its skill peer group.*

- quality leaders and resources to support athletes with a disability;
- the knowledge, skill and support to take responsibility and make independent decisions for a personally meaningful and satisfying lifestyle;
- an opportunity to incorporate physical activity and sport as a valued component of their lifestyle;
- the right to compete at their appropriate skill level; and
- integration with able-bodied athletes, as appropriate.

## Issues and Challenges

### *Inclusion*

Athletes with a disability are not unanimous in their approach to achieving greater involvement in the overall sport system. Some argue for equal involvement regardless of differing skill levels or characteristics between participants. The Task Force supports a view based on inclusion to the degree which best meets the needs of all concerned, similar to the *Canadian Charter of Rights*.

This concept recognizes the **right** of athletes with a disability to be included in the sport system on the basis of **equitable** treatment. It assumes that a variety of inclusion models be designed to meet the varying skill and ability needs. It includes models from full integration to complete segregation. There is no one model which would satisfy the broad range of inclusion needs.

At the organizational level, there could be a mix of arrangements, with integration at the national office level, but separate competitive arrangements for athletes. Conversely, there could be separate national organizations and separate competitions, or mixtures as appropriate.

Whichever view prevails, organizations for athletes with a disability see their future as being closely linked to other organizations with whom they share common goals and issues. All sport organizations share common problems such as recruitment of athletes, inclusion of retired athletes in programs, encouragement and recognition of volunteers, fund raising, maintenance of the quality of sport without loss of ethical standards, facilities and equipment.

### *Sport Recognition*

Currently, Sport Canada considers organizations for athletes with a disability as specialized service agencies which assist the growth and development of sport for the disabled community. The current Sport Recognition System does not apply to them. This eligibility would change under the Task Force's proposed sport-funding eligibility framework. Criteria for these organizations would be adapted to meet their particular roles and functions in the sport system.

High-performance athletes with disabilities cannot receive A and B cards under Sport Canada's current Athlete Assistance Program; they are limited to C or C1 cards. The rationale is that the competitive events are not considered to present a significant and worthwhile challenge, a broad rationale that does not allow flexibility. The Task Force feels that events should be considered on their individual merit.



### *Limited Opportunities*

Athletes with a disability find it difficult to meet traditional skill definitions. New criteria and competitive conditions which recognize specific needs for these athletes are needed. This raises the difficult question of what is the most appropriate method of competition. Do blind athletes compete only against each other in exclusive competitions? Do competitions include blind and sighted athletes? Do blind athletes compete against one another but in the same competition as able-bodied athletes? The answer depends on whether or not participants compete on an equal basis. No one should be at a disadvantage or be required to use less than his or her highest skill level. The Task Force feels strongly that events be organized so that athletes with a disability are accepted as legitimate athletes.

With limitations on the AAP, competitions, coaching and facilities, high-performance development is difficult for athletes with a disability. It is to be hoped that federal and provincial governments can undertake a more co-ordinated and co-operative approach so that new initiatives, policies and programs can be developed and implemented. Co-operation between respective levels of government is needed to increase opportunities for athletes with a disability.

### *Linkage with the System for Able-Bodied Athletes*

Another important element in achieving greater inclusion is improving the relationship with national, provincial and territorial sport organizations. This requires initiative and commitment from organizations for both able-bodied and disabled athletes. A closer working relationship is essential. A conference or workshop on inclusion of athletes with a disability in the sport system could address questions such as competitive opportunities, access to facilities, athlete support and coaching. The main purpose would be to develop plans and actions to improve the position of athletes with disabilities at all levels in the sport system.

## RECOMMENDATIONS

The Task Force therefore recommends that:

67. The Fitness and Amateur Sport Branch review all policies and programs to determine how they should be administered to best promote the inclusion of athletes with a disability into all aspects of the sport system, and that sport organizations for disabled persons be encouraged to broaden their emphasis beyond a high-performance focus to include broad participation of disabled persons in sport.
68. The Fitness and Amateur Sport Branch undertake consultations with provincial governments, national sport organizations for athletes with disabilities and national sport-governing bodies to organize a conference aimed at developing ways to bring about greater inclusion of athletes with disabilities in the sport system.

## ETHNIC AND VISIBLE MINORITY GROUPS IN SPORT

Canada has become a culturally diverse society, primarily through immigration. Since the early 1960s, immigration patterns have changed from the white, Anglo-Saxon sources of Britain and Europe to non-traditional sources from Asia, Africa, South and Latin America. At least 25 percent of Canada's population have backgrounds that are neither British nor French.


The impact of multiculturalism on sport will be twofold: non-traditional sports from other cultures will grow in popularity and possibly seek recognition, and equity and access in sport will be expected by new Canadians. In the longer term, there will be a demand for a broader range of sport to meet the expectations of an increasingly diverse society.

The immigrant population will want and need access to sport. With few exceptions, neither governments nor sport organizations have addressed the issue of equity and access in sport for ethnic and visible-minority groups.

### Participation

Data on participation rates for ethnic and visible minority groups are scarce, but evidence suggests participation is low. The visibility of a few high-performance athletes from minority groups may present the view that Canada is providing sporting opportunities. Many have insisted that sport in Canada is barrier-free and equitable. The reverse may be closer to the truth.

Participation of these high-profile athletes can be explained by **selective access**. Selective access stems from the stereotypical perceptions by coaches, physical educators and sport administrators that certain racial or ethnic backgrounds produce high-performance athletes in certain sports. This perception may restrict opportunities in other sports and create barriers to participation. Youth from ethnic



and visible minorities come to believe that opportunities are available only in certain sports.

Few ethnic and minority groups are represented in professional leadership in sport. In a 1988 study, sport administrators at the national level (the sample included NSO and Sport Canada administrators) were characterized as Anglophones born in Canada.<sup>4</sup> The profile is similar in high-performance athletes, coaches and team officials. Team selection and composition of teams at all levels are predictable. It is unclear whether volunteers follow the same pattern, but cultural diversity would be uncharacteristic.

### Issues and Challenges

Ethnic and minority groups may be isolated from opportunities to enjoy sport and to benefit personally, physically and socially. Participation in sport may provide opportunities for new Canadian children and families to integrate into school and community life. Sport can be a helpful activity for the immigrant who feels outside the mainstream in other activities.

Some immigrants struggle financially during their early years in Canada. The cost of participation and equipment may be an economic barrier to becoming involved in some sports.

There are few role models for ethnic and minority youth that show the potential for full participation and achievement across a range of sports. Social conditioning deprives some youth of the sport experience and its important benefits.

Sport displays few images of cultural diversity in photographs, advertising and publicity. With few ethnic and minority leaders visible in sport, the potential for creating change internally is lessened. External intervention is mandatory.

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4. R. Beamish and D. Macintosh, "Socio-economic and Demographic Characteristics of National Sport Administrators." *Canadian Journal of Sport Sciences*, (1988): vol. 13, 1, p. 66-72.



## **RECOMMENDATIONS**

**The Task Force therefore recommends that:**

- 69. Federal/provincial/territorial ministers responsible for sport, in consultation with appropriate provincial ministers, initiate a national strategy to promote sport access for ethnic and visible-minority Canadians. In developing the strategy, consideration would be given to the viability of affirmative action in the longer term and of incorporating ethnic and visible-minority promotion in the federal government's accountability framework with its sport clients.**
- 70. With respect to organizations involved in the promotion, advertising and publicity of sport in Canada, the federal government encourage organizations that receive funding to create positive, culturally diverse images of children and young athletes.**



## Chapter 18: Emerging Social Trends

*Sport is the source of deep and rewarding experiences, enriching the daily lives of all Canadians, whether participants, supporter or spectator.*

*"A Vision for Sport in Canada".  
Task Force Report (Ottawa, 1992).*

Sport has many opportunities to act on emerging social trends. The aging population provides innumerable opportunities for sport organizations to establish new programs and recruit new resources. Other trends include a more mobile work force, an increase in single-parent families and an increase in the number of economically disadvantaged Canadians. Strategically reviewing these trends provides new vistas for sport. It can work at a higher plane, helping those who may not otherwise have such opportunities. It can increase numbers and heighten its profile by meeting the needs of all Canadians. This chapter provides only two examples of the types of opportunities for sport as a result of emerging social trends: the increase in economically disadvantaged Canadians and in the aging population.

### **ECONOMICALLY DISADVANTAGED**

Economically disadvantaged Canadians can receive important benefits through participation in sport. Larger municipalities and volunteer organizations are becoming directly involved in providing sport opportunities to reach out to socially vulnerable persons (e.g., youth at risk). Sport is seen as a method of involving socially and economically vulnerable persons in improving their quality of life.

Coordinated social development programs—including fitness and sport—can diminish criminal activity among youth. Programs among law enforcement, social service, public health and public housing agencies are becoming commonplace. Sport participation is no longer viewed by communities as a means of keeping people busy. It is recognized as a support for the development of individuals, to help them gain positive identity and overcome personal and social difficulties.

Sport and sportsmanship teach important behaviours such as commitment, discipline, progress toward a goal, building skills, pursuit of excellence, achievement, pride, teamwork, leadership and organizational skills.

Access to sport for disadvantaged youth is limited by the cost of memberships, equipment, travel, clothing and incidentals. Many youth must work part-time in order to contribute to family income. Evidence is dramatic that to be poor is to be less educated. The tie between low income and low education appears to be

self-perpetuating. Roughly 27 percent of Canadian teenagers drop out of school before the completion of secondary school. The percentage from poor families who drop out is almost twice as high (45 percent).<sup>1</sup>

Parents are less likely to encourage children to engage in sport if costs are involved. Access and equity issues for this population are different from those of middle-income Canadians. The benefits of a positive sport experience to individuals in this segment of society are even more significant.

While there is no easy answer for delivering a positive sport experience to this community, frameworks do exist. One such framework was developed by the federal Health Promotion Branch around the Safe Community.

The Task Force is interested in providing opportunities to develop Canada's youth through sport. The benefits and contributions from a positive sport experience may encourage disadvantaged youth to seek a different future. By making sport more accessible and affordable, it can provide advantages to youth in underprivileged homes. The subject of delivering sport in any consistent way to this population is largely unexplored by the sport community and governments.

### **SPORT AT THE MASTERS LEVEL**

The aging of the population is one of the most significant trends in Canadian demographics. Currently 10 percent of the population is over 65 and 25 percent is over 50 years of age. This proportion will grow as the baby boom generation ages and the birth rate declines.


The baby boom generation led the fitness craze of the 1970s and early 1980s. Many baby boomers maintain an active lifestyle and demand programs and services to support this activity. Society's stereotypical picture of a frail woman in a rocking chair is being challenged by younger, dynamic grandmothers entering marathons and swimming races. Canadians are more concerned about quality of life and are retiring earlier and living longer.

Governments and social service agencies are concerned with escalating health care costs. Re-orienting health care from a treatment and sickness system to a preventive approach places greater emphasis on sport and physical activity.

Interest is growing in support of active lifestyles as a means of retaining health and vitality and avoiding treatment and institutional care. As a result, there are two active sport communities in the older adult population: masters sport and seniors' sport. Both are growing rapidly in numbers and scope of activities.

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1 D.P. Ross and R. Shillington, *The Canadian Fact Book on Poverty*. Produced for The Canadian Council on Social Development. (Ottawa 1989).



Seniors' games cover a range of activities extending from bowling to swimming to euchre. They occur at the community level, usually with the support of social organizations. Most provinces host seniors' games (or are interested in doing so). The primary purpose is social interaction, participation and fun. The level of competition is not high. Seniors' sport is a catalyst to maintaining an active lifestyle.

Masters sports are nominally supported by some national sport bodies. There are masters associations in most major sports that run provincial, regional and national championships. There are no world organizations, but there are world championships and world multi-sport games.

Competitors train and compete at their own expense out of interest, commitment to their sport and competitive spirit. There are no government or philanthropic organizations providing substantive support. The user-pay philosophy is strong. Many masters are at the peak of their careers, with partially-grown families and some leisure time. This group continues to grow in numbers.

The sport community and sport organizations need to value the opportunities with senior and master participants. As the population ages and birth rates decline, membership in sport organizations will decline (as will levels of support). Older Canadians are one of the richest sources of volunteers and fund raisers.

To date, sport has shown little interest in seniors' and masters games. The 1990s may see increased interest and activity at this level.

## **RECOMMENDATIONS**

The Task Force therefore recommends that:

71. The Fitness and Amateur Sport Branch form alliances and plan co-operatively with social policy departments of governments, the Canadian Council on Social Development and other agencies to seek means to increase access to sport and support the development of sport for the socially and economically disadvantaged segment of Canadian society.
72. The Fitness and Amateur Sport Branch, as part of its strategic planning, follow demographic trends to identify emerging groups or issues where the benefits of sport may make a significant contribution.



## Chapter 19: Ethical Conduct in Sport

*Protect the values and essence of amateur sport from drifting away from fair play and sportsmanship towards more commercial values.*

*"Themes for Potential National Goals".  
Task Force Report (Ottawa 1992).*

*Sport flourishes as it provides ethical and responsible leadership.*

*"A Vision of Sport in Canada".  
Task Force Report (Ottawa 1992).*

Traditionally, values and ethics have been instilled in children through parenting, church and formal education. Today, with single families, working parents and difficult economic times, the stresses placed on family life leave less time for values and ethics development. The church's position as a teacher of ethics and morals has diminished. In schools, less time is devoted to sport and physical education and to building discipline, learning fair play and following rules. Educational budgets have decreased; class size and composition cause stress on teachers, leaving them with less energy for extracurricular sport activity. All these factors combine to erode the moral development of Canadian youth at a time when this development is becoming more critical.

Sport is beginning to address this societal gap. During the consultations, discussions focused on sport as a mirror of society's values versus sport as a leader in values and ethics in Canada. Some said the burden of leadership was too much—that sport is an individual experience and each person takes from it what is important. Others said that sport has a responsibility to instil sound values and ethics. While the sport community is very diverse in its opinions, generally the discussions and submissions supported accepting a leadership role for sport in instilling values and ethics in Canadian youth. This would be accomplished through an ethical and values-based approach to sport.

Over the past year, values have emerged in three areas:

- values expressed by athletes about the sport experience;
- values which should guide the sport system;
- values expressed by Canadians about the contributions sport makes to the individual, the community and the nation.

These values have been discussed on many occasions including consultation submissions, Sport Forum II, the Intergovernmental Workshop and other workshops. Sport Canada and several other organizations have explored values intended to guide planning, operations and behaviour. The Task Force is convinced that the sport community is sincere in its belief that these values will guide sport in the future.

## ETHICS

The key to realizing these values is the day-to-day application of them by athletes, coaches and officials, sport bodies and the entire sport system. Application is demonstrated in the daily practice of playing and administering sport. These **modes of conduct—the ethics of sport** flow from the values and moral and legal principles held by a sport and its leaders. The specific or expected behaviours are just beginning to be clarified and published.

All sports follow a set of rules, principles of operations and a set of values, including those widely held, such as fair play and sportsmanship. The rules, principles and values guide behaviour by describing the right mode of conduct. This basis for making judgments is called rules-based ethics. (Similarly, Canadian society follows rules of law and the *Canadian Charter of Rights and Freedoms*.) Traditionally, sport has followed rules-based ethics.

Two other approaches for making decisions are end-point and situational ethics. In end-point ethics, judgments about behaviour or actions are guided less by rules, values and principles than by the desired result of the action. For example, rather than choosing not to draw the foul in basketball because it is against the rules (rules-based ethics), the choice may be to draw the foul to regain possession of the ball because it increases the opportunity for success (end-point ethics). End-point ethics are common in commerce where the desired result is profit or personal gain and the "unintended consequences" end up on the front page of the newspaper.

In situational ethics, judgments may be influenced by rules, principles and values and by probable consequences, but are made based on the nature of the whole situation.

Through these approaches to ethical decisions, individuals make judgments, plan and act on those judgments, and ultimately deal with the consequences of their decisions. Objectively, no one approach to ethics is better than another. Both end-point ethics and situational ethics, however, are more open to abuse because the basis for judgment is not always shared fully, nor is it open to scrutiny.

In general, high-performance sport and professional sport appear to be drifting from rules-based ethics toward end-point ethics—less rules, values and principles, and more actions and strategies that achieve the desired end result of winning. This is particularly true of professional sport with entertainment and business values. The purpose is to achieve commercial goals by winning, thus meeting spectator and advertiser needs.

## EVIDENCE OF ETHICAL CONDUCT IN SPORT

### Canadian Perceptions

At Seoul, Canadians learned the hard way that a singular focus on the end point of winning resulted in the violation of rules, principles and values. Canadians were offended, hurt, embarrassed and angered because they believe winning is only one of several goals for sport. The drift in elite sport from rules-based to end-point ethics is visible to Canadians, but not yet overwhelmingly so.

Fitness and Amateur Sport and the Task Force have undertaken studies and consultations to develop a deeper understanding of ethical conduct of sport and the opinions of Canadians about sport.

One major concern for sport was expressed in the Decima study. In 1989, 46 percent of Canadians believed that amateur sport has a role in building character and fostering personal development. In 1991, this percentage had dropped to 30 percent. Some Canadians have lost faith in the ability of sport to instil values and ethics in youth.

Canadians believe it is more important to compete fairly than to win at any cost. However, they are split on whether coaches also believe this. Those involved directly in sport have a more favourable opinion of coaches' attitudes.

#### *Assessment of what the role or purpose of amateur sport in Canada should be today.*

	March '89	March '91
<i>Character building and fostering personal development</i>	46%	30%
<i>Providing opportunities for widespread participation</i>	19%	24%
<i>Providing high-performance athletes with the opportunity to serve as role models</i>	9%	18%

— Decima Research. *Report to the Minister of Fitness and Amateur Sport: Ethics and Values in Canadian Sport* (March 1991).

#### *Assessment of the importance of winning:*

	Agree
<i>It's not whether you win or lose but how you play the game.</i>	90%
<i>Winning isn't everything, it's the only thing.</i>	9%

#### *Assessment of which attitude amateur coaches would concur with:*

	Agree
<i>It's not whether you win or lose but how you play the game.</i>	53%
<i>Winning isn't everything, it's the only thing.</i>	45%

— Decima Research. *Report to the Minister of Fitness and Amateur Sport: Ethics and Values in Canadian Sport* (March 1991).

The study, *Values and Ethics in Amateur Sport*, also reported that:

*While many ethical practices are followed, and in some sports strongly upheld, many unethical practices have entered the sport system. There has been little monitoring or confronting of ethical dilemmas.*

*The mechanisms by which standards of morality are purveyed...are unclear, and the variety of views about morality highlight the problem. Some feel that the sport system lacks a moral code and ethics...Others feel that there is a moral code, that everyone knows about it, and that everyone breaks it. Even people with strong moral codes feel the pressure to cheat to win.*

Many participants in the values and ethics study believe that involvement in sport does not enhance the social and moral development of Canadian youth. If sport is to provide this moral development, including fair play and sportsmanship, attention must be directed to how values are instilled, how rules are followed or broken, and what role conventions (i.e., practices, norms) play in sport.

*We believe sport mirrors societal values...The sports we play, the rules we enforce, our behaviour as athletes, coaches and parents, reflect the values of our society. Sport provides situations to teach values. Sport offers teachable moments. Within those moments, either good or bad, values are taught. It is the value learned through the experience that allows it to be either positive or negative.*

*With its large numbers of participants, sport has enormous potential for influencing positive values, if managed and structured positively. Conversely, if not properly managed, it has the potential to be destructive.*

*There are prerequisites if positive values are to be learned. First, the sport community must determine its vision and values. Secondly, it needs coaches, officials, volunteers and administrators who are committed to the vision and values...These values must be expressed in every aspect of the sport system from its leaders and coaches to its operating policies.*

- Submission to the Task Force.

### **Ethical Dilemmas from Rules and Conventions**

The Task Force asked the Commission for Fair Play and Sport Canada to examine the ethics of rules and conventions. Two national sport bodies (tennis and soccer) agreed to participate. The study involved a third party who examined, analyzed and documented the ethics of the rules and conventions of each sport, in order to identify ethical dilemmas. National-level athletes, coaches and officials discussed these ethical dilemmas.

Five issues were common to the two sports; each issue provides a substantive opportunity to reduce tension and improve ethical decision making in the sport:

- There is no shared understanding among coaches, officials and athletes about ethically acceptable and unacceptable behaviours, particularly as they relate to the conventions in the game.

- There is a tendency to shift responsibility when unacceptable behaviour occurs. Each group (athletes, coaches and officials) saw other groups as responsible for poor sporting behaviour.
- Some athletes do not know how to deal ethically with unethical behaviour on the part of an opponent.
- There is tacit condoning of unethical behaviour.
- Some prominent athletes, particularly in professional sport, are poor role models for ethical behaviour.

Other sport-specific issues cause ethical dilemmas for athletes. Inconsistent officiating causes dissent and disputes about the acceptable amount of physical contact between players. Sometimes, self-umpiring creates ethical dilemmas for a player responding to a bad call.

### **Ethical Conduct: Safety and Health of Athletes**

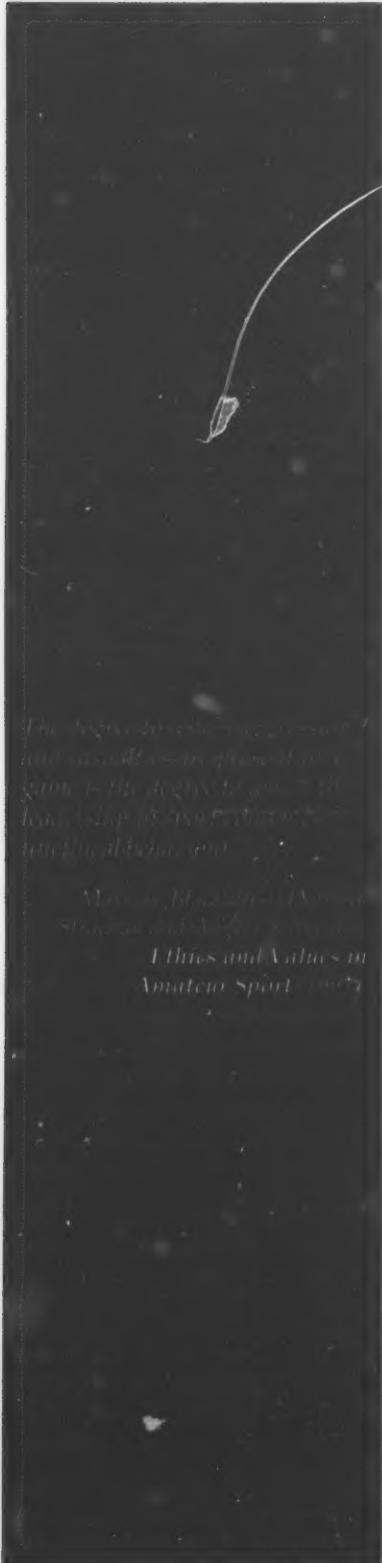
The safety and health of athletes have important ethical implications in sport. Injuries and violence, overtraining and harassment are prevalent in sport. Other issues relating to inappropriate activities for the athletes' level of growth and development are common (e.g., little leaguer's elbow). To a considerable extent, these are preventable.

Health and safety are low priorities across the sport continuum, except in some sports at the high-performance level. They are discussed rarely and funded minimally. At the high-performance level, athletes identify issues, such as safety of facilities and equipment, overtraining, physical damage of life-long duration and burnout or psychological stress, as problems. Protection of the athlete is an ethical matter, shared by athlete, coach and organization. Harm to the athlete should not occur from negligence or lack of concern. Most injuries are predictable and preventable.

Further down the sport continuum, the safety and health of athletes are lower priorities. Sport should be concerned. The growth and development of the individual must be paramount. Human and financial costs of injuries are significant. Injuries which typically come from exceeding the rules, exceeding technical or physical capacity of the athlete, unnecessarily aggressive behaviour, borderline strategies employed to beat opponents, lack of quality protective equipment and problems with facilities are preventable. Sport organizations have a social obligation for the health and safety of the athlete.

Provincial concerns about sport injuries include possible permanent damage to youth and the costs of health care. In 1979, Quebec formed a sport and leisure safety board (la Régie de la Sécurité dans les Sports du Québec) to supervise safety and maintain its integrity in sports. Its purpose is to identify, eliminate or control risk factors in sport, including environmental, mechanical and human factors. La Régie provides programs on the rules of conduct for coaches, officials and players, regulations regarding safety equipment and public service advertising campaigns.

In 1988, the Ontario Ministry of Tourism and Recreation established a safety unit responsible for safety issues and risk management. Other provincial and territorial governments have various initiatives under



way. The Sport Medicine Council of Canada, with affiliates in most provinces, has recently extended its mandate from "caring for high-performance athletes" to "caring for active Canadians."

While government regulation and interventions continue to safeguard citizens, the responsibility for prevention programs for sport rests with national and provincial sport bodies, officials and coaches. National sport bodies and coaches must not condone unsafe practices. Coaches on the front line of sport must protect youth to ensure preventable injuries do not occur.

### **Violence and Ethical Conduct**

Violence in some sports is a contributor to injury.

*Violence can be defined simply as behaviour intended to injure another person physically. For its purposes, the Commission for Fair Play defines sport violence as the gaining of an advantage or the release of frustration through acts of physical aggression outside the rules of competition.*

*Violence is not a legitimate part of any game. It deteriorates the quality of sport and turns it into a battle complete with casualties.*

*Research has shown that violence stems from two sources. For some, frustration results in retaliation or deliberate attempts to injure. Yet many players and coaches use violence as an instrument, a tactic to gain points or advantages. The fact that someone may be seriously hurt is secondary to the need to win.*

*Since hockey violence is the most evident and more people are involved in hockey than in any other sport in Canada, it has received special attention in this area.*

*- Commission For Fair Play.  
Good Sports make Good Sport,*

Much of hockey's portrayal as the most violent of sports is due to professional hockey. Amateur hockey has made strides to remove violence. Many parents are bringing their children back to a sport they previously shunned. The Ontario Hockey League reported an increase in attendance of 54 percent between the 1986 and 1991 seasons.

The Task Force believes (and the evidence shows) that neither physical aggression nor preventable casualties are a necessary part of the game. Avoiding them is the responsibility of the sport, its athletes, coaches and officials.

*Junior hockey was in danger of losing a whole generation of hockey fans because parents were refusing to take their children to a spectacle that featured fighting instead of skill.*

*That reality prompted officials to clamp down on the fighting, slashing and clutching that interferes with the game's skills...*

*As a result of their moves to curb foul play, penalty minutes have dropped steadily during the last five years.*

*"It's better family entertainment now."*

*- Junior Hockey Rebounds on Promotion,  
Less Violence. Toronto Star, March 30, 1991.*

## **ETHICAL CONDUCT AND SPORT LEADERSHIP**

Because of the strong positions taken by the sport community in their vision and values, the Task Force believes Canadian amateur sport will seek to demonstrate its values through ethical behaviour.

Three groups are key to providing leadership to ethical conduct in Canadian sport: the sport organizations, coaches and officials. Sport organizations set the environment for decision making. They model acceptable behaviour through operations and interaction with members. They create a set of beliefs for fair play and ethical conduct in their sport.

Throughout this report, the Task Force has made several recommendations to national sport bodies on ethical subjects including:

- changes to the athlete agreement where athletes' rights might be violated;
- recognition of athletes' right to participate in decisions that affect them;
- protection of athletes from sexual harassment;
- fair and equitable treatment of athletes.

Sport organizations need to review policies and procedures, athlete agreements, codes of conduct and the practices of athletes, coaches and officials in implementing them. This review should include a focus on the health and safety of athletes, exploring issues of growth and development, violence, overtraining, harassment and other preventable problems.

The rules and conventions study made several recommendations to assist sport organizations, coaches and officials. Educational materials to supplement rule books could enhance understanding of ethical issues. Sport-specific training modules could help young players understand the spirit and the letter of the rules. Specific examples of good and bad sporting behaviour could be supported by discussions on ethical responses.

While national and provincial sport bodies are visible primarily to high-performance athletes, they are visible also to volunteers, coaches and officials. The Task Force encourages sport organizations to work with the Commission for Fair Play to reduce ethical and moral dilemmas facing their athletes, coaches and officials.

Coaches need support in educating players in fair play and the values of sport. Many coaches were unclear about their roles and responsibilities in this area. Some were ambivalent and believe parents and educators are responsible for moral development. They did not recognize that players will learn values from sport whether they are instructed or not. The danger is in not consciously educating players who will acquire values from the experience. Coaches portray the presence or absence of ethical judgment and fair play and through their behaviour instil their beliefs in the athletes.

*It is impossible to underestimate the role of the coach in the development of an athlete. From the youngest peewee player to the*

*elite athlete, the coach is a pivotal character in the moral as well as the physical development of his or her charges.*

*- The Dubin Report (1990)*

Officials are in a somewhat different position, but equally critical to the fair and ethical conduct of sport. Officials protect the integrity of the sport experience. Judiciously and ethically, they implement the rules and conventions of sport.

To be objective and free from influence, they must maintain a distance from other participants in sport. They are rarely part of the leadership of a sport, but usually a self-managed group within the sport. At the same time, they must be close enough to the sport to sense changing values and changes within the sport. Officials must act as a conscience and indicate when behaviours are pushing acceptable limits.

Officials and officiating in Canada are considered of high calibre. Fair application of rules, both nationally and internationally, are characteristic of Canadian values of integrity and fairness. However, the Task Force suggests that there is an increasing need for officials to be directly involved in discussions on the future and values of sport. The importance of rules-based ethics underscores the fundamental role of officials.

## **AT THE CROSSROADS**

In his report, Justice Dubin said:

*The use of drugs and other banned practices to improve performance beyond one's own ability is cheating. Cheating is the antithesis of sport, but it is not the disease, only a symptom. The root problem is the lack of ethical and moral values. Ethical and moral questions have permeated all aspects of this inquiry, and unethical and immoral behaviour has become apparent in many contexts. There is a moral crisis in sport. We are at the crossroads and must decide whether the values that once defined the very meaning of sport still have meaning in the context of sport today.*

With the establishment of the Canadian Anti-Doping Organization (CADO), the launch of a 10-point campaign (including a common penalty framework) and changes to certain drug classifications, the federal government has responded to Dubin. The challenges raised by Dubin, and the ensuing debates and responses, have been reconciled to the degree possible, for the present. However, the crossroads described by Justice Dubin (whether the values that once defined sport have any meaning in the context of sport today) are still of concern.

A major purpose of the Task Force was to address with Canadian sport stakeholders "the purpose and place of sport in our society, the values and ethics that should shape and underpin its future conduct, and the roles and responsibilities of each partner." The sport community, Canadian public, coaches and athletes have affirmed strongly throughout the consultation and polling that the values that

defined the meaning of sport do have relevance in today's context. The sport community is committed to these values.

Justice Dubin continues:

*Canadians...do expect athletes to compete in accordance with the highest standards of fair play, ethics and morality that define the parameters of sport, even if some competitors do not.*

*There is no single solution, no easy remedy that would let us return to a mythical problem-free era in sport...Yet it is a sad commentary that the athletes...must be policed ever more closely. Drug testing does not address the root problem. We must look beyond testing...we must ground the integrity of sport on the firmer base of fair play, ethics and a sense of what is right.*

*The resolution of this problem cannot simply be left to those who govern sport nationally and internationally...It will require a joint commitment by others, and particularly the parents and educators of our children, whose physical and moral health is at risk. I am concerned too about the carry over effect of a breach of ethical standards in one field, sport, to other areas of an individual life, and about the consequent erosion of the entire value system. We cannot allow sport, which we expect to build character, to become a means of destroying it.*

*A message must be taken...unless the sport-governing bodies take cheating and the use of drugs more seriously in future than they have in the past, I fear that any message will not be truly effective...It is the essence of athletic competition that it should be conducted fairly, with an equal opportunity for all who compete based on their natural ability, and in accordance with the underlying principles of ethics and morality.*

The Task Force also believes that containing drug use cannot be done with controls alone. The commitment to drug-free sport must come from within, through values and ethical behaviour of athletes, coaches, officials and sport organizations—derived from their own beliefs about a desired state for sport.

At its very essence, sport is about a fair competition. Without this essence, the purpose and benefits of sport are lost. The Task Force believes that sport organizations accept this principle and are aware of the implications. The practices, habits of years, do not lend themselves to easy change. They will not change without explicit action. Some of the actions that will guide change include:

- adopting and integrating the values identified in the vision of sport ratified by Sport Forum II;
- examining policies against values and adjusting these policies to ensure congruence;
- examining values and ethics embedded in the rules and conventions of sport for compatibility with values espoused in the vision;
- assessing the degree to which day-to-day practices conform to the values of sport;

- publishing the values and the policies so that athletes, coaches and officials can support the directions of the sport body;
- involving officials and coaches in all discussions on future directions, values and ethical conduct;
- bringing together coaches, officials and athletes to explore issues on the conduct of sport and then acting on their recommendations.

## **RECOMMENDATIONS**

The Task Force therefore recommends that:

73. The Fitness and Amateur Sport Branch monitor through research and polling, the beliefs and opinions of Canadians on values and ethics in amateur sport and publish the results to the sport community.
74. The Fitness and Amateur Sport Branch increase its advocacy for and involvement in the area of athlete health and safety across the sport continuum and, working with the provinces, territories and sport medicine councils:
  - develop a national data bank on injuries in organized competitive sport (in part to assist the long-term access to liability and accident insurance);
  - identify areas for related research;
  - work with the national sport bodies to develop strategies to reduce preventable injuries.
75. The Fitness and Amateur Sport Branch work with CADO and the national sport organizations to continue Canada's leadership in the global anti-doping fight, while underscoring the critical relationship to values and ethics.
76. National sport and multi-sport organizations should:
  - clarify and publish the values and principles that will guide their sport, its administration and its practices and for which they are prepared to be held publicly accountable;
  - model the same values and ethics espoused in the Canadian Plan for Sport in the leadership and administration of their own sport organizations; and
  - collectively monitor the drift away from sport traditionally based on rules, principles and values and take corrective actions to ensure that organized competitive sport fits with the Canadian Plan for Sport and retains its core values.
77. National sport and multi-sport organizations should:
  - educate coaches, officials and athletes on the specific values, rules and ethics of the sport and the roles of each in upholding them;
  - examine the ethics of the rules and conventions (i.e., practices/norms) of their sport(s) to ensure they are ethical and consistent, and that athletes, coaches and

officials are not placed in ethical dilemmas inherent in conflicts in the rules and conventions of sport.

78. National sport and multi-sport organizations should:
  - increase the priorities placed on athlete health and safety and create national plans to reduce injuries to athletes within their sport;
  - develop strategies to address the issue of violence in sport from a moral (e.g., cheating.), health and legal perspective;
  - develop sport-specific anti-doping plans and co-operate with the Canadian Anti-Doping Organization and the overall Canadian campaign to address drugs in sport;
79. The Coaching Association of Canada make explicit, in all levels of the certification program, the role of the coach in the ethical conduct of the sport and in instilling the ethical behaviours expected of athletes in competition.
80. The Commission for Fair Play should:
  - provide support to national sport bodies undertaking ethical examination of their rules and conventions and develop programs and models to aid in the resolution of any ethical issues that emerge;
  - increase the pace and scope of its efforts on the issue of violence in sport and in conjunction with CADO expand its educational program related to drugs in sport as a values and ethics issue;
  - work with the other multi-sport organizations to heighten the emphasis on values and ethics challenges in the conduct of sport.
81. The Commission for Fair Play become a non-profit corporate entity retaining strong links to governments and the sport community, while retaining its objective capacity as a conscience and critical observer of the conduct of sport.
82. That the Canadian Olympic Association be encouraged to use the philosophy of the Olympic movement and its core values to promote the essential values and benefits of sport and to encourage leadership and actions consistent with these values.
83. The Commission for Fair Play and the Canadian Olympic Association work co-operatively to increase and promote education on values and ethics in sport in the Canadian school system.





**Part V:  
Government And Sport**



## Chapter 20: The Role of Governments

*With harmonized policies and programs, all stakeholders work together to enhance the sport experience of all athletes at all levels of sport. The barriers and gaps are eliminated allowing a smooth, seamless progression along the sport continuum.*

*"A Vision of Sport in Canada".  
Task Force Report (Ottawa, 1992).*

### BACKGROUND

Governments in most countries have been involved in sport for many years. Involvement ranges from the hands-off policies of the United States, to the dominant control that, until recently, characterized sport in Eastern bloc countries. Most countries have a minister of sport, or a minister assigned sport responsibility as part of a broader portfolio. Many countries have laws and articles in their constitutions on sport.

Governments recognize the importance of sport to both international and domestic policies. International sport activities contribute to understanding among peoples and countries. Sport offers one of the few areas of common ground among a multitude of cultures. Governments use sport to forge contacts and alliances with other governments, in order to address common issues and problems.

Sport can help to achieve social goals, such as reducing regional inequities, equalizing opportunities for women, bilingualism, access for the socially disadvantaged and greater access for the aboriginal population, people with a disability and ethnic minorities. Sport transmits societal values, such as fair play and equality. Important in youth development, sport teaches life skills, values and ethics. Sport promotes community attachment and goodwill among citizens.

Amateur and professional sport have evolved into "big business." The significance of sport as an economic force is only just beginning to be understood. In a Council of Europe study, consumer spending on sport in member countries was estimated at US\$35-40 billion and employs 1.5 million workers. It is hardly surprising that governments wish to be closely involved with such an economic force.

Sport is an important expression of culture and an area where traditionally governments have been involved. Sport provides an impetus for patriotism and national pride. Sport is an important unifier. The arena, playing field or community centre is often the hub of activity that brings neighbours together.

Sport is so important and fundamental in the lives of citizens that governments have a responsibility to be involved.

## CANADIAN GOVERNMENT INVOLVEMENT IN THE SPORT SYSTEM

Canadian governments have played a significant funding, leadership and directional role in sport. All three levels of government (federal, provincial/territorial and municipal) are involved in funding sport. Federal and provincial governments provide direction to the sport system in general and to individual sport organizations. Relationships have been established among different levels of government and between government and sport organizations.

The **federal government** is involved in issues such as bilingualism, women in sport, high-performance development, major games, access, health, values and ethics, anti-doping, support of excellence and other areas of social expectations.

Federal government involvement began in the 1960s and seriously expanded in the 1970s. The *Fitness and Amateur Sport Act* of 1961 legislated entry of government into amateur sport and provided the basis for federal funding. Canada's poor showing in international competition and the low level of physical fitness among Canadians provided impetus for government leadership in Canadian sport.

The 1970 White Paper (*A Proposed Sport Policy For Canadians*) became the focal point for government involvement, along with the desire to make a good showing at the 1976 Olympics. It helped to establish the concentration of federal government on high-performance sport. This targeting of federal money and interest on high-performance sport gave the federal government significant influence over national sport organizations. A federal government objective was to encourage more professional association management and improve administrative structures.

The role of **provincial/territorial governments** has many similarities to the federal role. By 1985, the two levels had developed a working agreement on respective roles and jurisdictions. In addition to funding, provincial governments promote sport development, support provincial championships and other games, develop facilities (often through lottery funds) and support athletes and their organizations at the provincial level.

**Municipal governments** do not receive a fair share of recognition for their significant role. Local governments carry primary responsibility for facilities development. Ice arenas, swimming pools, football and soccer fields, gymnasias and recreation grounds are developed and maintained by municipal or local education authorities. Generally, bids for major games are initiated and supported at the municipal level.

Municipal recreation departments play a key role in active living pursuits, organizing and managing community sport activities. Practically all our high-performance athletes started their sport careers at the community level.

Governments will continue to be involved in sport, but their role is evolving. As the sport community continues to mature, jurisdictional

issues become a focus of more debates. Several issues need to be addressed while ensuring a strong public sector role in sport.

## **ISSUES AND CHALLENGES**

### **Implications of a New Vision of Sport**

The Task Force vision of sport includes the federal government as a full partner with the provincial, territorial and municipal governments, sport organizations, coaches, athletes and leaders, collectively charting the future of Canadian sport. Although idealistic, efforts to develop a common vision and national goals for sport are progressing well. This will not happen overnight, but there is a growing desire among partners to succeed.

A national plan for sport will be essential to developing strategic plans for individual stakeholders. This approach will include a review of existing responsibilities, and identifying changes needed to move to a less directive, more co-operative partnership. The federal government will take these goals and plans into consideration as it develops its policies. However, it will be important for the sport system to recognize the pressures on each partner. A national plan for sport must be developed, recognizing time constraints and making every effort to reach agreement in a timely manner. The Task Force feels the time to act has come.

The collaborative process needs to resolve some issues. The following questions could provide an agenda for addressing these issues:

#### *Athlete Development*

Is the present system the best for development of the athlete? Does it reflect an athlete-oriented model with access to appropriate developmental services?

#### *Social Responsibility*

Do plans, programs and policies meet identified social needs?

#### *Values and Ethics*

Is there strong commitment by all partners to Canadian values and ethics, both in concept and practice?

#### *Equity, Accessibility, Fairness*

Are these identified as important goals with programs and policies to achieve them?

#### *Consultation and Co-operation*

Has the system developed and implemented a process of consultation and co-operation, involving all partners in decision making?

#### *Funding*

Does the split between federal and provincial funding enhance or compromise NSO/PSO plans and operations? Is the level of federal/provincial consistency and integration a limiting factor?

#### *Physical, Mental and Social Development of Canadians*

Does the system adequately address these needs? (including enhancing personal health, community development and cohesiveness, national unity and economic impact)?

#### *Regional Diversity*

Do national goals and plans address regional disparity and provide suggestions to overcome them?

#### *Excellence at Every Level*

Does the system adequately promote excellence?

#### *Organization of the Sport System*

Does the current NSO/PSO model provide a continuum of sport development opportunities?

#### *Federal/Provincial Integration*

Are federal, provincial and territorial governments integrating their policies?

### **Intergovernmental Relationships**

The Task Force is convinced that in order to establish an integrated and cohesive sport system, federal/provincial/territorial governments must review existing policies, roles and programs. Governments need to discuss new co-operative roles and responsibilities.

A 1985 report *High Performance Athlete Development in Canada*, made the following observation:

*It is important to recognize that the clarification of roles of the major players in the sport delivery system is an ongoing process requiring regular review and evaluation. As societal conditions evolve, the roles of the selected actors must also evolve to adequately respond to changing conditions. Structures must therefore exist for regular inter-agency discussion and interface to facilitate the refocussing of roles of selected agencies.*

The Federal Provincial Territorial Sport Committee (FPTSC) develops proposals for review by deputy ministers, with final approval by ministers. The FPTSC does not relate directly to national sport organizations. Relationships with the provincial/territorial sport bodies are handled by their respective government.

The Intergovernmental Workshop, organized to provide input to the Task Force, observed that "the existing mechanism (i.e., FPTSC) for government-to-government relationships...is generally effective, but by no means has this mechanism led to an integrated coordinated system in which the two levels agree on an overall approach to sport development in Canada."

There are at least two basic reasons for this situation. First, the FPTSC is exclusively a governmental mechanism. It develops its ideas in isolation from the other players in the sport system. Second, it reflects the political organizational structure of Canada. This constrains its work by jurisdictional sensitivities.

The Intergovernmental Workshop proposed the following observations:

- While the existing traditional roles are "appropriate for the future...the ways and means by which these functions are undertaken need to be modified in light of the growing capabilities of non-governmental organizations."

- There is a need for improved relationships and interaction between the different layers of the system, and for new mechanisms to forge these links.
- Governments should provide the leadership to "adopt common goals and working arrangements among the partners."

While useful observations, the Task Force believes they fall short of providing a framework for a new federal/provincial/territorial relationship. The approach fails to address such questions as:

- Are the existing divisions of responsibility right for the future?
- Does the system currently reflect a logical way to organize the sport system in Canada?
- Does the system meet developmental needs of all participants from young children to seniors?
- Can government funding and programs be better organized to improve system integration and the concept of a seamless system?
- Does jurisdictional compartmentalization serve the best interests of the athletes and sport system?
- Are governments prepared to accept genuine partnership and shared leadership by accepting sport organizations as equal partners?
- Have the provinces and territories become too oriented to high-performance sport at the expense of a balanced approach?
- How can physical activity and sport be given greater emphasis in the school system?
- How can greater integration and co-ordination of the various levels of the sport system be developed?

These questions are not exhaustive. They are examples of areas that the two levels of government might explore in developing a new model for governments in the sport system.

In incisive and thoughtful terms, the Ontario government brief to the Task Force suggested a new direction. Ontario identified these three essential elements of a "holistic approach" to sport in Canada:

- *balance*—between excellence and participation goals; between sport, recreation and active living; between all jurisdiction levels and their influence in decision and policy making;
- *accessibility*—to all people in Canada regardless of race, social or economic standing, age, gender, etc;
- *partnership*—the key to success and based on shared responsibility, collaborative leadership, mutual respect and trust for all partners.

The Ontario approach is based on values and consensus through collaboration. The days of unilateral planning are over. The Task Force sees this approach as desirable and attainable.

### **Extent of Federal Government Involvement**

The issue of government involvement is not whether or not governments should be involved in sport, but the extent and nature of that involvement. Few have argued that government financial support for sport is not needed. There is near unanimity that federal

*The status quo is unacceptable, as are short term solutions to complex problems.*

*-Ontario Minister of Tourism and Recreation  
Submission to the Task Force*

*It is now clear that the relationship between the sport community and the federal government must change...The change to one of shared leadership in determining the sport agenda, evolving to a shared partnership, recognizes that both the federal government and the sport community each have their own mandates and, to achieve them, they must work in concert with one another. This will require a change in the management culture and behaviour of both the sport community and the government.*

*Submission to the Task Force*

government involvement in the affairs of sport organizations has become excessive. It is time to redress the balance.

Chief Justice Dubin stated that "the day-to-day administration of sport in Canada has become a function of government to a degree that never was intended nor, indeed, is either healthy or appropriate for sport."

While this criticism is valid, it fails to recognize the more positive aspects of direct government involvement in sport. Through government funding and policies, sport organizations have reached a high level of competence and responsibility. High-performance sport has progressed; hosting major games has provided quality facilities and opportunities for Canadian athletes. Without government involvement, sport in Canada would not be what it is today. The problem stems from the directive approach of the federal government, not its motives and achievements.

In a collaborative partnership, the federal government would move away from the day-to-day operations of sport organizations. Control and direction would give way to shared leadership, with common vision, values and goals for sport.

In order to adapt to this new concept of the sport system, the federal government will need to restructure the Fitness and Amateur Sport Branch to enable it to carry out its new role effectively. The Task Force believes that **the restructured Fitness and Amateur Sport Branch should:**

- reflect a co-ordinated corporate approach to policy and program development and significantly reduce the current compartmentalization that exists between fitness and sport;
- reflect commitment to a significantly reduced control role, and the increased need to provide service to a variety of internal and external clients, and to delegate progressively as many program operational aspects as possible to the sport and fitness organizations;
- expedite the change from its current control orientation toward the sport organizations to playing a co-operative co-ordinating role in the sport system;
- improve the information and data gathering capability to provide better quality advice and improved policy and program planning and development;
- be in a position to play a key role in bringing about greater harmonization between federal/provincial/territorial public policies and programs;
- establish Fitness and Amateur Sport as a leader in consensus building among the various stakeholders (governments, non-profit organizations, special groups, etc.), on a sport plan for Canada and an active living plan for Canada;
- position the Minister of Fitness and Amateur Sport within the federal government as the leader and co-ordination point for

*A redefinition of the role of the federal government is required with less day-to-day involvement as relationships evolve through shared leadership to interactive partnership with appropriate accountability.*

*—A Submission to the Task Force*

the development and promotion of Canada's "physical culture";<sup>1</sup>

- be flexible enough in future to adjust to policy and other changes with minimal restructuring.

### **Accountability**

With the evolution to a shared partnership and greater autonomy for sport organizations, accountabilities need to be renegotiated. Formal agreement between the organization and the government would confirm responsibilities and accountabilities. This accountability framework would be based on the concept of equal partners willing and able to be fully accountable for their undertakings. (See Chapter 23, **A New Accountability Framework**, for an outline of the proposed framework.)

This is a major departure from the present situation. It requires a major change in the current role and functions of the Fitness and Amateur Sport Branch. It requires sport organizations to make significant changes in the way they operate and relate to the government.

### **CONCLUSION**

Ontario outlined a direction for the sport system and its partners. The Task Force agrees on this direction and its need for change in three major areas:

- **Need to Change the Sport Culture**

To find a new co-operative/shared planning approach, involving all levels in the public as well as private sectors, and among all users and stakeholders.


- **Need to Change the Hierarchical Concept in Sport**

The "international-over-national-over-provincial-over-local" concept is outdated and has to be changed in each sport to a more vertically integrated sport service delivery partnership.

- **Need to Change the Planning, Policy and Decision-making Process**

Sport jurisdictions tend to be isolated from each other. Opportunities for shared planning, policy and decision making should be based on collaboration and driven by consensus. All who are affected should be involved.<sup>2</sup>

- 
1. *i.e., dealing with the array of societal policy pursuits and activities that make up our physical-activity-based culture profile. This ranges from sport and active living to urban planning that is environmentally sensitive to people activities, to tourism and health promotion based on active lifestyles/opportunities, to pride in our cultural trademark as a nation that incorporates physical activity values as an integral part of its culture.*
  2. *Ontario Ministry of Tourism and Recreation. Ontario Perspective (in response to the Task Force, July 1991).*



Such change would radically affect the nature of government involvement in the sport system. National sport organizations would be fully responsible for their actions. The new approach would be based on equal partners willing and able to be fully accountable.

### ***RECOMMENDATION***

The Task Force therefore recommends that:

84. **Fitness and Amateur Sport be restructured and its leadership role and approach be redesigned to reflect the changing vision, conduct and governance of sport and the recommendations of the Task Force Report.**

# Chapter 21: Federal Sport Policies and Programs

## **BACKGROUND**

Sport Canada, a directorate of the Fitness and Amateur Sport Branch, is the principal federal government agency involved in day-to-day operations of the sport system. It is responsible for relationships with sport organizations and with provincial and territorial sport departments.

### **The Sport Canada Mandate**

Over the last 10 years, the Sport Canada mandate has been:

- to provide leadership, policy direction and financial assistance to the development of Canadian sport and the Canadian sport system;
- to support the attainment of the highest possible level of achievement by Canadians in international sport;
- to support initiatives aimed at increasing the number of Canadians participating in sport.

This mandate has been translated into policies and programs whose goals are directed to sport-system building, support to national sport organizations, high performance sport development, domestic sport development and policy and program development. Sport Canada's statement of goals spells out its objectives in the sport system. The latest statement lists the seven major goals of the Directorate:<sup>1</sup>

- to co-ordinate, in conjunction with national sport organizations, provincial/territorial governments and other agencies, the development of an integrated sport system and related infrastructure which provides a wide range of programs and opportunities for all levels of athlete and sport participants;
- to provide assistance to strengthen national sport organizations and their affiliates so they may become primary agents for the development of their sport in Canada and, in so doing, contribute to the attainment of their own and the federal government's objectives for sport;
- to co-ordinate, promote and develop, in conjunction with national sport organizations and other agencies, high performance sport sub-systems and programs which will identify and provide talented athletes in Canada with sufficient support to enable them to excel at the highest levels of international competition;

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1. *Sport Canada.*

- to co-ordinate, promote and develop domestic sport programs and sub-systems, in conjunction with NSOs, provincial governments and local authorities, which are designed to improve both the quality and quantity of opportunities available to Canadians to participate in sport;
- to undertake research, special studies, consultations and evaluations, leading to the development of federal government sport policies and programs;
- to manage, co-ordinate and deploy financial and human resources available directly to Sport Canada and from other sources within Fitness and Amateur Sport in an effective and efficient manner to ensure the attainment of program objectives;
- to design and maintain an up-to-date data base and other forms of information on various aspects of Canadian and international sport which will provide relevant information for management policies and decisions both inside and outside government.

Sport Canada policies and programs have concentrated on strengthening national sport organizations and developing high performance sport. The policy of improving the organizational, administrative and technical capabilities of sport organizations has been particularly successful. Technical development of high performance sport has benefited considerably from Sport Canada's efforts.


Sport Canada's control in allocating government funds has given it considerable power over sport organizations and the sport system. The main thrust of the criticisms has been that (through its administration of federal policies and programs) Sport Canada has exercised excessive day-to-day control and direction over sport organizations. This criticism is reflected in the Dubin and parliamentary sub-committee reports as well as the Task Force consultations. Sport Canada has appeared reluctant to change its style and approach. This failure to adapt to more mature and effective sport organizations is the primary reason for the criticism.

The Task Force believes that Sport Canada must make significant changes in its relationships. The nature of these changes, based on the concepts of partnership, shared responsibility and co-operation, is reflected throughout this report.

### **Sport Canada Consultants**

Consultants are the primary link between Sport Canada and sport organizations. They possess a broad range of knowledge and a variety of sport-related skills. They provide advice and interpret government policies and programs to the sport community. The complexity of programs and policies increases their role as interpreters.

Consultants are the key links in assessing financial requests. Their recommendations on association requests are an important consideration in decision making. Also, consultants are involved in a variety of day-to-day operational matters with the associations.



The need for change in Sport Canada's style and approach to its relations with sport organizations requires redefinition of the consultant's role. The consultant's knowledge and experience must be rechannelled into new and more challenging roles. Consultants can no longer exercise the same degree of authority and control. A consultative, co-operative relationship will require consultants to respect the competence and autonomy of clients. It is essential that senior management involve the consultants in this change process.

### **Federal Sport-Related Policies and Programs**

Sport Canada has developed policies and programs relating to the development of sport organizations, high performance sport and athlete development. These policies and programs cover a range of activities such as funding, planning, technical development and human resource management. They cover most aspects of sport associations' activities.

Sport Canada has emphasized **association management**. Sport Canada's organizational chart outlines a comprehensive list of activities under association management. These reflect the control orientation which has characterized the Sport Canada relationship with sport organizations. Under this approach, Sport Canada personnel have been involved directly in the day-to-day operations of most national sport organizations. The extent of this involvement has been the cause of growing criticism expressed in the previous chapters.

The Task Force has carefully reviewed a number of Sport Canada policies and programs and proposes significant changes. These changes reflect the new philosophy of partnership which the Task Force supports. The programs and policies reviewed include: Human Resource Management, the Quadrennial Planning Process, the Athlete Assistance Program, the Sport Recognition System and federal support for high performance sport. In addition, the Task Force provides an overview on the International Relations Program of Fitness and Amateur Sport.



## **HUMAN RESOURCE MANAGEMENT**

Most national sport organizations are staffed by administrative and technical professionals. Most of these positions receive a significant portion of their funding from Sport Canada. A condition of funding is the direct involvement of Sport Canada personnel in the selection and evaluation of these funded positions.

This policy is justified on the basis that "...the government has an interest in knowing that its funding is well-directed and that appropriate management practices are in place and being observed in the human resource area...Sport Canada retains the right to review and, where conditions warrant, to withdraw financial support."<sup>2</sup>

Sport Canada consultant involvement includes approval of salary support, participation in selection interviews, ranking of candidates, review of appraisal reports and involvement in any termination action. In short, Sport Canada plays a significant employer role in personnel management of funded positions.

This involvement by Sport Canada staff represents a potential conflict of interest. Sport organization personnel must deal with Sport Canada consultants when they are representing the interests of their organizations. These same consultants have been involved in their selection and performance appraisal. In concept, this is not a satisfactory situation.

Sport Canada involvement in personnel management grew from the perceived need to ensure appropriate practices and policies by sport organizations. The Task Force feels that this involvement is excessive. Other means should be used to ensure appropriate human resources management. Sport Canada personnel should no longer be involved in human resource management of sport organizations. Government can ensure proper selection and other practices through establishing overall conditions to be followed for funded positions. The observation of these conditions could be monitored through the accountability framework.

## **QUADRENNIAL PLANNING PROCESS**

Generally known as QPP, the Quadrennial Planning Process was introduced by Sport Canada in 1984. It is a four-year planning cycle for high performance sport development, and later for domestic sport and organizational management. Its purpose is to help sport organizations develop high performance programs in a systematic way.

QPP has been severely criticized by sport organizations for a variety of reasons. The complex process drains staff and volunteer resources. The high performance planning system lacks both a strategic and domestic focus. Many question its value although some

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2. Sport Canada. *Human Resource Funding Policy* (1982).



*Most carded athletes work part-time, or are self-employed. Most expressed dissatisfaction with their present financial situation. Financial dependence on others, having to work to finance their sport career and the fatigue resulting from combined work-sport activities were all major concerns.*

*Status of the High Performance Athlete in Canada Report  
1991*

technical directors and coaches express support. Many see the expenditures of time and money as not worth the result. Some organizations have experienced internal conflict because of the process.

The impression that QPP was imposed without adequate consultation is still a source of anger, seven years after its inception. There is also a strong impression that QPP is more beneficial to Sport Canada than to sport organizations.

Its initial introduction raised hopes for an infusion of money into sport programs. For a variety of reasons, principally the onset of government restraint, this expectation was never realized. Many are disappointed they have not received increased funding to implement their plans.

Sport Canada did provide additional funding for the first quadrennial to offset additional costs of the new planning process. This additional money is no longer available, so organizations must carry the costs.

The Task Force found strong support for the concept of planning. Many organizations have developed strategic and long-range planning processes that meet their needs. The issue is not a reluctance to embrace planning, but a strong objection to the present Quadrennial Planning Process.

Significant changes need to be made in the Quadrennial Planning Process. These changes should result from extensive discussion between NSOs and Sport Canada. The Task Force suggests that use of QPP be optional, and not a requirement of funding. In this way, the process can be made more attractive to some organizations, while leaving its use optional to those organizations that find it a valuable asset.

## **ATHLETE ASSISTANCE PROGRAM**

### **Background**

High performance athletes receive carded status, which makes them eligible for direct government funding. There are currently about 850 carded athletes at all levels.

Most carded athletes receive a moderate income from a variety of sources. Not many athletes receive sport income from a non-government source (i.e., professional athlete salaries, endorsements or sponsorships, appearance fees or prize money). The average annual income in 1989 for carded athletes was \$15 931, but most athletes earned less than that. Income averages are skewed by the small percentage earning high incomes.

Athlete assistance from the Athlete Assistance Program (AAP) is not a salary or fee for services. It helps international-calibre athletes with training and competition expenses. Athletes who meet the criteria for carding receive tax-free stipends ranging from \$150 to \$650 per month. AAP cards range from levels A to J as well as R and TC. In addition to the direct subsistence payments, AAP pays tuition

TABLE 21-1

**ANNUAL INCOME LEVEL OF CARDED ATHLETES BY SOURCE (1989)**

<b>Income Sources</b>	<b>Percentage of Athletes Receiving Income from Source</b>	<b>Average Amount Received by Those Athletes Reporting Income From Source</b>
<b>Sport-related Income Sources:</b>		
<input type="checkbox"/> Sport Canada Athlete Assistance	90% <sup>1</sup>	\$ 5,258
<input type="checkbox"/> Provincial Athlete Assistance	23% <sup>2</sup>	\$ 1,146
<input type="checkbox"/> National Sport Organization support	14%	\$ 4,371
<input type="checkbox"/> Professional Athlete Salary	5%	\$ 7,664
<input type="checkbox"/> Endorsements/Sponsorships	16%	\$ 7,328
<input type="checkbox"/> Appearance fees/prize money	18%	\$ 3,265
<b>Average Sport-related Income</b>	100%	\$ 8,050
<b>Non Sport-related Income Sources:</b>		
<input type="checkbox"/> Employment	59%	\$ 9,014
<input type="checkbox"/> Scholarships/Bursaries	37%	\$ 1,982
<input type="checkbox"/> Contributions from Parents/Relatives	34%	\$ 2,991
<input type="checkbox"/> Interest/Dividends	13%	\$ 1,635
<input type="checkbox"/> UIC or Social Assistance	3%	\$ 1,912
<input type="checkbox"/> Other Sources	13%	\$ 4,823
<b>Average Non Sport-related Income</b>	89%	\$ 8,921
<b>Average Total Personal Income</b>		\$15,931

1 All nationally carded athletes receive SCAAP income. This 90 per cent figure reflects the fact that some newly carded athletes (mostly C1 and some C cards) did not report AAP income for the previous year. Over 97 per cent of A, B and C cards reported SCAAP income. The average incomes, overall and by source, are only slightly higher when C1 carded athletes are removed from the analysis.

2 The majority of athletes (about 70 per cent) receiving provincial assistance in the year prior to the survey were newly carded C1 (probationary) and C cards.

Source: Ekos Research Associates.  
Status of the High Performance Athlete in Canada Report.

*Some Basic Characteristics of Carded Athletes*

- 10% have A cards (top eight in the world); 15% have B cards (top 16 in the world); 49% have C cards; 20% have C-1 cards (just near probationary C cards) and 6% TC (Training Centre) cards or Injured status.
- Older athletes are more likely to be carded at high levels.
- Female athletes are more likely than their male counterparts to hold A or B cards.
- On average, athletes have been carded for four years; athletes with higher carding status have been carded longer.
- The majority (58%) have also been provisionally carded, on average for two and a half years.

*Status of the High Performance Athlete in Canada Report  
November 1991*

for students attending approved schools. There is a provision for special financial needs.

Carded athletes rely on both sport and non-sport income sources to meet their basic living, shelter and sport expenses. Sport income sources (government and non-government) are inadequate to cover these expenses. While the 1989 personal income of most athletes was slightly higher than their expenses, over 50 percent of their personal incomes came from non-sport sources such as employment, scholarships and financial support from parents or relatives. Furthermore, the average personal incomes of athletes in all sport groups and carding levels fell short of the minimum income respondents felt they needed to support themselves. Many carded athletes are financially dependent on family or friends.

Criteria for A and B cards are established by Sport Canada and based on domestic and/or international event standings. All other levels are negotiated between the NSO and Sport Canada.

Eligibility criteria for the AAP is complicated. Broadly speaking, Olympic sports, non-Olympic sports with world championships or equivalent, and certain sports which have been recognized by Sport Canada may qualify for the program. There are separate criteria for each card level. Carding is given for a finite period (generally one to two years).

**Athlete Assistance Program - Card Levels**

Card Level	Monthly Amount
A	\$650
B	\$550
C	\$450
C-1	\$350
D	\$300
TC	\$300
H	\$250
R	\$250
J	\$150

- *Status of the High Performance Athlete in Canada Report (November 1991).*

Athletes recommended by the head coach must be approved by the executive and Sport Canada.

The program also provides extended assistance to student athletes who have fulfilled a long-term training commitment and have represented Canada in international sporting events.

The Task Force supports the concept of an athlete assistance program. Competition at high performance levels is costly and demands dedication by athletes. Few could afford to pursue excellence without such support. Offsetting additional living and training costs is essential.

# EXTENT OF FINANCIAL DEPENDENCE ON OTHERS BY AGE GROUP OF ATHLETES

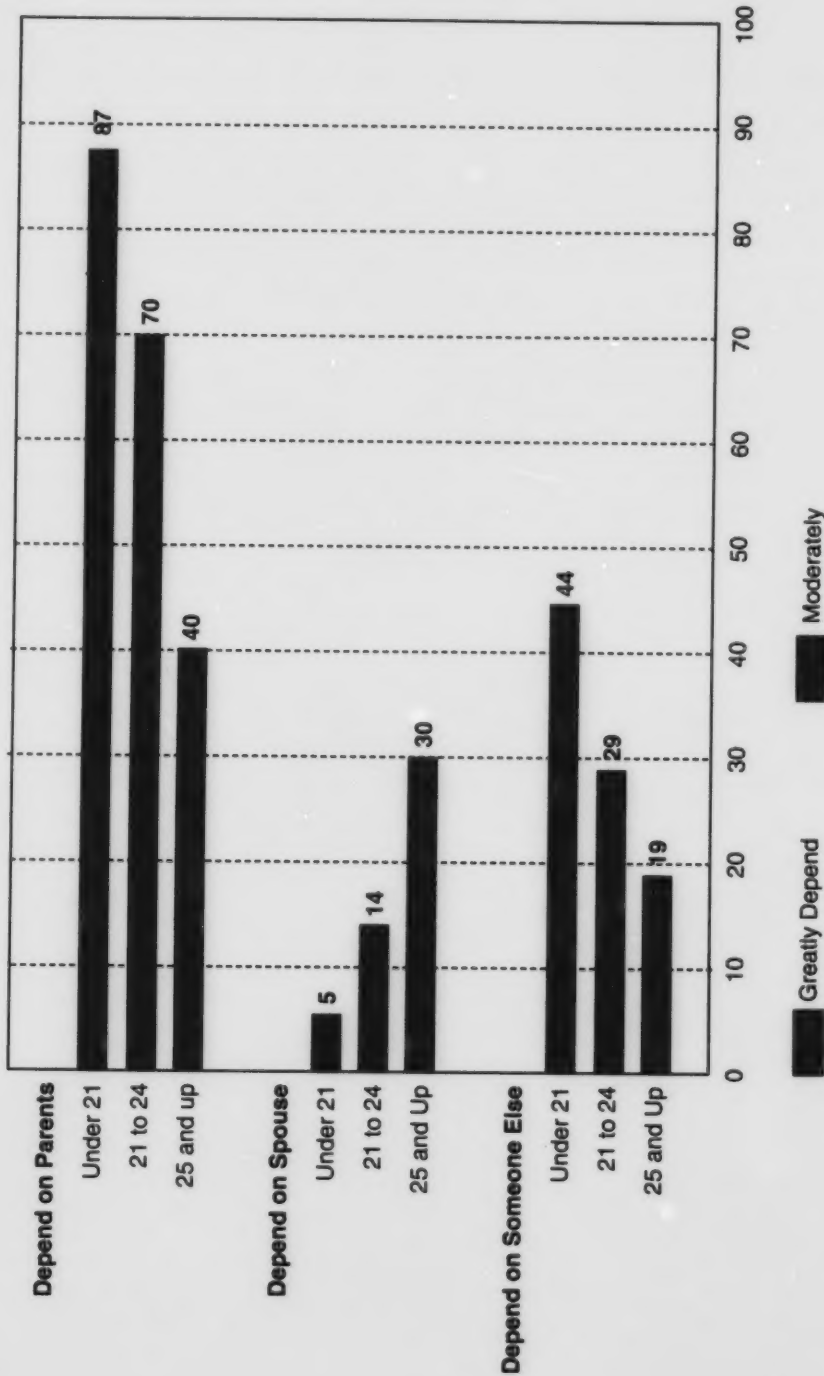


TABLE 21-2

Source: Report on the Status of the High Performance Athlete in Canada, unpublished, November 1991

## AVERAGE PERSONAL INCOMES: CARDERD ATHLETES AND THE GENERAL POPULATION

	Male Incomes in Canada	Male Athlete Incomes	Female Incomes in Canada	Female Athlete Incomes
Age 24 and under	\$25,547	\$11,880	\$13,546	\$9,953
Age 25 to 34	\$41,777	\$23,486	\$22,713	\$18,936
Age 35 to 44	\$54,979	\$42,033	\$28,393	n/a

Source: Report on the Status of the High Performance Athlete in Canada, unpublished, November 1991

### How the Athlete Assistance Program Operates

- Budget \$3.0 million
- 46 sports involved
  - 22 summer Olympic individual sports
  - 9 winter Olympic individual sports
  - 10 Olympic team sports
  - 5 non-Olympic sports
- Living and training support, \$4.4 million
  - funding directly to athletes every two months
- Tuition \$0.5 million
- Extended AAP \$0.125 million for retired athletes to assist completion of education and adapt to post-competitive careers
- minimum criteria, three years carding at A or B level

Sport Canada

Except with regard to funding levels, a greater number of carded athletes think the AAP works well than the number that report problems.

In fact, two thirds of them feel that the AAP permitted them to achieve higher levels of athletic performance.

Status of the High Performance Athlete in Canada Report  
November 1991

## Issues and Challenges

### Athlete Assistance Program Agreements

Sport Canada requires formal agreements between carded athletes and their sport-governing bodies. Provisions may be added to the sample agreement (provided by Sport Canada). The Task Force has reviewed a number of these agreements and is concerned that they tend to favour the organization over the athlete.

In a 1991 article in the *Journal of Sport Management*, Dr. Susan MacMillan of the University of Alberta made the following observations:

*Although it is a legal contract, some terms contained within an athlete/NSO agreement (content) and the procedures by which they are administered (implementation) are **not in the best interests of athletes** [bold ours]. In fact, the agreement could be said to treat athletes unfairly and/or to disadvantage those who sign...The alternatives for action for athletes are limited. An appeal process, regardless of how thorough, does not provide compensation to athletes who have lost opportunities to compete or train due to unjust decisions. Athletes also do not have an acceptable channel through which to be compensated for losses due to their actions, or to prevent harm from occurring. This could be improved by negotiating the terms of an agreement before signing. In addition, certain obligations do not specifically define in quantitative terms of reference what the acceptable standards are. Athletes, then, are uncertain of the types of conduct that may oppose or uphold that clause.*

### Carding National Champions

The current criteria do not automatically card national champions in recognized sports. The Task Force feels these champions should be carded, when they are members of a national team receiving public support. While recognition of international standing is important, Canadian champions should be encouraged to achieve even higher standards of excellence.

### Levels of Cards

Forty-nine percent of cards are at the C level. The Task Force feels the C card should become the basic level and used to determine the stipend paid to all carded athletes. All amounts would be based on the C card to reflect its status as the main national team-level card. This proposed change would serve to reinforce the status and achievements of athletes who have gained national team status. A and B cards would be awarded to world-class achievers to help cover the costs of sustaining world-class training and competition. Adjustments to athletes' stipends would be based on the C level, which would become the carding bench mark. Further, consideration should be given to rationalize the number of levels below the C level. This should be done in a manner that does not penalize athletes currently receiving support at these levels.

### Amount of Stipend

The AAP stipends have not increased since 1985-86. The overall budget for athlete assistance has decreased since 1987-88. The Task

Force believes direct assistance to athletes should be a priority of government funding.

Without athletes, there would be no sport system. They should be the main focus and priority of the sport system. While we fully understand the current need for fiscal restraint, it is our view that incremental funding should be provided for the AAP budget. If additional funds cannot be made available, money should be diverted from other parts of the sport budget.

#### *Means Test*

The Dubin Report suggested a means test for AAP recipients. While there are a few athletes in Canada who receive significant income from sport, they represent a very small proportion of our high performance athletes. A means test would apply to all athletes. It is doubtful that a means test would free up money, and it could be a legitimate cause of resentment by the athletes.

The Task Force has considered means testing and does not agree with it. To apply a means test is not consistent with current Canadian government policy. Imposing a means test on athletes would be to treat them differently from other individual Canadians receiving government support. However, we recommend that athletes whose trust funds reach \$100 000 or more should no longer be eligible for the AAP.

#### *Co-ordination with Provincial Carding*

Several provinces provide funding assistance to athletes. This is done to assist high performance athletes with training and competition expenses. There is some overlap where an athlete may receive assistance from both the AAP and his or her province. A coordinated approach to avoid duplication and to ensure the effective utilization of athlete funds is needed.

The Federal Provincial Territorial Sport Committee could develop a co-ordinated approach. Each province or territory would have to make its own decision and agreement regarding integration, but this should not be an insurmountable obstacle.

#### *Athlete Input into AAP*

Athletes need greater involvement in decision making by their sport-governing bodies. This is true also in their relationships with Sport Canada. There are no established mechanisms for ongoing consultation. If means of consultation are established, the athletes will respond. If the proposed athletes' association gains sufficient support, it could become the vehicle for greater athlete involvement.

Athlete input into the AAP is needed. Currently, sport-governing bodies negotiate AAP criteria with Sport Canada. The Task Force feels that it is important for Sport Canada to establish a direct consultative relationship with athletes on matters of direct concern to them, particularly the Athlete Assistance Program.

#### *Post-Competition Needs*

With the exception of the AAP extended benefits, there is no provision to assist high performance athletes to adjust to regular life following their competitive careers. Although the long-term earning potential of most high performance athletes is not negatively

An athlete must be prepared  
beyond the Games. He must  
have a goal beyond the Games  
otherwise it's like walking on a  
tightrope.

Lydia Tom, 1984 Olympic gold  
medalist in swimming

affected by participation in sport, the short-term integration into a career can present some difficulties.

A counselling system to advise athletes after their sport careers could be of assistance. Sport Canada, in co-operation with athletes and national sport governing bodies, could develop a counselling program.

The *Status of the High Performance Athlete in Canada Report* noted that there "is a socio-economically disadvantaged segment within the high performance community." The views and circumstances of these athletes are significantly different from the majority of athletes who are well educated and economically comfortable. There is little potential for professional sport careers for most Canadian athletes, including those who may have difficulties establishing themselves in other careers.

An athletes' foundation might help athletes' who require financial assistance. The foundation could assist athletes with expenses for education deferred during their active careers. Also, it could encourage athletes to pursue coaching as a career.

Creation of an athletes' foundation would provide an opportunity for Canadians, business and governments to assist aspiring high performance athletes financially. Athletes making significant amounts from sponsorships and endorsements could be encouraged to donate to the foundation.

### **SPORT RECOGNITION SYSTEM**

For over two decades, Sport Canada has struggled with classifying sports for recognition and funding purposes. For some time, Fitness and Amateur Sport has realized that the proliferation of sports would continue and demands for programs and support would increase. This is happening at the same time that federal funds are subject to constraints, outside the control of Fitness and Amateur Sport. Various incomplete attempts were made to categorize sports. Complexity of criteria, differing opinion on importance and the threat of intensive lobbies effectively limited the finalization of any approach. Nevertheless, in 1985, a classification system called the Sport Recognition System (SRS) was created.

The design of the SRS was based on four concepts. First, basic criteria were used to determine if a sport would be recognized for federal funding. Examples of criteria include legal status, extent of legitimate activity and involvement, and number of provinces. Once recognized, sports were ranked on two major themes. A domestic participation theme rated numbers of registered participants, while a high performance theme ranked achievement on athletic performances at major competitions. The domestic and high performance rankings were combined into an overall ranking for sport category (1 through 5).

Classification was intended to guide funding levels for areas such as employable positions and block administration grants. Special considerations applied, such as Olympic sports being seen as a higher priority.

In the comments received by the Task Force, it is apparent that no federal sport policy is more unacceptable and, in many cases, more offensive than the Sport Recognition System. The Task Force heard many reasons, including the following:

- Olympic and non-Olympic distinction relegates non-Olympic sports to second-class status.
- Measuring high performance success is too focused on athletic performance (i.e., winning). Often the means of measuring athlete performance is seen as too absolute and not tailored to individual sports.
- Ranking high performance development purely on athletic performance is too narrow. It does not allow other significant high performance elements to be included in the ranking.
- Frequency of assessment and competitive events chosen for assessment does not fit the optimal pattern for particular sports.
- Being ranked for a quadrennial (without opportunity for reassessment) is felt to be too long.
- Participation data (i.e., registered members) is undefined and non-standardized. A focus only on numbers prevents use of other indicators of domestic development.
- The Sport Recognition System framework is perceived to have been changed arbitrarily without consultation in 1989.
- Regardless of the weakness of the application of the framework and the eventual categorization of sports, the use of the result and the final allocation of monies is seen to be arbitrary and subjective.

### **Why a Sport Recognition System?**

Regardless of dissatisfaction with the Sport Recognition System, the need for such an approach has not disappeared; in fact, it has intensified. In preparation for the 1989 Ministers' Meeting for Sport, Recreation and Fitness, the Nova Scotia Sport and Recreation Commission studied the number and scale of sports supported by provinces/territories. The report<sup>3</sup> made a number of important observations:

*The main problem associated with the proliferation of sport is that more organizations are seeking recognition while the financial resources available for government funding are not increasing.*

*One hundred and sixteen different sport organizations were identified, with 49 recognized and funded by nine or more jurisdictions, 30 sports recognized and supported by four to eight provinces or territories, and 37 sports recognized by three or fewer jurisdictions...*

*There is a lack of a common definition of what constitutes sport, recreation, provincial sport organization or provincial recreation*

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3. *Provincial/Territorial Conferences of Ministers Responsible for Sport and Recreation. Proliferation of Sport and Recreation (Nova Scotia 1989).*

organization. There is also a lack of consistency between the provinces/territories, Sport Canada and Fitness Canada...

Another factor which has led to the proliferation of sport can be described as a maturation process within the field itself. This is evidenced in a variety of ways:

- existing sport organizations are achieving new levels of sophistication resulting in expansion in many program areas;
- technological developments have led to greater specialization in existing sports and new sports are being developed (e.g., hang-gliding, boardsailing, freestyle skiing);
- splinter groups are being formed because of the parent sport bodies' inability or disinterest (e.g., road running, triathlon);
- the emergence of organizations to administer quasi-sport and recreation activities (e.g., arm wrestling, billiards).

This provincial study raises essential questions. How many sports and which sports should the federal government support? the provincial and territorial governments support? Should there be any discussion or agreement on who to support? A sport recognition/sport funding framework might provide provinces/territories and the federal government with solutions and greater consistency. Governments cannot sustain demands for more support from sport.

Canada fields one of the largest athletic contingents in most major world games (usually in the top five and disproportional to the population). Many countries are surprised that Canada fields a national team in so many sports. Although increasing Canada's presence, some have argued it reduces our ability to adequately fund sports in which Canada can perform well internationally. This is a further tension that the federal government has to address in its funding approach.

The tension does not end with determining which sports to fund. Once that issue is resolved, the questions become which aspects to support, to what extent and why. What level of support for mass participation? for high performance sport? for domestic activities and/or international activities?

The Task Force recognizes the challenge and dilemmas in defining a sport recognition system. We believe that we must persevere in the creation of an appropriate framework. Therefore, the Task Force suggests the following design and guidelines for a new framework for funding eligibility.

## **A New Funding Eligibility Framework**

### ***Federal Funding Principles***

Within the new framework, certain fundamental elements should be included in the federal government process:

- The federal response should include both incentives to progress toward desired ends and rewards for attaining goals.
- Achievement ratings should include measuring progress against intentions and recognizing achievement of goals.
- A funding pattern should be committed for an extended period (three to five years) with annual fine tuning. A general

"contract" could outline the commitment, with a range for flexibility (e.g.,  $\pm x\%$ ).

- The approach to funding should be of value to sports in their internal planning and evaluation.
- A combination of qualitative and quantitative factors should be used in assessing sport profiles and progress.
- The approach should stress practicality, simplicity and a reduction in administrative burden.

With these principles in mind, the Task Force proposes a Sport Funding Eligibility (SFE) framework to include entry recognition, priority sports, profile assessment, desired standards, plan evaluation and a menu of eligible program funding. In an effort to describe the Sport Funding Eligibility framework, each of these is described below.

#### *Entry Recognition*

Government support of a sport should be based on clearly defined and broadly accepted criteria. "Sport recognition" refers to those sports considered for public funds. Public funds cannot sustain unlimited growth, nor can governments support all activities which are defined by their following as legitimate sports. Currently recognized sports (the 63 federally supported sports) should be retained for an agreed-upon period (five years). During this time all sports must meet the established criteria. If a sport does not meet the criteria by the end of the grace period, it would no longer receive federal support. New sports meeting the criteria would be phased in.

Discussion of entry criteria should begin with the common criteria outlined in the 1989 provincial report (See **Appendix IV**). The Task Force recommends that the criteria be no less stringent than current federal criteria and be uniformly applied to all sports. Criteria should incorporate appropriate new dimensions according to federal/provincial priorities.

#### *Priority Set of Sports for Canada*

Through common agreement, governments would acknowledge that there is a range of sports that are common across Canada. These sports are, or could be, accepted core sports and are important for public support for a set of defined reasons. Such a framework would be the result of a federal/provincial study and dialogue, and would limit the core list to a practical number (perhaps 30-40 maximum). Any government would have the option to add further sports in its jurisdiction or not to support a core sport if relevance was low.

The process would be a valid one to enable governments to understand what is important to support about sport and to explore the concept of core sports (which may also have further application in community-centred model development or education system linkages). This could be an important basis for federal/provincial harmonization of policies and funding. If there were agreement, both levels of government would use the core list as a basis for priority emphasis on sports.

Sports not identified as core could still be supported by any level of government upon meeting that government's entry recognition criteria.

#### *Assessment of the Profile of a "Recognized"/Accepted Sport*

Each recognized sport would complete a profile assessment including quantitative and qualitative indicators. This assessment would establish a base-line profile for the sport.

The profile assessment would address the following components (profile assessment components and indicators in **Appendix V** contain specific examples for each component):

- state of sport activity in Canada:
  - athlete development and athlete-centred orientation, for participation and high performance;
  - coaching and officials development;
  - competition and event program, domestic and international.
- state of sport infrastructure and governance:
  - model of the NSO, PSO and local linkages;
  - extent of vertical integration;
  - governance processes;
  - leadership and public trust.
- fit with the Canadian Sport Plan and Strategic Priorities:
  - fit with national vision, goals, core sports;
  - NSO-PSO harmonization;
  - societal expectations (equity and access, ethical behaviour).

#### *Desired Standards as Motivational Guidelines*

To provide motivation and guidance to the directions of sport planning, the federal government, with other stakeholders, would define desired standards across the assessment profile. These would be used to assist movement toward desirable and attainable goals. Some would be quantitative; others would use characteristic qualities as descriptors. These standards would be available for tailoring to fit each sport body.

#### *Evaluation of Plans of Recognized Sports*

Each sport would submit a corporate plan which addressed:

- a strategic framework (vision/mission, goals, strategic directions and priorities);
- an analysis of its profile assessment using desirable standards and areas of focus;
- an indication of how the sport intended to address federal priorities;
- an indication of how the sport intended to address national priorities (of the Canadian sport plan) as a member of the national sport community.

The federal government would review and evaluate the plans and the NSO would make adjustments after joint discussions on mutual interests. This approach would continue to stress the importance of planning as a key responsibility of the sport organization and, in particular, its strategic planning role. Sport organizations would be

encouraged to use planning models appropriate to their conditions and to draw on and tailor government-supplied models (e.g., QPP) where they are useful.

#### ***Menu of Eligible Program Funding***

Based on the assessment profile and mutual review of plans, the federal government would offer a menu of eligible program funding to the sport organization. A joint review would determine the appropriate mix and profile of support from the menu.

A wide-ranging program-support menu would be available. It would include virtually all of the current financial support categories and new categories in the areas of:

- encouraging greater participation (while provincial support of sport delivery is recognized, there is an NSO role in prototype development, promotion, and pilot work on participation-based programs, e.g., on the proposed community-centred model);
- developing links with the education system;
- developing leadership in the organization;
- maintaining public trust (focus on moral management, values examination);
- ensuring equity and access for marginalized groups. Each sport would determine its target groups for greater inclusion.

The Task Force realizes that time and investment are required in the initial cycle to put this approach in place. Many of the pieces are already present. Many partners have demonstrated the ability and will to complete such a reframing of sport recognition in Canada.

#### **Special Considerations**

##### *Olympic/Non-Olympic*

Notwithstanding the prestige of the Olympic name, Olympic Games and the allure of Olympic sports, the Task Force cannot support a class distinction between Olympic and non-Olympic sports in this proposed funding framework.

##### *Multi-Sport/Multi-Service National Organizations*

Organizations for multi-sport games (COA, CGAC, CIAU, Canada Games Council, CCAA) and for services (CAC, CSFAC, CSFM Inc., SIRC, Fair Play Commission and others) are essential to the development of the national sport community. They are an integral part of the "made-in-Canada" sport system.

These organizations should be subject to a comparable funding eligibility framework, with entry recognition criteria, overall evaluation and access to the support menu. Special criteria, desirable standards and the program menu need to be adapted for these organizations.

##### *Special Target Groups*

The Task Force has already identified special priorities, including athletes with a disability and sport for aboriginals. These groups do not fit into the single-sport model. Most would not meet the general entry criteria; they are not "single-sport" governing bodies. For example, wheelchair athletes compete in several sports.

# SPORT FUNDING ELIGIBILITY MODEL

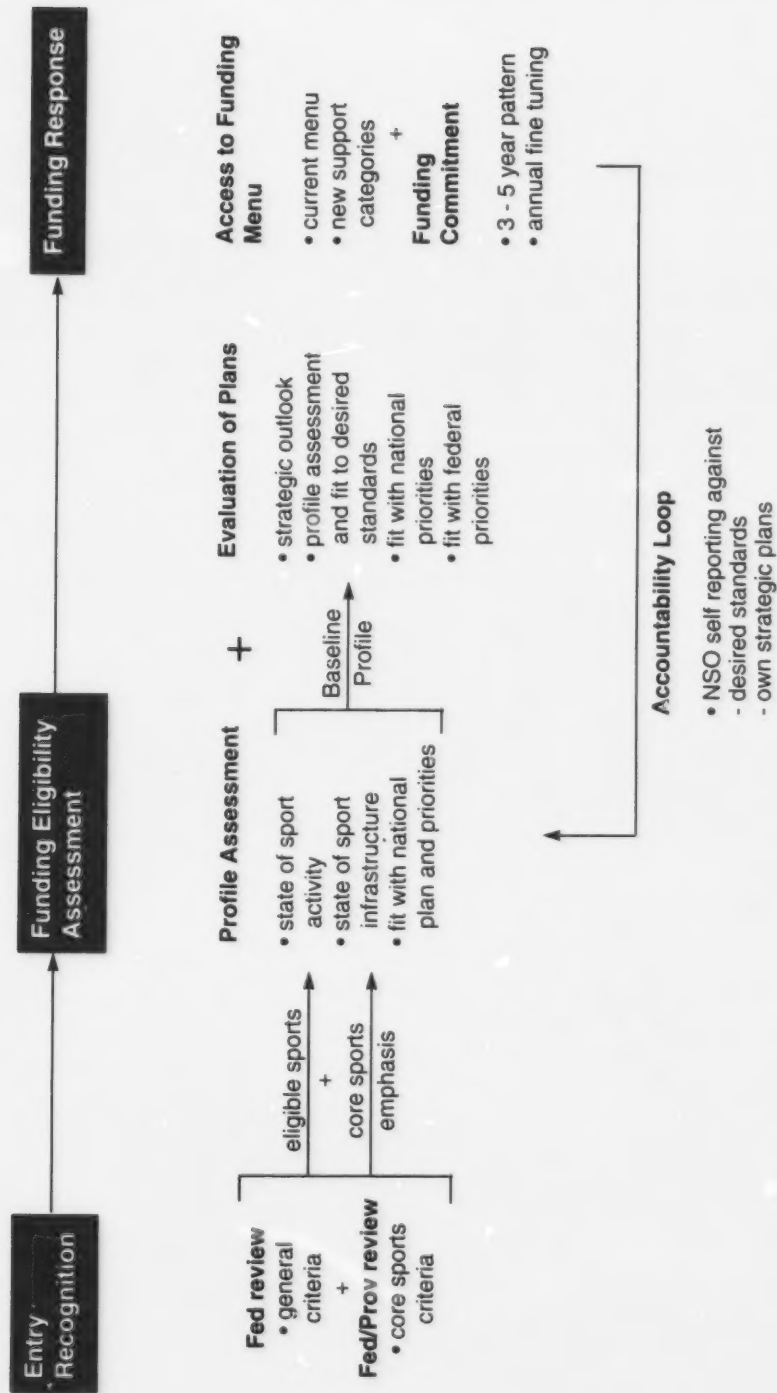


FIGURE 21-1

*In the days that followed Jonathan saw that there was as much to learn about flight in this place as there had been in the life behind him. But with a difference. Here were gulls who thought as he thought. For each of them, the most important thing in living was to reach out and touch perfection in that which they most loved to do, and that was to fly. They were magnificent birds, all of them, and they spent hour after hour every day practising flight, testing advanced aerodynamics.*

*Richard Braithwaite, Jonathan Livingston Seagull.*

Most organizations for athletes with a disability promote a hybrid approach—to integrate into existing NSO programs, where appropriate and timely, and to offer separate programs or events where appropriate. They do not want to be sport governing bodies but to act as multi-sport federations by providing competitive opportunities in a variety of sports.

The multi-sport model is consistent with the flexible approach currently used by the federal government in these areas. Although the entry criteria will be determined by government priorities, assessment, evaluation and a program support menu would still apply when determining funding allocations.

#### *Definition of Sport*

The Task Force noted the many attempts to define sport with the attendant debates and does not feel that much can be added or clarified. In the end, where one draws the line is a matter of choice. The Task Force feels that governments have indicated which sport activities they are prepared to support. (For information purposes, the Sport Canada and Ontario government definitions of sport are included in **Appendix X**.)

### **FEDERAL SUPPORT FOR HIGH PERFORMANCE SPORT**

The Task Force has stressed the importance of a greater balance between high performance sport and broader participation, and a balance in the role of the federal government. We have identified a number of significant issues of concern to high performance athletes and made substantive proposals to address them.

These issues—inadequate athlete assistance stipends; lack of redress procedures; lack of recognition/promotion, health and safety; inadequate balance between athlete needs and rights, and the responsibilities placed on them; lack of athlete involvement in the decision-making process; and the demands of training and competition—are all key determinants of the way of life of athletes.

High performance sport is resource and labour intensive. This means that high performance programs and the relatively small number of high performance athletes command a major share of public resources. Recommendations for increased AAP stipends, the professionalization of coaching, an arbitration system for dispute resolution, more research, more and better applied sport science and better support services all have a particular focus for high performance athletes. These and other Task Force recommendations have strongly supported athlete concerns and, when taken together, represent a revised blueprint for the support of high performance athletes in Canada.

In addition, the Task Force has made a number of recommendations to enhance high performance sport, e.g., an economic support model for the employment of coaches; the creation of multi-sport training centres; hosting games so that more Canadian athletes perform at home before Canadians; promotion of high performance, non-professional sport and its value as a spectator

*Something happens when I get  
on the ice. It's like I'm a  
different person. I can see  
myself standing there getting  
set, taking a deep breath. It's  
like this other guy. I can see him  
do things he didn't  
think he could.*

*Kurt Browning  
just before the 1992 Olympic  
figure skating trials*

event in Canada; acknowledgement of Canadian accomplishments in the pursuit of excellence in a variety of ways; and demonstration of our national pride in athletic achievement.

The recent Albertville Winter Olympics renewed the media debate about Canada's performance and whether our goal should be winning medals or simply participating. This characterization oversimplifies the complexity of the question.

The Task Force has argued that we should support the pursuit of excellence in sport for several important human and cultural reasons. This support should encourage athletes to "be the best they can be." We need to provide an environment and opportunities to excel, allowing the truly persevering and exceptional to pursue their quest to the very top to "be the best"! We argue that it is inappropriate to target medals/medal counts as goals or policy determinants for the federal government. This distorts the interpretation of federal and societal priorities in sport. However, it is appropriate to support programs with potential to achieve athletic success and to support sports whose high performance potential is of cultural and historical importance to Canada.

National pride is attained through athletic success. Thus, pride and national identity should be promoted, but not by distorting federal sport policy with a dominant emphasis on high performance success (as measured by winning at the world level). A balanced policy that includes the provision of opportunity to pursue excellence to the highest levels is our strong belief. The Task Force is not naive—we recognize that medal count is a common measurement of success—but this should not be the driving force for planning and evaluation. The sport community must share the responsibility with governments to explain this to Canadians. Collectively, we must replace medal count with an appropriate means of assessing and acknowledging high performance progress and success, for the individual athlete and for Canadian society.

With sound educational and health support, an advanced economy and relative wealth, and excellent sport facilities and organizational abilities, it is logical to expect athletic success in Canada. Most developed sport nations concentrate on key sports for cultural and historical reasons. Canada is unique in attempting to support such a wide range of winter and summer sports (63 in total) to the highest world levels. In the new sport funding eligibility framework, the Task Force urges federal and provincial governments to agree on a set of core sports which would receive joint and continuing emphasis in Canada. In addition, we now suggest it is time to reduce the number of sports which are publicly funded for their involvement in international programming. The federal government cannot afford to spread its resources for international efforts over the current range of sports. It compromises those with demonstrated success or potential to achieve success. This view does not prevent other sports from pursuing international programs nor other sectors from supporting them. However, the federal government cannot support all interested sports to a

satisfactory level of national team programming with the limited public funds.

## **INTERNATIONAL RELATIONS PROGRAM**

### **Background**

Initial international sport agreements, negotiated by Fitness and Amateur Sport in the late 1970s, focused on easier access to competition opportunities. The various protocols facilitated the movement of Canadian athletes to other countries and vice versa. These protocols did not provide additional funding to the NSOs.

The international sport community is now quite sophisticated in communication, calendar development and movement of athletes, coaches and support personnel around the world. The recent changes in the Eastern bloc have facilitated the movement of sport persons to the point where bilateral arrangements are no longer particularly beneficial.

In 1987, the federal government commissioned a study on the development of an international sport policy. One outcome was the creation of a specialist capacity in international relations within Fitness and Amateur Sport. This acknowledged the role of the federal government, through Fitness and Amateur Sport, in international sport.

The policies and activities of this directorate have complemented and operated in association with the general foreign policy initiatives of the Government of Canada but have been sport driven rather than foreign-policy driven.

### **Future Involvement**

Governments have established a legitimate interest in the international sporting domain. The federal government will continue to co-operate with non-governmental organizations in determining its policies and programs. This should result in a consistent Canadian approach in international sport. Five principal areas of activity have been identified as policy and program priorities.

#### *Increasing Canada's International Influence in Sport and Fitness*

Few Canadian leaders are in senior, decision-making positions at the international level. Canada's needs may not be advanced or its position protected. Fitness and Amateur Sport develops programs to improve Canada's positioning in the decision-making centres of sport and fitness. Through educational, financial and strategic support, Canadian sport organizations can enhance their international activities.

#### *Bilateral Opportunities and Exchanges*

International agreements can advance the federal government agenda and improve Canada's stature in the world. By working collaboratively to achieve common goals, voices are heard that otherwise may have been ignored. The people-to-people contact supports sharing and peaceful understanding.

Agreements can also develop a base of shared international resources, such as the use of high-altitude training facilities. Information on public policy, policy development and contemporary issues can provide valuable information for Canadian deliberations. Agreements facilitate freer access to, and more detailed information.

In selecting countries or organizations for international agreements, several factors need to be considered, such as political priorities and the number of active agreements which need renewal. Current priorities for consideration on international agreements include:

- anti-doping in sport;
- sport and fitness development assistance;
- integration of athletes with a disability into major games;
- increasing the international influence of FAS;
- increasing the participation of women in sport.

In the formulation of any agreement, two basic principles are promoted:

- to develop sport as a positive, rewarding, joyful experience accessible to all regardless of ability, gender, culture or language; and
- to use physical culture as a means of enhancing common understanding.

#### *International Leadership and Advocacy*

Canada has demonstrated an ability to play a leadership role in international issues such as anti-doping. Its record and reputation offer an opportunity to achieve progress on such issues as gender equity, fair play, anti-doping and the integration of sport for athletes with a disability. Active international participation, both governmental and non-governmental, will continue to help resolve these issues.

#### *Development Assistance*

Canada contributes its knowledge to sport and fitness development in less fortunate countries. A Canadian strategy will be developed to ensure effective co-ordination of the many Canadian agencies involved in sport aid. A coherent overall strategy and program will eliminate duplication and maximize Canadian resources.

With its expertise in system building and respect from recipient nations, Canada's sport community could achieve the goal of sustainable development in some recipient nations.

#### *Promotion of Canada Through Sport*

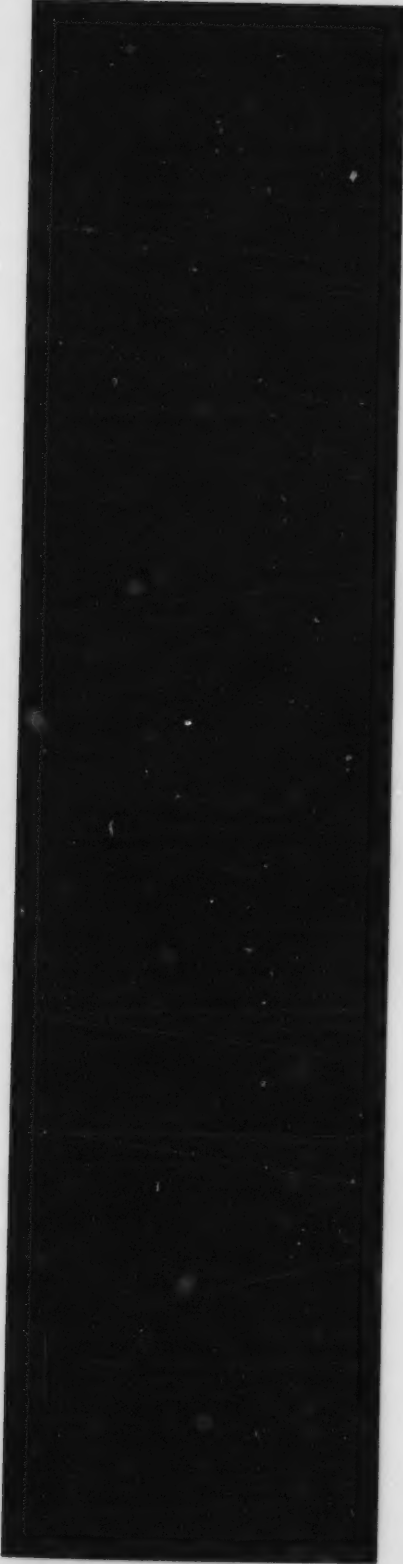
Canadians are proud of our sport and fitness culture. It can improve foreign perceptions of Canada and promote trade. The success and sophistication of our sport system can be promoted to visiting delegations to enhance Canadian prestige and cultural influence. Finally, the staging of major games in Canada promotes sport and leaves a legacy for the hosting community.

## RECOMMENDATIONS

The Task Force therefore recommends that:

85. The Fitness and Amateur Sport Branch issue a revised human resource management policy outlining the conditions involved in government funding of national sport organization staff positions. The policy should:
  - outline the general conditions the government feels should govern human resource management;
  - establish clearly that the national sport organizations have sole and complete authority and responsibility for the selection, appraisal and management of staff.
86. The Fitness and Amateur Sport Branch invite interested national sport organizations to participate in a thorough review of the Quadrennial Planning Process with the objective of simplifying it and making it more adaptable to individual organizations' needs. Further, effective immediately, use of the Quadrennial Planning Process by NSOs should be optional, and not a condition of funding support.
87. The Fitness and Amateur Sport Branch, in the interest of improving the safeguards for athletes' rights, review and revise the current draft athlete agreement for the Athlete Assistance Program to reflect a better balance between athlete and association rights, and in line with this, ask national sport-governing bodies to review all current athlete agreements against the revised draft agreement.
88. The Fitness and Amateur Sport Branch maintain the purpose of the Athlete Assistance Program as an offset to additional living and training costs incurred by athletes.
89. The Fitness and Amateur Sport Branch establish the C card as the main national team-level card, and emphasize its status by also granting it to athletes who win national championships and who are part of a federally supported national team program. Also that, in future, A and B cards should be used to acknowledge world class athletes and assist them to cover the additional training, education and living expenses of high performance status.
90. The Fitness and Amateur Sport Branch review the athlete carding system with the objective of reducing the existing nine card levels. Current card holders should not lose their funding as the result of changes resulting from this revision.
91. The Fitness and Amateur Sport Branch review current stipends paid under the Athlete Assistance Program and revise them upward in light of the current Canadian cost of living. The revisions would be determined for the proposed new C card level and applied on a pro rata basis to other carding levels. The level of increases granted should take into account the non-taxable status of AAP stipends.

92. The Fitness and Amateur Sport Branch move as soon as possible to harmonize policies and criteria between the AAP and related provincial/territorial athlete-support programs.
93. The Fitness and Amateur Sport Branch, in the context of administering and reviewing the Athlete Assistance Program and other athlete-related issues, establish an ongoing direct consultative process with high performance athletes as soon as feasible. Initial actions should:
- determine the mechanisms needed for ongoing consultation;
  - undertake further studies and make appropriate recommendations on assistance to help high performance athletes adjust to regular life following their competitive careers;
  - develop a counselling program for retiring high performance athletes.
94. The federal government, in co-operation with national sport organizations and provincial/territorial governments, undertake a feasibility study on the need for, and possible development of, an athlete foundation designed to support additional training, education and living expenses of high performance athletes.
95. The federal government replace the current Sport Recognition System approach to categorizing sports with a new Sport Funding Eligibility (SFE) framework that would:
- in terms of its *basic characteristics*:
    - incorporate entry-recognition dimensions which are as stringent as the current ones, but with a wider range of criteria;
    - be uniformly applied to all sport organizations;
    - provide a five-year grace period for existing sport organizations that do not meet the criteria to enable them to adjust to the new system;
    - incorporate the concept of core Canadian sports;
    - incorporate an evaluation model that includes a sport profile assessment and evaluation of plans submitted by the NSO;
    - provide access to a program support menu of federal funding based on the sport profile, plans, and the fit with national and federal priorities.
  - in terms of its *design and management*:
    - be of value to the sport organization for its own planning and self-assessment purposes;
    - be of value to the other stakeholders in sport in national sport policy planning;
    - impose minimum administrative burden on the national sport organizations.

- 
96. The Fitness and Amateur Sport Branch explore with the provinces and territories the concept of targeting a core set of Canadian sports for support. These sports would be chosen for their historical, cultural, geographical and developmental importance and for their contributions to Canadian society, and would receive special and continuing joint emphasis by both levels of government. The objective of this exercise should be to reduce the current high number of sports given funding prominence by governments to a more realistic number.
97. The Fitness and Amateur Sport Branch determine those sports that:
- are of historical, cultural, geographical and developmental importance to Canada (currently or potentially);
  - have the potential to provide quality high performance programs that will provide a full range of opportunities for their top athletes to pursue excellence to the highest levels, on an ongoing basis.
  - And, based on that assessment, Fitness and Amateur Sport, in its national team/high performance funding, emphasize those sports with the highest demonstrated potential and progress, thereby reducing the number of sports that receive significant public funds for high performance international programs.
98. In introducing government-approved changes in its role, the Fitness and Amateur Sport Branch work closely with Sport Canada staff to review and redefine their duties and responsibilities, and to provide appropriate training and reorientation to facilitate their full understanding of these changes and the effective carrying out of their new roles.



## Chapter 22: The Federal Funding Process

*Fund sport in keeping with its contribution to our culture, national pride, heritage and economy, and for its special contribution to the physical, mental and moral development of Canadian youth.*

*"Themes for Potential National Goals".  
Task Force Review (Ottawa, 1992).*

### BACKGROUND

Since the early 1960s, the federal government has spent about \$950 million dollars on sport and fitness development, excluding the federal contributions to the Montreal and Calgary Olympic Games. In addition, provincial and municipal governments have spent large amounts of money on sport and recreation. In aggregate terms, provincial and municipal expenditures have exceeded those of the federal government.

Annual federal expenditures have risen from less than \$1 million in 1961 to about \$58 million in 1991. Between 1978 and 1987, federal funding almost tripled to \$59 million (this increase was in both actual and constant dollars). Despite the dramatic increases, analysis shows that purchasing power has not increased by the same factor.

Federal government funding patterns show major increases prior to the 1976 and 1988 Olympic Games in Montreal and Calgary. Periods of increase were followed by plateaus for three or more years. Between 1981 and 1987, there were major funding increases caused by:

- increased Canada Games funding in 1982, 1984 and 1985;
- significant Best Ever funding between 1984 and 1990.

Between 1988 and the present, there has been decreasing funding in both actual and constant dollars. This trend coincides with the growing fiscal restraint pattern in all aspects of federal government funding.

The creation of Recreation Canada (now Fitness Canada) in 1972 and 1973 saw an increase in spending on recreation/fitness in both actual and constant dollars. Between 1973 and 1980, actual dollars spent on recreation/fitness increased, but there was an overall decrease in both actual and constant dollars between 1980 and 1990.


Federal funding is a vital part of the resource base of national sport organizations. A federal government goal has been "to provide assistance to strengthen national sport organizations." In most cases, NSO viability depends heavily on federal funding. Some sports are developing other funding sources through sponsorships and marketing. Funds raised tend to be directed to programs, not the administrative infrastructure.

In 1989, NSOs received an average of 70 percent of funding from the federal government (almost exclusively through Fitness and

TABLE 22-1

**FEDERAL EXPENDITURES ON SELECTED PROGRAM AREAS - 1961-1991  
- A FINANCIAL SUMMARY**

<b>EXPENDITURE CATEGORY</b>	<b>Total (000)</b>
<b>AMATEUR SPORT</b>	
National Sport Organizations	295,905
Athlete Assistance Program	42,332
Grants-in-Aid	4,929
Olympic Endowment Fund (8)	9,600
Best Ever - Winter	42,285
Best Ever - Hockey	3,657
Best Ever - Summer	59,400
<b>SUB-TOTAL</b>	<b>458,108</b>
<b>OTHER (SPORTS)</b>	
Coaching Association	32,885
Cdn Sport & Fitness Admin. Centre	59,953
Other (N.E.E.D. Employment Initiative)	8,976
Doping Control	3,790
National Lottery Account	10,629
Fed/Prov Grants	6,086
Scholarships	1,336
Grants to Organizations	4,533
Research Grants	1,946
<b>SUB-TOTAL</b>	<b>130,134</b>
<b>GAMES</b>	
1994 Commonwealth Games	11,000
Games/Hosting	17,112
Canada Games Winter (operating travel \$1,429k)	29,915
Canada Games Summer (operating travel \$2,680k)	31,156
Arctic Winter Games	2,364
Commonwealth Games 1978	11,687
Pan American Games	2,357
FISU Games 1983	5,365
1996 Toronto Olympic Bid	2,407
<b>SUB-TOTAL</b>	<b>113,363</b>
<b>TOTAL SPORT</b>	<b>701,605</b>
<b>FITNESS</b>	
Nat. Organizations/Recreation	84,825
Participation	15,186
Native Groups	10,181
Special Projects	1,907
National Lottery	680
<b>TOTAL FITNESS</b>	<b>112,779</b>
<b>TOTAL SPORT AND FITNESS</b>	<b>814,384</b>
<b>FAS OPERATING EXPENDITURES</b>	<b>135,837</b>
<b>TOTAL FAS PLUS OPS</b>	<b>950,221</b>
<b>OTHER PROGRAMS</b>	
Canadian Sports Pool Corp	47,000
1976 Olympic Games	537,000
1988 Olympic Games	224,848
Terry Fox Award	5,000



## **FINANCIAL SUMMARY**

Table 22-1 expresses the federal expenditure on selected program areas between 1961 and 1991. Most programs were funded for less than 30 years, depending on when they were started or ended.

The substantial federal expenditures for the Montreal and Calgary Olympic Games did not pass through the FAS program, but are included here to demonstrate the size of commitment to these two projects and to allow comparisons to other federally supported programs.

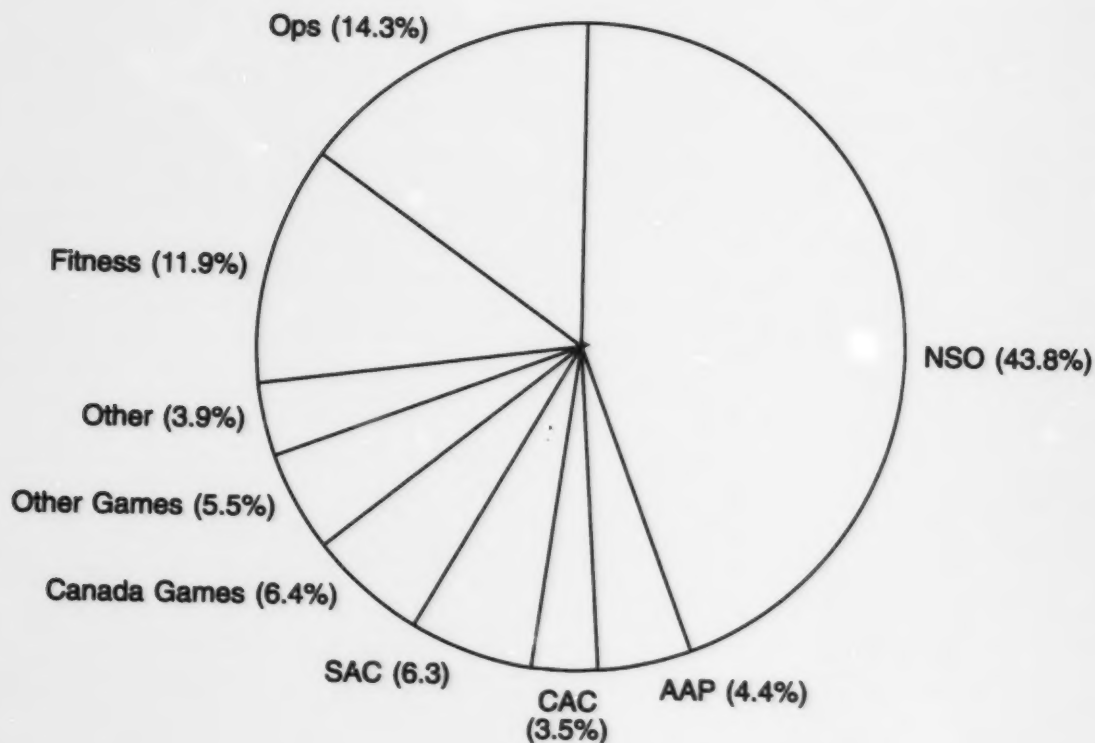
The expenditures of \$47 million for the Canadian Sports Pool Corp. was for the establishment of that organization. The government passed these funds through the FAS program.

The government contributed \$5 million to the Terry Fox Humanitarian Awards Inc. to be used for deserving young Canadians pursuing excellence in humanitarian and community service.

The contributions and grants to the National Sport Organizations are broken down to indicate certain areas of funding. For example, the Best Ever funding arose because of the Calgary Olympic Games, and was extended to support the summer Olympic teams for Soeul, and later extended to support the Albertville and Barcelona teams. FAS provided over \$100 million between 1983 and 1991 for the Best Ever programs.

## DISTRIBUTION OF FUNDS AMONG CORE FAS PROGRAMS

TOTAL FUNDING 1961-1991  
\$950 221 000



**AAP** - Athlete Assistance Program, which began as the Grants-in-Aid to Student-athletes Program

**CAC** - Coaching Association of Canada

**SAC** - Canadian Sport and Fitness Administration Centre, originally the National Sport and Recreation Centre (NSRC)

# PROFILE OF PROVINCIAL-TERRITORIAL GOVERNMENT FUNDING OF SPORT AND RECREATION / FITNESS

PROVINCE/TERRITORY	YEAR	SPORT (\$)	RECREATION/ FITNESS \$	TOTAL (\$)	COMMENTS
Northwest Territories	1989-90	2 410 000	312 000	2 722 000	
	1990-91	6 631 000	771 000	7 402 000	
Nova Scotia	1989-90	5 560 000	360 000	5 920 000	• both sport and recreation are mandated under the Nova Scotia Sport and Recreation Commission, while fitness is funded by the Department of Health and Fitness.
Saskatchewan	1989-90	16 425 000	99 000	16 524 000	• direct government dollars only; does not include lottery grants.
Yukon	1989-90	15 971 302	16 000	15 987 302	• figures do not include department operational grants not included.
New Brunswick	1989-90	4 329 000	500	4 329 500	• municipalities receive substantial programs and structures only grant process.
Ontario	1989-90	31 800 000	1 300 000	33 100 000	• funding for a new health lottery derived in one category may be spent in a different category.
British Columbia	1989-90	31 800 000	1 300 000	33 100 000	• funds are obtained from Lotteries.
Manitoba	1989-90	12 496 000	1 100 000	13 596 000	• department operational funds not included
Quebec	1989-90	22 079 050	31 953 650	54 032 700	
	1990-91	23 302 950	32 536 750	55 839 700	
Newfoundland	1989-90	1 584 000 <sup>10</sup>	3 685 600	5 269 600	
	1990-91	2 096 300 <sup>10</sup>	3 308 900	5 405 200	
Prince Edward Island	1989-90	706 200	367 500	1 073 700	
	1990-91	727 900	459 400	1 187 300	• the department of Tourism and Parks does not have a separate budget for fitness.
Alberta	1989-90	10 297 600 <sup>12</sup>	31 022 700 <sup>12</sup>	41 320 300	
	1990-91	9 548 900 <sup>11</sup>	27 277 900 <sup>12</sup>	36 826 800	• figures do not include department operational costs.
<b>Total</b>	<b>1990-91</b>	<b>113 899 530</b>	<b>87 894 794</b>	<b>203 270 660</b>	

- 
- 1 These figures do not include: \$11 556 000 (1989-90) and \$8 101 000 (1990-91) for capital expenses. A portion (figures unavailable at this time) of the total annual expenditure is obtained from Lottery funds.
  - 2 Includes \$1 903 600 (1989-90) and \$2 096 500 (1990-91) for health promotion and fitness from the Department of Health and Fitness.
  - 3 Excludes \$907 100 (1989-90) and \$908 700 (1990-91) for general administration.
  - 4 Included is approximately \$15.3m each year from Lottery funds. Approximately \$3.5 m was spent in the HP area in 1989-90 and approximately \$4.2 was spent in that area in 1990-91.
  - 5 Figures for 1989-90 were not available. However, it was suggested that the figures are quite similar to those for 1990-91.
  - 6 Includes approximately \$20m (1989-90) and \$21m (1990-91) from Lottery funds.
  - 7 Includes \$3m for multisport games.
  - 8 1989-90 includes \$1 143 696 for operational activities for sport, fitness and recreation; 1990-91 includes \$1 496 338 for operational activities for sport, fitness and recreation. Approximately \$8m of the total per year is obtained from Lottery fund.
  - 9 Include \$726 000 (1989-90) and \$1 358 300 (1990-91) from Lotteries. These figures do not include \$6.9m (1989-90) and \$6.6m (1990-91) for capital expenses for recreation.
  - 10 Includes \$510 200 for multisport games for 1989-90 and \$913 400 for those games in 1990-91.
  - 11 Includes \$8.5m (1989-90) and \$7.7m (1990-91) from Lottery funds which are allocated to the Sport Council.
  - 12 Includes \$5.3m (1989-90) and \$6.3m (1990-91) of Lottery revenues to Recreation and Parks Wildlife Foundation. Excludes \$33m for capital expenditures from Lottery funds in each of the two years.
-

Amateur Sport). The variation in the percentage of government income received ranges from five to 95 percent.

The funding process comprises three basic phases: submission of the request, management of the funds by NSOs and accountability for their use. The process is complex and labour-intensive.

Funding is provided to sport organizations for **core support and programs** (e.g., specific initiatives such as women in sport, sport science, bilingualism). Core support is divided into funding blocks which relate to "a defined area of NSO activity, within the overall operational context of the NSO..." Sport organizations submit specific separate requests to access program funding.

The funding application and approval process starts about six months prior to the beginning of a fiscal year. The process involves the Sport Canada consultant, the consultant's manager, the director general and the NSO. The NSO deals almost exclusively with the consultant. The assistant deputy minister reviews the summary of Sport Canada recommendations and forwards them to the Minister for final approval. The Minister approves the total amount proposed for each NSO, but only individual projects over \$50 000 are highlighted for ministerial attention.

The procedures used to ensure NSO accountability for public funds are an integral part of the funding process. The process can involve any or all of the following procedures:

- an evaluation (submitted by the NSO) on the extent to which the goals have been achieved. The NSO may also be required to report on "results obtained, and a general critique of relative success of the project or program";
- annual review by a Sport Canada financial analyst of the organization's audited financial statement;
- a field audit of each NSO approximately every three years;
- "the operations and effectiveness of each organization in relation to Fitness and Amateur Sport objectives are subject to critical review annually by management as part of the Branch's budget review process."

## **ISSUES AND CHALLENGES**

### **Excessive Controls and Workload**

During the consultation process, the Task Force heard detailed criticisms of the funding process. The Senior Managers' Forum (a group of senior staff of sport organizations) detailed their concerns and criticism of the current process on behalf of the NSOs as follows:

*Problems and frustrations with government funding abound in the national sport and fitness community; delays in funding decisions; no long-term perspective of funding; too great and too frequent reporting requirements; the waste and duplication inherent in the "field audit" system; and so on.*

*-Submission to the Task Force.*

While it is normal to impose terms and conditions for government contributions, the Task Force concludes that procedures imposed on sport organizations are excessive. Funding process requirements go beyond basic requirements of Treasury Board. Also, this process involves considerable paperwork, with work-intensive record keeping and reporting. The process lends itself to computerization. Since both Sport Canada and NSOs are computerized, a computerized process would be beneficial, from initial submission stage to final accounting.

### **Inconsistency**

The second issue discussed was inconsistency in the funding process. Part of the criticism is linked to application of criteria from the Sport Recognition System (discussed in the previous chapter). The Senior Managers' Forum felt the system had been applied inconsistently and they could not understand how criteria were applied in specific cases. This view was echoed in an internal department evaluation report which stated "it is not clear how these criteria are applied in practice." Most NSOs are unclear how criteria are used to determine funding levels and accountability procedures.

### **The Role of the Sport Canada Consultant**

Too much of the final decision depends on the judgment and skill of the consultant. The process does not permit interplay between senior Sport Canada managers and sport organizations. The organizations should be able to present their case directly to higher levels, if they feel it is necessary.

### **Lack of Transparency**

The current process lacks transparency. Organizations are not aware of the underlying rationale for decisions or the process for reaching these decisions.

### **Lack of Appeal/Review Procedures**

There is no prescribed process to review a funding decision. There should be clearly defined review procedures so that organizations wishing to question decisions can do so.

### **Block Funding**

The block funding system is too rigid and makes changes difficult. The Task Force agrees that organizations should spend government funds as agreed, but there should be more flexibility in permitting changes. A reduction in the number of blocks and a redefinition of those remaining would provide more flexibility.

### **Control**

Current accounting control procedures impose a heavy administrative burden on sport organizations. Most organizations feel the work involved in the present approach is excessive. The system

should move from accounting to accountability and every effort should be made to reduce paperwork.<sup>1</sup>

### **Planning and Objectives**

There is a need for more emphasis on strategic planning and realistic objective setting. The accountability framework proposed by the Task Force could assist this greatly.

### **Multi-Year Funding**

Under the present system, sport organizations receive funding on an annual basis. Major events such as the Olympics and Commonwealth Games are on quadrennial cycles and athlete development is geared to these cycles. Long-range planning is difficult in the absence of knowledge of funding levels beyond one year. Annual funding is the norm for the federal government and a multi-year approach for sport would require special consideration. Longer range funding would facilitate strategic planning and the new approach to accountability. A multi-year framework would provide flexibility and better program planning and delivery.

## **OPTIONS**

Some suggest that government remove itself from direct funding and provide financial support through an arm's length agency. One proposal is to adopt the British Sport Council model. The Task Force considered this option carefully and concludes that, for the present at least, it is not a viable option.

The Task Force proposes creation of a representative group to advise the Minister on policy matters. The funding framework and process would be a major policy area for this body's advice and guidance.

If our proposals for change in the relationship between government and sport organizations are adopted, much of the rationale for a sport council would disappear. The sport council concept has worked in the United Kingdom because it was specifically designed to meet their needs and circumstances. We are considerably less certain that it would work satisfactorily in the Canadian context.

Another suggestion is that government turn money over to a collective of sport organizations, to be divided among themselves. The sport community does not have appropriate collective mechanisms to allocate these funds. While this may evolve, it is premature to consider such an approach at this stage.

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1. *Fitness and Amateur Sport has instituted an experiment with 16 NSOs to reduce the financial reporting burden. Initial results of the experiment are promising. The Task Force commends this effort as a step in the right direction which should be continued.*

Federal contributions include terms and conditions. Some suggest the use of grants rather than contributions. Grants do not have specific terms and conditions. The Task Force considered this suggestion carefully and feels that the present contribution system is better. Government should be able to set out reasonable conditions governing the expenditure of public funds. It is inappropriate that large amounts of public money be turned over without reasonable conditions and accountability.

Finally, the sport community may want to consider seriously, proposing a peer review system of input into the decision-making process. This, coupled with the opportunity to present one's case, would make the funding system more transparent and acceptable.

Throughout this report, we have outlined significant reasons for a government role in the sport system. Funding is a key aspect of this role. No organizations proposed the withdrawal of government from sport. The concern has been with the style and focus of government involvement. We believe the remedies we propose will resolve many problems and improve the funding process significantly.

## **RECOMMENDATIONS**

The Task Force therefore recommends that:

99. In providing support to the sport system the Fitness and Amateur Sport Branch should:
  - continue to fund national sport organizations through contributions;
  - introduce a three- to five-year funding framework for sport with federal funding commitments and contracts, and an annual review and fine tuning of appropriate support categories.
100. The Fitness and Amateur Sport Branch undertake a complete review of current accounting requirements placed on national sport organizations, with the objective of simplifying and reducing the current level of paperwork.
101. The Fitness and Amateur Sport Branch reduce the number of "funding blocks" currently used and broaden their definition to provide greater flexibility to the sport organizations in the use of federal funds.
102. The Fitness and Amateur Sport Branch revise the current funding decision-making process to:
  - make the process more open;
  - provide an opportunity for those organizations wishing to do so to present their case directly to the appropriate decision-making level; and
  - provide for a process to review funding decisions at the request of an organization.
103. The Fitness and Amateur Sport Branch, the Senior Managers' Forum and the Canadian Sport and Fitness

**Administration Centre pursue a joint strategy for greater use of computer technology in the funding and accounting process.**

**104. The Fitness and Amateur Sport Branch, in implementing the new Sport Funding Eligibility Framework and its accountability requirements for funding national sport organizations, require:**

- **that NSOs submit strategic plans outlining goals and objectives and how they will be attained as part of the funding application;**
- **memoranda of understanding or contracts based on the organization's submission and the terms of agreement; and**
- **that succeeding funding decisions be based on the progress made by the NSO in implementing its plans.**



## Part VI: Changes and Changing

*Canada is a world leader in the debate and resolution of the major issues facing the sport movement.*

*"A Vision of Sport in Canada".  
Task Force Report (Ottawa, 1992).*

### INTRODUCTION

During the past months, the Task Force studied submissions, analyzed reports, identified trends and learned and responded to the issues and needs of the stakeholders in sport. The experience affirms the important place sport holds in our society. In recognizing this, we rearranged and strengthened some of the building blocks, filled gaps in the system, proposed ways to ease the tightness of jurisdictions and modelled processes intended to build partnerships. As a result, profound changes are recommended in the way sport operates.

Throughout, we enjoyed the sincere good will of the many groups, organizations, and individuals who addressed the Task Force. Their messages were remarkably consistent. We believe there exists enough good will and shared objectives to build a co-operative leadership approach in pursuit of the changes recommended.

**The sport community** is being offered an opportunity to mature, to accept responsibility for its actions—to become a partner, not solely a client of government. This opportunity brings enormous change and challenge to national sport organizations—changes and challenges critical to sport's future.

Some challenges include contributing to the community of sport, the sport policy agenda and a sport plan for Canada. Others mean becoming more athlete-centred, developing an employment model for coaches and more relevant applications of sport science. Sport will be expected to invest in community-based sport, improve linkages with education, meet the responsibility of the public trust and address equity and access. The scope of the challenges is very broad. National and provincial policies will need to be harmonized, leadership strengthened and new relationships with government developed.

The world of the NSOs is becoming increasingly complex and their ability to respond varies. But, meeting the challenges brings increased autonomy and responsibility for directing sport in Canada. The Task Force recognizes that both excitement and fear accompany changes of this magnitude.

In support of the NSOs, we recommend changes intended to ease the paperwork associated with accounting and programs, and to reduce other interventions in their day-to-day operations. To improve sport delivery and co-ordination and, potentially, to reduce

*The Silent Place*

costs, recommendations are made on technical services, professional coaching and technology transfers from multi-sport organizations. Also recommended are operational aids and support for training and development of volunteers. Other recommendations are aimed at resolving issues and include conferences on research, sport and education.

We also identify the NSO/PSO as the core axis in the delivery of organized competitive sport in Canada, provide for a more harmonized public policy environment, present a practical new funding eligibility framework and call for the development of new economic thinking for sport.

With the changes to funding procedures and a new era in relationships and responsibilities, a new accountability framework is needed. In Chapter 23, **A New Accountability Framework**, we propose that sport organizations become increasingly accountable to their own members and to the public, and that they co-plan their individual accountability process with government.

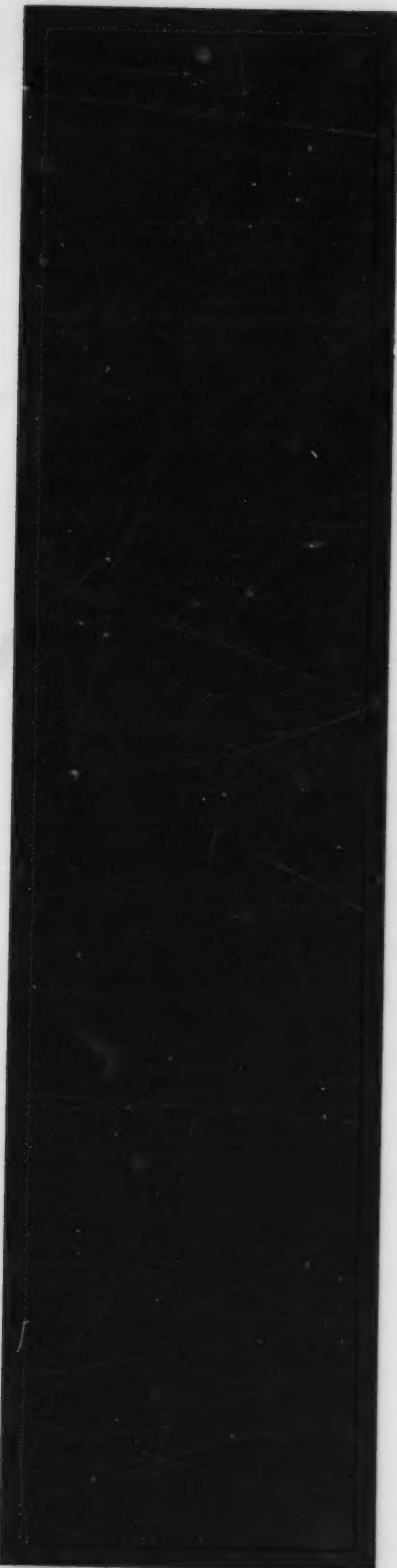
An evolutionary approach to change is recommended. In this approach, current policies, programs and patterns of relating will gradually phase out, as appropriate, and new policies, programs and ways of working co-operatively will phase in.

As the changes phase in and autonomy grows, we believe sport organizations will choose to increase their control over their own funding. As the scale and quality of service to members increases, as society demands greater responsiveness to its issues, and as economic pressures facing Canada affect all sectors, both sport organizations and governments will be **Seeking a New Economic Model for Sport**, as outlined in Chapter 24. Radical new thinking is needed.

In the end, change of this dimension is successful in direct relation to the quality of its leadership. In Chapter 25, **Leaders and Leadership**, some of the qualities demanded of leaders in not-for-profit organizations are described. A strategy for leadership development to support "the way ahead" is offered.

The **Fitness and Amateur Sport Branch** also faces profound changes. Restructuring and extensive change to policies, programs and relationships with clients and provincial counterparts is recommended. The role of consultants will change to fit with new policies, programs and processes and in support of sport organizations as they adjust and adapt to change. The Branch's role as catalyst for the various consultations, conferences and workshops proposed is demanding. For Sport Canada, the change is nothing less than a reformation of its mandate, structure, policies, programs and relationships and, therefore, of the work and social environment of all its people.

The role of the **Minister of Fitness and Amateur Sport**, as the political voice of sport, the link between sport, parliament and the Canadian people and as the champion of change, is critical. Should the Minister proceed as proposed, the changes invoked would initiate a profoundly different future for sport in Canada. We believe



substantial benefits would accrue to Canada's youth in improved sport performance, educational results and preparedness for their role in a more competitive work economy. The payback will be widespread—in our cultural identity, our sense of community, our progress as a nation.

The decade of the 1990s is generally anticipated to be a period of change in governance, decentralized decision making, adherence to values, major restructuring, and social and political adjustments. The changes we propose place Canadian sport organizations and Fitness and Amateur Sport on the forefront of this type of change and sport development worldwide. The changes require major adjustment in governance, new ways of planning, programming, thinking, leading and acting. Some of the changes listed above place the sport organizations and this government branch on the leading edge of organizational changes expected in Canada during the decade.

Should the Minister proceed, much work is ahead through a period of vital and invigorating change. We suggest that the federal government recognize the degree and the nature of change involved and provide a significant level of support, funding and patience, both internally and in relation to the sport community, for this important transformation.



## Chapter 23: A New Accountability Framework

*Provide the accountability process for public funds that recognizes the broader accountability sport organizations have to their members, the Canadian public and government.*

*"Themes for Potential National Goals".  
Task Force Report (Ottawa, 1992).*

### **BACKGROUND**

Incorporated sport organizations are required within their by-laws to define members, voting structure and model of governance. Theoretically, sport organizations are accountable to their members through collective voting power at annual general meetings. The reality is quite different.


Most organizations would find it difficult to demonstrate direct links with their members. For practical reasons, most organizations are run by an executive committee, a board and senior staff, who are in effect accountable to each other. Accountability is accomplished through the creation of defined targets, reporting lines, hierarchy, seniority, voting power and elected officers. While the voting power of the members may be expressed through proxy votes carried by provincial and club delegates, the annual general meeting is often characterized as a scripted shareholders' meeting, with debates on national and provincial jurisdictional issues.

When governments became the dominant funding source, they began to set the accountability agenda—at least for public funds (which comprised the majority of most sport organizations' income). At the federal level, this accountability was embodied in the Quadrennial Planning Process, the Sport Recognition System, specific terms and conditions for annual contributions, and expectations transmitted through formal or informal means.

These accountabilities led most sport organizations to adopt a systems approach, primarily focused on high-performance sport. High-performance athletic success paid dividends in recognition and increased funding. This approach became so dominant that it occupied the energies and attention of most organizations to the exclusion of accountability to members, athletes and the Canadian public.

The accumulated result was to create sport organizations with a sense of accountability as follows:

- Accountability to members was represented by an annual plan, a set of policies and a budget debated at the board level.
- Accountability to the public, to the extent that it was considered necessary, was usually perceived as being reflected in the "good work and good intentions" of the sport organization.

- 
- Accountability to governments, particularly the federal government, was expressed through extensive technical planning models and statements of objectives and measurements of athletic success, particularly in high-performance sport.

### **Why Is a New Accountability Framework Needed?**

Society's image and expectations of sport have changed. Sport is considered part of the cultural fabric of our society and, as such, has a significant impact on society. With a service to the public role, special tax status and a virtual monopoly, sport organizations are considered to hold a public trust for which they are responsible.

The infusion of public tax dollars into sport has added a greater sense of sport belonging to all Canadians. With the revelations of the Dubin Inquiry, the Canadian public expect sport organizations to act responsibly and model the values and moral and ethical conduct which should be communicated through the experience of sport.

A new accountability framework is needed which includes athletes, members, the general public, governments and other stakeholders. The new approach should address not only an accounting for dollars, but incorporate a broader sense of responsibility for the public trust. It should address the technical, educational, social and moral nature of sport. It should not be driven exclusively or predominantly by governments. It should be designed and defined by sport organizations and integrated into their own planning and evaluation.

## **ACCOUNTABLE TO WHOM AND FOR WHAT?**

### **Accountable to Athletes and Members**

Sport organizations are created to provide opportunities and services for athlete development. Originally focused on athlete needs, over time sport organizations have become caught up in organizing, managing and controlling activities of their sport and its infrastructure. Direct contact with athletes has been lost, as has an athlete-centred approach. While this shift may be natural, it is regrettable. A reorientation is needed.

Organizations must focus on their reason for existence, keeping in touch with the current needs of athletes and members. The Task Force suggests the following themes as the basis for a renewed sense of accountability to athletes and members:

#### ***Athlete-oriented Approach***

An athlete-oriented approach, incorporating athlete-centred planning and goal setting, considerations of athletes' health and safety, a renewed sensitization to athletes' rights and participation of athletes in decision making;

#### ***Quality Sport Experience***

Emphasis on an experience which incorporates quality coaching for technical and moral development and quality personal development, including the opportunity to achieve and excel;

### ***Socially-responsible System***

A system designed to meet social expectations, emphasizing sport that is values-based and ethically conducted and sport that provides equity and access of entry to and movement through the system;

### ***Volunteer and community delivery***

A respect for the key building blocks of sport delivery, including community-centred delivery and a volunteer infrastructure.

### **Accountable to the General Public**

Canadian society has invested in Canadian sport and expects it to be conducted in accordance with Canadian beliefs and values. Sport must meet social standards and adapt to the changing needs of society. The Task Force suggests that the following themes may give guidance for sport accountability to the general public:

#### ***Preserving and Advancing the Values of Sport***

Canadians hold values for sport that reflect the outcomes they expect for their children (participation, opportunity, personal development, integrity, fairness and teamwork). Also, they see values in sport which have relevance to their family, community and country, including social interaction, cultural understanding, appreciation for differences and pride in community and country.

Athletes hold values around enjoyment, achievement, fairness and success. Organizers and policy makers expect values such as responsibility, collaboration, progress, achievement, equity and access.

#### ***Socially Responsive Sport***

Reasonable access and equitable opportunity are principal characteristics for which sport should strive. Sport must accept responsibility for moral education and the moral code it reflects in rules, policies and behaviours.

#### ***Community-Centred Sport***

Sport must accept that most activity happens in the community and that a community-based model is essential for the future of sport.

#### ***Communicating and Promoting Sport***

Sport appeals to both participants and spectators. The challenge is how to communicate both an understanding and a celebration of sport. Sport needs to communicate its intrinsic values and entertainment values to its various publics—participants, parents, tax supporters and spectators.

#### ***Efficient and Effective Organizations***

Public tax dollars and user-pay fees are valued commodities and should be used effectively. Sport organizations should design and organize themselves to maximize the cost-benefit of resources.

### **Accountable to Governments (for Public Funding)**

While the following treatment may be of interest to other levels of government, the Task Force is defining the elements of a proposed accountability framework for the national sport community and its relationship with the federal government.

The federal government is currently the principal funding source for the majority of national sport organizations. (On average, 70 percent of NSO funds are received from the federal government.) This is not representative of all the sources of funds spent by NSOs. Provincial sport organizations' expenditures are rarely reflected in NSO financial reports. Revenues from competitions hosted in Canada are usually reflected only partially in national budgets. Most important, the extraordinary contributions of time and expertise by hundreds of thousands of sport volunteers are not reflected, nor are the personal costs for volunteer participation in sport.

However, there is consistent evidence that these federal funds are welcome and well-used. Most organizations have met the extensive requirements for financial audit on a consistently sound basis.

NSO accountability (as opposed to strict audit accounting for funds) is dominantly driven by the federal government, with government defining the planning models, types of plans and targets. This promotes the setting of targets in high-performance and technical dimensions. The result is a narrow concept of accountability, translated into accountability to the federal government for high-performance success.

The concept and framework of accountability must be broadened so that NSOs can demonstrate responsibility to other stakeholders—their athletes, members, the public and other funding sources. Accountability to these stakeholders would balance accountability to the federal government.

The Task Force suggests that the following themes could provide the elements of a new accountability framework with the federal government:

***Working Within a Plan for Sport in Canada***

Part II of this report, **Toward a Sport Plan for Canada**, outlined the elements of a new approach to developing priorities and plans for sport in Canada. The federal government would want its funds to assist stakeholders in collectively reaching the vision, values, goals and strategic priorities of a Canadian sport plan.

***Working Toward Greater Vertical Integration***

Harmonization of federal and provincial policies in sport would help create the environment within which national and provincial sport organizations could initiate greater vertical integration within each single-sport organization. Ultimately, vertical integration would extend into the community-centred model.

***Responding to Societal Expectations***

Certain populations have been marginalized and excluded from the mainstream of sport. In addition, safety and health, and ethical and moral considerations are critical to the proper delivery of sport. These considerations are rightfully part of the expectations of Canadian society and the government.

***Assessing Progress***

***Through the Sport Funding Eligibility Framework***

In Part V of this report, **Government and Sport**, a new model entitled Sport Funding Eligibility is proposed to replace the current Sport

Recognition System. This approach establishes a framework to determine a sport's profile and progress and, thereby, to assess its eligibility and access to program support funds. Assessment would be based on the current profile and achievement of goals in mutually agreed-upon target areas. Goal attainment would be assessed through self-reporting by the sport organization.

### **Relation to Planning and Evaluation**

An accountability framework could be used for planning and evaluation in addition to accounting. Ideally, sport organizations would adopt an approach incorporating the above themes and using the accountability framework as part of an overall strategic-planning and self-evaluation process. This would be phased in over time.

In the meantime, the Task Force recognizes that there are accountability expectations for the use of public funds. We suggest that, on an interim basis, the federal government should:

- co-plan, with individual NSOs,<sup>1</sup> an accountability approach (related to federal funds) that draws upon the new Sport Funding Eligibility (SFE) framework, with its focus on assessing:
  - athlete development (for both high-performance and participation-based programs) using an athlete-oriented approach;
  - coaching and officiating development;
  - a domestic competition schedule appropriate to Canada's needs and the fixed schedule for international competition;
  - the governance approach of the sport organization, including representation and participation by special groups in decision making, and management of the public trust;
  - the approach used to meet societal expectations of equity and access, and the attention paid to values and ethics.
- request that each sport organization submit a plan with its own goals and targets. Such plans would meet the sport organization's accountability to its members and the general public and respond to federal government priorities as would be outlined above;
- encourage self-reporting by the national sport organizations based on plans and targets. Government would reduce the administrative burden of financial accounting;

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1. *The accountability framework discussed here applies to single-sport national sport organizations. The multi-sport and multi-service organizations (MSOs) need an appropriate framework, adapted to their nature. Such a framework would include themes such as quality service, input into decision making, and respect for individual autonomy of sport organizations.*

- include in the maturing accountability framework:
  - the national sport plan as the context for system planning;
  - an emphasis on vertical integration from national to provincial to community-based sport, with federal/provincial harmonization as a priority;
  - an appropriate range of relevant societal expectations;
  - movement from a pure accountability framework to a strategic-planning approach that integrates accountability.

## **FEDERAL GOVERNMENT ACCOUNTABILITY TO CLIENT GROUPS**

The federal government, principally through the Minister of State for Youth, Fitness and Amateur Sport, is accountable ultimately to Parliament and the Canadian public for its activities and for the expenditure of public funds. Once a government has assumed power, accountability to the Canadian public is expressed through the Speech from the Throne, budget and policy announcements, annual tabling of main estimates and public accounts, annual reports of departmental activities tabled in Parliament, appearances before parliamentary House committees and questions raised in the House. This is augmented by expressions of public interest through contact with special-interest groups, media coverage and correspondence. These approaches to accountability are generally deemed to be adequate.

The Fitness and Amateur Sport Branch provides substantial funds to client groups and works with them to improve the sport system and profile of sport throughout Canada. The Branch has a regular relationship with approximately 80 national single-sport and multi-sport organizations. The changing relationship between the federal government and its clients, as outlined in this report, requires definition of an accountability framework for the federal government itself in its relationship to client groups.

The Task Force suggests a values-based approach, with the government defining the basic values which will shape its role and approach. Specifically, the federal government should outline:

- its role and responsibilities in supporting and encouraging sport in Canada;
- the beliefs and values it holds for sport;
- the principles and approaches the government will use to carry out its role and responsibilities, i.e., how it will conduct its affairs and what will be its relationship with client groups;
- criteria the government will use for making its decisions on policy and funding.

The Task Force suggests that the federal government articulate a statement of intent on the above elements. The federal government should seek regular input from client groups on its progress. When combined with the new consultative and advisory mechanisms (outlined in Part II of this report, **Toward a Sport Plan for Canada**),

we believe this statement of intent would invite client groups to establish a relationship of good faith/mutual accountability with the federal government.

## AN EVOLUTIONARY APPROACH

The Task Force realizes this approach will not occur quickly nor easily; however, it is fundamental to developing appropriate accountabilities in Canadian sport. Sport may need to go through several transitions to meet its desired end state. The following comparative chart describes the shift in approaches and characteristics we wish to move away from (phase out) and those we wish to move toward (phase in)—in short, a strategy for transition.

<i>Phase Out</i>	<i>Phase In</i>
1. <i>focus on accounting</i>	<i>focus on accountability</i>
2. <i>federal government-driven accountability</i>	<i>NSO-driven accountability</i>
3. <i>accountability predominantly to federal government</i>	<i>accountability to members, the public and other stakeholders</i>
4. <i>financial contributions driving accountability</i>	<i>sense of public trust, responsibility for mandate and responsiveness to members</i>
5. <i>dependency on government direction due to dependency on federal funds</i>	<i>partnership with government, shared leadership and shared responsibility for overall conduct of sport</i>
6. <i>view that addressing social responsibility is an afterthought with government pressure as the motivation</i>	<i>address societal expectation as an integral part of the sport organization mandate and as part of the public trust held by the organization—a new "social contract"</i>
7. <i>contract compliance</i>	<i>shared responsibility and self-assessment</i>
8. <i>Quadrennial Planning Process as the only model</i>	<i>self-planning based on good planning principles and experience, and on time scales that fit the nature of the sport</i>
9. <i>reporting to the federal government according to federal planning model</i>	<i>reporting out to all stakeholders and self-reporting to federal government against organizational goals</i>
10. <i>federal approach for accountability based on QPP, Sport Recognition System and high-performance athletic success</i>	<i>federal approach based on assessment of total sport profile, individual goal-setting across profile, recognition for relative progress, use of new SFE model</i>

# ACCOUNTABILITY FRAMEWORK "A PUBLIC TRUST"

**NSO is Accountable to:**

**Federal Government is Accountable to:**

**Athletes and Members**

- Athlete-centred approach
- Quality coaching
- Quality personal development
- Respect of volunteer
- Equity and access
- Support for community-centred sport
- Ethical conduct / values based

**The Canadian Public**

- Preserve and advance values of sport
- Socially responsive
  - equity and access
  - moral code
- Support community-centred sport
- Communicate and promote sport
- Efficient and effective organization

**Government for Public Funds**

- Work within Canadian sport plan
- Emphasize vertical integration
- Respond to social expectations
- Assess through funding eligibility framework

**Other Stakeholders**  
 (e.g. corporate sponsors)

**The Canadian Public**

- For use of public funds

**NSOs**

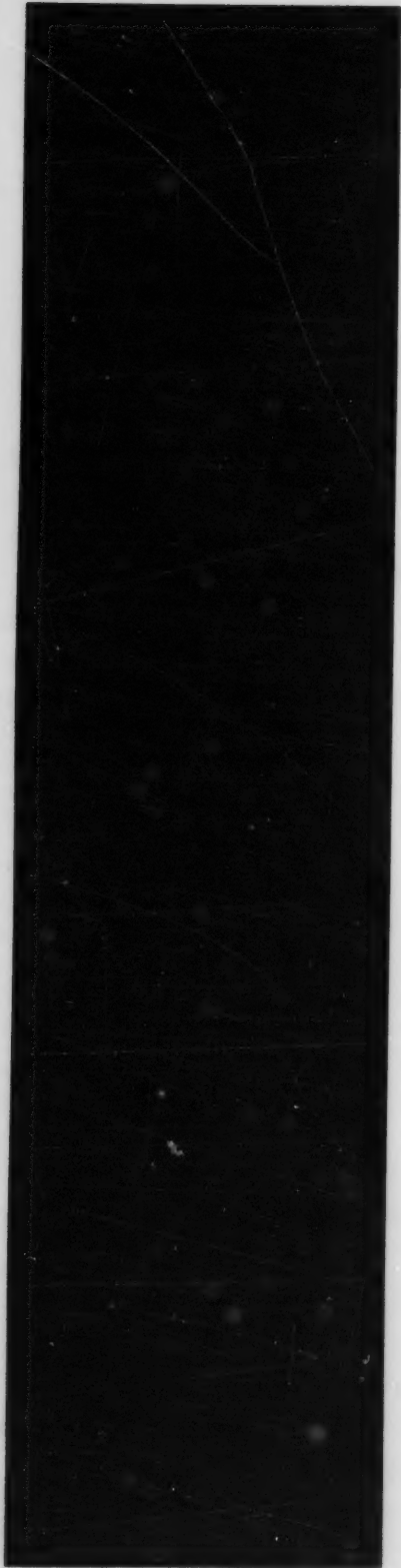
- Statement of intent
- Review progress
- Role and responsibility
- Beliefs and values for sport
- Conduct of affairs
- Criteria for making decisions



## **RECOMMENDATIONS**

The Task Force therefore recommends that:

105. The national sport organizations support a new accountability framework for sport based on:
  - recognition of athletes and members as the key recipients of sport opportunities and services;
  - acknowledgement that sport organizations hold a public trust for which they are accountable to the Canadian public;
  - a new approach to accountability to governments and the use of public funds.
106. The Fitness and Amateur Sport Branch shift from an emphasis on federal priorities to a recognition of NSO accountability based on their sport mandate, their responsibility as stewards of a public trust and their responsiveness to national goals and federal priorities.
107. The federal government adopt a phased approach in phasing out its existing accountability requirements and phasing in a new federal accountability framework based on the use of the new Sport Funding Eligibility Model proposed by the Task Force.
108. The federal government produce a statement of intent outlining its commitment to act in a manner consistent with the following:
  - its role and responsibility to support and encourage the development of sport in Canada;
  - a clear statement of the beliefs and values it holds for sport in Canada;
  - a clear statement of the principles and approaches it will follow in carrying out its role and responsibilities in the sport system;
  - the criteria that will be applied in making government decisions on policy and funding; and
  - a commitment to seek regular input from its client groups on progress in meeting these intentions.



## Chapter 24: Seeking a New Economic Model

*Investment in Canadian sport in the long term is an investment in our country and the type of society we want.*

*The Task Force on Sport*

The new accountability framework provides national sport organizations with an opportunity to establish their own agendas including accountabilities to athletes, members and the Canadian public—not just to the federal government. Part of each sport's agenda should be to reduce dependence on government funding and to broaden the resource base. To accomplish this, sport must diversify its sources of funding, supplementing the traditional government source with new and creative sources.

This chapter provides an initial review of the possible parameters of a future economic model, including sources of funds, distribution and circulation of monies in the various sport economies and a financial management model for each sport. Exploring such an orientation may provide sport with a viable and enhanced economic support model.

### **BACKGROUND**

The sport economy in Canada is a composite of six different operating economies, each with its own law of supply and demand and balance sheet. While these distinct economies do have a relationship with each other, the linkages in most cases are modest. Little has been done to analyze, plan or adapt any of these economies. Each one is a "mixed economy," (i.e., demand-driven, and consumer/user-pay dependent in part), but also with various levels of tax allowances and direct grant subsidies.

The six economies are:

#### ***The Recreational Sport Delivery System***

Personal recreational pursuits are delivered through informal networks, municipal recreation departments and seasonal outlets (e.g., summer camps) and financed through some combination of user-pay, local tax dollars and tax exemptions.

#### ***The Organized Competitive Amateur Sport Delivery System***

Volunteer-based (with a local economy oriented around the team, club, school or league), it is financed by membership fees, local tax dollars and local sponsors. At higher levels of development, corporate sponsorship, income from lotteries, gate receipts at events and different levels of government support combine to form the funding base. As non-profit organizations, the related sport bodies are tax exempt.

The domestic demand for fitness-related and basic sport participation goods and services is estimated to be \$11.7 billion annually. This figure includes the value of goods and services purchased by individuals and organizations for their own use. It does not include the value of goods and services purchased by organizations for their employees or for their clients. The value of goods and services purchased by organizations for their employees or for their clients is estimated to be \$3.0 billion annually. The value of goods and services purchased by organizations for their employees or for their clients is estimated to be \$1.5 billion annually. The total value of goods and services purchased by organizations for their employees or for their clients is estimated to be \$4.5 billion annually. The total value of goods and services purchased by organizations for their employees or for their clients is estimated to be \$4.5 billion annually.

**The Sport Facility Development Industry**

Financing comes from the relevant community tax dollars, lottery income, professional sport owner investment, developer investment and major games capital funding.

**Major Multi-Sport Games**

Financing comes through television rights, merchandising and licensing, corporate sponsorship, gate receipts and public sector contributions.

**Professional Sport**

Financing comes from television and other media rights, gate receipts, licensing, merchandising and sponsorship, municipal tax relief and/or subsidy, facility subsidy and league redistribution payments.

**The Retail Sporting Goods Industry**

A private-sector industry, it is driven by consumer purchases with some tariff protection by government and some discounts; supplies and endorsement income are given to the sport system.

Generally, these six economies operate separately. The few exceptions include cases where hosting major games is linked to facility development, recreational participation fees are used to finance amateur sport programs and major games legacy plans finance amateur programs.

\$ 11.7 billion	in fitness-related and basic sport expenditures (many by non-registered, but active, athletes)
\$ 3.0 billion	athlete expenditures in the organized competitive amateur sport delivery system
\$ 1.5 billion	corporate involvement in amateur sport
\$ 16.2 billion	Total (not including the extraordinary value of volunteer time committed to the running and management of amateur sport or the hosting costs of major games).


What is the scale of dollars involved in the sport economy? Taking figures from various studies on dollars spent on sport in Canada, the following estimate provides an approximate annual figure (in 1991 dollars). Note that these totals do not include any figures related to professional sport.

The sport economy reaches into virtually every community, every government tax base, many industrial sectors, and directly into the homes of a minimum of 8-to-10 million Canadians.

This section examines **financing of the organized competitive amateur sport delivery system** at the various levels of operation.

**At the Community Level**

At the community level, sport financing is centred around a team, club or league. It is based on user-pay fees, extensive voluntary support, local facility subsidy and local sponsorship. Expenses at this level are for facility rental, equipment, instructors and coaches, organizing and hosting of training sessions, club events and competitions.



### **At the Intercity or Provincial Level**

In addition to the financing described for the community level, add provincial government grants, larger corporate sponsorship, income from gate receipts, lottery income and a portion of membership fees (assessed to lower levels for services rendered). Expenses at this level include the design of new developmental programs, education programs for coaches, instructors and officials, competitions and games, resource materials on policies, rules and techniques, development of provincial team programs (e.g., Canada Games), and infrastructure costs to co-ordinate and develop these activities and policies.

### **At the National Level**


To the above financial sources, add federal government contributions, national corporate sponsorship, licensing, merchandising and media rights for major events, larger gate receipts from major events, assessment to provinces and clubs for membership services rendered, foundation and trust donations, and tax deductible donations. Expenses include the development of national prototype programs needed by other levels, design of coaching education curricula, national standards, policies and rules of conduct for the sport, liaison to international federations and events, national competitions, development of national team programs and team representation, as well as a national infrastructure to manage these activities.

This amateur sport economic model is connected only nominally to the recreational sport delivery system, the facility development industry, the retail sporting goods industry and major games financing. Exceptions include a few sports that have developed a link to their recreational sport outlets, sports that endorse sporting goods for rights fees, and sports involved in the development of a legacy from major games.

## ***NEW SOURCES AND STRATEGIES FOR THE ECONOMIC MODEL FOR AMATEUR SPORT***

Although these traditional sources are funding sport experiences for millions of Canadians, there is a need for improvement. There are many Canadians who do not have access to a reasonable range of sport opportunities. In addition, parts of the current sport system are under-financed, and new dynamics and factors are changing the way the six economies operate. The Task Force suggests it is time to examine these economies for new insights and innovative strategies to improve the financing of sport delivery. Different sources and strategies are included in the following suggestions:

- The concept of a "community-centred" sport delivery system provides a variety of economic opportunities. The development of central services for multiple-sport users could provide economies of scale and more services at less cost per service. The community could work collaboratively to develop



plans and determine its sport priorities. This co-ordination could result in more efficient application of resources.

- Increasing the emphasis on multi-sport or multi-purpose facilities allows for cross-subsidy programs, i.e., the broader the use, the lower the cost.
- A labour market is emerging for instructors, coaches and sport program planners. Training for such positions has some generic components, provides a skill that is portable across the country and immune to provincial barriers and free trade considerations. Quality coaches, instructors and program planners are needed for all age groups, in all parts of Canada. An Ontario government study concluded that the cost of training and preparation for a coaching position (or other sport delivery vocational role) is lower than the average cost of creating new jobs in the economy.
- In recent years, governments have demanded that major games build a financial legacy into their economic planning for facility operations and programs. This provides a stable source that could generate even further sponsorship, all for increased post-games programming.
- As North America attracts world championships, world cups and tour teams, there is increasing opportunity for sophisticated event marketing involving television rights, sponsorship, sanctions, licensing and merchandising.
- Recreational sport activities (e.g., run-a-thons, bike-a-thons) can serve multiple purposes and, if linked to the organized competitive amateur sport system, can yield a benefit to the investment in and development of sporting activities.
- Examining levels of user-pay fees and amounts of membership fees within a single-sport model can help to rationalize the increased cost of services at higher competitive skill levels.
- Links to the retail sporting goods industry can be explored with opportunities such as direct marketing, event management, merchandising and product endorsement.
- The federal government supplies \$60 million per annum (with occasional increases for a major games), and the provinces/territories contribute another \$108 million to sport and \$67 million to fitness and recreation. Compared to the total sport economy of \$16.2 billion dollars, this is not a major amount. Yet, these government dollars do have enormous influence on the direction of sport; hence, using government dollars as a strategic lever to enhance the economic model for sport is an important reality in this country.

As sport looks at additional sources of revenue and efficiencies in expenditures, there are several factors that should be kept in mind:

- An appropriate and reasonable range of sport experiences should be available to all Canadians (issues of equity and access) and cost should not be a barrier.
- The amateur sport system requires continuing support for its core management functions and infrastructure support. Governments have traditionally supported these functions

even though concern about dependency on government exists. Administrative and management functions are difficult to finance through corporations, donations and membership fees. If accountability and evaluation are incorporated with appropriate public-sector contributions, sustaining public financing is more easily accomplished.

- The industrial, economic and tax environments in Canada have an effect on the sport economy and must be considered in economic model building. For example, free trade has altered the tariff barriers and costs on sporting goods; GST rebates affect the voluntary non-profit sport sector, as do duty remissions on imported sporting goods.
- The size of Canada, its regional realities and urban and rural lifestyles are particular to the Canadian way of life, and are important when planning the appropriate sport economic model.


### **Key Observation**

The ability of the amateur sport delivery system to expand its resource base depends on whether services provided are participant-centred, market-driven, understood as a value and service to society, and planned with short- and long-term investment in mind. Such an orientation will yield consumer demand, community and corporate support to produce a viable economic support model. Investment in Canadian sport for the long term is an investment in our country and the type of society we want.

## **RECOMMENDATIONS**

The Task Force therefore recommends that:

109. The Fitness and Amateur Sport Branch support the development of an enhanced economic model for sport focusing on:
  - core support for the management function of national sport organizations;
  - assistance to offset travel costs and national sport programming;
  - an appropriate economic and tax policy environment, (e.g., supporting non-profit status);
  - support for system-wide approaches and strategies to enhance the economic model.
110. Individual sport bodies explore new financial models based on user-pay, proactive marketing approaches and a market-driven orientation, an expanded membership base through alliances with school programs and recreation base enhancement, approaches to event management and increased links with the retail industry. Such models should include strategies to:
  - develop and invest in a labour market for coaches;
  - build legacy funds following major events to provide post-event operating and programming support;

- 
- attract industry sponsorship and the provision of in-kind services (staff expertise, etc.);
  - share delivery costs through a collaborative partnership between the school system and the sport system for mutual benefit; and
  - market Canadian expertise and technology on domestic and international markets.

111. The federal government produce guidelines that will help sport organizations plan their corporate financial models to conform with and to benefit from Canadian economic and tax policies (e.g., non-profit status, tax deductibility, GST, sponsorship deductions, duty remissions,).
112. Federal and provincial governments, with the support of other appropriate sources, develop a data base on the economy and industry of sport from recreational sport to high-performance sport, for the purposes of long-term strategic and economic planning and policy development.

## Chapter 25: Leaders and Leadership

*Invest in developing leaders and collective leadership in sport to prepare for undertaking the challenges of a new future for sport.*

*"Themes for Potential National Goals".  
Task Force Report (Ottawa, 1992).*

### **THE NEED**

The Task Force has outlined a new approach to planning and managing sport policy and priorities. The vision and the strategic and operational directions reflected in this report demand a quantum change in the process, style and agenda of sport. No less is required of its leadership.

This report has noted the impressive developments in Canadian sport, especially in administrative and technical developments of the national infrastructure and organization of sport. At the same time, we have lamented the focus on single-sport bodies to the exclusion of the community of sport. Also, the focus on high-performance targets has compromised the examination of the quality of the participant experience. Skilful management of sport organizations has not translated into a commitment to meeting broader societal expectations and a sense of responsibility for the public trust. A major theme linking these challenges is the lack of leadership—leadership by individuals, by organizations, by the sport community as a whole.

Leadership by government has sometimes filled the vacuum, but it has done so at a cost—the maturation of the sport community (i.e., development of self-confidence and abilities to make decisions that affect the direction of sport and the destiny of sport organizations). While government leadership has made a significant contribution, the Task Force believes it is time for a change.

Consensus-building and process-based leadership is essential. Leaders in touch with members and constituents provide leadership in support of a larger common good, always conscious of the public trust. Prizing the values of Canadian society and of sport, leaders address values issues with the same passion that they analyze budget deficits. Most of all, leadership must be adaptive to change.

*Managing the  
New Profit Organization*

emotional and  
spiritual resources

physical  
resources

## TYPES OF LEADERSHIP

Leadership in sport is shared by individuals, by organizations, by governments and by the sport community as a whole. It is this leadership which will be called upon to help sport define and reach its new future.

### Individual Leadership

*It's that willingness to make yourself competent in the task that's needed that creates leaders.*

*-Peter F. Drucker. Managing the Non-Profit Organization.*

The Task Force believes that the following types of leadership and management abilities and roles will be needed to guide the future of sport:

#### *Technical Program Leadership*

These are individuals who understand the techniques and technology of sport. Technical leaders can transmit information to participants and/or design programs and plans that are technically sophisticated. Technical leaders include program co-ordinators in the proposed community-centred models Level I to V coaches, sport scientists, planners of athlete development models, and designers of national team programs, among others. This leadership depends upon an understanding of the science of sport and technical planning in sport.

#### *Leadership of Organizations*

These individuals understand organizations in evolution and have the appropriate leadership and management skills. Equity and access, change management, service orientation, values clarification and jurisdictional struggles are critical issues facing organizational leaders. Organizations that manage by rules and policies cannot afford to lose touch with their core values and members. Organizations are in a transition state, in the process of phasing out and phasing in (as described in Chapter 23, **A New Accountability Framework**). We need organizational leaders who are flexible during times of transition.

#### *Public Policy Leadership*

This does not refer to government leadership, but rather to the need for representatives of the sport community to participate in the continuing healthy debate and definition of sport policy and a sport plan for Canadians. This requires the sensitivity and capacity to explore the larger context of sport and the implications of choices. It requires an understanding of societal needs and expectations, as well as sport system needs. Public policy leadership requires skill in seeing issues through the eyes of different stakeholders.

### Leadership by Organizations

National and provincial sport organizations can contribute significantly to the larger sport community and the common good. The Task Force recognizes and supports the need for a tremendous investment in the development of a vertically-integrated continuum for each sport throughout Canada. The emphasis on the single-sport

structure, however, must not overshadow the community of sport. In recent years, the most significant events, policy developments and new resources have been based on observations about the community of sport and its future; and not on any single-sport organization, nor even the sum of all single-sport organizations.

The Task Force observed many excellent sport organizations during its consultation. We encourage the exchange of approaches, ideas and models in order to share the learnings among sport organizations.

### **Sport Community Leadership**

The Task Force has presented a new approach to a sport plan for Canada. The sport community needs to find a means to aggregate and represent their views at the national planning table. The ability of stakeholders to be responsible and responsive in a debate about strategic direction and values will determine whether the sport system takes the quantum leap needed, or slides back into a community of barriers, jurisdictions and lost potential.

We have also noted the lack of linkages between the sport sector and other important sectors, most notably education. Leadership from the sport community in bridging with other sectors is critical for a more integrated delivery of sport to communities and schools.

### **LEADERSHIP DEVELOPMENT**

*Leaders are given the gift of leadership by those who choose or agree to follow. We're basically a volunteer nation. I think this means that people choose a leader to a great extent on the basis of what they believe that leader can contribute to the person's ability to achieve his or her goals in life. This puts the leader in the position of being indebted—in the sense of what he or she owes to the organization.*

*One relatively straightforward way of looking at it is that the leader owes certain assets to an organization. In some organizations, that would be the ability to recruit the right people. Another important asset is the ability to raise the necessary funds. Another area is not quite as clear, and I would put that under the general heading of a legacy: the values of the organization. The leader may not be the author of those values, but the leader is accountable for expressing them, making them clear, and ensuring to the people in the organization that the values will be lived up to in a way in which decisions are made. Vision comes under the heading of legacy.*

*-Peter F. Drucker, **Managing the Non-Profit Organization.***

While the National Coaching Certification Program has provided a conceptual model for development of coaches, no similar model has been developed for the development of sport association leaders.

Leading national sport organizations is becoming an increasingly complex task. Sport requires a strategic and coordinated approach to the development of sport leaders. Associations need managers able to implement effectively and efficiently the plans of the association. At the same time, the organization needs leaders capable

of analyzing national and international sport, economic, social and political environments, and creating a vision for their sport that can be translated into directions and policies.

Leadership development in sport has been undertaken at many levels, by various agents, and in many forms—generally irregular and short term. Several programs have provided development opportunities for leaders of sport associations. The Professional Development Program for Association Managers enjoyed a short tenure as an avenue for national sport organization managers. The Training Institute for Sport Administrators in Ontario offers conferences for volunteers and professional managers. The Skills Program for Management Volunteers has had a stable history providing training for community and provincial level volunteers.

Shared goals for leadership development should be based on the demands on sport leaders and the requisite skills and knowledge. It is time for proactive leadership, but this will not happen by chance—only by design.

A strategy for leadership development would include establishing ways to:

- promote the value of quality leadership;
- foster exchange among leaders;
- encourage the development of skills and knowledge needed for strategic policy analysis and public policy debate;
- provide stimulating and thoughtful commentary on issues in sport leadership;
- encourage research which accurately translates the Canadian sport experience for the benefit of current and future leaders;
- promote collaboration and co-operation among those agencies and individuals involved and interested in leadership development throughout the Canadian sport system;
- offer ongoing training, development and education opportunities;
- influence the development of future leaders through links with educational institutions;
- encourage interchange between sport and other fields of study.

The Task Force believes it is time for a **leadership institute** for sport—not a bricks and mortar centre, nor a new university, but a flexible framework to include opportunities such as exchanges among leaders, secondments and apprenticeships, research on public policy management and education through short or extended residential workshops among others.

The leadership institute could be an organizational shell, focused strategically and developed co-operatively, aiding in the development of leaders and leadership. Such an institute could develop relationships with other sectors, especially in the not-for-profit area. It could provide opportunities for volunteers, managers and retiring high-performance athletes who wish to stay in sport as managers and leaders. It could examine sport values and its ethical dilemmas. It could help people understand the meaning of the community of sport.

## A SHARED LEADERSHIP APPROACH

In this report, we refer to shared leadership as the type of relationship and responsible power-sharing approach that is desirable between or among key stakeholders in sport, with respect to the development and implementation of a plan for sport, sport policy, priorities and directions.

The idea of two or more key stakeholders collaborating together on a major common thrust, has been tried and described before in modern sport history. Game Plan 1976 (to develop a planning and funding framework to help prepare Canada's Olympic athletes for the 1976 Olympics) was designed as a partnership between federal and provincial governments and the Canadian Olympic Association. National sport organizations were seen as the "beneficiary partners." As a new approach, it worked reasonably well and led to many of the high-performance programs undertaken by the federal government. The partnership ended with the 1976 Olympics.


The National Coaching Certification Program is a partnership among the federal government, provincial/territorial governments, national (and provincial) sport organizations and the Coaching Association of Canada. This collaborative program continues successfully to broker the interests of different parties.

In 1978, the federal policy paper, *Partners in the Pursuit of Excellence*, contemplated a new partnership between the federal government and national sport organizations in developing high-performance efforts. In 1988, *Toward 2000: Building Canada's Sport System* described shared leadership within the Canadian sport system as:

*...the shared role and balance of power and authority that should be both understood and demonstrated among the leading sport agencies at the national level, both governmental and non-governmental, in the process of proposing and implementing the National Goals and Priorities for Sport.*

With few exceptions, mainly focused on specific programs, the concept of shared leadership among the key stakeholders in sport has never been implemented or realized in tangible ways. With the lack of any concrete action to implement shared leadership, the scattered leadership pattern which has existed over the last 30 years continues.

Dependency of sport organizations on governments and their tentativeness in defining a collective destiny has reduced the effectiveness of the sport community. From time to time, reactionary sport leadership (often due to frustration and anger) has arisen but not been sustained. Regrettably, we have not created a sense that each partner has a distinctive competence and makes an essential contribution to leadership; nor have we agreed that acting in a collective way on behalf of sport is critical for the future of a sport plan for Canada and the direction of sport.



A practical and realizable model for shared leadership requires shared vision, common will and collaborative mechanisms. In this report, the Task Force has articulated much of the architecture for the creation of a shared leadership culture and approach including:

- an aggregation of the vision and values for Canadian sport (as described in Chapter 4, **Vision, Values and Themes for National Goals**) and an indication of how this vision can be enriched and shared by the partners;
- a description of a new way of thinking about the construction of a sport plan for Canadians, its priorities and directions. This approach suggests various stakeholders develop appropriate mechanisms to ensure their views are aggregated, debated, rationalized and represented at a common planning table;
- the outline of a new accountability framework which repositions accountability for federal monies against the priorities of a national plan for sport and against federal priorities, while urging sport organizations to develop their own accountability to their members and to the public trust. This highlights a shift from accounting to accountability as part of a new "social contract." The framework incorporates the concept of a reciprocal federal government accountability to its clients.

The Task Force suggests that collectively these elements can provide the architecture for a shared leadership model. The design and process of shared leadership requires representatives of stakeholders to demonstrate leadership and statesmanship. Leadership development of individuals is an important contributor to the success of the leadership model.

The federal government's actions and approach in helping to create a shared leadership model are critical to its success. Given the significant influence of federal funds, the dependent relationship of national sport organizations and the tentativeness of federal/provincial relations in sport policy, how the federal government embraces this concept will affect the future of shared leadership.


The federal government can facilitate a new partnership among stakeholders, respecting in each other their distinctive competence, mandate and contribution to the common cause. This new philosophy requires a sharing of power based on mutual respect and commitment to a quality sport plan for all Canadians. The Task Force urges the federal government to invest in such a future.

## **RECOMMENDATIONS**

The Task Force therefore recommends that:

113. The national sport organizations establish a new leadership development approach for volunteers and staff that would:
  - be available to national and provincial sport organizations and others in the non-profit field at modest cost;
  - include a curriculum incorporating:
    - techniques for consultation, collaboration and consensus building;
    - how to debate and reconcile the nature and direction of public policy for sport;
    - how to understand and clarify values, dilemmas and ethical issues relating to the conduct of sport;
    - understanding and applying the broad responsibilities involved in carrying out the trusteeship of the public trust.
  - develop specific, functional leadership such as technical program leadership, leadership of organizations and organizational management and public policy leadership;
  - link existing resources and expertise with federal government assistance and support for leadership development;
  - include the exploration and assessment of the viability of a leadership institute for sport (not a bricks-and-mortar institution).
114. In order to play a vital role in the construction of a Sport Plan for Canada, the sport community develop its own individual and collective leadership.
115. The federal government use the Task Force recommendations to redefine and redevelop its role in shared leadership in the sport system.





# Why the Federal Government Should Contribute Funding and Support for the Development of Sport

The Task Force believes there are important benefits that support of sport will bring to Canada at this time in our history.

## **Youth development and preparation**

Sport is a way of investing in the development and preparation of our youth. Canada requires a greater capacity to compete in the global economy. The experience of sport and the pursuit of excellence can build a healthy competitive character and pride in excellence in a significant portion of the future workforce.

## **Youth formal education and training**

Sport is a developmental experience. It provides training in human relations, team building and leadership. It provides a set of values useful throughout life, and learning from the value dilemmas sport presents. We know people learn and produce better when physically fit and active. At a time when youth are dropping out of school at alarming rates, sport helps to confirm the importance of a rounded education that builds physical, mental and life skills and health.

## **Cultural identity and national unity**

We are searching for common ground on which to build the future Canada. We are searching for shared identity, connectedness, a sense of belonging. Sport offers a common experience and a shared language relevant to our day-to-day lives. It offers pride in who we are and what we collectively accomplish. The thousands of sport events and media coverage every day across this country provide a cultural glue. The courage and performance of Canadians on the world stage gives Canadians a shared sense of pride.

## **The face of the Canadian character**

Canadians are known generally as quiet, unassuming and likeable. We know ourselves as much more. These quiet Canadian values take on new strength when portrayed through our sportsmen and women and their physical exploits. The values of courage, perseverance, strength, fairness and decency, excellence, competitiveness and pride provide a face of Canada to the world that reveals the depth and strength of the Canadian character.

## **A reference point for our values and ethics**

In an era of erosion in traditional values, many Canadians are finding it difficult to live up to their beliefs. Contradictions, value dilemmas,

*Honour Roll*

*The desire to do your personal best, to excel, to attain the highest standards of performance, to be supreme in one's chosen field is a worthy human ambition which has led and can continue to lead to increased standards and personal growth. If no one was concerned with the quality of their contribution, their work, their product or service, our society could take a turn for the worse. Yet high levels of achievement and excellence in any area do not come easily. The trail is hard and steep. There are numerous obstacles to overcome and barriers to push forth. Becoming a highly skilled person in any field, athletic or otherwise, requires learning, teaching or parenting, demand, commitment and discipline.*

*—L. Gordon  
In Pursuit of Excellence*

corrosive behaviours and social pressures challenge deeply-held ethics. Sport can instill and strengthen values and ethics in youth. The ethical debate, choices and leadership undertaken in the sport experience can help in confronting and dealing with value dilemmas in our lives and society.

For example, the Dubin Inquiry and this Task Force were a response, in part, to a national embarrassment, a perceived "loss of innocence" and tainting of certain values of sport. The resulting search for the true values and place of sport can guide the search for an ethical foundation in our society. It can also help to portray this struggle with distinction and insight to the world.

### **A contribution to social challenges**

Challenges face us in our quest to build a fair, equitable and accessible society. Many Canadians are marginalized by their socio-economic status, gender, age, location, etc. While not a panacea for social ills, sport does offer a low-cost way of fairly and widely distributing society's benefits. As two examples, we note: the potential for sport to assist in strategies that deal with children at risk, and community and family development in socio-economically deprived areas; and secondly, the growth of Canada's senior population suggests a real need for ways to address their physical integrity and mobility, and their sense of belonging. Finally, sport contributes to the image we have of a physically active and healthy population—thereby supporting the shift towards preventative health and, potentially, lower health care costs.

### **RECOMMENDATION**

For these reasons and others documented in this report, the Task Force believes a strong commitment and support by the federal government, among others, will yield important future benefits to Canada, and therefore recommends that:

116. The federal government provide a substantial federal commitment to and support for the future of sport in Canada over the long-term, in keeping with its current and potential contribution and benefits to Canada.

## The Final Recommendation

The Task Force looks at the future for sport in Canada with optimism. Investment to date has laid a strong base for the progress we have witnessed. We are enthused by the energy, ideals and sense of maturation that have developed in the last 30 years of modern sport. We are poised on the edge of the next era—an era of quality, more complete, more responsible and fully accessible sport in Canada, grounded in Canadian values, "made in Canada" to fit our geography and societal structures, and reflecting pride in both participation and the pursuit of excellence. In this future, we have recommended an evolving federal role to the Minister of State for Fitness and Amateur Sport.


There is firm evidence that the federal government holds a strong commitment to the development of sport in Canada. We believe it will continue. We also believe the federal government will continue to contribute leadership to the advancement of a Sport Plan for Canada.

Notwithstanding these assumptions of continuing federal commitment, we have contemplated a shift from a directive and dominant presence to partnership and shared leadership with the national sport community. This shift includes an approach to policy that is harmonized with other governments (the provinces in particular). As part of this change, we have suggested a shift from financial accounting to accountability and an exploration of, and investment in, a new economic model for sport, an emphasis on leadership investment, and a new, more mature accountability framework for federal funds.

As the sport community moves toward a collective identity and capacity to manage its destiny, and as responsibility for the public trust becomes ingrained in the management of the sport infrastructure and code of conduct, the Task Force suggests that the federal government will need to move further still.

In keeping with the changing role of government in Canada, and the continual maturing of the sport system, the Task Force therefore recommends that:


117. As the major directions and reforms outlined in this report are satisfactorily implemented and the sport community assumes responsibility for the programs and conduct of sport in Canada, the federal government should phase out the majority of its expectations of accountability for the use of federal funds, retaining only the most essential elements necessary to protect and advance the public good (such as health and safety, mobility and access, cultural identity, moral conduct, federal/provincial harmonization and fiscal responsibility). This evolution should dramatically reduce the administrative requirements to a negligible



**level and replace them with the sport community's own conscience, checkpoints and self-management.**

**The Task Force further recommends that the federal government and the national sport community work together to achieve this desired state within 10 years.**

In this final recommendation, we do not suggest that the federal government reduce its support, leadership or financial contributions to a continuing Sport Plan for Canada, but rather that the federal role and policy evolve and assume an approach in keeping with the maturation of sport in Canada.



## Themes and Benefits for the Stakeholders in Canadian Sport

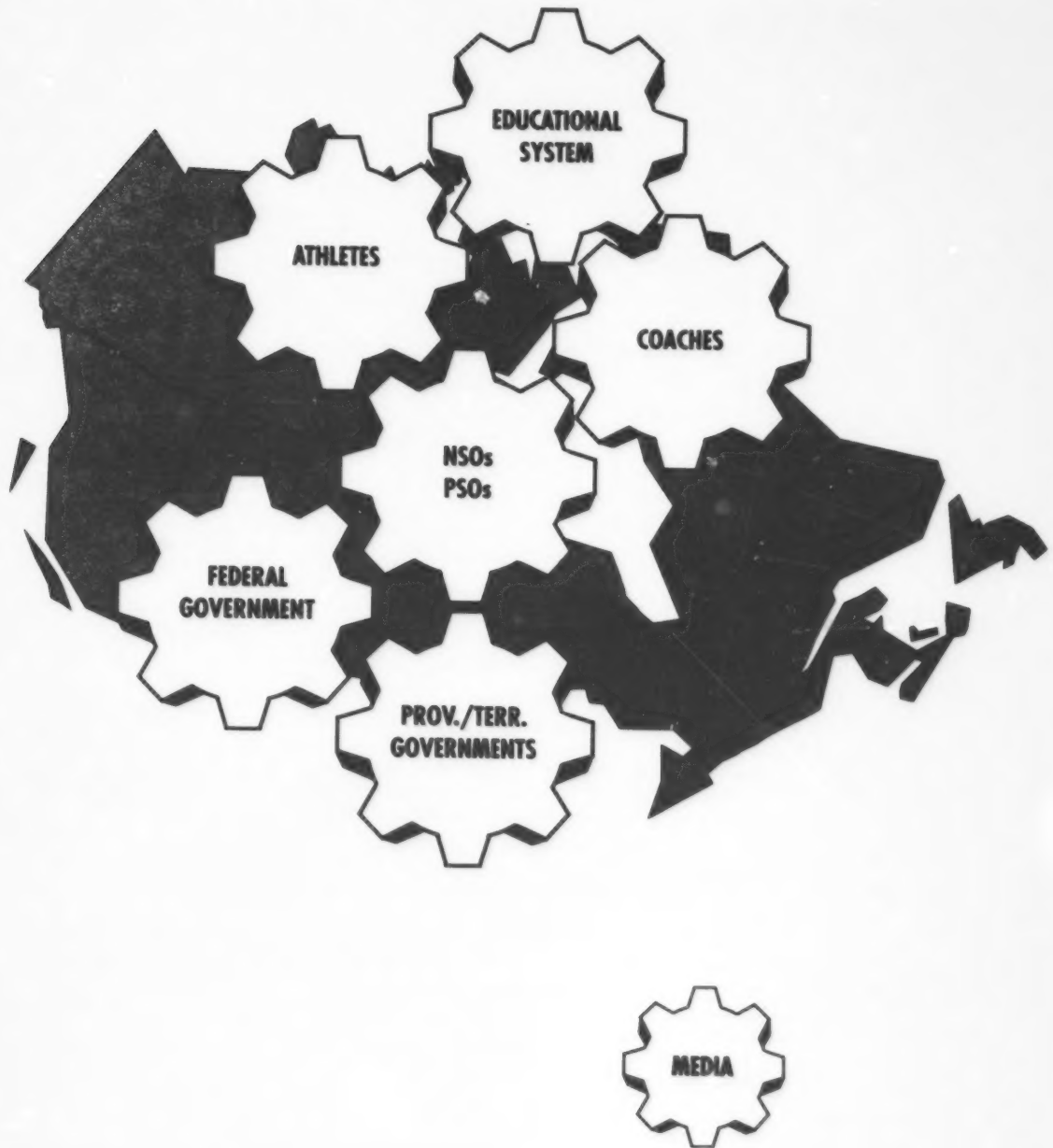
Summarized in the following charts, one for each of the key stakeholders, are the themes we followed, the changes proposed and the benefits intended. The key stakeholders are Canada, athletes, coaches, sport organizations, the education sector, provinces and territories, and Fitness and Amateur Sport.

Also identified are new roles and responsibilities that emerge from, or are proposed in, the changes and some of the recommended supports for coaches and national sport organizations.

During our consultations, the stakeholders in sport commented frequently on the importance of media's role in the public's perception of sport. The media clearly do not perceive themselves as stakeholders in sport. The sport community believes that they have a large stake in how the media report on sport.

While not discussing the subject of media and sport extensively in this report, the Task Force has not ignored the relationship. The media provided the Task Force with suggestions, on which several recommendations are based, on how the interaction between the two sectors could be enhanced. We believe there is potential for developing better understanding between sport and the media in the future.

# STAKEHOLDERS IN CANADIAN SPORT



**Sport Makes a Contribution to Canada**

- As part of our culture and heritage, an expression of values; a contributor to national pride, identity and to inter-regional understanding and to international relations
- As part of our physical activity culture, in active living, fitness, health, fellowship and, for some, physical and spiritual renewal
- In building communities with sporting and inter-community competitions
- As an important part of the educational and social component in the education of our youth and children
- As part of an individual's personal and professional development, instilling a sense of fair play and playing fair
- In giving Canada's youth a stage - making Canada a more visible and competitive nation
- In our use of leisure time, in the development of friendship, friendships and social networks
- As Canadians host the Commonwealth in Canada and the Olympic Games
- As a significant part of the economic and social fabric of leisure, recreation, manufacturing and services

**Canadian Sport Gives to the World**

- Sports that originated in Canada: lacrosse, hockey, basketball, synchronized swimming, ringette
- Canadian expertise in sport technology, coaching education, in a data base on sport for education, sport organization planning, event management, sport for disabled persons
- Advocacy of fair play and of values and ethics in sport
- Leadership in Commonwealth and Francophone sport
- Leadership and standards in doping control
- Leadership in the development of sport as a vehicle for experiment in reshaping a national sport culture
- Leadership in the development of a deeper understanding of the core values of sport

**What Canada Can Do for Sport**

- Love the pursuit of excellence
- Cherish our sport heroes
- Support the efforts of all Canadians
- Acknowledge sport as part of Canada's culture
- Fundamentally contribute to the Canadian Olympic Movement
- Encourage high performance athletes for their contribution to Canada
- Support professional sport in Canada
- Encourage community-based sport
- Encourage the sport community as it pursues sport-for-all
- Support government's policies that support sport
- Encourage the media to report on amateur sport in a manner consistent with the beliefs and values of Canadians



# ATHLETES

## Themes that Guided the Task Force

### All Athletes

- "Sport-for-all," equity and access for all
- An athlete-centred sport system
- Increased opportunities to participate
- Quality coaching
- Adherence to values of fair play, sportsmanship, health and safety
- Improved support services at the community level
- A stronger research program in sport and sports

### Changes and Benefits for Athletes

#### All Athletes

- A sport system designed to provide choice and meet athletes' needs
- Access to a range of sports, facilities and training and development opportunities in one's own community
- Easy progression through the sport continuum - a seamless sport experience
- Certified coaches
- Athlete representation in decision making
- Generally improved support services
- Enhanced medical and sport sciences
- Safer sport
- Focus on excellence and high-quality sport experience
- A sound moral and ethical environment
- Co-operative planning between school and sports
- Respect for the person
- Equity and access

### High-Performance Athletes

- Recognition of athletes' rights, right to representation
- Highest quality of coaching
- Improvement to athlete assistance
- Recognition by Canada
- Health and safety

### High-Performance Athletes

- Professional coaches
- Recognition of national level standing in coaching
- Highest quality of technical training
- Renewed emphasis on safety and health services
- Opportunities to perform before Canadian audiences
- Hosting high performance sport events in Canada
- Coordinated support services
- More and better sport sciences and medicine
- Improved financial assistance
- Athletes' agreements balanced between rights and responsibilities
- Adjudication of appeals
- Reduced barriers and gaps in government support programs
- Post-career assistance
- Recognition of pursuit of excellence
- Recognition of contribution to Canada

# COACHES

## Themes that Guided the Task Force

- Athlete-coach as the key sport unit
- Quality professional coaching for Canada
- Pursuit of excellence by the athlete-coach team
- Winning within fair play and the rules of sport
- Support for the coaching code of ethics
- Viable careers for coaches

## Changes and Benefits: Coaches and Coaching

- Coaches as the key delivery agents of sport to the community and to athletes
- The key developers of Canadian athletes
- Professionalization of coaching in Canada
  - national standards, a portable progression
  - a regulatory body for the profession
  - international coaching standards
  - training, better education
  - increased numbers of certified coaches
  - professional society
- Promotion of the coaching code of ethics
- Increased opportunities for women in coaching
- New career and employment opportunities for coaching
- Key players in developing Canadian youth, instilling values and ethics of sport and dealing with moral issues of sport
- A new economic model to support coaching

## Roles and Responsibilities of Coaches

- Key contributor in the community-based sport model
- Trusteeship for the moral environment of sport
- Guide, mentor, trainer of children and youth, participant in their moral development
- Responsible for the quality sport experience

## Supports for

- For professional work
- For developing more paid positions
- A national research agenda
- New ties with the education sector
- Applied supports from sport sciences



# SPORT ORGANIZATIONS

## Themes that Guided the Task Force

- Sport for all Canadians, equity and access
- An athlete-centred approach
- A seamless and borderless sport continuum
- A community-centred approach
- Stronger relationships with the education sector
- A vertically integrated sport system
- Support for high-performance sport
- Deepened connections with sport sciences
- Readiness for increased autonomy
- A shift in government's role

## Changes and Benefits: Sport Organizations

- Participation in setting national vision, values, goals and priorities
- A mature partnership with government; greater autonomy
- New eligibility and funding criteria; menu of support programs and co-planning of accountability criteria
- Input to federal sport policy
- Opportunity to develop a pan-Canadian sport system across the full sport continuum
- Potential for spectacular growth and evolution
- Increased funding to high-performance athletes
- Broadened research agenda
- Strengthened sport sciences, sport medicine capacity
- Development of an economic model for sport and employment opportunities for coaches
- Enhanced support services
- Increased connections, co-planning with education
- Greater support for leadership development
- Support for the pursuit of excellence

## Roles and Responsibilities of Sport Organizations

- Provide a quality sport experience, a seamless progression through a vertically integrated sport system
- Protect the core values of sport
- Provide support to community sport development
- Provide a comprehensive sport development model
- Use a fair, representative model of governance
- Ensure equity, access and ethical conduct
- Increase connections with education
- Take a stronger international role
- Be accountable to members and the Canadian public

## In Support of Change

- New partners, new allies, new supports
- Harmonized governmental policies
- Consolidation of federal programs
- Support in integrating special groups
- Support for professional coaching
- Integrated services from NSOs and technology transfer
- Procedures for values-based planning and ethical review of sport rules and conventions
- National conferences on research, on education and sport
- Support for a stronger international role
- Support for leadership development
- Aids in promotion, administration, volunteer/staff relationship, hosting, handling values and ethics issues

# EDUCATION

## Themes that Guided the Task Force

- Sport-for-all and equity and access in sport through education's involvement in sport
- Regular daily physical education for students
- Sport as part of the curriculum of education
- Diminishing role for sport and physical activity in schools
- Absence of coordinated research between sport and education
- Partnerships between sport and education in the interest of youth development
- Willingness to bridge the gap between sport and education
- Physical education and sport as effective contributors to instilling human values
- Education and sport as keys to ethical conduct amongst students-athletes
- Role for education sector in developing sport leadership

## Changes and Benefits for Youth

- Increased emphasis and time allotted to sport, physical culture and physical education
- Development, especially for females, in basic movement and sport skills and in fair play and moral conduct
- Potential for better scholastic results
- Long term health benefits
- Improved program coordination between schools, sport clubs, recreation departments and sport associations
- Removal of barriers to scheduling and progress in student's sport experience
- Access for minority groups and economically disadvantaged
- More sport schools

## Changes and Benefits for Education Sector

- Benefits of sport experience accrue to youth in schools (discipline, dedication to a goal, training, courage)
- Partnership between sport and education in youth development
- Sport as a media for better educational outcomes
- Potential for longer retention of drop-outs, especially young males
- Potential for shared experiences and positive relationships in multicultural schools
- Shared research on sport and education and on student-athlete development
- Integration of school sport facilities in the community-based model: potential for return on investment through user-pay

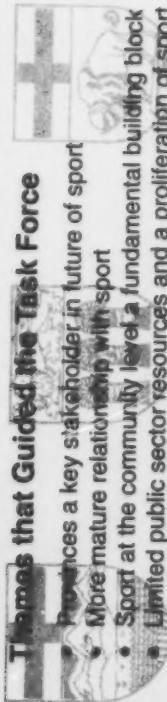
## Changes and Benefits for Sport

- Consistent early development by physical educators of movement skills
- Integrated, coordinated (sport, education and municipality) community-based sport programs
- Expansion of sport schools
- National research agenda for sport, athletics and sport's role and place in society
- Harmonized sport system for athlete's seamless progression
- Holistic development of the student-athlete
- Comprehensive approach to instilling values and ethics in youth, especially values of fair play

# PROVINCES / TERRITORIES

## Themes that Guided the Task Force

- Provides a key stakeholder in future of sport
- More mature relationship with sport
- Sport at the community level a fundamental building block
- Limited public sector resources and a proliferation of sport
- Closer links between sport and education system
- Vertical integration of sport
- Common vision, values, overall goals for sport
- Federal/provincial/territorial policy reconciliation



ALBERTA



MANITOBA



ONTARIO



SASKATCHEWAN



BRITISH COLUMBIA



YUKON



WESTERN TERRITORIES



NUNAVUT



NEWFOUNDLAND



PRINCE EDWARD ISLAND



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NEW BRUNSWICK



ONTARIO



# FITNESS AND AMATEUR SPORT

## Themes that Guided the Task Force

- More mature relationship with sport organizations
- Evolution towards partnership and shared leadership approach
- A balanced sport system
- Adjustments and revisions to sport policies
- More integrated planning between fitness and sport
- Shared vision, values, goals with other stakeholders
- Increasing autonomy for sport organizations

## Expectations of Fitness and Amateur Branch

- Increase support for athlete assistance and employment of coaches
- Redesign funding policies and approach
- Apply new sport entry criteria
- Focus on core sports in Canada
- Limit high-performance, international sports to a select list of sports
- Restructure accountability approach for NSOs
- Target social responsibility agenda for sport
  - equity and access
  - ethical conduct and trusteeship
- Consolidate appropriate support programs
- Reduce directive role in relationships with sport organizations
- Devolve some government programs to NSOs
- Improve information base and policy leadership functions
- Restructure FAS and reshape roles at all levels
- Champion sport as a contributor to cultural identity and policy
- Help create a sport plan for Canada

## Changes and Benefits to the Government

- Affirmation for a federal government role in sport
- A Sport Plan for Canada
- National vision, values and goals to guide federal sport planning
- Strategy to guide planning
- Development, renewal of federal sport policies
- Opportunity to harmonize federal / provincial / territorial sport policies
- Development of an integrated, coordinated, pan-Canadian accountability framework
- Improved relationship between government and the sport system
- A more mature self-governing sport community
- Refocus FAS / Minister as champion of (public policy for) Canadian physical activity culture
- New approach to sport funding eligibility
- More structured, more relevant and appropriate FAS
- Application of sport in social and cultural policy and social responsibility
- Strategy for hosting games
- Considerations of a new economic model for sport





## List of Appendices



# Appendix I

## NATIONAL PRIORITIES FOR SPORT MEDICINE & SCIENCE IN AMATEUR SPORT

- Goal # 1.** To ensure effective strategic planning, in cooperation with the major partners in the high performance sport system, in the domain of sport medicine and science vis-a-vis the Canadian athlete development model. The objective is to define a blueprint for Canada.
- Goal # 2.** To ensure existence and delivery of coordinated medical, paramedical and scientific services throughout the training and competitive year commensurate with the needs of the high performance sport system - encompasses more the national carded athletes. (sport model)
- Goal # 3.** To develop and implement an integrated system to monitor the medical, physical and psychological dimensions of high performance athletes' preparation.
- Goal # 4.** To provide high quality primary care in keeping with the needs of Canada's high performance athletes while traveling and at major games.
- Goal # 5.** To foster the coordinated exchange of practical, medical and scientific information among the stakeholders in the high performance sport system. (Stakeholders include athletes, coaches, doctors, scientists, therapists, sport planners - both volunteer and professional) .
- Goal # 6.** To establish a system of requirements and standards for certification and accreditation of labs and centres, and post degree training and certifying of medical, paramedical, and scientific practitioners working in sport, base on an identified body of relevant knowledge in conjunction with increasing employment opportunities for these practitioners.
- Goal # 7.** To eliminate the use of performance-enhancing substances and manipulation as defined by the IOC.
- Goal # 8.** To stimulate support for research of potential value to sport in the field of sport medicine and science in Canada.
- Goal # 9.** To establish a network within Canada for the enhancement of sport science and medical knowledge and services which meet the needs of participants in the domestic sport system.
- Goal # 10.** To enhance the status of sport medicine and science in Canada by promotion: 1) within the sport community; and 2) within the scientific and academic and medical communities. The goal is to promote sport medicine and science as integral components of an athlete development system and as meritorious endeavours.

## Appendix II

### **LIST OF NATIONAL SPORT ORGANIZATIONS, FUNDED BY THE FEDERAL GOVERNMENT**

Alpine Canada  
Aquatic Federation of Canada  
Athletics Canada  
Badminton Canada  
Baseball Canada  
Basketball Canada  
Biathlon Canada  
Bobsleigh Canada  
Canadian 5 Pin Bowlers Association  
Canadian Amateur Boxing Association  
Canadian Amateur Diving Association  
Canadian Amateur Hockey Association  
Canadian Amateur Speedskating Association  
Canadian Amateur Wrestling Association  
Canadian Association of Disabled Skiing  
Canadian Canoe Association  
Canadian Cricket Association  
Canadian Curling Association  
Canadian Cycling Association  
Canadian Equestrian Federation  
Canadian Fencing Federation  
Canadian Figure Skating Association  
Canadian Gymnastics Federation  
Canadian Handball Association  
Canadian Lacrosse Association  
Canadian Ladies Golf Association  
Canadian Luge Association  
Canadian Modern Pentathlon Association  
Canadian Orienteering Federation  
Canadian Rhythmic Sportive Gymnastics Federation  
Canadian Rugby Union  
Canadian Ski Association—Freestyle  
Canadian Ski Association  
Canadian Soccer Association  
Canadian Table Tennis Association  
Canadian Team Handball Federation  
Canadian Tennis Association  
Canadian Tenpin Federation  
Canadian Volleyball Association



Canadian Weightlifting Federation  
Canadian Yachting Association  
Cross Country Canada  
Federation of Canadian Archers Inc.  
Field Hockey Canada  
Football Canada  
Judo Canada  
Lawn Bowls Canada  
National Karate Association  
Racquetball Canada  
Ringette Canada  
Rowing Canada Aviron  
Royal Canadian Golf Association  
Shooting Federation of Canada  
Ski Jumping Canada  
Ski/Nordic Combined Ski Canada  
Softball Canada  
Squash Canada  
Swimming/Natation Canada  
Synchro Canada  
Water Polo Canada  
Water Ski Canada

**MULTI-SPORT AND SUPPORT  
SERVICES ORGANIZATIONS**

Canada Games Council  
Canada's Sports Hall of Fame  
Canadian Academy of Sports Medicine  
Canadian Amputee Sports Association  
Canadian Anti-Doping Organization  
Canadian Association for Advancement of Women  
and Sport and Physical Activity  
Canadian Association of Sport Scientists  
Canadian Athletic Therapists Association  
Canadian Blind Sports Association  
Canadian Colleges Athletic Association  
Canadian Deaf Sports Association  
Canadian Federation of Sport Organizations for the Disabled  
Canadian Interuniversity Athletic Union  
Canadian Olympic Association  
Canadian Physiotherapy Association  
Canadian Special Olympics  
Canadian Sport & Fitness Marketing Inc.  
Canadian Sport and Fitness Administration Centre



Canadian Wheelchair Sports Association  
Coaching Association of Canada  
Commonwealth Games Association  
Sport Information Resource Centre  
Sport Medicine Council of Canada  
Sports Federation of Canada

# Appendix III



## CHAPTER F-25

An Act to encourage fitness and amateur sport

### SHORT TITLE

Short title

1. This Act may be cited as the *Fitness and Amateur Sport Act*. R.S., c. F-25, s. 1.

### INTERPRETATION

Definitions

"agreement"  
«accord»

"Council"  
«Conseils»

"member"  
Version  
anglaise  
seulement  
"Minister"  
«ministres»

2. In this Act,  
"agreement" means an agreement entered into under this Act;

"Council" means the National Advisory Council on Fitness and Amateur Sport established by subsection 7(1);

"member" means a member of the Council;

"Minister" means the Minister of National Health and Welfare. R.S., c. F-25, s. 2; SI/80-68; SI/81-134; SI/82-206.

### OBJECTS AND POWERS

Objects of Act  
and powers of  
Minister

3. The objects of this Act are to encourage, promote and develop fitness and amateur sport in Canada and, without limiting the generality of the foregoing, the Minister may, in furtherance of those objects,

(a) provide assistance for the promotion and development of Canadian participation in national and international amateur sport;

(b) provide for the training of coaches and such other personnel as may be required for the purposes of this Act;

(c) provide bursaries or fellowships to assist in the training of necessary personnel;

(d) undertake or assist in research or surveys in respect of fitness and amateur sport;

## CHAPITRE F-25

Loi favorisant la condition physique et la pratique du sport amateur

### TITRE ABRÉGÉ

Titre abrégé

1. *Loi sur la condition physique et le sport amateur*. S.R., ch. F-25, art. 1; 1984, ch. 40, art. 79.

### DÉFINITIONS

Définitions

2. Les définitions qui suivent s'appliquent à la présente loi.

«accord» Accord conclu sous le régime de la présente loi.

«Conseil» Le Conseil consultatif national de la condition physique et du sport amateur constitué en application du paragraphe 7(1).

«ministre» Le ministre de la Santé nationale et du Bien-être social. S.R., ch. F-25, art. 2; TR/80-68; TR/81-134; TR/82-206; 1984, ch. 40, art. 79.

### OBJETS ET POUVOIRS

3. La présente loi vise à favoriser, promouvoir et développer la condition physique et le sport amateur au Canada et le ministre peut notamment, à ces fins :

a) fournir une assistance en vue de faciliter et d'intensifier la participation des Canadiens au sport amateur, à l'échelle nationale et internationale;

b) pourvoir à la formation des entraîneurs et des autres personnes qui peuvent être nécessaires à l'application de la présente loi;

c) fournir des bourses d'études pour aider à la formation du personnel requis;

Objets de la loi  
et pouvoirs du  
ministre

(e) arrange for national and regional conferences designed to promote and further the objects of this Act;

(f) provide for the recognition of achievement in respect of fitness and amateur sport by the grant or issue of certificates, citations or awards of merit;

(g) prepare and distribute information relating to fitness and amateur sport;

(h) assist, cooperate with and enlist the aid of any group interested in furthering the objects of this Act;

(i) coordinate federal activities related to the encouragement, promotion and development of fitness and amateur sport, in cooperation with any other departments or agencies of the Government of Canada carrying on those activities; and

(j) undertake such other projects or programs, including the provision of services and facilities or of assistance therefor, in respect of fitness and amateur sport as are designed to promote and further the objects of this Act. R.S., c. F-25, s. 3.

d) entreprendre des recherches ou des études sur la condition physique et le sport amateur, ou y apporter son concours;

e) prendre des dispositions en vue de la tenue de conférences nationales et régionales, conçues pour faciliter la réalisation des objets de la présente loi;

f) consacrer la réussite dans le domaine de la condition physique et du sport amateur, par l'attribution ou la délivrance de certificats, citations ou distinctions particulières;

g) préparer et diffuser de l'information sur la condition physique et le sport amateur;

h) offrir son concours ou sa collaboration à tout groupe désireux de jouer un rôle dans l'application de la présente loi et s'adjoindre l'appui d'un tel groupe;

i) coordonner, en coopération avec les autres ministères ou organismes fédéraux intéressés, les initiatives fédérales tendant à favoriser, promouvoir et développer la condition physique et le sport amateur;

j) mettre sur pied, en ce qui concerne la condition physique et le sport amateur, les autres projets et programmes, notamment la fourniture de services et d'installations ou d'assistance à cet égard, qui sont de nature à favoriser l'application de la présente loi. S.R., ch. F-25, art. 3; 1984, ch. 40, art. 79.

Grants  
authorized

4. In furtherance of the objects of this Act, the Minister may, with the approval of the Governor in Council, make grants to any agency, organization or institution that is carrying on activities in the field of fitness or amateur sport. R.S., c. F-25, s. 4.

Subventions  
autorisées

4. Pour l'application de la présente loi, le ministre peut, avec l'approbation du gouverneur en conseil, accorder des subventions à tout organisme, toute association ou toute institution qui s'occupe activement de la condition physique ou du sport amateur. S.R., ch. F-25, art. 4; 1984, ch. 40, art. 79.

#### AGREEMENTS AUTHORIZED

Agreements  
authorized

5. (1) The Minister may, with the approval of the Governor in Council, enter into an agreement with any province, for a period not exceeding six years, to provide for the payment by Canada to the province of contributions in respect of costs incurred by the province in undertaking programs designed to encourage, promote and develop fitness and amateur sport.

Definitions

"costs"  
"coûts"

(2) In subsection (1), "costs" incurred by a province means the costs incurred by the province determined as prescribed in the agreement made under that

#### ACCORDS AUTORISÉS

Accords  
autorisés

5. (1) Le ministre peut, avec l'approbation du gouverneur en conseil, conclure avec une province un accord, d'une durée maximale de six ans, prévoyant le paiement, par le Canada à la province, de contributions relatives au coût que supporte cette dernière dans la mise en œuvre de programmes destinés à favoriser, promouvoir et développer la condition physique et le sport amateur.

Définitions

(2) Les définitions qui suivent s'appliquent au paragraphe (1).

"coûts" À l'égard d'une province, frais exposés par elle et fixés selon le mode prévu à l'ac-

"coûts"  
"costs"

subsection between the Minister and the province;

"programs designed to encourage, promote and develop fitness and amateur sport"  
"programmes..."

"programs designed to encourage, promote and develop fitness and amateur sport", in respect of a province, means programs, as defined in the agreement made under that subsection between the Minister and the province, that are designed to further the objects of this Act. R.S., c. F-25, s. 5.

cord conclu entre le ministre et la province en application du paragraphe (1).

"programmes destinés à favoriser, promouvoir et développer la condition physique et le sport amateur". À l'égard d'une province, programmes définis par l'accord conclu entre le ministre et la province en application du paragraphe (1) et conçus pour réaliser les objets de la présente loi. S.R., ch. F-25, art. 5; 1984, ch. 40, art. 79.

"programmes destinés à favoriser, promouvoir et développer la condition physique et le sport amateur"  
"programs..."

Amendment of agreement

6. Any agreement made under this Act may be amended,

(a) with respect to the provisions of the agreement in respect of which a method of amendment is set out in the agreement, by that method; or

(b) with respect to any other provision of the agreement, by the mutual consent of the parties thereto with the approval of the Governor in Council. R.S., c. F-25, s. 6.

6. L'accord conclu sous le régime de la présente loi peut être modifié :

a) selon la procédure de modification qui y est prévue;

b) à défaut, avec le consentement des parties et l'approbation du gouverneur en conseil. S.R., ch. F-25, art. 6.

Modification de l'accord

COUNCIL ESTABLISHED

MISE SUR PIED D'UN CONSEIL

Establishment and membership of Council

7. (1) There is hereby established a council, to be called the National Advisory Council on Fitness and Amateur Sport, consisting of not more than thirty members to be appointed by the Governor in Council.

7. (1) Est constitué le Conseil consultatif national de la condition physique et du sport amateur, composé d'au plus trente membres, ou conseillers, nommés par le gouverneur en conseil.

Constitution

Term of appointment

(2) Each member shall be appointed to hold office for a term not exceeding three years.

(2) La durée maximale du mandat des conseillers est de trois ans.

Durée du mandat

Chairman

(3) The Governor in Council shall designate one of the members to be chairman.

(3) Le gouverneur en conseil désigne un des conseillers au poste de président.

Président

Composition

(4) Of the members composing the Council, at least one shall be appointed from each province. R.S., c. F-25, s. 7.

(4) Chaque province compte au moins un représentant au sein du Conseil. S.R., ch. F-25, art. 7; 1984, ch. 40, art. 79.

Représentation provinciale

Quorum

8. (1) A majority of the members constitutes a quorum of the Council.

8. (1) La majorité des conseillers constitue le quorum.

Quorum

Vacancy

(2) A vacancy in the membership of the Council does not impair the right of the remaining members to act.

(2) Une vacance en son sein n'entrave pas le fonctionnement du Conseil.

Vacance

Absence or incapacity

(3) In the event of the absence or temporary incapacity of any member, the Governor in Council may appoint a person to act in place of that member during the absence or incapacity. R.S., c. F-25, s. 7.

(3) En cas d'absence ou d'empêchement temporaire d'un des conseillers, le gouverneur en conseil peut lui nommer un remplaçant. S.R., ch. F-25, art. 7.

Choix d'un conseiller intérimaire

Procedure

9. The Council may make rules for regulating its proceedings and the performance of its functions and may provide therein for the delegation of any of its duties to any special or

9. Le Conseil peut établir des règles régissant ses délibérations et l'exécution de sa mission ainsi que la délégation de ses attributions à un de ses comités spéciaux ou permanents. S.R., ch. F-25, art. 7.

Règles

standing committee of its members. R.S., c. F-25, s. 7.

Remuneration of chairman

10. (1) The chairman of the Council shall be paid such remuneration as may be fixed by the Governor in Council.

10. (1) Le président du Conseil reçoit la rémunération fixée par le gouverneur en conseil.

Rémunération du président

Travel and other expenses

(2) The members other than the chairman shall serve without remuneration but each member is entitled to be paid reasonable travel and other expenses incurred by him in the performance of his duties. R.S., c. F-25, s. 8.

(2) Les conseillers, à l'exception du président, ne reçoivent aucune rémunération; néanmoins, ils ont droit aux frais de déplacement et autres entraînés par l'accomplissement de leurs fonctions. S.R., ch. F-25, art. 8.

Indemnités des autres conseillers

Reference to Council

11. (1) The Minister may refer to the Council for its consideration and advice such questions relating to the operation of this Act as the Minister thinks fit.

11. (1) Le ministre peut soumettre au Conseil, pour étude et recommandations, les questions relatives à l'application de la présente loi qu'il estime à propos de lui soumettre.

Renvoi au Conseil

Matters for Council's consideration and advice

(2) The Council shall give consideration to and advise the Minister on

(2) Le Conseil étudie, pour pouvoir présenter ses recommandations au ministre à leur égard :

Étude et recommandations du Conseil

(a) all matters referred to it pursuant to subsection (1); and

a) les questions qui lui sont soumises aux termes du paragraphe (1);

(b) such other matters relating to the operation of this Act as the Council sees fit. R.S., c. F-25, s. 9.

b) les autres questions relatives à l'application de la présente loi qu'il estime opportun d'examiner. S.R., ch. F-25, art. 9.

#### ADMINISTRATION OF ACT

#### PERSONNEL

Officers, clerks and employees

12. Such officers, clerks and other employees as are necessary for the administration of this Act shall be appointed under the *Public Service Employment Act*. R.S., c. F-25, s. 11.

12. Le personnel nécessaire à l'application de la présente loi est nommé sous le régime de la *Loi sur l'emploi dans la fonction publique*. S.R., ch. F-25, art. 11.

Personnel

#### REGULATIONS

#### RÈGLEMENTS

Regulations

13. The Governor in Council may make regulations

13. Le gouverneur en conseil peut, par règlement :

Règlements

(a) defining, for the purposes of this Act, the expressions "fitness" and "amateur sport";

a) définir, pour l'application de la présente loi, «condition physique» et «sport amateur»;

(b) respecting the provision of facilities in respect of fitness and amateur sport; and

b) prévoir la fourniture d'installations pour la condition physique et le sport amateur;

(c) generally, for carrying into effect the purposes and provisions of this Act. R.S., c. F-25, s. 12.

c) d'une façon générale, prendre toute mesure nécessaire à l'application de la présente loi. S.R., ch. F-25, art. 12; 1984, ch. 40, art. 79.

#### REPORT TO PARLIAMENT

#### RAPPORT AU PARLEMENT

Annual report

14. The Minister shall, within three months after the end of each fiscal year, prepare an annual report on the work done, moneys expended and obligations contracted under this Act and cause the report to be laid before Parliament or, if Parliament is not then sitting, on any of the first fifteen days next thereafter that either House of Parliament is sitting. R.S., c. F-25, s. 13.

14. Dans les trois mois suivant la fin de chaque exercice, le ministre établit un rapport sur le travail accompli, les montants dépensés et les engagements contractés en application de la présente loi, et le fait déposer devant le Parlement ou, s'il ne siège pas, dans les quinze premiers jours de séance ultérieurs de l'une ou l'autre chambre. S.R., ch. F-25, art. 13.

Rapport annuel

## CHAPTER 868

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### FITNESS AND AMATEUR SPORT ACT

#### **Fitness and Amateur Sport Regulations**

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#### REGULATIONS DEFINING FITNESS AND AMATEUR SPORT

##### *Short Title*

1. These Regulations may be cited as the *Fitness and Amateur Sport Regulations*.

##### *Interpretation*

2. For the purposes of the *Fitness and Amateur Sport Act*, "amateur sport" means any athletic activity when engaged in solely for recreation, fitness or pleasure and not as a means of livelihood;

"fitness" means the state in which a person is able to function at his physical and mental optimum.

## CHAPITRE 868

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### LOI SUR LA SANTÉ ET LE SPORT AMATEUR

#### **Règlement sur la santé et le sport amateur**

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#### RÈGLEMENT DÉFINISSANT LA SANTÉ ET LE SPORT AMATEUR

##### *Titre abrégé*

1. Le présent règlement peut être cité sous le titre: *Règlement sur la santé et le sport amateur*.

##### *Interprétation*

2. Pour les fins de la *Loi sur la santé et le sport amateur*, «santé» signifie l'état qui permet à tout individu d'agir de son mieux au double point de vue physique et mental;

«sport amateur» signifie toute activité athlétique lorsqu'elle s'exerce uniquement pour l'agrément, la récréation ou la santé et non comme un moyen de subsistance.

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OTTAWA, 1978

## Appendix IV:

### *Grouping of Criteria for Provincial Recognition of Sport Organizations Drawn From the 1989 Report Prepared for Ministers, Entitled "Proliferation of Sport and Recreation"*

A sport organization, the majority agreed:

- Must be committed to the development of the sport within the province. What exactly are we identifying within these criteria? They may imply the following:
  - geographical requirements for regional representation;
  - regional representation on executive;
  - that it holds competition and/or provincial championships;
  - that it has a leadership development program;
  - that it is able to provide technical, education and administrative services;
  - that it provides services to non-members;
  - that it is responsible for developing games teams.
- Must incorporate with constitution and by-laws. Again these criteria imply that an organization must:
  - be non-profit (amateur);
  - be volunteer based;
  - have a democratically based executive;
  - hold regular executive meetings;
  - hold an annual general meeting.
- Must have geographical requirements for regional representation. This geographical requirement may also hold true for having regional representation on the executive.
- Must meet a minimum standard in terms of membership numbers. These criteria may also include:
  - membership must be registered;
  - organization must communicate regularly with members;
  - ability to provide technical, education and administrative services;
  - provision of services to non-members.

Other criteria that were not identified by the majority but which may also be grouped included the following:

- Meets provincial definition of sport. From these criteria certain affiliations may also be considered:
  - one organization recognized per sport;
  - NSGB affiliation;
  - member of a provincial sport federation;
  - recognized by Sport Canada.

## Appendix V:

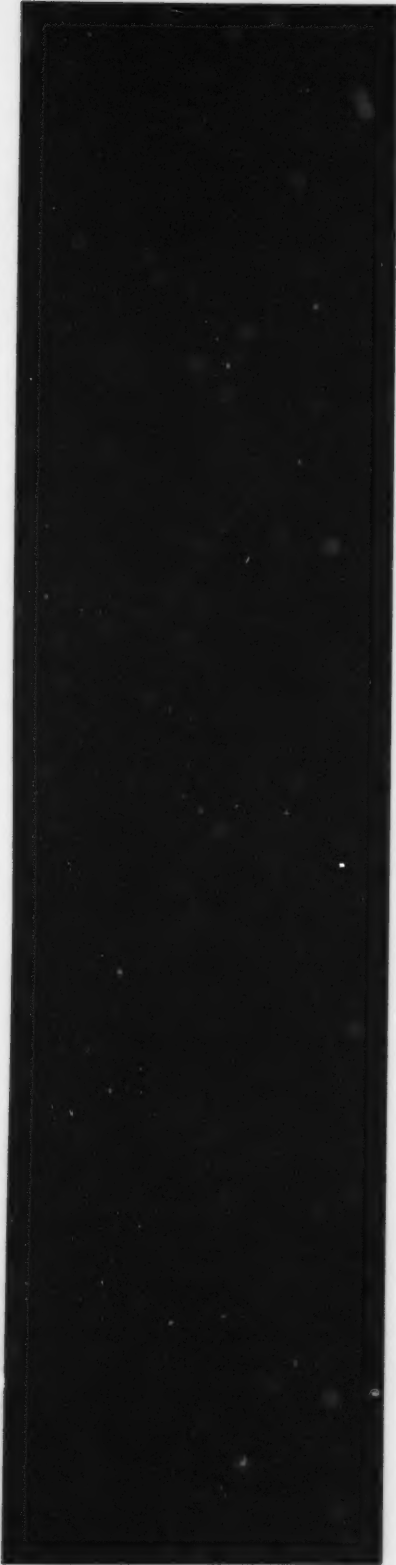
### **SPORT FUNDING ELIGIBILITY FRAMEWORK: EXAMPLE OF PROFILE ASSESSMENT COMPONENTS AND INDICATORS**

#### **State of the Sport Activity**

- Sport-specific system model (based on athlete development model)
- Athlete development
  - membership by province/region
  - participation levels
  - formal linkages with schools/clubs/municipal recreation departments
  - carding criteria
  - skills development program
  - junior elite Athlete Development Program
- Coaching development
  - number of coaches (full-time, part-time, volunteer)
  - NCCP certified coaches, course conductors, courses offered
  - number of high-performance centre coaches
  - number of instructors
  - athlete/coach ratios
- Officiating development
  - number certified
  - certification requirements at competitions
  - upgrade opportunities
  - number internationally certified
- Competitions
  - international (worlds, Olympics, major games)
  - hosting profile of major events in Canada
  - national championships (number of athletes, clubs, provinces, national team represented)
  - participation in Canada Games
  - domestic (local, provincial, national)

#### **NSO Infrastructure and Governance**

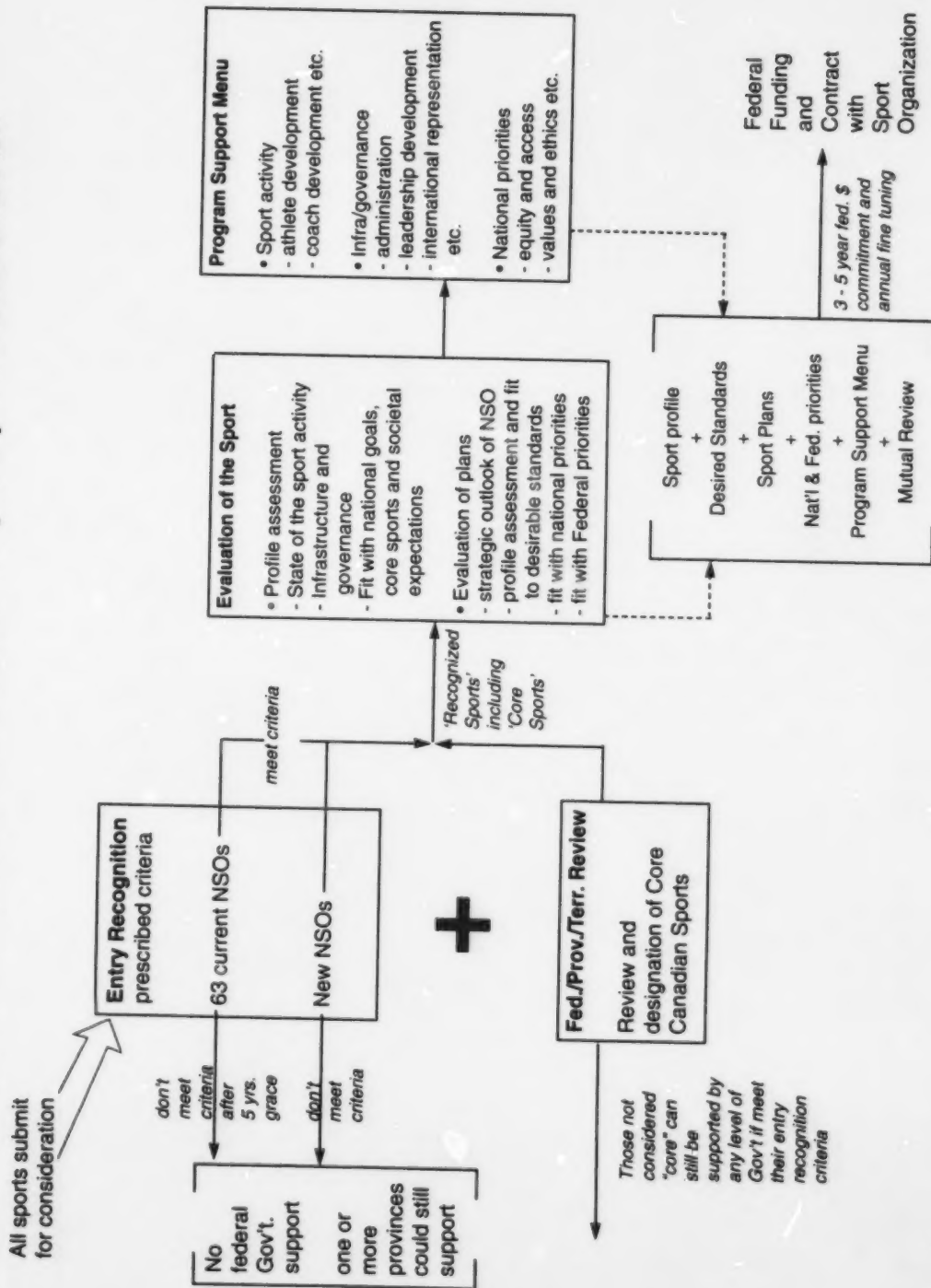
- Planning and evaluation
  - multi-year planning and evaluation
  - annual planning and monitoring
- Governing structure
  - representation
  - NSO/PSO infrastructure/linkages
  - PSO/NSO age groups
  - linkages with MSOs (CIAU, CCAA, etc.)
  - policies and procedures (manual)
  - volunteer management (roles and responsibilities)

- 
- Financial management
    - resources, revenue-generating profile
    - financial planning
    - marketing promotion plan
  - Leadership development
    - volunteer and staff skills development
  - Stewardship
    - accountability framework (to members, public, other stakeholders)

#### **Fit with National Sport Policy and Priorities**

- Links to national vision, values, goals
- Fit with core sports
- Gender equity profile
  - policy
  - male/female representation at all levels
- Integration profile for athletes with a disability
  - number of athletes/programs
- Native sports
  - number of participants, location
- Fair play
- Values-based approach
- Appeal procedures
- Master's integration
- Linguistic access and bilingual services

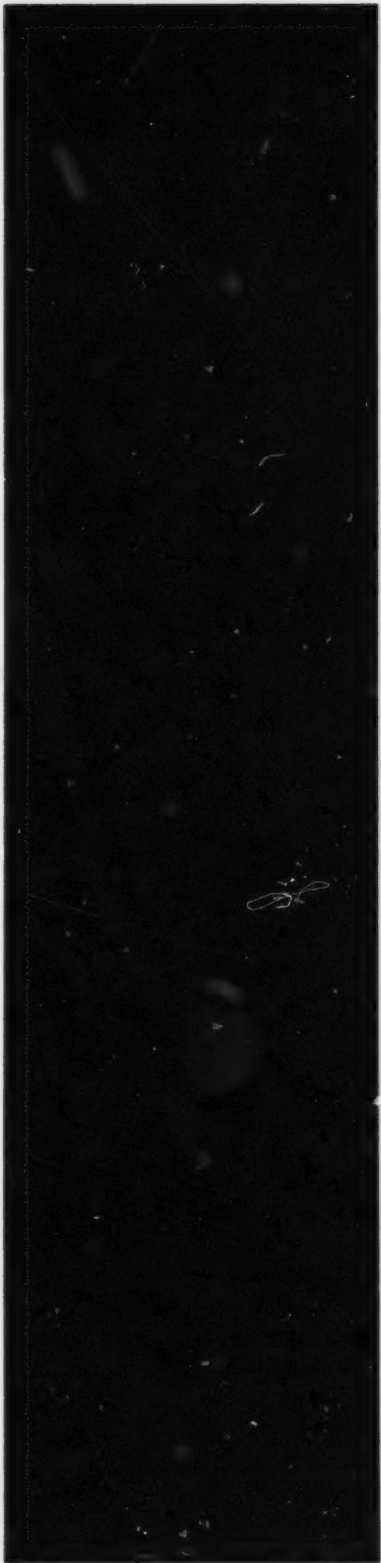
## SPORT FUNDING ELIGIBILITY (SFE) FRAMEWORK




# Appendix VII


## **SIGNIFICANT DATES AND EVENTS IN THE HISTORY OF THE FITNESS AND AMATEUR SPORT PROGRAM (1961-1991)**

- 1961** Bill C-131, the *Fitness and Amateur Sport Act*, is passed on September 25, and promulgated on December 15, 1961. Until the first Minister for Fitness and Amateur Sport is appointed in 1976, the program reports directly to the Minister of National Health and Welfare. The new Act provides for an annual appropriation of up to \$5 million "to encourage, promote, and develop fitness and amateur sport." Grants are made to national sport governing bodies for national and international projects, and to the provinces. Grants totalling \$223 085 are made to 15 organizations in the first (1961-62) fiscal year.
- 1962** A 30-person National Advisory Council is established and meets three times in fiscal year 1961-62: April 16-17, November 15-16, and March 8, 1963.
- 1962** In September, an agreement is signed by nine provinces, Yukon and the Northwest Territories for the 1962-63 fiscal year. Grants of \$355 781 are given to the provinces this fiscal year. These grants will be terminated at the end of the 1970-71 fiscal year, having provided \$6 086 000 to the provinces in the eight years of the program. By 1971, the feeling is that these grants have served their purpose. There has been a substantial increase in provincial support for sport and recreation in many provinces and thus less need for federal support on a regional basis. However, it is felt that there is still need for special grants to certain provinces (e.g., the Maritimes) and to the two territories; thus some "special" grants continue after 1971.
- 1962** Awards for postgraduate and fellowship training in physical education are granted for the first time. The FAS program has its own awards, as do the provinces with some of the funding given to them from the federal program. The decision is taken in the 1969-70 fiscal year to terminate the scholarship and fellowship program by the end of March 1970. By the end of the program, the federal government has granted \$1 336 000 directly to students. The decision to terminate the program coincides with the decision taken in 1970 to terminate grants to the provinces (and thus to their own scholarship programs) and to terminate the research grants program.
- 1962** National fitness research grants begin, designed to encourage investigations of problems in the fitness field. This program is terminated in 1970.

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- 1963** The FAS program expresses its increasing acceptance of the national sport organizations (NSOs) as the prime instruments for national sport development, and that the construction of facilities is not directly the responsibility of the FAS program (although the Department of Labour is perceived to be in a position to give community grants for such purposes).
- 1964** Grants of some \$979 000 are made to 50 NSOs and agencies and organizations operating national programs.
- 1967** The first Canada Winter Games are held in Quebec City and the town of Beaupré, February 9-11. These games will be held every two years, alternating between summer and winter games. By 1991, 13 games have been held, costing the federal government \$56 million split almost evenly between winter and summer games.
- 1967** The Pan-American Games are held in Winnipeg, costing the federal government \$2 357 158 of the total cost of \$6 187 776. Twenty-eight nations of the Americas take part, involving 2700 athletes. Canada, with a team of 438 athletes, wins 92 medals. These games spark Canada's interest in hosting international competitions, and the FAS program becomes receptive to other hosting requests.
- 1967** As part of expanded programming because of the centennial year celebrations, new program grants are made to special groups, including paraplegic sport teams, and to Indian and Inuit groups. This initiative begins the extensive programming for these groups seen in future years.
- 1967** The Montreal Symposium on Recreation begins an inquiry into the use of leisure time and the role of physical recreation. From this time on, there is more emphasis in FAS programs to support recreation.
- 1968** In July, Prime Minister Pierre Trudeau announces the formation of a Task Force on Sports. It comprises Harold Rea, Paul Wintle Des Ruisseaux and Nancy Greene, with the mandate to evaluate the problems and issues facing Canadian amateur sport. Of particular interest are the effects of professional sport on amateur sport, the failures of the national hockey team, the administrative difficulties facing NSOs, the role of the federal government in relating to the national and international sport agencies and the effectiveness in training coaches and other leaders.
- 1968** Following the successful Centennial Athletics Award Program which originated for the centennial year celebrations, a new National Fitness Incentive Award Plan is conceived by the National Advisory Council, FAS personnel, representatives of the provinces and CAHPER. CAHPER is to design the test batteries to measure fitness. A new National Fitness Award Council will be struck to supervise this project.

- 1969** The FAS leaders realize that while substantial progress has been made since 1961, major changes in the program are warranted. Minister John Munro, on March 20, announces his Proposed Sports Policy for Canadians, which essentially has two aims: to involve the greatest possible number of Canadians in sport and recreation activities, and to upgrade the calibre of Canadian participation in international sport events. The proposed policy contains several new initiatives. Twenty-seven sports and six national agencies will enter the new national sport administration centre to be established in Ottawa. These organizations will be offered space, secretarial assistance, and up to \$12 000 to employ an executive director; they will receive 100 percent of travel costs for national championships, and annual and executive meetings, and 75 percent of travel costs to selected international competitions. Twenty-two additional NSOs will not be residents at the new Centre, but will receive administrative assistance from the Centre.
- 1969** The Task Force Report, commissioned by John Munro, Minister of National Health and Welfare, is published in February. There are 58 specific recommendations. Within the first year, many are acted on, and the rest are under active consideration.
- 1969** Hockey Canada is formed, in accordance with the Task Force Report, to support the development of the national team and to encourage the development of hockey in Canada.
- 1969** The Cross Canada Sports Demonstration Program is initiated, led by Harry Jerome and other Olympic athletes. In the first few months, after opening in Toronto in October 1969, the group visits nearly 300 schools and makes presentations to 300 000 students.
- 1969** FAS supports the establishment of the Canadian Academy of Sport Medicine.
- 1969** The government commissions the consulting firm of P.S. Ross to undertake a national study in the areas of physical fitness, recreation and sport. The consultants concentrate on studying physical recreation in Canada.
- 1970** In March, the first Arctic Winter Games are held in Yellowknife, N.W.T., for athletes living above the 60th parallel of latitude. Participation is encouraged and there are no rigid qualifying standards. Athletes from the Northwest Territories, Yukon and Alaska are invited to participate. Athletes from northern Quebec will participate in the 1974 Games in Anchorage, Alaska. Inuit games such as seal-hook throwing and drum dancing enhance the festival atmosphere, along with traditional sports such as hockey. These games were born from discussions that occurred during the Canada Games in Quebec City. They will cost the FAS program \$2.364 million up to 1991.

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- 1970** The federal government establishes the Support Program for Native Peoples. The major objectives of the program are to develop native sport and recreation leadership, and to establish competent sport and recreation program management capability within the native community. The amount of annual funding varies from \$162 500 in 1970-71 to as much as \$1 487 000 in 1976-77. The FAS Native Program is terminated in 1981.
- 1970** On March 20, the Minister, John Munro, announces the intention to set up the National Sport and Recreation Centre to provide centralized administration services to national sport and recreation organizations. In the first year (1970-71) 33 sports become residents and assistance is given to 36 non-resident associations. In the 20 years (1970-90), the Centre receives \$62.061 million from FAS.
- 1970** In December 1970, the Minister announces the formation of the National Coaches Association (later to be called the Coaching Association of Canada). It is concerned with developing coaching education materials by working with all the NSOs, promoting the coaching profession and establishing liaison with related groups in medicine, research and fitness testing.
- 1971** The previous statutory limit on spending of \$5 million is replaced by a new statutory approval to spend \$7.2 million.
- 1971** Sport Participation Canada is incorporated July 12, 1971, with Philippe de Gaspé Beaudien as its President, and the Honourable Lester B. Pearson as Chairman of its Board of Directors. (Mr. Beaudien is at that time the Chairman of the Board of the National Advisory Council and has business interests in the media area.) It uses an aggressive marketing approach to encourage Canadians to enjoy more physical activity. Over the 20 years (1971-91), the FAS Directorate spends \$15.4 million to support Participation.
- 1971** In May, the Minister announces the establishment of a technical directors program and shortly thereafter, the first technical directors are hired by certain NSOs.
- 1971** The Student Athlete Grants-in-Aid Program is initiated with \$1 million in funding from the federal government's summer student program. It continues until fiscal year 1976-77, and the total funding provided over the six years is \$4 929 000.
- 1971** For the first time in history, a Canadian city, Montreal, is chosen to host the 1976 Summer Olympic Games.
- 1971** The Intensive Care Program is started, to provide direct personal support to the best Olympic athletes. This is the precursor to the carded athlete program started in 1973 as part of the Game Plan 76 program (partially funded by the provinces) which itself leads to the establishment of the Athlete Assistance Program in 1977-78.

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- 1972 Marc Lalonde, the Minister of Health and Welfare, announces the creation of two directorates, Sport Canada and Recreation Canada.
- 1972 The 1972 Master Plan for Federal Action in Physical Recreation and Sport Excellence, reasoning that health costs could be curbed substantially through increased public physical fitness, strongly endorses the Directorate's activities and calls for a marked increase of funds. The National Conference on Fitness and Health, held in December by Recreation Canada, endorses the activities of Recreation Canada and encourages more activity.
- 1972 The Department of External Affairs establishes an International Sports Relations Desk.
- 1972 By the end of this year, agreement is reached to establish a fitness and amateur sport branch under the direction of an assistant deputy minister, who will report to the Deputy Minister of Health. It is expected that the FAS program will have a greater association with the lifestyle thrust of the Department. The Branch comes into effect April 1, 1973.
- 1972 A new program to encourage the development of officials begins. By the time of the 1976 Olympic Games, the number of internationally accredited officials will increase from 95 to over 2000.
- 1973 With the new reorganization of the Branch within the Department of Health and Welfare, new sub-objectives are determined to increase the appreciation for, and understanding of, fitness, physical recreation and amateur sport; to improve the Canadian delivery system of fitness, physical recreation and amateur sport; and to improve the quality of participation of Canadians in physical recreation and amateur sport.
- 1973 The Speech from the Throne in early January indicates that the current budget of \$11.2 million will be expanded; by 1975, \$20 million will be available annually.
- 1973 Following the successful Soviet-Canada hockey series in 1972, Sport Canada, in co-operation with External Affairs, initiates the International Exchange Program which eventually includes exchanges with Cuba, China, the Soviet Union, Mexico, Poland, Hungary and the German Democratic Republic.
- 1973 The Game Plan Program (1973-76), designed to prepare Canada's Olympic Team for the 1976 Olympic Games in Montreal, begins in March 1973. New programs initiated to support the 24 Game Plan sports include talent identification, training and living support for 600 carded athletes; expanded international training and competition opportunities; national and international training camps; the hiring of national coaches and other support personnel; and the establishment of national team centres. These programs essentially initiate a new era of commitment and

improve opportunities for Canada's national teams. The program is directed and funded by Sport Canada (70 percent), with 25 percent of funds coming from the Canada Olympic Association, and less than five percent coming from some of the provinces. The provinces opt out of the program early in 1976, resulting in most of their "commitments" being picked up by FAS.

- 1973** The *Olympic (1976) Act—Bill C-196* is approved by Parliament July 27, allowing the sale of Olympic stamps, coins and lottery tickets. The Act is presented to Parliament only after the Prime Minister receives written guarantees from the governments of Montreal and Quebec and from the Organizing Committee that Canada would not be responsible for any debt from the Games. The COA receives royalties (three percent of face value on the sale of stamps and coins).
- 1973** The sale of Olympic Lottery tickets begins on November 5. There are nine draws, the last held just after the 1976 Olympic Games. The Lottery provides \$235 million of net revenue to the Organizing Committee and \$25.3 million (five percent) to the sport programs of the participating provinces.
- 1976** Loto-Canada, which is established as a Crown corporation in May 1976, replaces the Olympic Lottery. Net revenues from ticket sales provide financing for the 1976 Olympic debt and for the 1978 Commonwealth Games (82.5 percent); to the provinces for support of amateur sport (on a pro rata basis according to sales in each province [12.5 percent]); and to the FAS Branch (five percent). These much needed funds provide up to \$16 million of new funding for the 1976-79 period, before the program is to terminate. Much of the funds in the first year (1977-78) are to go to Game Plan 76, the CAC and Canada Games.
- 1976** Canadian athletes record unprecedented performances at the Summer Olympics in Montreal, rising from 21st to 10th place overall in the unofficial standings.
- 1976** The CAC, with the support of the federal government, initiates the National Coaching Certification Program. The NCCP is a structured progressive system through which Canadian coaches can upgrade their knowledge and skills in coaching.
- 1976** Iona Campagnolo becomes the first Minister of State for Fitness and Amateur Sport on September 15; she serves until May 20, 1979, a period of almost three years.
- 1977** Iona Campagnolo issues a new document titled *Toward a National Policy on Amateur Sport*. The report is designed to encourage widespread discussion of a new comprehensive sport policy. Nearly 400 briefs are submitted in response.
- 1977** Iona Campagnolo commissions a report on Canada's participation in international hockey as a result of Team

Canada's poor performance at the World Championships in Vienna.

- 1977 The Game Plan Promotion Agency, which was established as part of the Game Plan Program in 1974, continues after the 1976 Games, to promote Canada's national team athletes. It establishes a major film library, contributes numerous photos, slides, film clips and athlete data to the media, creates the publication *Champion*, and supports reporters who cover numerous national athletes when they compete abroad. By 1983-84, the Agency is called the Athlete Information Bureau.
- 1977 The Gleneagles Agreement on Apartheid is signed by the Commonwealth Ministers. This statement calls upon member nations to combat apartheid by "taking every practical step to discourage contact or competition by their nationals with sporting organizations, teams, sportsmen from South Africa or from any other country where sports are organized on the basis of race, colour or creed." This agreement forms the basis of FAS's Sporting Contacts with South Africa Policy (issued in 1984).
- 1978 The Commonwealth Games are held in Edmonton; the federal government contributes \$11 686 683 toward the capital costs. Canada finishes first as a nation.
- 1978 Fitness Canada first appears as a separate program directorate in the Branch, along with Sport Canada and Recreation Canada. In the previous fiscal year, the directorate had been called Fitness and Recreation Canada. Before that, fitness programs were part of the programs offered by Recreation Canada. Iona Campagnolo indicates the federal intent to leave recreation programs to the provinces and to concentrate on fitness promotion.
- 1978 FAS supports the establishment of the Sport Medicine Council of Canada, an umbrella organization regrouping the following provider associations: the Canadian Academy of Sport Medicine, the Canadian Athletic Therapists Association, the Sport Physiotherapy Division of the Canadian Physiotherapy Association and the Canadian Association of Sport Sciences. The program focus of the SMCC, at this time, is limited to medical and therapy support at major games.
- 1979 The document entitled *Partners in Pursuit of Excellence—A National Policy on Amateur Sport* is published.
- 1979 Steve Paproski becomes Minister of State (Fitness, Amateur Sport and Multiculturalism) June 4, 1979 to March 2, 1980, a period of nine months; the Ministry is transferred from National Health and Welfare to Secretary of State on June 5.
- 1979 A discussion paper, titled *Toward a National Policy on Fitness and Recreation*, is published in March.
- 1979 A new federal-provincial fitness council is established to provide for the co-operative planning of fitness programs


with all the provinces and an effective means of information exchange.

- 1979** The Federal Government and all ten provinces sign a Lottery Agreement. The provinces agree to pay the federal government \$24 million per year (starting April 1, 1980), split evenly between sport and arts, and indexed, in perpetuity, in return for the federal government ceasing its involvement with Loto-Canada and remaining out of the lottery business.
- 1980** Gerald Reagan becomes Minister March 3, 1980 to Sept 22, 1981, a period of 18 months; the Ministry is transferred from Secretary of State to Labour on March 6.
- 1980** The Government of Canada supports the boycott of the 1980 Olympic Summer Games in Moscow, initiated by the President of the United States. The Canadian Olympic Association votes not to send a Canadian team to these games.
- 1980** An internal reorganization takes place with the amalgamation of Fitness Canada and Recreation Canada into Fitness Canada. It is felt that recreation is more the mandate of the provinces and municipalities, and the federal program should concentrate on promotion of fitness for Canadians. Fitness Canada has three major objectives: to increase the motivation of Canadians to engage in physical activity leading toward fitness and a healthy lifestyle, to improve the general delivery systems for physical activity in Canada, and to increase the availability and accessibility of quality programs which facilitate participation in physical activity and a healthy lifestyle.
- 1980** Fitness Canada establishes Canadian Fitness Survey Incorporated to conduct the 1981 national survey on fitness.
- 1980** The Women in Sport Program begins; it is designed to create opportunities for women in the administrative and technical areas of sport. The first programs are the Women in Sport Directory, and a survey to see how women are currently involved in sport. A number of other programs are contemplated, and indeed, extensive programming is to occur in the years ahead.
- 1981** The Ministry is transferred from Labour to Secretary of State on September 24.
- 1981** As a result of the 1980 federal/provincial agreement to develop a national policy on recreation, *A Challenge to the Nation* is released. This policy paper identifies the initiatives the federal program will take in the fields of sport and fitness, with a greater emphasis on high-performance sport.
- 1981** In September, the federal government announces its intention to create a sports pool, which is believed to be different from a lottery. The proceeds would support FAS

programs, the arts, medical research and the Calgary Olympics.

- 1981** FAS supports the establishment of the Canadian Federation of Sport Organizations for the Disabled.
- 1982** Ray Perrault becomes Minister of State (Fitness and Amateur Sport) September 30, 1982 to August 12, 1983, a period of 11 months; the Ministry is transferred from Secretary of State to National Health and Welfare on October 1, 1982.
- 1983** In February 1983, Cabinet approves funding (\$25 million in 1983 dollars) over the next five years for the Best Ever Program to support the Olympic winter sports preparation for the Calgary Olympic Winter Games.
- 1983** Fitness Canada launches national "Fitweek."
- 1983** The Canadian Sports Pool Corporation is incorporated in 1983 under the *Athletic Contests and Events Pool Act*, to support the Calgary Olympic Winter Games, arts and culture, fitness and amateur sport, medical and health research, and worthy projects of national interest.
- 1983** FAS establishes the Bilingualism Initiatives Program.
- 1983** The World Student Games (FISU) are held in Edmonton. The federal government contributes \$4 615 750 to the organizational costs and an equal amount in indirect services. Some 3000 athletes representing 73 countries participate.
- 1983** Céline Hervieux-Payette becomes Minister of State (Fitness and Amateur Sport) August 12, 1983 to January 10, 1984, a period of five months.
- 1983** In mid-December, the Minister releases a federal policy on drug use and doping control in sport. This policy takes an unequivocal stand of opposition to the use of drugs on the banned lists of the international sports federations and the IOC. During this year, Sport Canada, with the assistance of the Sport Medicine Council of Canada, establishes specific policy and procedures for the administration of the national doping control program.
- 1983** Canada signs an agreement with the Calgary Olympic Organizing Committee in December which provides \$200 million indexed to 1982-83 dollars, for the organization of the 1988 Olympic Winter Games.
- 1984** Jacques Olivier becomes Minister January 10, 1984 to June 30, 1984, a period of five months.
- 1984** At the 1984 Olympic Winter Games in Sarajevo, Canadians win four medals and earn five other placings in the top eight of four other sports, a best ever performance by a Canadian team.
- 1984** Jean Lapierre becomes Minister June 30, 1984 to September 17, 1984, a period of three months.

- 1984** Minister Lapierre announces the extension of the Best Ever Program to include Summer Olympic Games sports, with the federal government providing an additional \$38.3 million over the four years leading up to and including the 1988 Summer Olympic Games in Seoul. This funding included: \$9 million for the Athlete Assistance Program, \$5 million to improve Canadian coaching by hiring more full-time coaches and developing apprentice coaches, \$14 million for national team programs, \$2.5 million for sport science and sport medicine, and \$7.5 million for the establishment of high-performance training centres.
- 1984** Sport Canada issues the Sporting Contacts with South Africa Policy, the Policy on Tobacco Sponsorship and initiates the Quadrennial Planning Program.
- 1984** At the 1984 Olympic Summer Games in Los Angeles, Canada wins a total of 44 medals in 14 Olympic disciplines and top eight placings in five others. While this achievement is tempered by the absence of the powerful Eastern Bloc nations, it is noteworthy for the depth of Canada's performance.
- 1984** Otto Jelinek becomes Minister September 17, 1984 to March 30, 1988, a period of three-and-a-half years.
- 1985** Cabinet approves the revised Best Ever Summer Program, providing approximately \$37.5 million to assist the summer Olympic sports to prepare for the Seoul Games.
- 1985** Minister Jelinek establishes the Sport Marketing Council to help NSOs generate funds from the corporate sector.
- 1985** Sport Canada establishes the Sport Recognition System.
- 1985** Fitness Canada, as a result of consultations, transforms the Canadian Fitness Survey Incorporated into the Canadian Fitness and Lifestyle Research Institute (CFLRI). The CFLRI assumes responsibility for Fitness Canada's research contributions program, as well as the responsibility for national surveys on physical activity.
- 1985** The provinces agree to pay the federal government \$100 million which is used towards the staging of the 1988 Winter Olympics in Calgary. In return, the Federal Government agrees to terminate the operations of the Canadian Sports Pool Corporation and passes Amendments to the Criminal Code which guarantees that it will stay out of the sports pool business, as well as the lottery business.
- 1986** The Sport Information Resource Centre, established in 1973 by the FAS Directorate and administered under the Coaching Association of Canada, becomes an independent organization.
- 1986** Minister Jelinek establishes the Commission for Fair Play to address the problem of unnecessary and meaningless violence in sport, and cheating and fair play in sport in general.

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- 1986 Fitness Canada hosts the Canadian Summit on Fitness.
- 1986 In October, the Minister releases *Women in Sport*, a document outlining the policy Sport Canada will follow to attain equity for women in sport.
- 1987 In February, a task force composed of sport experts is asked to study the current Canadian sport system, and to propose recommendations, goals and objectives for the future. Their report *Toward 2000: Building Canada's Sport System* is published in 1988.
- 1988 In February, Calgary hosts the Winter Olympic Games, costing the federal government approximately \$300 million (\$225 in direct contributions) out of a total cost of \$800 million. Over 2000 athletes from 56 nations participate. The Canadian team's performance in Calgary is a major success and shows improvement in many areas. Best ever results include 19 top eight finishes (previous high had been 16 in 1932); five medals (two silver and one bronze medal in figure skating, and two bronze medals in alpine skiing); six sports with top eight finishes (previous best of five in 1980); and 54 top 16 finishes (previous best of 27 in 1964).
- 1988 In March, Minister Jelinek announces an extension to the Best Ever Winter Sport Program. Thirty-two million dollars will be allocated over the next five years. The program ensures the continued support of winter sport by placing an emphasis on the number of participants in winter sports; continuing to support high-performance activity; and continuing to support the infrastructure of national winter sport organizations.
- 1988 Jean Charest becomes Minister of State (Fitness and Amateur) April 1, 1988 to January 24, 1990, a period of 22 months.
- 1988 The new International Relations Directorate is formed, which reflects the federal government's increasing involvement with international sport organizations. The intent is for this directorate to work co-operatively with the Department of External Affairs to ensure input into international sport affairs, while advancing the interest of Canada and Canadian sport.
- 1988 In June, Canada hosts the First Permanent World Conference on Anti-Doping in Sport.
- 1988 At the 1988 Olympic Summer Games in Seoul, Canada wins a total of 10 medals in six Olympic disciplines and achieves top eight placings in 11 others. Based on the number of top eight finishes, Canada is 12th, and based on the number of medals, places 19th. Relative to the results in the 1976 Olympics (this was the last Summer Olympics that involved relatively complete fields), Canada actually loses some ground.
- 1988 The Dubin Inquiry (the Commission of Inquiry into the Use of Drugs and Other Banned Practices Intended to Increase

- Athletic Performance) is struck to review the use of banned substances and practices in amateur sport.
- 1989** A new national administration centre, the Canadian Sport and Fitness Administration Centre (formerly the National Sport and Recreation Centre), opens at Place R. Tait Mackenzie in Gloucester in January 1989.
- 1989** The Sub-Committee on Fitness and Amateur Sport is created in June 1989 by the House of Commons Standing Committee on Health and Welfare, Social Affairs, Seniors and the Status of Women. Its mandate is to examine the report *Toward 2000: Building Canada's Sport System*, and the *Report of the Commission of Inquiry into the Use of Drugs and Other Banned Practices Intended to Increase Athletic Performance*.
- 1990** The Honourable Perrin Beatty, in his capacity as Minister of Health and Welfare assumes responsibility for the Fitness and Amateur Sport portfolio, from January 25, 1990 to February 22, 1990, a period of one month.
- 1990** Marcel Danis becomes Minister February 23, 1990 to April 22, 1991, a period of 14 months.
- 1990** In June, the *Report of the Commission of Inquiry into the Use of Drugs and Other Banned Practices Intended to Increase Athletic Performance* is tabled in the House of Commons.
- 1990** In August, the federal government issues its first official response to the Commission of Inquiry into the Use of Drugs and Other Banned Practices Intended to Increase Athletic Performance. This response deals with the names of those individuals listed in the Dubin report and puts forth the Proposed Policy Framework for Doping Penalties.
- 1990** The federal and provincial governments agree to initiate Active Living '92 to celebrate Canada's 125th birthday in collaboration with national associations and the corporate sector.
- 1990** In December, the *Report of the Sub-Committee on Fitness and Amateur Sport* is tabled in the House of Commons.
- 1990** Fitness Canada releases its *Blueprints for Action* for the target groups of youth, the third age, employees and disabled persons.
- 1991** In January, the federal government issues its second official response to the Dubin Inquiry and appoints the Minister's Task Force on Federal Sport Policy. This announcement also outlines the federal government's intention to establish a new Canadian anti-doping organization which would be responsible for the co-ordination and administration of all Canadian anti-doping initiatives.
- 1991** Pierre Cadieux becomes Minister April 22, 1991.

# Appendix VIII

## **CONSULTATIONS AND SUBMISSIONS TO THE TASK FORCE**

### **Active Living**

Active Living Alliance of Canada  
Administrative Bureau for Active Living  
Canadian Fitness and Lifestyle Research Institute

### **Athletes**

Canadian Association of Athletes

### **Coaching**

Coaching Association of Canada  
Canadian Association of National Coaches

### **Government Organizations**

Alberta Department of Recreation and Parks  
Fitness Canada  
Manitoba Department of Industry, Trade and Tourism  
Nova Scotia Sport and Recreation Commission  
New Brunswick Department of Tourism, Recreation and Heritage  
Ontario Ministry of Tourism and Recreation  
Quebec Ministère de Loisir de la Chasse et de la Pêche  
Sport B.C.  
Sport Canada  
Status of Women Canada

### **Multi-sport Organizations**

Canadian Olympic Association  
Canadian Colleges Athletics Association  
Canadian Federation of Sport Organizations for the Disabled  
Canadian Interuniversity Athletics Union  
Canadian Wheelchair Sports Association  
Commonwealth Games Association  
Sports Federation of Canada

### **National Sport Organizations**

Athletics Canada  
Basketball Canada  
Canadian Bridge Federation  
Canadian Canoe Association  
Canadian Amateur Diving Association  
Canadian Figure Skating Association  
Canadian Lacrosse Association



Canadian Ski Association  
Canadian Amateur Softball Association  
Canadian Tennis Association  
Canadian Water Ski Association  
Canadian Weightlifting Association  
Federation of Canadian Archers  
Field Hockey Canada  
Racquetball Canada  
Shooting Federation of Canada  
Swimming Canada

### **Sport Forums<sup>1</sup>**

Sport Forum I  
Sport Forum II

### **Sport Science**

Sport Medicine Council  
Canadian Association of Sport Sciences

### **Women's Organizations**

Canadian Association for the Advancement of Women in Sport

### **Workshops**

Active Living Alliance Workshop\*\*  
Athlete Centred Model for Sport  
First Nations Workshop\*  
Intergovernmental Workshop\*\*\*  
Task Force Search Conference\*\*\*\*  
Workshop for Athletes with a Disability

\* Co-sponsored with Sport Canada

\*\* Sponsored by the Administrative Bureau for Active Living—facilitated by the Task Force

\*\*\* Organized and sponsored by the Federal/Provincial/Territorial Sport Committee for the Task Force

\*\*\*\* Co-sponsored with the Sports Federation of Canada

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1. *Sport Forum I and Sport Forum II were assemblies involving nearly all sport organizations organized by the sport community. The agendas were directly related to the Task Force mandate and the proceedings were submitted to the Task Force on behalf of all participating sport organizations. The proceedings were key inputs to the Task Force work.*

## **Other Organizations**

### *Canada*

Canadian Council for Social Development  
Canadian Disability Rights Council  
Canadian Hard of Hearing Association  
Canadian Sport and Fitness Administration Centre  
Commission for Fair Play  
National Capital Wrestling Association  
P.E.I. Karate Association

### *United Kingdom*

British Amateur Athletic Board  
British Football Association  
British Amateur Gymnastics Association  
British Lawn Tennis Association  
British Olympic Association  
British Sport Council  
Central Council for Physical Recreation  
Commonwealth Secretariat  
Department of Education, Sport and Recreation Division  
National Coaching Foundation

## **Individuals**

*Dr. Tom Bedecki*, Ottawa, Ontario  
*Mr. Harold Cliff*, Gloucester, Ontario  
*Mr. John Cole*, M.P. Ottawa, Ontario  
*Ms. Patsy Cross*, Calgary, Alberta  
*Chief Justice Charles Dubin*, Toronto, Ontario  
*Mr. J. Gavin*, Kingston, Ontario  
*Dr. Geoff Gowan*, Ottawa, Ontario  
*Ms. Marion Lay*, Ottawa, Ontario  
*Dr. Donald Mcintosh*, Kingston, Ontario  
*Mr. Dene Moore*, Australian Sport Federation  
*Mr. Ben Morin*, Gloucester, Ontario  
*Mr. Luc G. Pelletier*, Ottawa, Ontario  
*Mr. Bob Price*, Ottawa, Ontario  
*Mr. Patrick Reid*, Ottawa, Ontario  
*Ms. Tina Walter*, Ottawa, Ontario  
*Mr. LeRoy Washburn*, Fredericton, New Brunswick  
*Mr. Wilf Wedmann*, Gloucester, Ontario

## Appendix IX

### STUDIES AND REPORTS PREPARED FOR THE TASK FORCE

- *The Ethics of Rules and Conventions in Sport*—In collaboration with the Fair Play Commission and Sport Canada
- *Sport and the Aboriginal and First Nations Communities*  
—Alwyn Morris\*
- *Sport and the Media*—Decima Research
- *Status of the High Performance Athlete in Canada*—Ekos Research\*\*
- *A Thirty-Year Financial History of Federal Government Support to Fitness and Amateur Sport*—Roger C. Jackson
- *Values and Ethics in Amateur Sport*—Marjorie Blackhurst, Angela Schneider, Dorothy Strachan\*\*\*
- *Views of a Group of Educators on Sport in Canada: A Report to the Minister's Task Force on Federal Sport Policy*—Mr. Neil Sherlock and Associates
- *What the Public Thinks About Amateur Sport in Canada*—Decima Research

\* In co-operation with Sport Canada

\*\* Commissioned by Sport Canada

\*\*\* Commissioned by Fitness and Amateur Sport

# Appendix X:

## **DEFINITIONS OF SPORT OUTLINED IN 1989 REPORT FOR MINISTERS**

### **Sport Canada's Definition of Sport**

"Sport" is an activity with a significant physical component, in which two or more participants engage for the purpose of competitively evaluating their personal performance. While Sport Canada focuses primarily on competitive sport (i.e., sport activity in which a winner is declared), the lead-up activity, wherein the non-competitive exercise and learning of basic skills (which will ultimately be used in competition) occurs, is considered by Sport Canada to be part of the sport continuum.

A "sport" is defined as an activity which has the following characteristics:

- It involves formal rules and procedures.
- It requires tactics and strategies.
- It requires specialized neuromuscular skills which can be taught and learned.
- It requires, for either training or competition, a significant involvement of large muscle groups.
- It involves, where repetition of standardized movements or forms are included in competition, a high degree of difficulty, risk or effort in such reproduction.
- Its competitive mode implies the development of coaching personnel trained in both general subjects such as bio-mechanics, sport psychology, nutrition, group dynamics, physiology, etc., as well as the specific skills of the activity.
- It is, or has been, traditionally regarded as a "sport" in its competitive mode.
- It may involve a degree of physical or emotional risk.
- Its primary activity involves physical interaction of the participants and the environment: air, water, ground, floor or special apparatus and, therefore, no activity in which the performance of a motorized vehicle is the primary determinant of the outcome of the competition is eligible (for example, racing of automobiles, power boats, aircraft, snow machines, etc.). Where mechanized vehicles or conveyances are used, the activity must entail significant physical effort in propelling the vehicle or conveyance.

### **Ontario's Definition of Sport**

"Sport" is considered to be an activity which requires a significant level of aerobic or anaerobic involvement, and in which participants engage in either a structured or unstructured environment for the purpose of declaring a winner or simply for relaxation, personal enjoyment, satisfaction, physical health and emotional growth and development. These activities may also involve, as a lead-up or

recreational pursuit, non-competitive exercise of the basic skills. It may also have the following additional characteristics:

- It involves formal rules and procedures.
- It requires tactics and strategies.
- It requires specialized neuromuscular skills which can be taught and learned.
- It requires, in either training or performance, significant involvement of large muscle groups.
- It involves, where repetition of standardized or required movements or forms are included in competition, a high degree of difficulty, risk or effort in such reproduction.
- In its competitive mode, the activity involves two or more participants engaging for the purpose of competitively evaluating their personal performance.
- It implies the deployment of coaching personnel trained in both general subjects such as bio-mechanics, sport psychology, nutrition, group dynamics, physiology, etc., as well as specific skills of the activity.
- Its recreational mode involves one or more participants.
- It is, or has been, traditionally regarded as a "sport" in its competitive mode.
- It may involve degrees of physical or emotional risk.
- Its primary activity involves physical interaction of the participant and the environment: air, water, ground, floor or special apparatus and, therefore, no activity in which the performance of a motorized vehicle is the primary determinant of the outcome of the competition is considered to be a sport in the context of this policy.

# Appendix XI-1

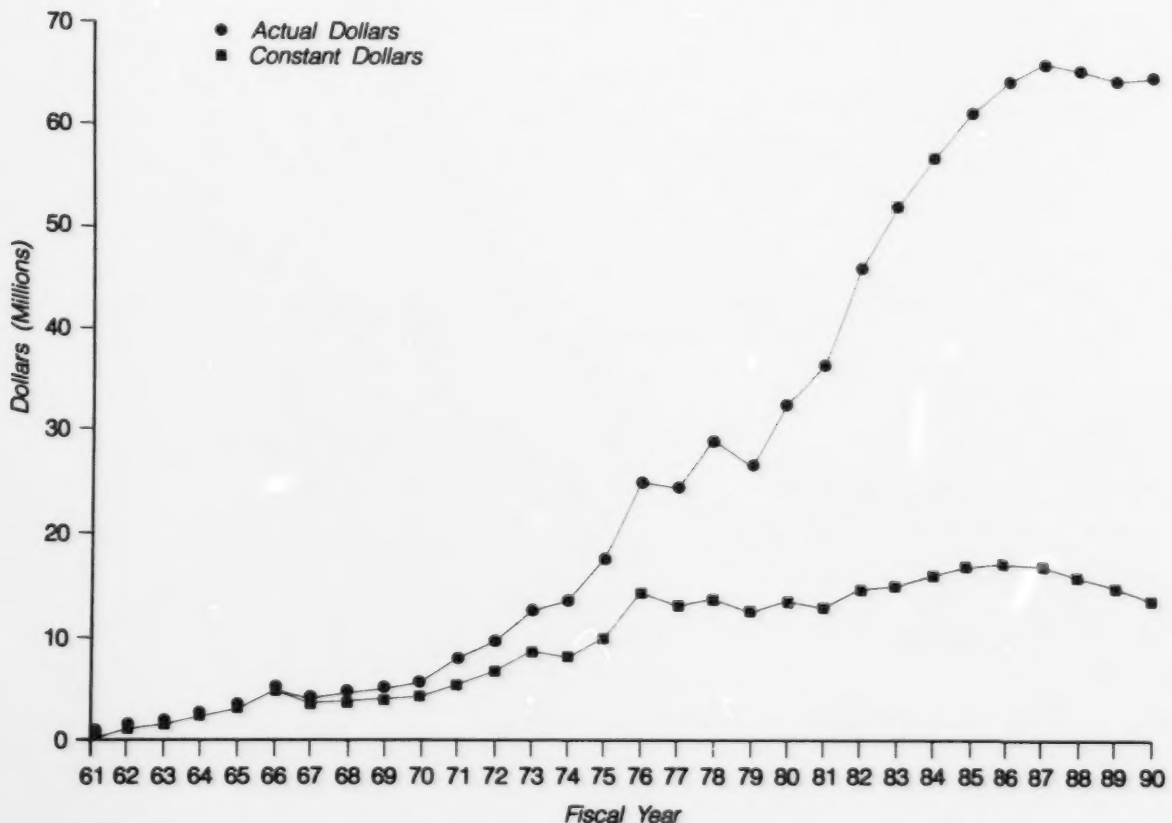
## FEDERAL SPORT AND FITNESS/RECREATION CONTRIBUTION EXPENDITURES 1961-1990

The total FAS program saw a strong increase in funding from 1970 to 1976 (actual and constant dollars), a plateau in funding between 1977 and 1979, a strong increase between 1980 and 1987 (mostly because of funding to the Best Ever Programs), then a decrease in funding from 1988 to the present.

There was more than doubling of funding in the eight year period from 1979 (\$26.8 million) to 1987 (\$66.7 million).

Twelve million dollars per annum, commenced in 1980, as Loto-Canada ceased and the Interprovincial Lottery Corporation began payments on behalf of the Provinces.

There is a trend over the most recent four years of decreasing funding in both actual and constant dollars.



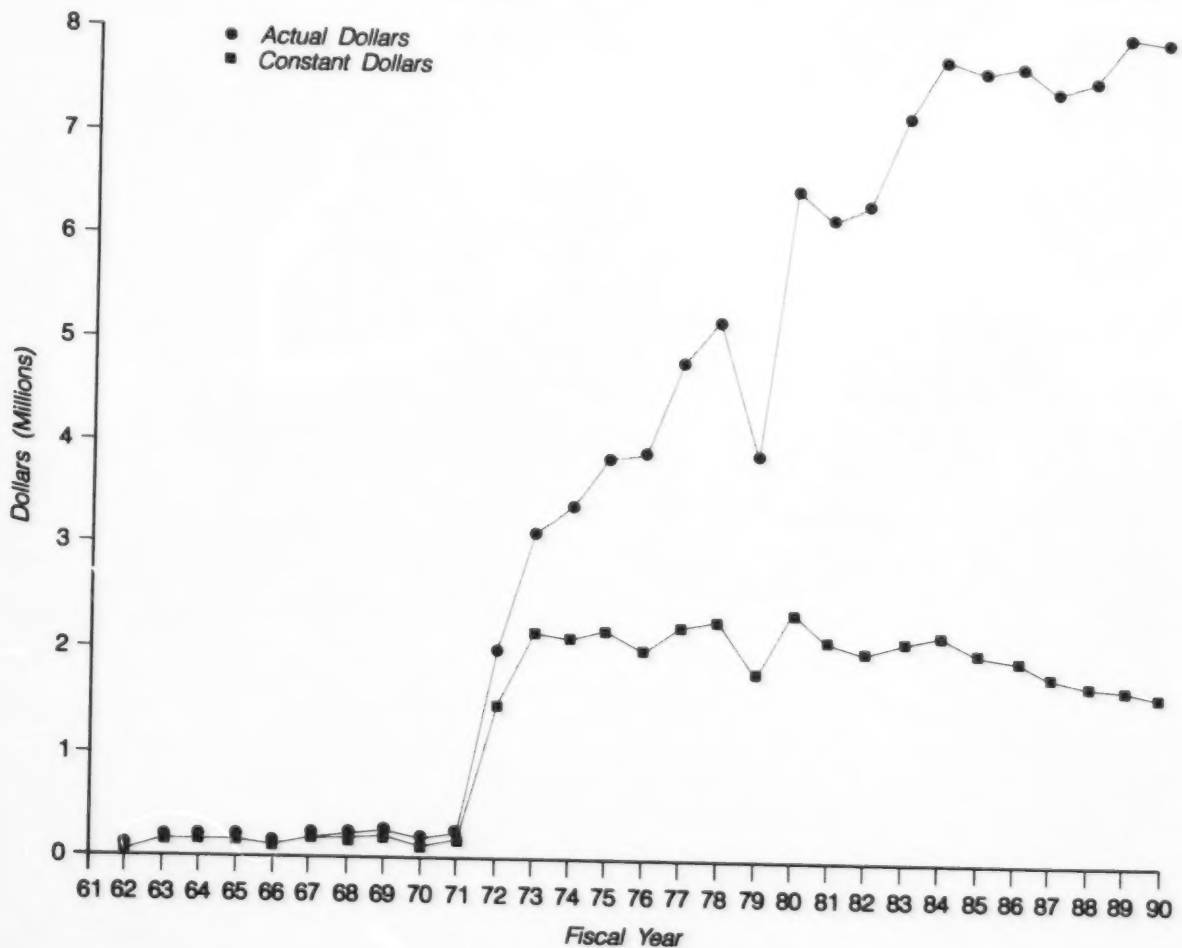
# Appendix XI-2

## FEDERAL FITNESS AND RECREATION EXPENDITURES 1961-1990 <sup>1</sup>

This graph represents the annual expenditures of Recreation/Fitness Canada, excluding the single grant by Canada (\$5 million) to the Terry Fox Humanitarian Awards Inc.

The formal creation of Recreation Canada (1971), and the establishment of new programs in 1972 and 1973, resulted in a dramatic increase in funding for recreation and fitness programs which lasted until 1980.

Between 1984 and 1990, there has been a levelling off of funding in both actual and constant dollars.



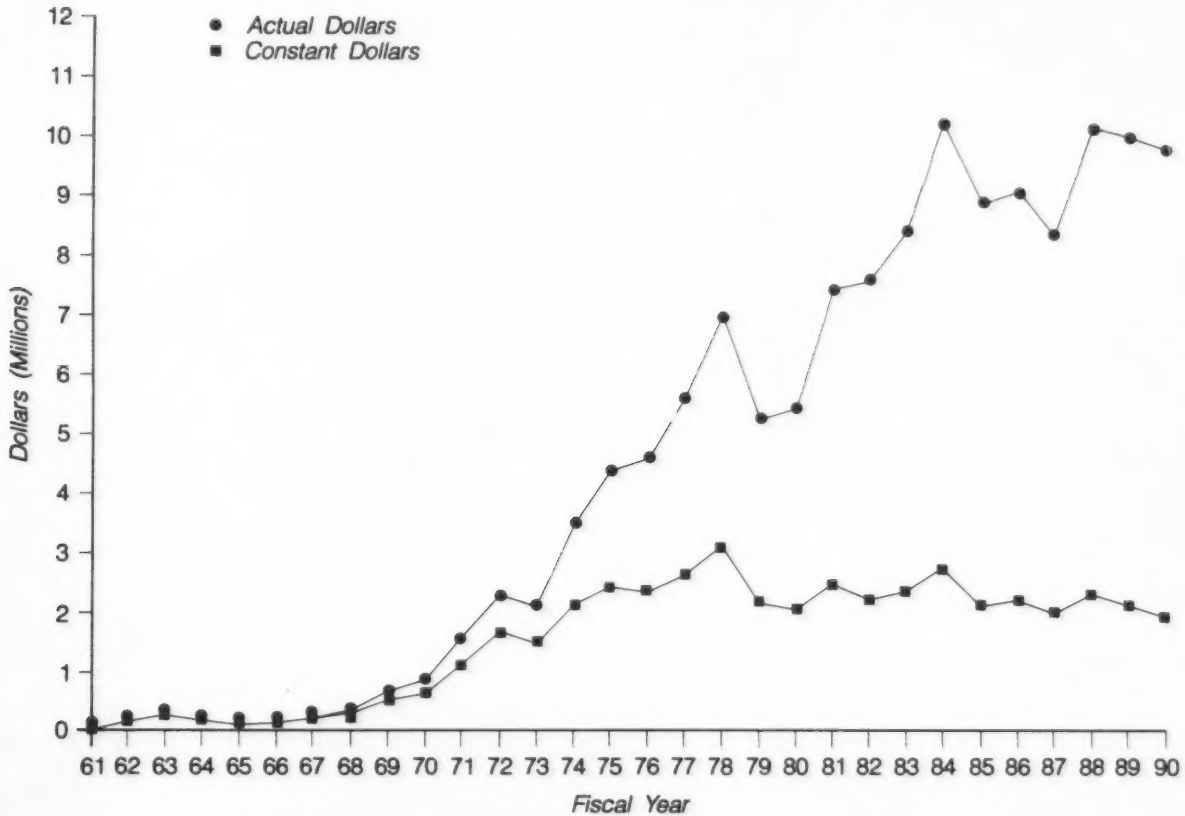
1. In 1980 an internal re-organization took place with the amalgamation of Fitness Canada and Recreation Canada into Fitness Canada.

# Appendix XI-3

## FITNESS AND AMATEUR SPORT OPERATING EXPENDITURES 1961-1990

Operating expenditures for the FAS Branch have increased from \$2 million in 1973 to \$10 million in 1984. Since 1988, there has been a declining trend in actual and constant dollars.

Between 1961 and 1990, approximately \$135 million has been spent on operations, 14% of total FAS expenditures.



## Appendix XII

### GLOSSARY<sup>1</sup>

**Aboriginal Sport Survey** — a survey, commissioned jointly by the Task Force and Sport Canada, of sport facilities and participation in aboriginal communities across Canada.

**Active Living** — a concept that values and promotes physical activity as an integral part of the individual's daily lifestyle and life experience.

**Athlete Agreements** — formal agreements or contracts between athletes and sport governing bodies. These agreements are a prerequisite to receiving AAP stipends under the carding system.

**Athlete Assistance Program (AAP)** — a system administered by Sport Canada which provides monthly stipends to high-performance athletes who have been allocated cards based on their performance and given living and training allowance subsidies.

**Athletes** — those who have progressed beyond the recreational level and have made a serious commitment to their sport.

**Borderless/Seamless** — phrases used to describe a sport system where the athlete would move through the various skill levels and through municipal, provincial and national jurisdictions with a minimum of impediments and without being aware of jurisdictional boundaries.

**Canadian Association of Athletes (CAA)** — an organization of current and retired high-performance athletes devoted to representing and promoting the collective and individual interests of athletes in the sport system.

**Canadian Association of National Coaches (CANC)** — organization of Canadian national-level coaches representing the professional interests of coaches.

**Canadian Federation of Sport Organizations for the Disabled (CFSOD)** — an umbrella organization which provides collective support to national sport organizations for athletes with a disability.

**Canadian Olympic Association (COA)** — the Canadian body responsible for Canada's involvement in the Olympic movement and the Olympic Games. It is one of 174 national Olympic committees in the world.

**Canadian Special Olympics** — a multi-sport organization which organizes sporting events for people who are mentally impaired.

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1. The Task Force has used certain terms and names which may not be familiar to all readers of this report. This glossary is provided to help the reader understand the meaning of these terms as used by the Task Force.

**Carded Athletes** — high-performance athletes recommended by their sport governing bodies for carded status. This status is based on criteria which include domestic and international performance results. There are currently about 850 carded athletes, distributed over nine carding levels, receiving monthly stipends ranging from \$150 to \$650.

**Coaching Association of Canada (CAC)** — a multi-sport organization responsible for developing educational training and development programs for Canadian coaches and committed to the professionalization of coaching in Canada.

**Commission for Fair Play** — an independent body funded by Fitness and Amateur Sport which promotes fair play in sport at all levels through education, publicity and work with sport organizations.

**Federal/Provincial/Territorial Sport Committee (FPTSC)** — a committee of public service technical officials involved in the sport system who work on federal/provincial/territorial sport policy planning.

**Fitness and Amateur Sport (FAS)** — a branch of the Department of National Health and Welfare. This government organization, under the direction of the Minister of State for Youth and Fitness and Amateur Sport, is responsible for Government of Canada policy and program development for active living/fitness and sport.

**Fitness Canada** — the division of FAS responsible for fitness/active living policy and program development, and day-to-day relations with the fitness/active living organizations.

**High-Performance Athletes** — those who are involved in the highest levels of their sport through intensive training, advanced skill levels, technical development and competition.

**Intergovernmental Workshop** — a meeting of provincial, territorial and federal government officials involved in sport organized by the FPTSC to provide input to the Task Force as part of the consultation process.

**International Olympic Committee (IOC)** — the international body that controls and develops the Olympic movement and the Olympic Games.

**International Sport Federation (IF)** — the international governing body for a particular sport (e.g., Fédération de ski internationale). There are approximately 75 IFs. Each sport governing body is a member of an IF.

**Major Games Legacy Centres** — facilities for athletes provided by legacy funds from a major sport event (e.g., the Calgary Olympics). Such a centre can offer a full range of programs from recreational to high-performance sport. Full- and part-time coaches are employed, and there is a direct link with the education system in the community.

**Multi-Sport Games** — athletic events involving a number of sports such as the Olympics, Pan-American Games, the Special Olympics, etc.

**Multi-Sport Organization** — an organization whose activities involve organizing games, providing services, or representing the special interests of a group involving a number of sports (e.g., Commonwealth Games Association of Canada, Canadian Interuniversity Athletic Union, Sport Medicine Council of Canada, Canadian Wheelchair Sports Association, Canadian Sport and Fitness Administration Centre).

**Multi-Sport Training Centre** — an athlete development centre, usually for advanced athletes, which links existing facilities by providing access to common services.

**National Sport Governing Body** — a sport organization that has the Canadian franchise in a particular sport from an International Federation (IF), and is responsible for all aspects of governing the operations of the sport in Canada (e.g., Athletics Canada).

**National Sport Organization (NSO)** — a generic term used to describe all types of national sport organizations, usually incorporated as national not-for-profit corporations (e.g., the Canadian Soccer Association).

**Provincial Sport Organization (PSO)** — sport organization, usually incorporated legally at the provincial/territorial level, whose role is similar to that of NSOs. They are involved in promoting and coordinating sport development at the provincial and community level. While legally separate, the PSO usually acts as a section or division of the NSO and carries the provincial membership vote to the national level.

**Quadrennial Planning Process (QPP)** — a planning system based on a high-performance development model designed by Sport Canada to assist national sport organizations in developing a systematic approach to high-performance sport development.

**Recreational Athletes** — those individuals who participate in sport primarily for fun, leisure, personal enjoyment, fitness and health.

**Search Conference** — a conference designed to generate shared desired futures, based on common values, sponsored by the Task Force. Those attending represented a variety of expertise, views, interests and opinions, and explored the values, desirable futures and strategies based on shared values and beliefs which should govern the process of change in the sport system.

**Senior Managers' Forum** — an assembly of senior national, sport-organization officers at the Canadian Sport and Fitness Administration Centre who discuss common policy issues which affect the national sport organizations collectively.

**Single-Sport Events** — world or national championships in a particular sport (e.g., Soccer World Cup, Canadian Track and Field Championships, etc.).

**Sport Canada** — the division of FAS responsible for sport policy and program development and day-to-day relationships with the sport organizations.

**Sport Continuum** — a sport system that starts at the participant's early age level, provides exposure to the physical activity spectrum and a variety of sports; allows the individual to choose his or her



sport(s) of choice; and to progress through the various skill levels to the high-performance level. Aspiring athletes in such a system can choose the skill/competitive level they wish to obtain as a matter of personal decision.

***Sport Development Centre*** — part of a framework which would co-ordinate existing facilities and resources in a community or region to make them available to all members in the area.

***Sport Recognition System (SRS)*** — a system developed by Sport Canada to classify sports into five categories based on domestic and high-performance rankings. The SRS is used in the assessment of funding levels to be given to the various sports.

***Sport Schools*** — schools designed to combine the pursuit of excellence in a sport field with the academic needs of student athletes.

***Sport Services*** — services such as health and safety, sport medicine, sport science, technical development, promotion and communications needed to support athlete and coach development throughout the sport continuum.

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