

**The 2010
and Beyond Panel**

Final Report and Recommendations

December 2009

Message to the Minister

It has been a privilege to serve on the 2010 and Beyond Panel and we would like to thank the Minister for providing this opportunity to contribute to the important question of how to improve the delivery of high performance sport in Canada. With the Vancouver Winter Olympics around the corner, this timely report addresses important challenges and opportunities for the sport sector as it moves into and out of the Olympic experience in the coming months.

It is clear that the sport sector is already moving toward an improved future for high performance sport in Canada. The Panel has been very impressed by the thoughtful and respectful nature of the sport community's deliberations this Fall and this report builds on the best ideas and approaches that have surfaced.

The success of this initiative is due to many contributions from individuals and organizations, however the Panel would like to thank Sport Canada in particular for its assistance in providing historical information, international data and translation services to the Panel.

The Panel remains available should the Minister require any further assistance. We look forward to continuing to support Canada's sporting community and the athletes who represent our country with such pride.



David Zussman
Chair, The 2010 and Beyond Panel

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List of Acronyms

COC	Canadian Olympic Committee
CPC	Canadian Paralympic Committee
CSC	Canadian Sport Centre
LTAD	Long Term Athlete Development
OTP	Own The Podium
SC	Sport Canada
VANOC	Vancouver Organizing Committee for the 2010 Olympic and Paralympic Winter Games

Executive Summary and Recommendations

There are times when opportunity knocks and someone opens the door. The Panel hopes this is one of those times. The completion of the Winter Olympics and Paralympics will be a landmark chapter in the story of our country's achievements in high performance sport. It is in this context that we find exciting and timely opportunities to set the future course of high performance sport in Canada.

The Panel set out to develop a set of recommendations for the Federal Government to determine what it could do for the future success of our country's high performance athletes and coaches. The vision for high performance sport that emerged from the Panel's consultation process is to have Canada be the best in the world – to have the best high performance sport system and to demonstrate Canadian excellence at the international level. This report represents the best ideas, innovative approaches and guiding principles identified by sport leaders across the country in an effort to make this vision a reality.

The belief that we, as a sector and as a country, can do better permeated the consultation process. From Canadian Sport Institutes to the consolidation of existing structures, from the professionalization of coaching to improved corporate sector relations, from a world-leading athlete development model to better facilities, the sport sector knows what it can do, and what it hopes the Federal Government will do to build on our success.

The key recommendation of the Panel is the creation of an independent, federally incorporated not-for-profit organization responsible for the delivery of high performance sport in Canada.

This organization should bring together the OTP program, key elements of VANOC and all of the program and funding elements directed at high performance sport that are currently housed in Sport Canada, including athlete assistance. While based on the successful OTP model, the mandate of the new high performance organization needs to include non-Olympic sport.

In order to create an efficient, effective and sustainable HP sport system, the alternative model should be comprised of one system, one vision, one business and operating plan, one administration, one voice, one set of principles and values and all be considered as one family.

The governance model of the organization is one guided by an independent board of directors and a Chief Executive Officer. The Board would be accountable to the Minister through an Annual

Report and a Strategic Plan, both of which would be tabled in Parliament. In support of both the CEO and the Board of Directors, an Advisory Committee would be created with representation from the sport community to provide guidance on high performance sport performance issues.

The Panel recommends that appropriate steps be taken to establish statutory funding for this country's new high performance delivery organization, in a manner consistent with other alternative service delivery models. The operating budget of the new organization is intended to be in line with the current "A" base allocations within Sport Canada for high performance sport which would transfer to the new organization. This would include NSO funding and athlete assistance totalling approximately \$125M.

With the transfer of high performance sport programs into the new organization, Sport Canada's focus would shift to the broader population as a whole. This would involve a number of key roles, including policy research, development of public policy, Federal-Provincial-Territorial governmental activities, interdepartmental initiatives, international sport files, activities related to the *Physical Activity and Sport Act*, promotion of sport for social development, increased sport participation and the implementation of the Canadian Sport Policy.

The Panel also understands that high performance is but one aspect of sport. There are many other potential improvements and opportunities for leadership in our country's sport system, which are essential to the longer-term sustainability of our recommendations.

The Panel recognizes that, if adopted, its recommendations may take some time to implement. At the same time, the Panel is mindful of its Terms of Reference and the Federal Government's interest in maintaining the high performance momentum and progress made leading up to the 2010 Games. In this context, the Panel has identified three key issues that should be addressed as expeditiously as possible by the Minister.

1. Retaining the remarkable assets that have been developed within VANOC, especially human resources in the fields of sport marketing, communications, fund raising and high performance planning;
2. Maintaining the current and planned increased level of funding for the OTP program.
3. Reconfiguring the governance of the OTP program and establishing the "one-window" approach to high performance services.

Throughout the consultation process, the Panel has been impressed by the willingness and readiness of the sector to contribute to the success of a new high performance system and to the operation of a new high performance delivery organization. Sector leaders have made a clear call for leadership and have shown a willingness to do things differently, to adjust their focus in certain areas and to reallocate resources for the betterment of high performance sport as a whole.

Introduction

We are at a crossroads in the future of this country's high performance sport – we have made laudable commitments to our athletes for the Winter Games and have instituted a range of world leading programs like *Own The Podium* (OTP) for summer and winter sports. The sport community is collaborating like never before, and there are a number of opportunities around which to develop new approaches to take us beyond the 2010 Olympic and Paralympic Games.

Whatever happens in Vancouver, as a country we have laid the groundwork for continued international excellence. We are building on the success of our athletes who, overall, have made remarkable

We are building on the success of our athletes who, overall, have made remarkable improvements in their performance on the international stage.

improvements in their performance on the international stage. There is no doubt that this is due, in part, to the financial contributions provided by the Federal Government, provincial governments, private organizations and the generosity of Canadians in supporting sport at all levels. But it is also largely due to the sport sector's growing ability to focus on a shared vision, to focus on national goals and strategies and to value the kind of leadership that can fulfill our country's aspirations.

The completion of the Winter Olympics and Paralympics will be the end of one remarkable chapter in our country's achievements in high performance sport and the beginning of new ones. The Games will bring an end to some of the current OTP program funding commitments and will wrap up the work of the extraordinary Vancouver Organizing Committee (VANOC) management team. The end of the Games will also mark a time of evolution for the OTP program that has coordinated the delivery of high performance in preparation for the Games. There are now exciting and timely opportunities to set the future course of high performance sport and some tough questions to answer as we move ahead:

How do we create a compelling vision for high performance in Canada?

How do we define our success in the future?

How do we maintain the momentum that has been created so far?

How do we build on the success of OTP and other initiatives that have contributed to the success of high performance sport in Canada?

Is there a better way to deliver high performance sport in Canada?

This Report looks at those opportunities through the eyes of the sport community and the many individuals and organizations who contributed to the Panel's work. It addresses the questions that will determine the future delivery of high-performance sport in the interest of all Canadians. It brings together the ideas, innovative approaches and guiding principles that will enable Canada to excel at high performance sport. Finally, it provides practical recommendations to the Federal Government on the measures that it can take to make it so.

Background

Mandate of the Panel

On July 17, 2009 the Hon. Gary Lunn, Minister of State for Sport established the 2010 and Beyond Panel to look at the future of high performance sport in Canada. In particular, the Federal Government requested that the Panel produce an independent report that recommends ways for Canada to build upon the great progress made in our country's high performance sport system leading up to the 2010 Games. An important part of the Panel's mandate was to look at the impact of the *Own The Podium* (OTP) program, a significant contributor to this progress, and the remarkable work of the Vancouver Organizing Committee (VANOC). A copy of the Panel's Terms of Reference is included as **Appendix 1**.

As noted in the Terms of Reference, Canada's high performance system is at a pivotal time in its evolution. New national goals and delivery systems will be required to sustain and improve the delivery of high performance sport for the future. The Panel's work has been to find the best method of doing so.

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The Panel did not set out to create a consensus report but rather to capture the best ideas, innovative approaches and guiding principles from sport leaders across the country. Our goal was to develop a set of recommendations to help the Federal Government determine how it could best contribute to the future success of our

country's high performance athletes and coaches. This required sensitivity to the history of high performance sport in Canada, to the current and impressive efforts to improve the delivery of high performance programs, and to the practical constraints of the government's budgetary environment.

The Panel also operated on the premise that being a sporting nation is an objective that Canadians share. Further, we believe that high performance adds to and enhances the participatory community-based sport culture that Canadians value, which is itself an integral part of our pursuit of sporting excellence.

The scope of the Panel's work focussed primarily on methods of improving the governance, leadership, structure, funding and accountability of Canada's high performance system as well as approaches to service delivery that are in the interest of all Canadians.

What is High Performance Sport?

The Panel found it insightful when roundtable participants noted that the definition of high performance need not be perfect and that it's most important characteristic is its outcome: excellence in the field of sport as exemplified by success in key international competitions.

Based on the submissions and roundtable discussions, the Panel believes that, at a minimum, high performance sport includes the Train to Compete and Train to Win stages of the Long-Term Athlete Development (LTAD) model for sport. These stages are primarily concerned with athletes over the age of 16 (although high performance can involve younger athletes), with the objective of obtaining the highest level of excellence in a chosen sport, as may be represented by international results and medals. As noted on the LTAD material, it is in these two stages that an athlete or team's physical, technical and individual or collective skills are established and the focus of training is on the maximization of performance. These stages recognize the extent to which world class excellence requires world-class planning, training facilities, coaching and competition opportunities.

While roundtable participants placed different emphasis on different stages of the LTAD model, the Train to Train stage appeared to be the most natural and practical gateway to the field of high-performance. While talent identification might begin sooner, the Panel agrees with the sport community that it is appropriate to begin to apply a targeted approach at the Train to Train stage, moving to an increased focus on the Train to Compete stage with a primary focus on the Train To Win stage. This emphasis is consistent with what key stakeholders described as a supply chain that ultimately produces the desired high-performance outcomes.

For the purposes of this Report then high performance sport is defined as the pursuit of excellence using a targeted approach beginning at the Train to Train stage of the Canadian Sport for Life model with a primary focus on the Train to Win stage.

Sport and the Public Interest

Sport is a human construct that is designed to make us better – as people, as communities and as a nation. High performance is that part of sport that celebrates excellence – that helps us fulfill our human potential. It is in this respect that high performance sport is, in and of itself, a public good. Sport is also a means by which governments and communities can pursue a number of public policy objectives, from public health to public safety, as described in the True Sport Report, an executive summary of which is attached at **Appendix 2**.

High performance sport, which has at its roots community sport, must therefore be a reflection of what Canadian want – good sport.

As noted in the *Road to Excellence Business Plan* (2006) Canada is a sophisticated enough society to be able to participate on the world stage and excel. Doing so in sport reminds us of our ability to do well in other areas. It reminds us of who we are as a nation as we display our values and our character to the rest of the world.

Is it important that we have world class athletes? Yes, in the same way that it is important that we should have world class doctors, educators, artists and public leaders. We have education systems within which we include the pursuit of world class research. We have health care systems within which we include medical discoveries and world class practitioners. We have a private sector within which we pursue corporate excellence. The same applies to sport.

What may be more relevant to this Report, however, is whether the recommended alternative service delivery approach meets the public interest test laid out in the Treasury Board Secretariat's policy concerning such delivery systems. **Appendix 3** provides the Panel's assessment of how the proposed high performance service delivery fares against the criteria of the TBS's public interest test.

The Current High Performance System in Canada

As part of the consultation process, the Panel prepared a consultation paper, included as **Appendix 6**. This consultation paper provides background information on Canada's current high performance system. It also provides background information on:

- The Role of Sport Canada
- The Role of the OTP program
- An overview of relevant legislation

The consultation paper also provides a brief set of international comparisons. It is worth noting that the current work of the Panel echoes and builds upon previous work that has been undertaken, such as:

- *Canadian Sport Task Force Report (1976)* authored by Roger Jackson
- *Sport: The Way Ahead: Report of the Minister's Task Force on Federal Sport Policy (1992)*
- *Sport in Canada: Leadership, Partnership and Accountability (the Mills Report - 1998)*
- *Targets for Athlete Performance and the Sport System (2004)* authored by Therese Brisson
- *Own The Podium – 2010 Final Report (2006)* authored by Cathy Priestner
- *Report of the Canadian Sport Review Panel to the National Funding Partners on Summer Olympic and Paralympic Sports(2005)*
- *Road to Excellence Business Plan (2006)* authored by Roger Jackson

The Context for the Panel Review

Canada is on the verge of having its most successful Olympics and Paralympics ever. However, the Panel expects that despite this anticipated success there is likely to be some negative reaction to the cost of the Games, disappointment around some individual or team performances and possible fatigue associated with the high level of attention paid to the Games over the past five years. This should be expected.

On the other hand, the sport community has been busy in developing and applying new ways of doing things. For example, winter sports, summer sports, team sport, heritage sports and other groups have all come together in different ways to collaborate and, among other things, advance the field of high performance sport. The *True Sport Report* has captured the extent of sport's contribution to society. The Sport Matters Group is a novel approach for leaders to collaborate around issues and opportunities that help develop better ways for the broader sport community. The Canadian Olympic Committee, the Canadian Paralympic Committee, VANOC and Sport Canada pooled their resources and high performance philosophies to create the OTP program. These and other new initiatives have created a context of shared practices and a shared sense of purpose around the delivery of high performance sport in Canada.

As specified in its Terms of Reference, much of the Panel's work was focussed on what the OPT program has (or has not) achieved in the past several years. It is in this context that the OTP is frequently referred to in this Report as the Panel looked at the many significant contributions of high performance sport organizations dealing with athletes, coaches, major games, training environments, sport services, innovation and as the reader will have realized, a long list of organizations, programs and services that contribute to the success of our country's high performance system.

While significant progress was made in the four years since the creation of the OTP program, key challenges with the current structure and operations of the HP sport system, including the OTP program, must be addressed to be a top performing nation.

It was not in the scope of the Panel's work to make a projection of the future resources needed for high performance sport. Resources that affect high performance come from many sources beyond the Federal Government, such as provincial governments, private corporations and the Canadian public. It is worth noting however that the Panel's recommendations are being made in the context of an economy that is emerging from a recession.

The Panel's Report is also being submitted in the context of a remarkable set of high performance assets that may disappear at the end of the Winter Games. References to VANOC in this Report therefore carry a sense of urgency because of the limited time available to consider the impact of these assets on the field of high performance in Canada.

For these reasons, the timing is right for the sport sector and the Government of Canada to work together to improve, enable and support a healthy, productive and thriving high performance system in Canada.

Framework for the Panel's Deliberations

The Panel's approach to its task was to find a way forward that builds on and enhances our current system with its many excellent, well functioning elements. In general, we felt that the sport community would be most comfortable with an approach that highlights partnerships and collaboration since there are many such arrangements that are already well established in the sector.

Further, our approach was to make the athlete and teams the focal point of our deliberations and to recognize the pivotal role that coaches and other significant support services play in the success of any high performance athlete. We understand that the higher the level of competition, the more complex and intricate the training requirements are and the more dynamic the environment around the athlete and teams.

Also, while not part of our mandate, the Panel recognizes the very important contributions made by provincial governments to the Canadian sport system, and the extent to which progress in high performance is dependent on what happens, or does not happen, at the provincial level.

The advent of the Canadian Sport for Life concept with its Long-Term Athlete Development model has moved sport beyond a jurisdictional approach to an evidence-based, comprehensive, integrated and seamless approach for sport in Canada. It has elevated the planning and delivery of high performance

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sport, providing a framework for any organization to identify where it fits in the LTAD stages and determine what it can contribute to the pursuit of excellence. LTAD gave the Panel a reference point for a visionary high performance sport system based on shared goals and outcomes as opposed to a representational system based on the work of individual stakeholders.

The Panel also understands that its recommendations on high performance sport are part of a bigger journey: a good place to start but a bad place to stop. High performance is but one aspect of sport. There are many other potential improvements and opportunities for leadership in our country's sport system, which are essential to the longer-term sustainability of our recommendations.

The Panel's Work

Methodology

In accordance with its mandate, the Panel consulted with a number of experts and key stakeholders who had a profound interest in the outcome of the Panel's work. To achieve this goal the Panel:

1. Established a web presence through the Sport Information and Resource Centre (SIRC)'s website (which can be found at www.sirc.ca/2010beyond).
2. Informed the sport community of its mandate and proposed a consultation process through SIRC's extensive media communication network.
3. Provided regular updates on the Panel's activities via its website and SIRC.
4. Invited written submissions, based on suggested topics and questions relating to the future of high performance sport in Canada.
5. Developed tools and provided assistance for the development of the written submissions through the website and through direct assistance from the 2010 and Beyond Panel Secretariat.
6. Held five roundtables with a total of 74 participants from across Canada, chosen for their collaborative submissions to the Panel, key high performance roles, expertise and knowledge of Canadian and international high performance sport.
7. Used the "non-attribution" Chatham House Rule for the roundtables, to create an environment that was conducive to an open and frank discussion about a better way for Canada's high-performance sport system.
8. Interviewed a number of stakeholders who were unable to attend the roundtables.
9. Provided summaries and key findings from the roundtables.
10. Invited post-roundtable comments as an opportunity for roundtable participants to provide any additional information or react to what was discussed at the roundtables. These comments were posted on the website.
11. Gathered post-roundtable information to provide clarification and to ensure the completeness of the Report.
12. Deliberated among Panel members taking into account the extensive input received from the consultation process.

While participants often represented particular sports and organizations they were asked to provide comments and recommendations on improving the situation for athletes and coaches and on ways in which Canada can improve its pursuit of international success in sport. The process also included interviews with people familiar with the current approaches to corporate sector funding for high performance sport.

The Panel is pleased to report that the sport community made very good use of this roundtable approach by focussing on what is best for the whole of sport rather than on individual or organizational interests.

What the Panel Heard (and Read)

Throughout its process of written submissions and roundtables, the Panel noted a remarkable consistency in the sport community's view that Canada's high performance system should and can be better. There is a widespread assumption in the sport community that things will change for the better as a result of the Panel's Report.

The Panel also noted two distinct and separate patterns or approaches used by those who made submissions and participated in the roundtables. There were those who focussed on the high performance functions that could be improved and those who focussed on the high performance outcomes that could be achieved through these improvements. This typically translated into discussions of who would be able to make improvements versus what the improvements should be. The Panel found both of these approaches useful since they collectively provided views of what the sport community wants to achieve and what it will take to get there.

Unless the system as a whole is functioning well, the HP system ends up being a world-class remedial system instead of a world-class excellence system.

It is clear that high performance sport does not exist in isolation from the rest of the sport system, in the same way that a university degree does not exist in isolation from the rest of the education system. The Panel believes that the Canadian Sport for Life model best captures this important aspect of high-performance: the Training to Win stage cannot exist independently from the other stages. Indeed, the Panel believes that the concept of a "sport continuum" is best exemplified by the Canadian Sport for Life stages which integrate all of the ways in which the different parts of the sport system relate to each other, including the pursuit of high performance sport.

Because of this interconnection between stages, it was made very clear to the Panel that a sole focus on the Train to Win stage in isolation of the rest was neither wise nor practical. As noted by one roundtable participant, unless the system as a whole is functioning well, the high performance part of the system ends up being a world-class remedial system instead of a world-class excellence system. However, it was also made clear to the Panel that the sport sector understands the value of starting somewhere and roundtable participants were encouraged with the Federal Government's intention to take this first step. Indeed, many felt that progress in the high performance component of sport can have positive effects on the rest of the system.

The vision for high performance sport that emerged from the consultation process is to have Canada be the best in the world – to have the best high performance sport system and to demonstrate Canadian excellence at the international level.

This vision is underpinned by a strong support for the Canadian Sport for Life approach to sport and a high performance leadership model based on collaborative partnerships where key players contribute to the achievement of the vision. It was clear that the sport community is prepared to use the Long-Term Athlete Development (LTAD) model to align the entire Canadian

sport system and to identify where and how organizations can contribute the high performance elements of that model. The Panel heard that establishing a gateway beginning in the Train to Train stage of the LTAD leading to a primary focus on the Train to Win stage is the most appropriate focus for the high performance system.

The Panel also heard that the approach to team sports in Canada needs to be carefully reviewed in light of the LTAD model, international results and the particular features of teams that affect cost, training and access to competitions. Participants felt that a team sport strategy was an essential part of our country's high performance system.

There are many who believe that more government is not what is needed to improve Canada's HP system.

Regarding Sport Canada's role within high performance sport, there are many who believe that more government is not what is needed to improve Canada's high performance system. The dominant view is that the high

performance functions currently residing in government would better serve Canadians by being at arms length from the government. Participants felt that the role of Sport Canada should be to focus on the broader Canadian public, as well as the important issues of public policy, infrastructure, sport participation, coaching development, research, sport for development, funding and public accountability for results (seen by participants as more than just rigorous financial accounting).

Much of what the Panel heard indicates that the sport sector is very good at delivering on the various components of the high performance system, but is not quite as good at bringing these parts together into a cohesive, long-term plan or process. In other words, the high performance sport system is good at the parts, but not at the whole. Not surprisingly then, many of the consultation participants focussed on the sorts of things that will coalesce the various parts into a true high performance system operating with a streamlined series of inputs to deliver on agreed upon national goals or outcomes.

Both the submissions and the roundtables talked about the concept of targeting, where resources are selectively used and applied to generate the greatest likelihood of results. As noted by a roundtable participant, and supported by many more, the attainment of athletic excellence is by definition not egalitarian; where some succeed others do not. Therefore, while the principle of equal access to opportunities to excel holds firm, participants felt that the process of achieving that excellence required the tactical allocation of resources that the OTP program has used to great effect.

Chief among the things brought forward to the Panel is the establishment of an independent, singularly focused organization that can articulate the country's high performance vision and its national goals, and that is held accountable for results. Focussing primarily on the Train to Win stage of the LTAD model, the sport sector's view is that this organization should bring together the OTP program, the appropriate VANOC human resources and the high performance programs of Sport Canada for a unified, coherent delivery of high performance sport.

Many participants noted the importance of focusing on what is in the best interest of athletes and sport as a whole, and not on individual organizations. The Panel noted the extent to which sport leaders shared a broader sense of responsibility for the delivery of sporting excellence in the interest of all Canadians.

In terms of structure, one organization (the COC) brought forward a proposed governance model for the delivery of high performance sport in Canada. This model is outlined in their submission to the Panel which is available on the Panel website¹. The Panel found this model to be useful as it reflected many of the same fundamental principles and structural approaches brought forward by the sport community through written submissions and roundtable discussions.

The Panel heard unequivocal support for the federal government's investment in the OTP program and the urgent need to shore up the current level of OTP funding which is due to decrease after the 2010 Games.

A good part of the submissions and interventions during the roundtables focussed on the methods and merits of Canada's OTP program. While there were various recommendations concerning the expansion and improvement of the OTP program, a key concern was its financial

stability. The Panel heard unequivocal support for the Federal Government's investment in the OTP program and the urgent need to shore up the current level of OTP funding which is due to decrease after the 2010 Games.

The Panel found it noteworthy that very few submission and interventions called for more public money as a simple solution or first order of business to ensure the future success of high performance sport. That being said, however, the need to sustain the OTP program is evident based on the program's demonstrated success. Beyond that, there is much that the sport community is doing to find better ways to plan and deliver high performance sport.

The Panel heard at all the roundtables about the importance of training environments to the success of our athletes. In this regard, the **Canadian Sport Centres (CSCs)** currently operate regional centres of excellence that provide people and programs to drive high performance sport in Canada. These

The Panel clearly heard that there is a real opportunity to bring together the people, programs and facilities in a way that gives athletes the ability to train and compete against the best on a day to day basis.

centres, however, do not include many actual facilities or dedicated physical training environments. The Panel clearly heard that there is a real opportunity to bring together the people, programs and facilities in a way that gives athletes the ability to train and compete against the best on a day to day basis. This means actual, physical training centres that bring athletes and coaches together and gives them the opportunity to learn and share best practices. Physical places to train also links athletes and coaches to the best in sport services including

¹ www.sirc.ca/2010beyond

sport medicine and sport innovation. The Panel also supports the notion of helping the CSCs to work together to form an innovative and cohesive partnership of Canadian Sport Institutes.

The importance of innovation cut across much of what the Panel heard, especially in the context of long-term sustainability for a world-class high performance system. In this respect, the sector is seen as being somewhat insular and needing to look outside of sport for innovations in other sectors and industries that could benefit the pursuit of excellence. A system overly focussed on its own targets and internal processes will have a short even if successful future, because long term sustainability is fuelled by innovation - that is, by finding new and better ways of doing things, or discovering ways of increasing efficiencies.

Another theme that the Panel heard was the need to develop competencies to obtain private sector funding, and how these competencies should be embedded in the proposed high performance organization. Over the longer term, it was felt that this capacity would be at the

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heart of a sustainable high performance system. Participants felt that a new high performance organization that was able to knit together a unified approach to marketing and fundraising, would be able to better present high performance to the corporate sector, and would be better able to respond to sponsors' needs. It was very

clear that the sport sector's willingness to work together through agreements and partnerships was an essential ingredient to successful marketing and communication strategies. For example, the COC among others was recognized for its historical efforts to attract private sector funding for sport and more recently for its financial contributions to the OTP program.

The Panel found the level of maturity and leadership within the sport sector to be very encouraging for the future health of high performance. It is clear that the sector is willing to adapt and to work with the Federal Government in finding more efficient and effective ways of improving the high performance system. This suggests that the primary value of this Report will be the extent to which the government's contribution to high performance can strengthen and support the sector's leadership in operating one of the best high performance delivery systems in the world. The Panel also heard that while comparisons to other countries can be instructive, our country should have a made in Canada high performance model.

The pursuit of human excellence through sport is a complex undertaking that involves a number of factors that determine its desired outcomes. Such an environment is a breeding ground for anecdotal approaches which may or may not have any basis in fact, and may or may not be founded in sound ethical principles. It is for this reason that participants in the consultation process called for an evidence-based, expert-led and values-driven approach to high performance. The Panel frequently heard how these principles must infuse every aspect of Canada's future high performance system.

The Panel also heard that whatever the new model of leadership and governance used for high performance sport, it should be based on a number of other fundamental principles and key characteristics such as independence, responsiveness and bilingualism, and that the Panel should use these principles and characteristic to assess the merit of potential future models.

These fundamental principles and key characteristics are described further in **Appendix 4** and form an important component of the Panel's recommendations.

The Panel heard how sport leaders were looking at ways to rationalize and consolidate some of the existing high performance structures, organizations and programs in the name of efficiency and cost reduction. Many noted that current federal funding methods were a disincentive to such consolidation, since more total money could be obtained by separating similar sport disciplines than by consolidating them. Participants felt that an efficiency driven high performance organization would easily be able to create economic incentives for organizations to collaborate, consolidate and build upon similarities between what governments would consider separate sport programs.

The professionalization of coaches is seen as a cornerstone of any country's plan to achieve international excellence through sport. Participants lamented this country's inability to attract or retain world-class coaches due to the lack of stable employment opportunities. The Panel heard how the OTP program's targeted resources have helped to address this need, and how much more can be done in this regard, particularly in developing our own coaches who can be valued for their role in helping Canadians succeed.

There was an unequivocal desire not to lose the assets that currently reside within the Vancouver Organizing Committee ... the loss of the expertise in the dissolution of VANOC would be a significant harm to the country.

In the context of maintaining and building upon the progress made leading up to the 2010 Paralympic and Olympic Games, there was an unequivocal desire not to lose the assets that currently reside within the Vancouver Organizing Committee. The

expertise developed in the areas of sport management, planning, sport marketing, communications and more importantly in revenue generation are deemed to be of crucial value to the future of high performance in Canada. Indeed the loss of this expertise in the dissolution of VANOC would be a significant harm to the country, and a missed opportunity to achieve a unique and lasting legacy from the Games. The Panel heard that many participants believe that these human resource assets could be the most important legacy of the Games, yet they are currently the least attended to. It was also noted that future major games should incorporate plans to fully maximize the human legacy in a way that contributes to our country's high performance system.

For more information on the Panel's deliberations, **Appendix 7** provides a summary of the key findings from the roundtables, while **Appendix 8** lists the participants at each of these sessions. Additional information on the submissions and roundtable outcomes, and the documents themselves in full can be found on the SIRC website at www.sirc.ca/2010beyond

It is evident from the amount of material the Panel received and the level of discussion during the roundtables that sport leaders were very much engaged in the consultation process. The Panel appreciates the high level of thoughtful deliberation and contributions from so many stakeholders.

Recommendations

In many ways, the Panel has come to see its role as being focused on maximizing the value and productivity of high performance sport assets that have been built over the past ten years. In developing our recommendation, we have focused on looking for the best method to maximize all of these assets using a made in Canada approach that implements the Excellence component of the Canadian Sport Policy.

At the outset, the Panel appreciates the need to blend the merits of a nimble and expert-based high performance delivery system with the public interest and prudent financial management of public funds. There is agreement that the best place start is with a compelling vision for high performance sport in Canada. As outlined earlier in this Report, this vision is that **Canada is the best in the world at the sports in which we compete**. The Panel also recognizes, however, that the path to excellence is different for team and individual sports and that it is important to recognize the efforts of Canadian team sports as they improve in international competition.

The Panel recommends the creation of an independent, federally incorporated not-for-profit corporation with responsibility for the delivery of high performance sport in Canada. This organization should bring together the OTP program, key elements of VANOC and all of the program and funding elements directed at high performance sport that are currently housed in Sport Canada, including athlete assistance. The Panel further recommends that Sport Canada personnel currently involved in high-performance sport transfer to the new organization.

While based on the successful OTP program, the mandate of the new high performance delivery organization needs to also include non-Olympic sport. The organization should be focused on the streamlined and effective implementation of targeted support programs, with the key characteristics and operating principles described in **Appendix 4**.

The Panel recommends that human resource assets in VANOC be preserved post-2010, including VANOC's marketing and communications expertise. These human resources are a true legacy of the Games and of the federal government's significant investment in the Games and must not be squandered. Major Games historically lose important leadership, technology and marketing assets at the end of the Games. The Federal Government is in a unique position to set this right.

The Panel further recommends that the Federal Government's future support of major games in Canada incorporate provisions for the retention and redeployment of the people around whom tremendous high performance capacity, expertise and marketing relationships are developed.

Key Functions

The Panel believes that the new high performance delivery organization must be separate and independent from existing organizations and structures and that it should not need to build itself much beyond the current OTP format. The organization should bring together and integrate existing high performance programs to create a more efficient and streamlined system. The core service of this new organization should be strategic leadership and mentorship – it should provide a collective “brain” for high performance sport delivery in Canada. The core functions that would support this leadership role would include:

1. *High Performance Funding*
 - a. It should bring together the funding elements that are currently split between OTP and Sport Canada.
 - b. It should also broker or facilitate linkages with other sources of high performance funding, such as the COC, CPC and B2Ten.
 - c. It should include the Athletes Assistance Program, although care needs to be taken to maintain the tax-free status of the assistance payments.
 - d. It should include a new Team Sport strategy and funding program.
2. *The OTP process/approach*
 - a. It should build on the success of the OTP processes, while expanding the OTP mandate and functions to include non-Olympic sports.
 - b. This should include the capacity to conduct ongoing assessments of the strengths and weaknesses of high performance organizations.
3. *Support for Coaching*
 - a. This should involve partnerships with the Coaching Association of Canada, Coaches of Canada, NSOs and PSOs. The goal is to ensure that there is a long term and sustainable career path for Canadian high performance coaches.
4. *Competitions*
 - a. Working with its partners, it should help coordinate opportunities for competitions to ensure that athletes are at their peak of performance readiness for critical international competitions.
 - b. Major games organizations such as the COC, CPC and Commonwealth Games will have a critical role to play in terms of hosting and games preparation.
 - c. It should work with “feeder” level competitions such as the Canada Games and the associated provincial games that contribute to the LTAD stages of high performance.
5. *Supporting Canadian Sport Institutes*
 - a. Working with the CSCs, it should help to create a system of facilities-based sport institutes that bring together a critical mass of high performance athletes, coaches, facilities and essential support services.
 - b. It should develop arrangements and partnerships with universities and colleges to take advantage of available expertise, services and facilities.

6. *Talent Identification*

- a. Working with key partners, it should contribute to the identification of high performance/athletes talent.
- b. It should enable the conversion of the identified talent into world class athletes and teams.

7. *Canadian Sport for Life: Long Term Athlete Development*

- a. It should initiate targeting at the Train to Train stage moving to a primary focus on the Train to Win stage.
- b. It should take into consideration the linkages to the other stages and elements of the Canadian Sport for Life model of athlete development.

8. *Supporting Sport Science and Innovation*

- a. Supporting innovation in high performance sport.
- b. Supporting research in sports science and sport medicine.
- c. It should develop new and expanded partnerships with universities and CSCs.

9. *Revenue Generation*

- a. Obtaining the specialized marketing and communications components in VANOC, it should focus on:
 - i. Marketing;
 - ii. Corporate Partnerships;
 - iii. Communications; and
 - iv. Strategy/Branding/Positioning.
- b. Long-term stable and sustainable multi-year funding

10. *Partnership Building*

- a. Although the new organization will have a number of functions that it can and should perform “in-house”, a key function will be to create a network of strategic partnerships and service agreements with a broad range of stakeholders in the high performance sport sector.
- b. In the earliest stages of operation, it should reach out to the provinces on maximizing the value of the Canadian Sport for Life/LTAD continuum.

The high performance delivery organization should function as a hub around which other players can integrate and enhance their high performance contributions. It should work with any organization, individual or program operating in the Train to Train to the Train to Win stages of the LTAD, regardless of whether it relates to Olympic or non-Olympic or any other categories of competition.

Core Competencies

The Panel believes that there are a number of core competencies that will be critical to the organization's success including:

1. Technical Expertise

- a. The organization must have a world-leading core or technical expertise that can work with NSOs to:
 - i. Review governance and decision-making processes;
 - ii. Support organizational planning;
 - iii. Optimize coaching;
 - iv. Improve the conversion rate of high performance athletes;
 - v. Identify and apply appropriate sport science and innovations;
 - vi. Undertake cost/benefit analyses;
 - vii. Optimize sport medicine; and
 - viii. Develop long term goal setting.
- b. The organization should allocate internal resources for itself to identify innovative and leading edge practices among high performance nations.

2. Responsiveness

- a. The organization must be efficient and nimble and it must reduce the overall administrative and bureaucratic burden on coaches and athletes. The new organization should present a "single window" for NSOs, athletes and coaches.
- b. It must also avoid duplication and fragmentation by being well organized and having a first class work force, mitigating the historically high rate of turnover in high performance expert personnel.
- c. It should also be nimble enough to quickly respond to new opportunities and threats.

3. Collaboration

- a. The organization must have the ability to build and manage partnerships and to collaborate with a broad range of public, private and not for profit organizations.
- b. It must have the knowledge and ability to create platforms and mechanisms for stakeholders and leaders to contribute to the work and success of the organization.

4. Strategic Leadership and Management

- a. There are a range of core strategic leadership and management competencies that will be required, such as:
 - i. Management by Values
 - ii. Analytical Capacity
 - iii. Public Accountability
 - iv. Research
 - v. Evaluation

5. Revenue Generation

- a. The organization should have a strong competency in identifying potential revenue sources and developing effective marketing and communications strategies and business arrangements to mobilize these resources.

Key Characteristics

The new HP organization should be valued and supported by all key stakeholders as the leader of this country's high performance sport.

The new high performance organization should be valued and supported by all key stakeholders as the leader of this country's high performance sport. It should have the responsibility to develop and implement a multiyear strategic plan with a comprehensive system of public accountability to the federal government and all of its other funders.

For this to happen, the organization must be founded on certain key principles and characteristics described in **Appendix 4**. Its leadership in the high performance sector will be based on collaboration and agreements with other sports organizations and its mandate will be to work across all high performance sport to help each sport develop to its greatest potential.

Governance Structure

The Minister will be responsible for appointing the inaugural governors of the high performance delivery organization, as well defining its accountability and reporting provisions. Having reviewed a number of comparable organizations² the Panel would make the following recommendations on governance structure:

1. *Independent Not-For-Profit* – The new high performance delivery organization should be constituted as an independent not-for-profit organization, similar to a Shared Governance Corporation³. Some of the advantages of this model would include:
 - a. Because it would be governed by a board of directors and managed by a CEO it would have both stable leadership and the ability to make nimble and strategic decisions.
 - b. The ability to leverage public funds with private sector resources.
 - c. The capacity to enter into multi-year funding agreements
 - d. The structural flexibility to work individually with federal and provincial/territorial governments.

² Including the Asia Pacific Foundation, Canadian Tourism Commission, The Canadian Partnership Against Cancer, and the Mental Health Commission of Canada

³ For a more in-depth discussion of possible leadership models please see: <http://www.sportmatters.ca/Groups/SMG%20Resources/SMG%202005-%20Sport%20and%20P.A.in%20Canada-%20National%20leadership%20models.pdf>

2. *Independent Board* – Board members should not be members of, or have any affiliation to, the recipients of funding from the organization. Nominations and appointments should be based on merit and expertise.
3. *Founding Board* – The founding board should be appointed by the Minister, with an initial maximum of seven (7) members. The government should appoint at least 4 of the proposed 7 members of the founding board from a list of candidates nominated by the 2010 and Beyond Panel. Board members should have a demonstrable record of strategic and professional leadership of similar organizations.
4. *Nomination Process* –The new organization’s nomination process for directors and other positions should be managed by an independent Nominations Committee responsible for identifying eligible candidates for appointment or election
5. *Advisory Committee* – There should be an Advisory Committee based on representation from the sport community (approximately 20 people) to provide guidance on sport performance issues. The funders, provinces and NSOs would be represented on this Advisory Committee.
6. *Accountability* – The board would be accountable to the Minister through an Annual Report and through its Strategic Plan, both of which would be tabled in Parliament.
7. *Senior Management* – The founding board would appoint the Chief Executive Officer (CEO) who would be responsible for the implementation of the strategic plan. For expediency, the Minister may wish to name an interim CEO in order to enable a rapid and smooth transition of existing programs and available personnel into the new high performance delivery organization.

Given the sport sector’s demonstrated ability to collaborate on matters of importance to the sector as a whole, the Panel believes that there is an opportunity to engage the sector in an interesting and innovative approach to the governance of the proposed high performance delivery organization. Based on the Shared Governance Corporation model referred to in item No.1 above, the Panel recommends that the Federal Government and the high performance sport sector consider the approach to governance described at **Appendix 5**. In our view, an ability to collectively pursue such a model would greatly contribute to the future success of the new organization, and of the stewardship of high performance sport in Canada.

The Panel’s assumption is that the Federal Government will continue to be the main funding source for HP sport, representing over 90% of financial support for HP programs at the national level. The Panel therefore acknowledges that the development of an independent governance model with appropriate accountability to the Federal Government may require some time. The Panel also notes that, given the important role of the Canadian Olympic Committee in high performance sport, we carefully considered the COC’s submissions concerning the governance of the new HP organization. The Panel concluded that the COC’s proposed model does not at this time meet the criteria of independence and public accountability that will be required for an organization in receipt of such levels of funding from government.

Areas of Focus for Sport Canada

Sport Canada is recognized by the sport sector as a crucial player in the future of sport in Canada, with good people doing good work.

Sport Canada is recognized by the sport sector as a crucial player in the future of sport in Canada, with good people doing good work. Whatever the ultimate design of the proposed high performance delivery organization, it must avail itself of the knowledge, expertise and experience of the human

resources assets within Sport Canada in order to succeed. A key recommendation therefore is the provision of employment opportunities in the new high performance organization for Sport Canada personnel currently involved in high-performance sport.

With the transfer of its high performance elements to the proposed high performance delivery organization, Sport Canada's focus would be more broadly applied to the Canadian population as whole rather than elite athletes. With the Canadian Sport for Life/LTAD serving as a reference point, Sport Canada's leadership would generally be exercised in all of the LTAD stages and programs that relate to the broader Canadian population. The areas of focus for Sport Canada were described by the sport sector as including:

- a. The Canadian Sport Policy
- b. Supporting the Canadian Sport for Life (LTAD) model
- c. Public Policy with a particular focus on First Nations, Women, Athletes with a disability, and language
- d. Interdepartmental initiatives on the use of sport to advance government policy objectives
- e. Bilateral agreements with provinces (Physical Activity and Sport Act)
- f. International sport relations
- g. Increased sport participation
- h. Promotion of sport and ParticipACTION
- i. F/P/T Sport Committee and related action plans Special Olympics
- j. Sport's Contribution to Society (True Sport Report – (see Appendix 2)
- k. Research
- l. Community Coaching Development
- m. National strategies pertaining to women in sport, ethics, anti-doping.
- n. Celebration of sport, and recognition of athletes and coaches

The new high performance delivery organization and Sport Canada will work together to ensure that the non-high performance stages and elements of the LTAD model are attended to in such a way as to maximize their contribution to the high performance stages of the LTAD.

The Panel also recommends that Sport Canada be responsible for identifying and generating other methods of financial support for high performance sport through incentives and instruments available to the Government of Canada such as cooperative lotteries with the provinces, tax policy and interdepartmental initiatives to support the Canadian Sport for Life model.

To date, the financial legacies of major games held in Canada mostly go back to host organizations. Given the amount of public money involved for the bidding and hosting of major games, resulting financial legacies should be considered public assets destined for a wider distribution than simply the host organization. The Panel believes it is time for a revised model that apportions financial and other legacies to Canada's high performance delivery organization, thereby contributing to the sustainability of our country's high performance program.

The Sector's Contribution

The Panel has been impressed by the willingness and readiness of the sector to make various contributions to the success of a new HP system and the operation of a new HP delivery organization.

Throughout the consultation process, the Panel has been impressed by the willingness and readiness of the sector to make various contributions to the success of a new high performance system and the operation of a new high performance delivery organization. Sector leaders have

made a clear call for leadership and have shown a willingness to do things differently for the betterment of High Performance sport as a whole.

Participants at the five roundtables agreed that the sector can and is already making important contributions to achieve the vision for high performance sport. At a local level, there are many examples of cooperation and collaboration to improve performance and efficiency. For instance, in Calgary the CSC has combined its people, programs and expertise with WinSport's facilities. By coming together they have created new opportunities and efficiencies that will benefit athletes and coaches in that area. The British Columbia sport community is demonstrating remarkable leadership in their co-operative efforts to find "a better way" through the establishment of an independent high performance delivery mechanism as a main feature of that process.

Another example that was raised concerning the potential contribution from the sector was the current effort in Ottawa to rationalize the administrative and physical needs (space, IT) of different organizations. There is also the potential to rationalize or consolidate a number of smaller NSOs into larger umbrella organizations or, at a minimum, to share common services through service agreements.

An important development has been the creation of the team sport group which has brought together a number of team sports into a coalition. Winter, summer and Heritage sports have also come together around the need for a common vision and a platform around which to collaborate amongst each other, and with a new high performance delivery organization. And, in the Panel's view, the existence and manner of operation of the Sport Matters Group is one of the most innovative shared leadership approaches to be found in any sector.

The Panel therefore believes that the sector has shown a real willingness, desire and ability to move forward with a new delivery mechanism for high performance sport.

Implementation and Transition

How do the High Performance Stakeholders Fit In?

The intended method of improving high performance delivery is not to build an overly complex structure around the OTP program, but rather to extend its reach and proven approach into the high performance stages of the LTAD model. In this respect, the new organization is primarily a service provider, albeit one with resources to target those areas (athletes, coaches, programs, and strategies) where results are most likely to be obtained. This method is meant to operate on the basis of contributions (expertise, partnerships, human and financial resources) that stakeholders wish to align or pool together with the new organization in order to achieve common goals directed at the shared vision of being the best in the world.

In the first instance then, stakeholders can be involved in any way and to any degree that they feel is mutually beneficial and productive. This model is in keeping with some of the more interesting collaborative approaches that the sport sector has developed in the past few years, such as the Sport Matters Group, OTP, Road to Excellence, True Sport and the various caucuses, coalitions, joint ventures (such as the True Sport Club Excellence project) and shared operational arrangements that have been formed for mutually beneficial purposes.

Stakeholders can be involved in any way and to any degree that they feel is mutually beneficial and productive.

It is not meant to seem overly simplistic when the Panel suggests that key stakeholder will relate to the new organization in the way(s) that best suit their needs and interests in contributing to the shared vision of being the best in the world.

In practical terms, this could be expected to mean that NSOs will look for ways to save time and money by using the OTP-like services of the new organization, and will become recipients of OTP-like funding should the technical expertise within the organization find value in doing so. It is expected that the more NSOs and other bodies rationalize their operations, the greater the cost benefit of OTP-like investments will be.

The leadership component of the new organization will express itself primarily through the articulation of the vision and the setting of national goals towards which the high performance resources and OTP-like services will be dedicated. This form of leadership is not a controlling or directing function but rather a coordinating and unifying one that, in its application (rather than just its mandate) brings together the leaders, resources and partnerships that the sport sector says it requires for it to succeed at high performance sport. The Panel therefore does not find it useful to dictate how others would or should relate to the new organization. Instead it proposes the new high performance delivery organization as the best method for the sport community to improve upon what it is already trying to do, all of which would be made easier and more efficient if the Federal Government established the proposed organization.

Participants at the roundtables and written submissions suggested a number of possible contributions that organizations could make concerning the successful operation of a new non-governmental high performance delivery organization.

For example, the Panel heard that key stakeholders such as the Canadian Olympic Committee can make very important contributions to the effectiveness of the new high performance delivery organization, particularly in the areas of high performance sport promotion and corporate fundraising, along with the Canadian Olympic Foundation in the area of philanthropy.

The Canadian Sport Centres could move forward with a more integrated network of facilities-based training centres or sport institutes that the new organization could help with through agreements, partnerships and resources. The Team Sports group could develop a Team Sport Strategy with an implementation plan based on incremental support from the new organization, which in turn would see more cost effective options for investment in high performance team sports.

The Canadian Paralympic Committee could develop a strategy with the new organization to establish national goals for disabled sports and to increase the range of contributions that disabled athletes make to Canada's pursuit of excellence. As noted in its submission, the CPC intends to continue to focus on Paralympic/Olympic games preparation (with the COC) and to deliver world-best Games Missions. The CPC could help set the parameters for applied research on Paralympic high performance sport equipment for targeted high performance Paralympic sports. It can play a lead role in the development and retention of qualified Paralympic coaches. Through a visionary and embedded partnership, the CPC can leverage the new organization's focus on high performance to improve the quality of support services for Paralympians.

Among other things, Sport Canada can help to find practical ways of connecting the provincial governments and provincial services to what the new organization does. Based on its submission, the Canadian Council of Provincial/Territorial Sport Federation is also in a position to consider a strong role in that regard. The Coaching Association of Canada and the Canada Games Council provided a joint submission that offered a definition of high performance around which these two organizations can play a lead role in the need for greater alignment between the provincial and federal levels, a field in which they both operate and can bring substantial expertise and experience.

The Centre for Ethics in Sport has offered its Ethics Review Panel services as a contribution to deal with some of the complex issues that arise in the realm of high performance sport. The Sport Matters Group will certainly continue to create platforms for sport leaders to collaborate and contribute to the high performance vision, and to identify how to achieve that vision in a way that continues to meet stakeholder needs. The major games organizations have indicated their interest in some consolidation of games services, which demonstrates a willingness to exercise leadership and to do things differently, and more efficiently, in a manner consistent with the proposal of a new of high performance sport delivery organization.

The Centre for Sport and Law has offered its expertise and knowledge in the innovative field of management by values, and in the development of cutting-edge leadership practices. The Sport Information Resource Centre has an interest and capacity to contribute to skills development, including the professionalization of coaches. The Canadian Sport for Life experts will be available to assist the new organization in maintaining a holistic view of the LTAD model as the organization focuses its efforts on the high performance stages of the LTAD.

These are not inconsequential contributions, even though there are costs associated with bringing them into the mix and attention required to make them work. The sport sector is replete with underutilized assets, the enhanced utilization of which would be a measure of success for the new high performance delivery organization.

Where Will the Funding Come From?

The Panel recommends that appropriate steps be taken to establish statutory funding for this country's new high performance delivery organization, in a manner consistent with other alternative service delivery models.

The operating budget of the new organization is intended to be in line with the current "A" base budget within Sport Canada for high performance sport, which includes the current level of OTP funding, NSO funding and athlete assistance totalling approximately \$125M which would transfer to the new organization. Payroll costs associated with the transfer of high performance personnel from Sport Canada would also be transferred from the present employer, Sport Canada, to the new organization.

Any future expansion of services, targeted high performance funding and innovations would be pursued through other sources of funding and partnerships. In the absence of additional funds beyond the recommended statutory and OTP funding, the status quo for service delivery will be the current Sport Canada high performance programs and the OTP model applied to summer and winter sports.

As noted earlier, the Panel heard that the COC and the Canadian Olympic Foundation have the ability to raise funds for high performance and that they would be able to contribute significant resources for the delivery of the new organization's high performance programs.

The Funding Agreement between the new delivery organization and the Federal Government may provide for a certain ratio of government and non-governmental funds over time. However, the Panel recommends that such an approach only be considered for any new projects, initiatives and OTP-type program expansion for which the new organization has obtained stable financing, as might be achieved through an endowment, future legacies, corporate partnerships or other levels of government.

There also needs to be better alignment between federal and provincial resources, which the Panel believes can be achieved through the Canadian Sport Policy (Interaction pillar) and through the stages of the LTAD/Canadian Sport for Life model.

Overall, the success of the new high performance organization will be measured by its ability to knit together and build on the contributions of key stakeholders for an integrated high performance marketing and fundraising strategy that delivers a seamless “one stop shop” for the corporate sector.

Transitional issues

The Panel recognized that, if adopted, its recommendations may take some time to implement.

At the same time, the Panel is mindful of its Terms of Reference and the Federal Government’s interest in maintaining the high performance momentum and progress made leading up to the 2010 Games. It is in this context that the Panel considered the question of transitional planning and identified three key issues that should be considered as part of the Panel’s recommendations.

One issue is the level of funding for the OTP program, which should not be diminished at the end of the Winter Games. The 2008 Federal Budget included incremental increases over three years reaching \$24 million of annual funding for summer sport excellence. There are demonstrable high performance results, plans and needs that warrant even greater increases should resources permit. Notwithstanding the incremental increase, there are other budgetary provisions that will *decrease* OTP funds by \$5M after March 2010. These fiscal policies are working against each other. The Panel therefore recommends that both the current level of OTP funding be maintained, and that the planned increase be implemented as planned.

A second issue is the previously noted concern about not losing the assets that have been developed within VANOC. While not running ahead of any course of action to be chosen by the Federal Government, the Panel believes this to be an urgent issue that can have a bearing on the future success of high performance sport in Canada. The Panel therefore recommends that the Federal Government consider the ways in which it can ensure that the human resources legacy of the Winter Games is retained for the benefit of all Canadians.

The other key issue relates to the functioning of the OTP program. While mid to long term financial issues must be addressed in due course, the Panel sees an immediate opportunity for the OTP funding partners to move towards the “one-window” concept described and recommended in this Report. The existing funding partners, which include Sport Canada, should immediately pool their current OTP funding into one application and allocation process administered by the OTP program

As a temporary but expedient measure, the Panel recommends that the current governance of the OTP program be immediately reconfigured with an expanded Board to be appointed by the Minister in consultation with the existing funding partners. Furthermore, the Minister should consider appointing an interim CEO to expedite the process of identifying and obtaining valuable VANOC assets that will otherwise disappear. The new OTP Board should not be composed of representatives of organizations in receipt of OTP funding.

Since the OTP program is already operating, simple and straightforward Terms of Reference for this new Board should be prepared by an independent consultant for approval by the Minister, and should include responsibility for a smooth transition into a new independent organization if so chosen by the Minister. Should even greater expediency be desired, the Panel and its secretariat would be pleased to assist in any way.

During the course of the consultation process, the idea of creating a council of sport leaders (CEOs from NSOs, MSOs and others) was recommended by some members of the sport community. While this is a progressive step that the sport sector may wish to act on, the Panel believes that the Federal Government (Sport Canada) should encourage this development through appropriate policy and available financial instruments.

Acknowledgements and Conclusions

It is clear that Canada needs to get ready for what will come after the 2010 Winter Games. To build on the momentum of the past few years will require sufficient funding from the federal government and others to maintain the programs that have been put in place. It will also require a new organization that provides:

- Quality support to athletes
- Strong coaching and technology leadership
- First class training and opportunities for high level competition
- The necessary facilities and infrastructure

To conclude the Panel would like to acknowledge the individuals and organizations that have supported its deliberations:

- Sport leaders from across Canada who took the time to make submissions and to participate in the roundtables
- Sport Canada for providing technical and financial support for the panel process
- The Panel secretariat and the Sport Information Resource Centre for providing administrative support, communications and guidance

Appendix 1 – Terms of Reference: 2010 and Beyond Panel

Introduction:

The Government of Canada recognizes the significant efforts made in Canada over the last few years to ensure that our high performance system takes full advantage of hosting the Olympic and Paralympic Games in Vancouver in 2010. To this end, innovative partner based programs such as Own the Podium have been developed to help Canada achieve its goal to be the number one nation at the Winter Olympics and top three nations in the Paralympics. The sport community and Canadians in general appreciate the success to date of our high performance athletes and look forward to best ever performances in Vancouver.

Canada's high performance system is at a pivotal time in its evolution, and new goals will need to be set in order to keep the momentum. The Minister has been approached by the sport community to develop a clear post-Games plan that would build on our success to date and provide concrete recommendations for the future. In response to this, the Minister is inviting sport leaders and organizations to bring forward their views and advice that will guide future decisions.

The 2010 and Beyond Panel will analyze the progress we have made to date and explore options for the continuation of targeted high performance programs for the future. This panel will be drawn from Canadian leaders from the sport, private and public sectors.

Mandate and scope of the review:

The 2010 and Beyond Panel will analyze the progress of Own the Podium and other related High Performance initiatives and make recommendations that will build on the positive momentum that is felt in Canadian sport today.

The Panel is asked to conduct its review while taking into consideration the following elements:

- design, structure and leadership of high performance initiatives
- relationship of funding partners
- sources of funding
- accountability
- governance and service delivery
- performance targets beyond 2010

Panel Composition:

The Panel will be comprised of the following individuals:

David Zussman (Chair)
Chantal Petitclerc
George Heller
Cathy Priestner
Karen O'Neill

Consultation process:

The Panel will conduct roundtable meetings where individuals and organizations can come forward to present their views and suggestions. The panel will also invite written submissions.

Report timeframe:

Final report - by early fall 2009

Appendix 2 – “What Sport Can Do – The True Sport Report” – Executive Summary

Introduction

True Sport is a national movement for sport and community. Its core mission is to be a catalyst to help sport live up to its full potential as a public asset for Canada and Canadian society – making a significant contribution to the development of youth, the well-being of individuals, and quality of life in our communities.

There is now evidence that sport’s benefits go far beyond the positive health effects of physical activity that have long been understood. A growing body of research points to community sport’s fundamental role as a primary generator of social capital and related benefits across a broad spectrum of societal goals including education, child and youth development, social inclusion, crime prevention, economic development and environmental sustainability. Perhaps most significantly, no other domain of community life has demonstrated sport’s capacity to connect so many young people to positive adult role models and mentors, opportunities for positive development, and help in acquiring critical life skills. Evidence documenting these benefits is causing a new picture of Canada’s community sport system to emerge – that of a critical, yet largely untapped, reservoir of public benefit that, with intentional effort, can be made to deliver even more for Canadians. To realize these benefits, though, the sport we do must be good sport, driven by positive values – when good sport is used intentionally, it can have even greater benefits.

Research indicates that this is exactly the kind of sport that the vast majority of Canadians want, understanding intuitively that this is the sport that generates the greatest benefits. True Sport undertook this research initiative in order to provide concrete evidence of these benefits – to put data and examples around this intuition and aspiration. This report is intended to enable communities, policy makers, and business leaders to see the tremendous potential that lies within our community sport system and to catalyze new approaches that will put this potential to work for Canadians.

Community sport in Canada

Community sport is sport led, organized, supported or enabled by community volunteers and institutions. It runs from the playground to the podium, ranging from simple pick-up games, to community and school-based sport leagues, to elite high performance competition. It is also present in virtually every community in Canada. There are 33,650 sport and recreation organizations in Canada – 71 percent of them local. Twenty-eight percent of adult Canadians and approximately 50 percent of children and youth participate directly in sport, while 18 percent of Canadians belong to a local sport club, league or organization. More than 1.8 million Canadians coach amateur sport while 800,000 participate as amateur sport referees or officials. Community sport is supported primarily by communities themselves, relying heavily on volunteers and only minimally on government support. Sport and recreation organizations make up 21 percent of Canada’s nonprofit sector but engage 28 percent (5.3 million) of all volunteers – more than any other sector. Seventy-three percent of sport organizations have no paid employees at all and, on average, they receive only 12 percent of their funding from governments, compared with 49 percent for voluntary organizations overall.

Ninety-two percent of Canadians believe that community-based sport can have a positive influence in the lives of youth, and rank it second only to families as a highly positive influence in the lives of young Canadians. However, community sport is increasingly being pulled toward the values of commercial sport, undermining its benefits which can only be fully realized when sport is conducted in a positive and intentional way – when it is inclusive, fair, fun, and fosters genuine excellence.

This is the sport Canadians want. Fifty-seven percent of Canadians believe that community sport currently reinforces these positive values to a great extent. They are concerned, however, that community sport is becoming overly focused on competition and believe that corrective action is required. They are also concerned that too many people are excluded from community sport, with 71 percent citing cost as a major barrier. These views point to a growing gap between the positive benefits Canadians believe sport can provide and what they are actually experiencing. The sections that follow set out the broad spectrum of public benefits that are available to Canadians if we apply ourselves deliberately to the task of closing this gap by building a comprehensive, accessible and inclusive community sport system that delivers the sport we truly want – true sport.

Improving health and well-being

Good health is fundamental to an individual's well-being and their ability to realize their full human potential. It is also a crucially important economic asset. Sport helps make Canadians healthier by:

Increasing physical activity levels – Adult Canadians active in sport average almost three hours of mostly moderate or vigorous physical activity per week and are, therefore, likely reaching recommended activity levels that have been proven to reduce mortality rates by as much as 30 percent.

Stemming the tide of child obesity – Physical inactivity is one cause of obesity and 91 percent of Canadian children and youth are not meeting recommended physical activity levels. Children who participate in sport are more likely to reach these levels than those who do not, but even among this group only 11 percent are succeeding. More effort is needed to increase activity rates, but even modest increases can help overweight children and youth to improve their heart health and lower their blood pressure, thereby reducing some of obesity's most damaging health effects.

Preventing chronic disease – People who are active on a regular basis significantly reduce their risk of cardiovascular disease, cancer (in particular breast and colon cancer), type 2 (adult onset) diabetes, and bone loss and pain in later life due to osteoporosis.

Enhancing mental health – Physical activity through sport helps to enhance self-esteem, reduce stress and anxiety, and alleviate depression. In patients with psychiatric disorders, physical exercise has been shown to diminish clinical symptoms, especially for depression. Sport also offers opportunities for positive relationships, friendship and support that foster emotional health.

Promoting healthy aging – Physical activity through sport can help prevent chronic disease, improve balance and coordination as people age (significantly reducing their risk of falls and hospitalization), improve memory and learning, and reduce the risk of cognitive loss through Alzheimer's and small strokes. Sport also provides opportunities for social connection for older Canadians at risk of social isolation. *Reducing health care costs* – Physical inactivity costs Canadians \$1.6 billion and \$3.7 billion annually in direct and indirect costs. Increasing sport participation is a cost-effective strategy for improving Canadians' health and significantly reducing national health costs. Increasing physical activity levels by just 10 percent would save Canadians over \$150 million annually in direct health care costs alone.

Putting children and youth on a positive life course

Sport can contribute to giving children a healthy start in life, help those with a poor start get back on track, and equip youth with the information, skills, personal resources and social support they need to make key life transitions successfully. However, sport can also expose children and youth to negative experiences, discourage their participation, and even impede their positive development. In organized youth sports, the primary determinants of whether youth will have a positive or negative experience are the adults involved – parents, coaches, officials, and administrators – and the quality of coaching and mentoring. The values and practices employed by parents, coaches and volunteers can be powerfully enabling and enriching for young people, or they can drive them out of sport for a lifetime.

Canadians have identified a number of serious issues in community sport: too much focus on winning and competition, violence, under- and over-involvement of parents, poor coaching and leadership, harassment, intolerance/racism, lack of fair play, and injuries. These pressures are believed to be contributing to decreasing sport participation rates as children grow older. U.S. research has shown that the leading reasons youth drop out of sport are that they are no longer having fun, they do not have the time, and they do not believe they are good enough to play. These findings point to the need for a comparable investigation of the sport experiences of youth in Canada, in order to encourage their continued participation and ensure they benefit from and enjoy their experience.

In Canada, most parents' (70 percent) expectations of what sport should provide their children have been met or exceeded, however, more can be done to ensure sport is delivering the greatest benefits possible. These benefits include:

Helping children learn and develop through play – Play is one of the primary ways that young children explore the world and develop their physical, cognitive and social-emotional capacities. Age-appropriate games and physical activity can help young children acquire mobility, coordination, knowledge about the world and themselves, self-confidence and initial social skills.

Building physical capacity and motor skills – Early to mid-childhood is when children acquire the strength, coordination and motor-skills necessary to move with efficiency and confidence in physically challenging circumstances. Sport and physical activity can help children to build this general base of motor abilities and a basic understanding of how their body moves.

Keeping children and youth active and healthy – Regular participation in physical activity during childhood and adolescence can help: 1) build and maintain healthy bones, muscles and joints; 2) control weight, build lean muscle and reduce fat; 3) prevent or delay development of high blood pressure and reduce blood pressure in adolescents with hypertension; 4) lower risk of cardiovascular disease; and 5) reduce feelings of anxiety and depression.

Using sport to reduce youth health risk behaviours – Young athletes are more likely than non-athletes to eat healthily and weigh less, and less likely to smoke cigarettes, use drugs, engage in sexual activity, or be bored or hopeless. Organized sports are generally associated with less antisocial behaviour, such as carrying a weapon or contemplating or attempting suicide, while adolescent girls who participate in sport are less likely than non-athletic peers to participate in sexual activity and/or report a pregnancy.

The particular benefits of sport for girls – Girls benefit particularly from sport's potential protective effects against osteoporosis, anxiety, depression, suicide, and adolescent pregnancy. As well, girls' participation is strongly linked to pro-education values, a greater sense of control over their own bodies, and more generalized feelings of empowerment, identity and self-direction that can help them to overcome restrictive gender norms and participate more fully in society.

Fostering positive youth development – Sport can also contribute positively to adolescent identity formation, a critical step in the transition from adolescence to adulthood. Young people who participate in sport score significantly higher on self-concept than those who do not, with girls benefiting even more than boys. Sport also facilitates friendships and positive social relations, which also play an important role in youth identity formation.

Enhancing academic achievement – Sport and physical education can help improve young people's school attendance, behaviour, and academic achievement. Participation in school-based sport and physical activity has been shown to result in considerably healthier social and academic self-concepts, while longitudinal research from the United Kingdom confirms that sport can contribute to identification with, and commitment to, school and school values.

Teaching positive values and life skills – Sport offers young people a means to gain and enhance a range of life skills that can improve their chances of finding employment, raise their level of income, and make them more optimistic and willing to volunteer in the community. Sport can potentially have a positive moral influence when it fosters positive experiences, minimizes negative experiences, empowers youth, treats them as individuals, and systematically and consistently teaches fair play and sportsmanship.

Preventing youth crime and gang involvement – Youth who participate in sport are less likely to engage in delinquent behaviour and have lower rates of criminal arrest. Sport programs can also offer youth a positive alternative to membership in criminal gangs. Sport programs to prevent youth crime and gang involvement work best when they are holistic, values-based, empowering, and delivered as part of a wider series of activities, in partnership with local renewal agencies and other groups. Purely recreational programs are unlikely to be very effective.

Providing positive adult role models – Adult role models play a key part in determining whether sport programs exert a positive or negative influence. Character, fair play, and morals are learned by youth when the goals, attitudes and behaviour of their coach or teacher are moral. A consistent positive relationship with a caring adult is also a significant protective factor, helping to build resilience in children and youth and enabling them to better manage the challenges in their lives.

Building stronger and more inclusive communities

Sport's benefits are not limited to individuals. Sport can also help to strengthen communities by building social capital and fostering greater inclusion of marginalized or excluded groups. This view is widely supported by Canadians, 72 percent of whom believe that sport is a key contributor to quality of life in their communities.

Building social capital – A nation's level of sport participation is closely linked to its level of social trust and well-being. People who participate in sport are more likely to vote, contact a politician and sign a petition than the average citizen. They also show higher levels of social trust, trust in institutions, and life satisfaction. Sport also helps to keep small rural communities together and, in declining rural towns, may even provide the last remaining social infrastructure.

Helping newcomers to integrate more quickly into Canadian society – United Kingdom research on sport and the inclusion of refugees and asylum seekers shows that it can help to break down barriers between newcomers and local host populations, improve relationships among asylum seekers of diverse ethnic backgrounds, and build their self-esteem and self-confidence. Sport is also being used successfully to link newcomers to key community services and supports.

Fostering greater inclusion of people with disabilities – Sport helps people with disabilities to improve their health and mobility by making them stronger, more flexible, and more coordinated. At the same time, it provides opportunities for them to build their self-confidence and self-esteem, enhance their social skills and networks, and become more motivated and independent. Sport also helps change negative community perceptions by focusing attention on athletes' abilities, rather than their disability.

Renewing Aboriginal culture – Research from Australia confirms that sport offers particular benefits with regard to Aboriginal communities in terms of building cultural pride, social cohesion, self-esteem, and transferable skills among participants and volunteers. Sport carnivals can also help reduce drug and alcohol use on a short-term basis, with related reductions in family violence. Sport and recreation programs offered with other supports have also helped to increase school attendance and achievement levels, and reduce the incidence of youth crime and suicide.

Contributing to Canada's economy

Sport plays a significant role in the economic life, as well as the social life of communities, providing jobs, boosting tourism, contributing to neighbourhood economic renewal, and enhancing skills and productivity in the workplace. In 2004, Canadians spent \$15.8 billion on sport – 2.18 percent of all household spending or \$1,963 per household. Canada's sport sector accounts for 1.2 percent of GDP and provides 2 percent of all jobs, employing 262,324 Canadians.

Enhancing tourism through sport travel and events – Almost one third of tourist trips to Canada in 2006 included participation in sport or outdoor activities. Canada hosts over 250,000 sport events annually ranging from professional events, to multi-sport amateur games to local tournaments. All of these provide economic benefits in the form of visitor spending on accommodation, food and drink, entertainment, and gifts/souvenirs, while larger events also often leave a legacy of high quality sport infrastructure and international awareness leading to increased sport tourism.

Contributing to local economic development and renewal – Community sport amenities help cities to attract and retain highly valued knowledge-workers and the companies that seek to employ them. Sport can also boost the fortunes of disadvantaged neighbourhoods by providing employment and, through local sport and employment plans, helping local residents to acquire the sport volunteer opportunities, training and accreditation they need to access these jobs.

Enhancing workplace skills and productivity – Employers are increasingly turning to sport and physical activity to improve productivity in their workplaces. Workplace sport and fitness programs can reduce annual absenteeism by 1.6 days per employee, leading to payroll savings of 1.1 percent per year. Employers also place a high value on the transferable skills acquired by sport participants and volunteers because these skills improve workplace performance.

Promoting environmental sustainability

Sport can instill appreciation of, and a desire to protect, the environment and provide a platform for social mobilization on behalf of environmental sustainability, including ensuring that sport at all levels is a net contributor, rather than detractor. It does this by:

Fostering environmental awareness and stewardship – Many investments in community sport are investments in green space, with users often becoming advocates for their protection, proper

maintenance and expansion, just as those who pursue wilderness sports are often advocates for the protection and sustainable use of remote environments.

Providing a platform for social mobilization – Elite international sport events provide powerful platforms for promoting environmental protection because of their large audiences and global reach. High profile athletes possess this same potential. Many international sport and environment bodies are using this capacity to raise environmental awareness and to advocate for greater sustainability at the local, as well as global, level.

Making sport facilities more sustainable – New greener standards for sport and recreation facilities, combined with efforts to improve the sustainability of existing facilities, ensure that community sport is doing its part to make our communities more sustainable and to leave a positive environmental legacy for the future.

Conclusion

The benefits of community sport invite communities and decision makers to recognize its value as a substantial public asset, and to devote attention and intentional effort to ensuring these benefits are fully realized for all of our communities. Sport is a powerful means of promoting health, but an even more powerful means of building social capital, and perhaps the most effective system we have, outside of the family, for providing young people with positive adult role models and mentors and opportunities for positive development. Delivering on these benefits, however, requires that we build an inclusive community sport system that delivers the sport Canadians want – sport that is fun, fair, inclusive and promotes excellence. This is not the job of sport alone.

Local communities have a leading role to play, together with federal, provincial and territorial governments who can help ensure all communities have the sport infrastructure they need. The quality and ultimate impact of community sport finally comes down to individuals through – the athletes, parents, coaches, administrators and volunteers whose ideas, attitudes and behaviour determine whether we will close the gap between the sport we have and the sport we want – or widen it. By intentionally making the right choices, together we can all help ensure the sport we have is the sport we want – true sport – and make sport count for Canada.

Appendix 3 – The Public Interest Test

One of the most important considerations in proposing a new governance model for high-performance sport is the extent to which the model is in the public interest. In order to address this question, the Panel relied on the Treasury Board Secretariat's Policy on Alternative Service Delivery, which includes a *Public Interest Test* to ensure that new approaches for service delivery respond to the public interest.

The *Public Interest Test* is broken down into 6 categories:

1. Governance
2. Official Languages
3. Results for Canadians
4. Citizen Centred Service
5. Responsible Spending
6. Values

Each of these categories contains a set of questions which are considered in turn.

Governance

1. Does the new arrangement provide an appropriate decision-making role for Ministers?

Under the proposed model, the Minister is responsible for appointing the appropriate governors of the organization and ensure its overall accountability through a number of mechanisms including a Funding Agreement, the provision of reports to Parliament and audits for value and performance conducted both internally by the organization and externally by the appropriate agent of the Federal Government. Through these mechanisms the Minister is directly involved and implicated in the governance and accountability of the new organization.

Through the Minister, Cabinet ensures that the Federal Government plays an appropriate role by providing direction and guidance concerning key activities of the organization. The Minister can take action to change the composition of the Board of Directors if the Federal Government is unhappy with the organization's results over time.

2. Does the relationship with the proponent ensure appropriate links between policy and operations?

The creation of an external organization to implement Canada's sport policy is based on the continued policy role of Sport Canada. The Minister will still have responsibility for the *Physical Activity and Sport Act*; Sport Canada will also still have responsibility for the *Canadian Sport Policy* and all of the related policies and plans that flow from this policy. Sport Canada would continue to perform a number of critical policy roles related to interdepartmental, intergovernmental and international affairs, and all of the matters currently managed through the Federal-Provincial-Territorial Sport Committee.

A number of formal linkages would exist between the policy mechanism in Sport Canada and the external implementation role of the new organization, including (but not limited to):

- A Funding Agreement
- A multi-year strategic plan
- Annual business plans; and
- Annual Report to Parliament.

The main intended linkage therefore is that Sport Canada will set sport policy while the new service delivery organization will have responsibility for the implementation of the excellence component of the *Canadian Sport Policy*.

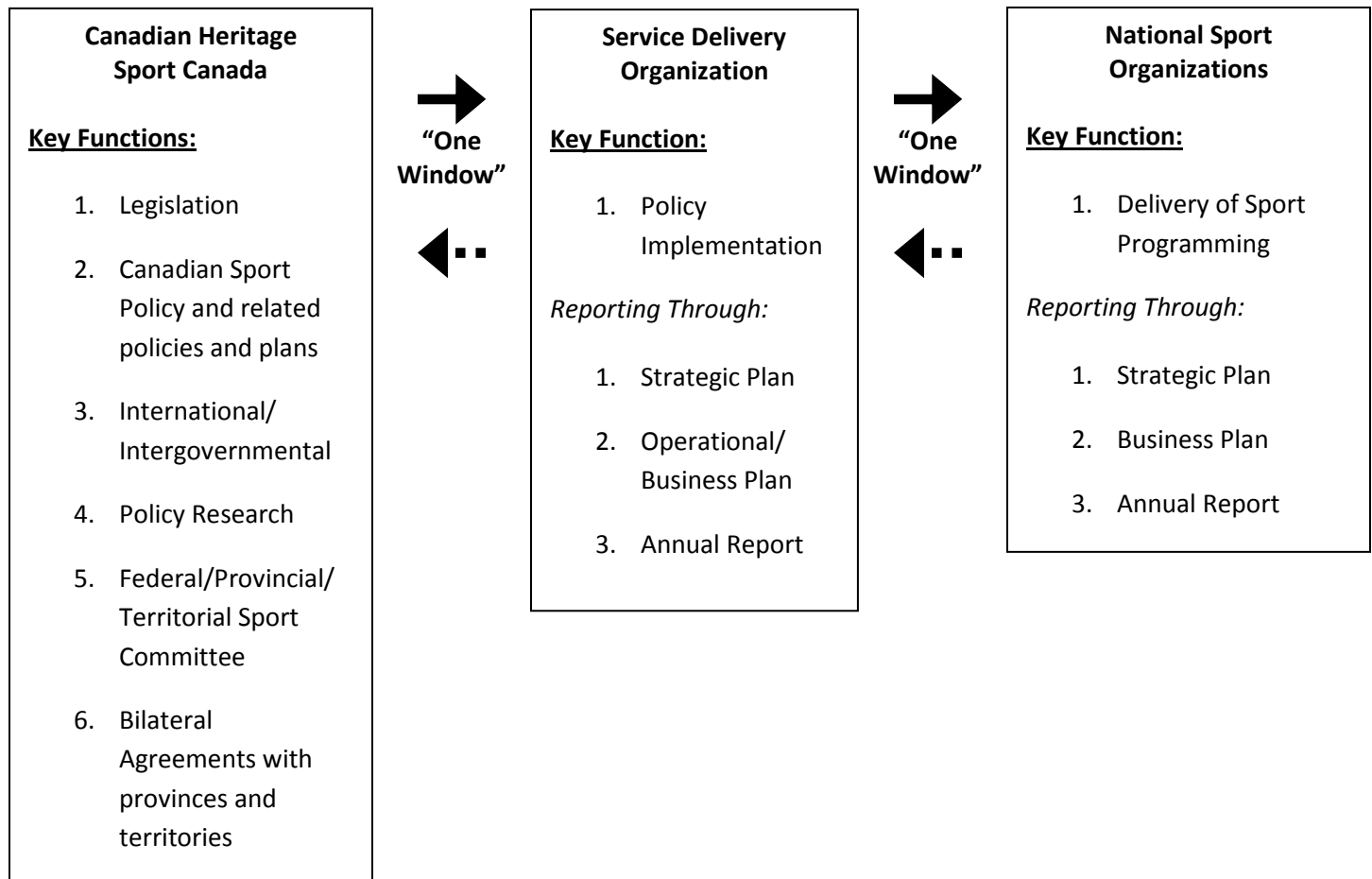
3. Are the arrangements appropriate for reporting results and other relevant performance information to ministers, Parliament and citizens?

In addition to the number of avenues described above through which results and performance outcomes would be reported, there would also be information provided by the Canadian news media as it frequently reports on the outcomes of Canadian athletes in international competition and on the participation of Canadians more generally in the high-performance system. It is in fact because there is so much interest from the public in matters relating to high-performance sport that the new organization would be subject to considerable public scrutiny.

As noted above, there would be an annual report to Parliament based on evaluation criteria concerning the new organization's performance, both in terms of its operation and its results. In addition, the Federal Government would have the option to undertake a separate performance or value-for-money audit in order to evaluate the results and outcomes that are being produced, and the services being provided to Canadians.

One of the key functions of the service delivery organization would be to implement an approach known as the "One Window" which would ensure that Canadian sport organizations use a consistent form of reporting that would, in turn, provide a "One Window" comprehensive view for the Federal government. This would greatly simplify and reduce the costs associated with the many different forms of high performance outcomes evaluation while ensuring a comparable if not greatly enhanced level of accountability. The "One Window" approach is illustrated in Figure 1 (over).

Figure 1: The “One Window” Approach



4. Does the arrangement represent an appropriate balance between the flexibility required for high organizational performance and sound governance?

One of the key motivations for moving to a new external high performance sport organization is to introduce the kind of flexibility and responsiveness required to achieve performance outcomes and results for Canadians. The One-Window approach is also designed to enhance the effectiveness of high-performance sport in Canada. The panel believes that the right balance has been found in the proposed model, which blends the success of the Own The Podium approach with a governance model that is similar to other alternative delivery systems currently adopted by the Federal Government.

The Federal government has thirty or more years of experience in implementing external service delivery organizations and agencies. Both the Treasury Board Secretariat and the Auditor General have laid out a set of expectations in this regard which have been incorporated into the proposed organization including:

- The provision of corporate plans and annual performance reports to the Minister;
- The use of external performance audits that are reported to Parliament to ensure that value-for-money is being delivered;
- The use of recognized evaluation standards in the provision of performance reports; and
- Strategic monitoring by the department to ensure that the Minister can provide adequate oversight and direction.

Official Language Requirements

1. Have appropriate provisions been made for respecting Canada's official languages, as set out in Annex C?

One of the fundamental principles identified by the sport community for the establishment of a new high-performance organization is that of bilingualism. The proposed organization is one that will both itself operate and support organizations that operate in a manner that responds to the multidimensional, multi-regional, and multi-lingual aspects of Canadian society.

Results for Canadians

1. Does the analysis of costs, risks and benefits provide a compelling business case for the initiative?

The main effect of the proposed organization is to move the implementation of high-performance programming outside of government. In such a transfer, the costs would be the same, but the benefits would increase as a result of a more focused and targeted approach to high-performance within a structure that is more flexible and responsive to meet the needs of athletes, coaches, sport organizations and others the high-performance sport sector.

The argument for a new sport service delivery organization, however, rests on far more than the financial and service efficiencies that could be realized. Numerous examples have demonstrated that this model delivers superior results. For example, the implementation of an external sport service delivery model has been successful both internationally (in Australia and Germany, for instance) and provincially in Manitoba. The creation of these service delivery organizations has led to significant improvements in performance outcomes at national and international sporting events. The increased efficiency and effectiveness of national and provincial sporting organizations also improves accountability while reducing the burden of unnecessary duplication inherent in a “multiple window” system, as compared to the proposed One Window approach

There is also the element of leadership that the sport sector has identified as a gap in the delivery of high-performance. The structure of Sport Canada results in a significant portion of its leadership being dedicated to policy and the broader federal agenda, and not necessarily towards the needs of the sector. The proposed organization could focus its strategic leadership more fully on the development and delivery of programs.

With respect to risk, Canada’s hosting of the 2010 Olympic and Paralympic Games has generated considerable public attention and momentum around this country’s high-performance program, resulting in significant innovation and progress in our approaches to athletic excellence, including the Own the Podium program and the work done by the Vancouver Organizing Committee. The new organization is being proposed in large measure as a means to maintain and sustain this progress, which Canada could otherwise lose. The Panel believes that the risk of doing nothing is substantially higher than the risk of moving ahead with the proposed organization.

2. Is the impact on service consistent with the needs, expectations and priorities of Canadians?

Sport is important to Canadians, as evidenced by the fact that sport and recreation make up the single largest sub-sector of the voluntary sector, involving over 2 million volunteers spread out over 34,000 organizations across all of Canada.

Over 70% of the financial resources of the sport sector are raised through non-government sources, and it is good public policy to align the high-performance services in a way that addresses public and sport priorities together, as intended by the new model of governance and leadership for high performance sport.

One of the new organization’s projected impacts will be to better align high-performance services in a manner consistent with the Canadian Sport for Life model developed by experts in the field of sport development and supported by the Federal Government. The Panel believes that the Canadian Sport for Life model is a sound and progressive model that responds to the needs and priorities of Canadians. In addition, the Own the Podium approach, also developed by experts and supported by the Federal government is an equally sound and progressive model that responds to the excellence component of the Canadian Sport Policy. Sport Canada has played a leadership role in bringing these models to life, in response to the needs, expectations and priorities of Canadians. The new organization is the means by which the implementation of the excellence component of the Canadian Sport Policy, the Own the Podium program and the

Long-Term Athlete Development model can be integrated and delivered with greater efficiencies and results than through a government department.

3. Will the new arrangement increase organizational effectiveness?

In answering this question, it is important to specify what is meant by high performance organizational effectiveness. In particular, the panel believes it is useful to look at two key components of organizational effectiveness – resources and people.

Resources – In addition to the financial efficiencies covered by questions 1 and 2 above, an external sport service delivery organization will have the capacity to attract corporate funding and contributions from other orders of government (provincial and municipal). The experience in Australia has been that external service delivery agencies are able to mobilize significant external funding support to enhance the quality and range of services that it provides. The Vancouver Organizing Committee has also demonstrated the extent to which non-governmental body can be successful in attracting a range of contributions toward high-performance goals.

People – It is a reality that human resource cycles in the sporting community are very long, with four years between major international sporting events and athlete development cycles that can take a decade or longer. This is known as “the 10 year rule of Long Term Athlete Development (LTAD)”. One of the characteristics of government is the “churn” that can take place at the leadership levels, and Sport Canada is no exception. By way of example, since 2002, Sport Canada has had 5 different people assigned to the position of Director General.

By contrast, a new sport service delivery organization would be an employer of choice in the high performance sport sector. It is designed to attract the best and brightest in sport leadership and management in the world. A new generation of high performance sport leaders will be able to aspire to exercising their leadership and expertise over a longer cycle of sport development. This would be a profound cultural shift and departure from the existing situation and ethos of high-performance in Canada.

Citizen-centred Service

1. Does the relationship between co-deliverers ensure ease of access for Canadians to a wide range of government services?

As discussed in this Report, the proposed “One Window” approach means that sport organizations and athletes will have a single point through which to access the full range of high performance programs and services. This same window will be able to better connect the government and the sector around high performance, and to other partners, including those from the corporate sector.

2. Will all those interested or potentially affected be informed of the initiative? Is a consultation process required? How will this be undertaken?

The idea of developing a high performance sport delivery organization is not new to the sector. Organizations such as the Sport Matters Group and others have been exploring this idea inside the sector for the past several years.

The Hon. Gary Lunn, Minister of State (Sport) established the 2010 and Beyond Panel to undertake a consultation process and to prepare this Report based on the input of those interested or potentially affected by the recommendations.

3. Is there a communication plan to make sure that key stakeholders and citizens in general receive complete and timely information about the proposed changes?

Yes, an effective communications strategy will be critical to the success of this undertaking. This is expected to be a responsibility of the Federal Government, in partnership with sport leaders and key stakeholders.

4. Are measures in place to ensure continuous measurement and improvement of citizen and client satisfaction over time?

Continuous measurement and improvement will be obtained through the evaluation of international level performances, progress against national high performance goals and the processes used to attain these goals over time. The new organization will initially use a Results-Based Management and Accountability model which has proven to be appropriate for national level delivery systems such as high performance sport.

5. Is there appropriate provision for access to information, preservation of government memory and the privacy of Canadian citizens?

The annual report to Parliament will be a public document, and the legal framework of the new organization will respect all the appropriate federal requirements concerning privacy and the preservation of documents.

Responsible Spending

1. Will a framework be in place to guarantee that Canadian citizens receive value for money and that accountability for the expenditure of public funds and responsibility to Parliament are preserved?

Value-for-money in the delivery of sport programming is directly tied to the good governance and accountability mechanisms described in this Report. Many of the same mechanisms that ensure good governance will also provide accountability for the expenditure of public funds including (but not limited to):

- Ministerial involvement in the composition of governors.
- A Funding Agreement
- A Strategic Plan
- An annual plan to ensure that the Strategic Plan is being realized.
- An evaluation plan that will form the basis of an annual Performance Report to the Minister.
- Annual Report to Parliament

There are also the organization's internal and external audits, including provisions for government compliance and/or value-for-money audits to ensure that the organization is delivering on its goals and objectives.

Values

1. Will the proposed arrangement promote values and an organizational culture that are consistent with public sector values and ethics?

Yes they will. One of the fundamental principles identified in the consultation process leading up to this Report is that the new organization be evidence-based, expert-led and values-driven. These three elements of the organization's operation are meant to breed a culture of excellence in all aspects of its activities.

The sport community also benefits from the work of the Canadian Centre for Ethics in Sport, and the Alternative Dispute Resolution Centre for Sport which provide leadership in the promotional of ethical conduct as well as the fair and timely resolution of any disputes that might arise from the new organization's activities.

Through the partnership of governments, sport organizations and hundreds of other organizations, Canada has a True Sport Movement that promotes and celebrates fundamental sport values such as fairness, inclusion, respect and the pursuit of excellence. Combined with Ministerial appointments to the Board of Directors, these organizations and processes create an environment in which the new organization will promote the values and an organizational culture that are consistent with public sector values and ethics.

2. Have human resource issues been thoroughly considered, including public servant mobility, union considerations, successor rights, continued employment offers, recall rights (in the event that employees are terminated), compensation, and pension?

The new organization will rely on best practices that have emerged from similar alternative service delivery models identified in this Report. In particular, individuals who currently work on high performance service delivery and implementation issues in Sport Canada will have the opportunity, through the competitive selection process administered by the Public Service Commission, to move to work with the new organization.

The transition process proposed in this Report is meant to ensure that individuals or groups are not negatively affected by the organizational change.

3. Will the initiative contribute to federal government identity and visibility?

This proposed organizational shift could pay significant dividends for the Federal Government in terms of the public's appreciation of sport policy. In many ways the Government has attained very little impact in the public eye for the increases in funding within Sport Canada over the past few years. By creating a new organization with greater public visibility than the existing Own the Podium program, it will be much easier to profile the benefits of government policy and investments in the country's high-performance system.

4. What will the impact be on the Public Service of Canada as a coherent national institution?

There will be no impact on the Public Service as a coherent national institution as Sport Canada will continue to exist as a policy making body in the constellation of federal departments and agencies.

Appendix 4 – Principles and Key Characteristics of a High Performance Delivery Organization

During the course of the consultation process, a certain number of principles and characteristics were identified as being fundamental to any new leadership and governance model for high performance sport.

The following is a brief description of these fundamental principles and characteristics brought forward by the sport community.

Independence

Perhaps the most cited and important principle, this refers to independence as it relates to taking decisions, allocating resources, managing risk, and freedom from political factors and conflicts of interest. Participants noted that a high performance organization should not be membership based, and should have a Board of Directors composed of people not affected by the organization's decisions.

Comprehensiveness

This reflects the fact that high-performance does not exist in isolation from the rest of the sport system. Decisions about high performance should take into consideration the whole system within which athletes and coaches pursue excellence. This is also reflected in the Canadian Sport for Life model which underpins the Train to Win component of sport.

One window

Rather than being centred around the needs of funders and suppliers, this principle calls for one point of contact for high performance funding and services which puts the athletes needs first, and streamlines the national sport bodies' management processes, thereby producing significant efficiency gains.

Bilingualism

All high performance athletes are able to obtain services, train and compete in either official languages, which requires bilingualism in all aspects of a high-performance organization.

Transparency and accountability

Accountability should not only be in the accounting of public funds but also as a means to measure the outcomes and results for Canadians. Transparency means being open to public scrutiny, such that all matters relating to a high-performance organization should be public unless there is a compelling reason to not to do so, such as for privacy reasons.

Evidence based, expert led, and values driven.

These three characteristics combine to form a principle that refers to the quality and reliability of decisions taken that affect the use of limited resources, and affect those who are involved Canada's high-performance system.

Responsiveness

This refers to the need for a nimble and adaptable organization that can make timely decisions that capitalize on opportunities that often present themselves in the field of high performance. Innovation is also enhanced by a high degree of responsiveness, where an organization's flexible decision-making allows it to adapt to changing circumstances

Inclusiveness

In the context of high-performance, this refers to a definition of high performance sport that includes Olympic, Paralympic and international level competitions and results.

Appendix 5 – Developing an Appropriate Governance

The Panel has recommended the creation of an independent not-for-profit organization for the delivery of high performance sport in Canada. The Panel's proposed structure of the organization is modelled after a Shared Governance Corporation (1) where the Federal Government has the right to appoint one or more members to the governing body. The Federal Government participates in many such corporations, including airport and port authorities, and some within the sport sector, such as the shared governance of the Canadian Sport Centres and the Canadian Coaching Association.

In setting up the recommended organization, the Panel believes there is an opportunity to build on the innovative and collaborative approaches to leadership that the sport sector has demonstrated over the past several years. The Panel proposes a participatory process where stakeholders are invited to participate in establishing the governance model for an organization that meets the principles and characteristics described in this Report, and that will thereafter operate independently from those in receipt of high performance funding.

In this model, stakeholders and the government would both be involved in creating the new organization together. The great advantage of such an approach is the increased level of engagement from the sector in building a made in Canada organization that reflects the key principle and characteristics that the sector identified as essential in the consultation process. This would also provide an opportunity for those who will be affected by new high performance organization's activities to be directly involved in shaping the values, culture and quality of the organization. And most importantly, this approach should also address the crucial questions related to the new organization's accountability – for its operation, for results and for the responsible use of public funds.

This proposal assumes that the government and the sector would develop an appropriate method to engage stakeholders in the process of shaping the governance structure of the new high performance delivery organization. As noted in the Report, the Canadian Olympic Committee proposed a governance model, which could be more fully considered by the sport sector and the government working together to develop an appropriate governance model. The Panel believes that other organizations, such as the Sport Matters Group, might also be of assistance in that regard. Also, the Report's recommendation to temporarily reconfigure the present OTP governance and to immediately move to a one-window approach for OTP funding would, if acted upon, provide the kind of time needed to collectively work on the new organization's governance model.

The governing structure would be composed of a Board of Directors (between 7 to 9 members), an Advisory Committee (approximately 20 members) and a Nominations Committee (approximately 7 members). A key feature of this model however is that Board members would not be selected from among those who vote. Nominated candidates would also have to be unaffiliated with any organization entitled to receive funds from the high performance delivery organization. In this way the "electorate" would constitute individuals and organizations who wish to participate in a process where they themselves or their affiliated organizations cannot be elected to the governing structure, and the candidates cannot be affiliated with any organization in receipt of high performance funding. This would create a body of voting stakeholders whose responsibility is to elect an independent Board.

The Minister would choose the Board Chair from among the elected non-appointed Board members. The Board of Directors would be responsible for selecting the CEO, with, for example, a 5 year renewable term.

As noted earlier, an advantage of this approach is that it is consistent with the sport community working together on matters of common interest. In this instance, it would include working with the Federal Government to build an organization that will play an important role in the future of high performance sport, with accountability provisions that are satisfactory to the Federal Government.

The Panel's proposal is an innovative approach that creates a balance between the sector's ability to be involved in the governance of an important entity, and the operation of an independent Board of Directors. It also creates a balance in the government having a direct role in the governance and accountability of the organization while maintaining the independence of its operation.

¹For a more in-depth discussion of possible leadership models, including the Shared Governance Corporation, please see: *Sport and Physical Activity in Canada: National leadership Models* at: <http://www.sportmatters.ca/Groups/SMG%20Resources/SMG%202005-%20Sport%20and%20P.A.in%20Canada-%20National%20leadership%20models.pdf>

Appendix 6 – Consultation Paper, August 14, 2009

A. Overview

The purpose of this Consultation Paper is to assist those who wish to make a submission to the *2010 and Beyond* Panel. In this regard, it offers some background information on the Panel, its mandate and on the current Canadian high performance sport system. It then poses key questions concerning the future of Canadian high performance sport.

Canadian sport leaders and organizations are invited to consider the questions contained in this paper, and to contribute their views and advice to the Panel. The Panel will use the submissions and contributions to make recommendations to the Minister of State by the end of October.

B. Context of the Panel's Work

Over the past few years, Canada's high performance sport system has enjoyed a high level of success. Significant investments have been made by all levels of government and by the private sector in anticipation of the Olympic and Paralympic Games in Vancouver in 2010. To this end, innovative partner-based programs such as **Own the Podium** have been implemented to help Canada achieve its goal to be the number one nation at the Winter Olympics and amongst the top three nations at the Winter Paralympics. The sport community and Canadians more broadly appreciate the success that our athletes have enjoyed to-date and look forward to best ever performances in Vancouver.

Given this high level of success, support and enthusiasm, Canada's high performance system is at a pivotal time in its evolution. The Own the Podium – Winter program that was developed and implemented to support our 2010 targets will continue to operate into the new quadrennial, however at this time only the \$11 million/year of Federal Government funds is confirmed. Presently there are no firm commitments to replace the \$11 million/year of private sector funds. This presents challenges in maintaining our current momentum and establishing performance goals for the future. Canada's sport community and the Government of Canada are looking for a "better way" for high performance sport in Canada, one that leverages our successes to date and that is even more responsive, efficient and effective while still understanding and respecting the specialization that underlies high-performance success.

In light of this critical opportunity, the Honourable Gary Lunn, Minister of State for Sport, was approached by the sport community to help develop a clear post-Games plan that will build on Canada's success to date and that will include timely, concrete recommendations for the future. In response to this interest from the sport community, the Minister has created a panel on post-2010 high performance sport in Canada known as the *2010 and Beyond* Panel

Mandate

The mandate of the Panel is to look at the successful elements of **Own the Podium** and other related high performance initiatives; to explore options for the innovation and continuation of targeted high performance programs for the future, and to make recommendations that will build on the positive momentum that is felt in Canadian sport today. The Panel will conduct its review taking into consideration the following elements of high-performance sport:

- Design, structure and leadership of high performance initiatives
- Relationship of funding partners
- Sources of funding
- Accountability
- Governance and service delivery
- Performance targets beyond 2010

The Panel will consult with the sport community through two main processes:

- Written submissions addressing the key questions outlined in this paper and;
- Roundtables to be held in Montreal, Ottawa and Calgary where participants will be invited to discuss the ways in which we can build on progress to date in high-performance sport.

C. Canada's High Performance System

Canada's performance goals for the upcoming Olympic and Paralympic Games are:

- To be the number one nation in total medal count at the 2010 Winter Olympic Games in Vancouver;
- To place amongst the top three nations in gold medal count at the 2010 Winter Paralympic Games in Vancouver;
- To place amongst the top twelve nations in medal count at the 2012 Summer Olympic Games in London; and
- To remain amongst the top eight nations on gold medal count at the 2012 Paralympic Games in London.

Results from the most recent Summer and Winter Olympic and Paralympic Games indicated that Canada is well on track to achieving these performance goals. The Panel's mandate is not, however, to come up with future performance targets, but rather to consider how we should go about determining and achieving such targets.

Additional information on Canada's role in High Performance Sport can be found in:

Annex I: Canadian Sport Legislation Backgrounder

Annex II: Sport Canada Backgrounder

Own the Podium

Own the Podium, initially known as Podium Canada, was created in November 2006 to bring together the key parties involved in leading and funding excellence in Canadian sport, with specific emphasis on achieving success at future summer and winter Olympic and Paralympic Games.

Own the Podium encompasses two programs - *Own the Podium - Winter* for winter sport excellence at the 2010 Games, and - *Own the Podium - Summer* for summer sport excellence at the 2012 Games and beyond. Both these initiatives advance the 'Excellence' goal of the Canadian Sport Policy.

The primary leaders and funding parties of Own the Podium are **Sport Canada**, the **Canadian Olympic Committee (COC)** and the **Canadian Paralympic Committee (CPC)**. The Organizing Committee for the 2010 Olympic and Paralympic Winter Games (VANOC) and certain of its corporate partners are also major supporters of the OTP winter program until 2010. The government of British Columbia has also contributed to the winter and summer programs.

Own the Podium's role is to:

- Assess National Sport Organizations' (NSOs), Canada Sport Centres' (CSCs) and other performance partners' long term strategic high performance plans, and then make funding recommendations to the national funding parties based on expert analysis and system needs. The national funding parties use their own internal approval processes to make contributions to NSOs, CSCs and other performance partners based on these recommendations;
- Conduct annual assessments of progress and the achievement of performance targets with a view to fine tuning performance programming and system integration; and assist NSOs and CSCs to plan, implement and monitor their high performance programs consistent with the principles of long term athlete development;
- Provide technical leadership to NSOs and CSCs including initiating needed programs and accessing international best practices and information;
- Provide policy and program advice to the national funding parties and others on ways to improve and coordinate the Canadian high performance system and to assist in implementing these endeavours; and
- Build effective partnerships amongst those organizations that are important to the development of Canada's high performance system.

D. International Comparisons

It is difficult to make direct comparisons between the outcomes and structures of high performance sport systems across different countries. The information below may not reflect the most current or complete data concerning other countries. It is instructive, none the less, to take a brief look at some of the key features and successes of high performance sport systems in other countries and in other jurisdictions in Canada.

In Australia, for instance, high performance sport is presently lead by the **Australian Sport Commission (ASC)** which is governed by an independent Board of Directors. Based on website data, the annual budget for the ASC (which is comprised of seven divisions including the **Australian Institute of Sport (AIS)** which is responsible for high performance sport funding in Australia) is approximately \$A242M of which \$A157M is directed towards high performance sport. This includes approximately \$15M in corporate sector funding which is managed by the AIS.

The outcomes of Australia's investments in high performance sport have been truly impressive. In 1976, Canada won 11 medals at the Olympic games in Montreal while Australia won 5 medals (with neither country winning any gold medals). By 2008, Canada won 18 medals (with 3 gold) while Australia won 46 (including 14 gold). It is clear that the fortunes of Australia and Canada's high performance sport systems and athletes have diverged greatly since the 1976 Olympics. At the 2008 Paralympic Games Australia won 79 medals (with 23 gold) while Canada won 50 medals (with 19 gold)

Australia's focus has been on summer sport while Canada focuses on both summer and winter sport. At the 2006 Winter Games Canada won 24 Olympic medals (with 7 gold) and 13 Paralympic medals (with 5 gold) while Australia won 2 Paralympic medals and 2 Olympic medals, including one gold.

Similar levels of success have been realized by the German Sports Confederation known as the Deutscher Sportbund (DSB). This confederation brings together all levels of sport in Germany and is membership driven. The DSB receives funding of over \$300m (Can) per year from a group of ten government departments and agencies to support sport organizations and to support governmental policy and objectives for sport... A key to the DSB's success is the independence of its governance structure from the government and the involvement of millions of individuals and thousands of organizations at the grassroots level.

What lessons can Canada learn and adopt from the Australian, German and other international models?

E. Consultation Questions

The following questions are intended to help those who wish to make submissions to the Panel to focus on the Panel's mandate, and to assist the Panel in making timely, concrete recommendations for the future of high-performance sport in Canada. Not all questions need be answered in your submission, and other issues or challenges that pertain to the Panel's mandate may be brought to the Panel's attention. However, *the panel wishes to receive submissions that are organised in accordance with the following questions:*

1. What strategies need to be implemented to improve the international performances of Canadian athletes, including ensuring the development of a stream of talented and well trained Paralympic athletes at the international level?
2. Would changes to the design, structure, accountability, governance and/or leadership of high performance sport in Canada help to deliver on these strategies and build on the positive momentum in high performance sport that has been created over the past several years?
3. If so, what approaches to governance and leadership should be considered in order to improve the high-performance system? In responding to this question, please consider what sort of relationship should exist between the major funding partners of high performance sport in Canada.
4. How can service delivery of high performance programming to athletes be improved? Service delivery programming includes components such as:
 - a. Coaching and technical leadership;
 - b. The athlete's training environment; and
 - c. Direct support to athletes.
5. How should performance targets be set for the 2014 Winter Olympic and Paralympic Games and the 2016 Summer Olympic and Paralympic Games, and beyond?
6. What strategies should be undertaken to develop future high performance resources, including the replacement of the \$11M/year from VANOC and \$5M from Sport Canada that are sunsetting after the 2010 Winter Games?

Thank you for considering these questions. We look forward to your contribution to the Panel's work.

Annex I: Canadian Sport Legislation Background

A. Physical Activity and Sport Act

In March 2003 the Physical Activity and Sport Act was adopted by the Government of Canada. The Act's policy regarding sport is founded on the highest ethical standards and values, including doping-free sport, the treatment of all persons with fairness and respect, the full and fair participation of all persons in sport and the fair, equitable, transparent and timely resolution of disputes in sport.

The objectives of the Government of Canada's policy regarding sport are to:

- Increase participation in the practice of sport and support the pursuit of excellence in sport; and
- Build capacity in the Canadian sport system.

B. Canadian Sport Policy

The *Canadian Sport Policy (Policy)* was adopted in April 2002 and presents a powerful vision for sport in Canada. Two years in the making, the *Canadian Sport Policy* reflects the interests and concerns of 14 government jurisdictions, the Canadian sport community, and of the countless other organizations and agencies that influence and benefit from sport in Canada.

The Policy challenges all stakeholders to open sport to every segment of Canadian society. It welcomes and seeks to involve all those who do not currently consider themselves a part of either the sport community or the sport system, but have the potential and the desire to contribute. Above all, the Policy seeks to improve the sport experience of all Canadians by helping to ensure the harmonious and effective functioning, and transparency of their sport system.

The Vision of the Policy is to have, "by 2012 a dynamic and leading-edge sport environment that enables all Canadians to experience and enjoy involvement in sport to the extent of their abilities and interests and, for increasing numbers, to perform consistently and successfully at the highest competitive levels."

The Enhanced Excellence goal of the Policy is that "by 2012, the pool of talented athletes has expanded and Canadian athletes and teams are systematically achieving world-class results at the highest levels of international competition through fair and ethical means."

Annex II: Sport Canada Backgrounder

A. Overview

As part of the Department of Canadian Heritage, Sport Canada's mandate is to strengthen the unique contribution that sport makes to Canadian identity, culture and society. Specifically, the mission of Sport Canada is ***to enhance opportunities for all Canadians to participate and excel in sport***. This mission is achieved by enhancing the capacity and coordination of the Canadian sport system, encouraging participation in sport and enabling Canadians with talent and dedication to achieve excellence in international sport.

Sport Canada's three funding programs are important elements of the efforts to achieve this mission. These programs enhance the high performance sport system, advance the Canadian Sport Policy, and help Canadian sport organizations or organizing committees to host international sport events and the Canada Games.

Athlete Assistance Program

The *Athlete Assistance Program (AAP)* contributes to the pursuit of excellence through its contribution to improved Canadian athlete performances at major international sporting events, enabling athletes to combine their sport and academic or working careers while training intensively in pursuit of world-class performances. Athletes who are approved for funding and are financially supported through the AAP are referred to as Carded Athletes. AAP support is referred to as Carding.

The AAP's objectives are:

- To financially support Canadian athletes identified by National Sport Organizations (NSOs) using criteria established by Sport Canada as performing at or having the greatest potential to achieve top 16 results at Olympic/Paralympic Games and World Championship;
- To assist Canada's carded athletes in preparing to engage in full- or part-time career activities; and
- To enable Canada's carded athletes to participate in year-round national training and competition regimes to further their athletic goals.

Sport Support Program

The *Sport Support Program (SSP)* is the primary funding vehicle for initiatives associated with the delivery of the Canadian Sport Policy. The SSP funding is aimed at developing athletes and coaches at the highest international levels; providing sound technically-based sport programming for all athletes; increasing the number of Canadians from all segments of society involved in sport, and advancing Canadian interests and values in Canada and abroad. This funding is provided to eligible organizations in support of programming that supports the goals of the *Canadian Sport Policy*.

The SSP's objectives are:

- To increase the opportunities to participate in quality sport activities for all Canadians, including under-represented groups
- To increase the capacity of the Canadian sport system to systematically achieve world class results at the highest international competitions
- To contribute to the provision of technical sport leadership within the Canadian Sport System
- To advance Canadian interests, values and ethics in sport at home and abroad.

The primary beneficiaries of the SSP are national team athletes, coaches and other sport participants. Recipient organizations include incorporated non-profit organizations, Provincial/Territorial government departments responsible for sport that support the principles and goals of the *Canadian Sport Policy*, and research councils. These organizations include, but are not limited to NSOs, Multisport Service Organizations, Canadian Sport Centres, foundations and universities.

Hosting Program

The *Hosting Program* is a key instrument in the Government of Canada's overall approach to sport development in Canada and aims to enhance the development of sport excellence and the international profile of sport organizations by assisting sport organizations to host the Canada Games and international sport events in Canada. These events are expected to produce significant sport, economic, social and cultural legacies.

The Hosting Program offers Canada a planned and coordinated approach to realizing direct and significant benefits from bidding and hosting projects in the areas of sport development, economic, social, cultural, and community impacts, across a broad range of government priorities. The program is characterized by active liaison with partners/stakeholders and a diligent contribution system.

The Hosting Program has four delivery components:

- International Major Multi-Sport Games
- International Single Sport Events
- International Multisport Games for Aboriginal Peoples and Persons with a Disability
- Canada Games.

The Hosting Program's objectives are:

- To strengthen the sport excellence and sport development impacts of bidding and hosting the Canada Games and targeted international sport events
- To increase access and equity for designated under-represented groups through contributions to international bidding and hosting events
- To strengthen the associated economic, social, cultural and community impacts of supported bidding and hosting projects, in keeping with the Government of Canada interests and priorities.

Athletes, sport organizations and host societies are the primary targets of this Program. In addition, the program is designed to increase access and equity in sport for targeted under-represented groups. The reach of the Program extends far beyond these groups to include community members, volunteers and participants; all of whom can draw on the economic, social and cultural benefits of hosting international events and the Canada Games in their own communities.

B. Sport Excellence Strategy

The *Sport Excellence Strategy* (2005) describes the Government of Canada's commitment to high performance sport in Canada. The *Sport Excellence Strategy* is designed to address a segment of the sport system that is focused primarily on podium results at Olympic and Paralympic Games. By investing in Canada's high performance sport system and Olympic and Paralympic Games leading to Vancouver 2010 and beyond, the Government of Canada is promoting Canadian values of personal excellence, creativity, diversity, achievement, and leadership to the world. Further, success at the highest levels of international competition can motivate a new generation of children and youth to participate in sport. This new generation can then profit from the many benefits that sport has to contribute, such as health, self-esteem, leadership skills, cooperation, teamwork, and goal setting.

To support Canada's performance goals, the *Sport Excellence Strategy* focuses efforts in three key areas:

- Collaborative Leadership focuses on new and existing partnerships such as the OTP initiative;
- Sustainable Funding provides long-term funding to support targeted high performance sport programming focused on achieving Canada's sport performance targets; and
- Sport System Performance defines Canada's athlete performance and sport system targets through implementation of a systematic, long-term approach to athlete and coach development.

C. Sport Canada Funding for High Performance Sport

The Government of Canada's investment in the Canadian sport system currently sits at an all-time high of \$162.9 million to support participation and excellence in sport from the playground to the podium. See Table 1 for a breakdown of the 2008-09 Sport Canada budget. A breakdown of Sport Canada grants, contributions and operating costs from 2003-04 and projected to 2011-12 and beyond is found in Table 2. Fiscal 2010-11 includes the \$24 million/year ongoing announced in Budget 2008 to support to Canada's summer sport athletes through the Own the Podium – Summer program (formally known as Road to Excellence).

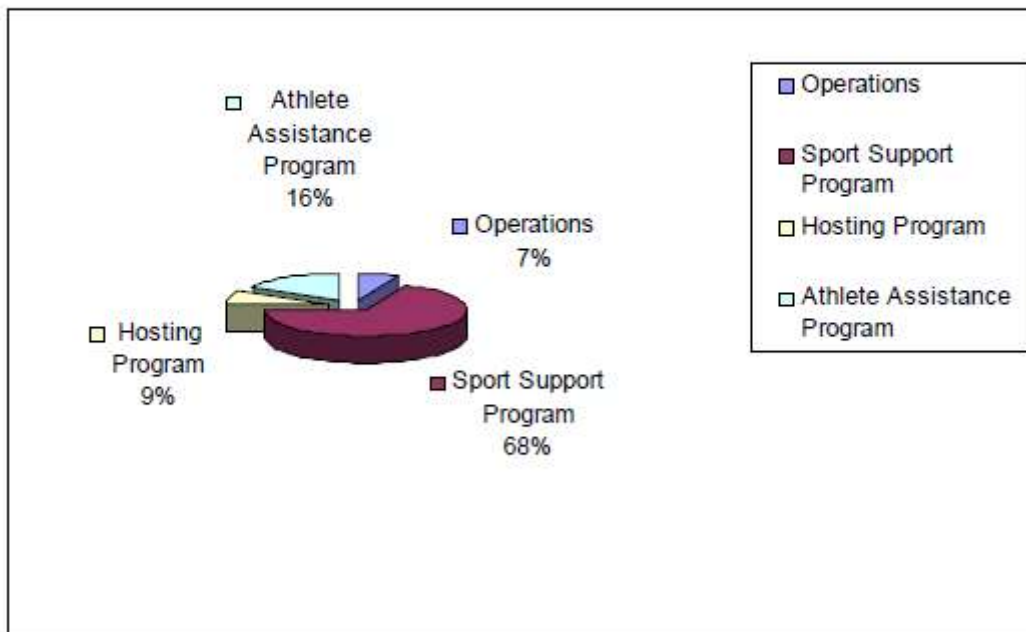
Over the 2005 to 2010 period \$117.525 million will have been injected into the Own the Podium – Winter initiative. The Government of Canada and VANOC will each have contributed 46.8% of this total, the COC 6.2% and the CPC 0.2%. See Table 3 for a year by year breakdown.

While the Own the Podium - Winter initiative has shown unprecedented success so far, the most pressing concern for high-performance is that after the 2010 Games are over,

the \$11million/year committed by the VANOC sponsors will sunset. Presently there are no firm commitments to replace these funds. If this situation remains, the funds available to the Own the Podium – Winter initiative will be reduced to \$12.29 million/year, 89.5% of which will come from the Government of Canada

Over the 2007 to 2013 period it is projected that \$211.65 million will have been injected into the Own the Podium – Summer initiative. The Government of Canada will have contributed 83.4% of this total, provincial governments 2.7%, the COC 13.6% and the CPC 0.3%. See Table 4 for a year by year breakdown. . In addition, the \$5 million/year for seven years that was included in Budget 2003 for high performance sport will sunset at the end of 2009-10.

Table 1
2008-09 Sport Canada Budget - \$162.9 million



Athlete Assistance Program – provides direct support to approximately 1800 high performance athletes per year.

Hosting Program – provides support for the hosting of international single sport and major multi-sport events, and the Canada Games.

Sport Support Program – provides support for the development of athletes and coaches to the highest international levels and increasing the number of Canadians participating in sport.

Operations – covers salaries, goods and services.

Table 2**Summary of Sport Canada's Expenditures - 2003-04 to 2011-12 and Beyond**

	2003-04	2004-05	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12 and Beyond
	Actual	Actual	Actual	Actual	Actual	Actual	Forecast	Reference	Reference
Operating Costs	7,695,756	8,288,112	9,336,737	9,942,101	9,181,329	10,877,411	11,071,024	11,947,858	11,853,956
Sport Support Program	56,694,308	61,948,261	65,428,919	62,747,608	102,128,478	111,382,144	100,774,042	114,684,268 ¹	114,952,294
Heating Program	26,270,750	21,481,987	17,872,433	20,270,000	15,610,000	14,466,803	20,921,074	16,832,434	19,762,404
Athlete Assistance Program	16,199,569	18,845,324	24,200,000	25,300,000	25,313,548	26,486,000	26,576,161	28,678,000	26,976,000
Total Sport Canada Expenditures	103,752,883	131,561,684	143,237,589	187,359,709	146,638,483	162,872,158	159,343,218	178,135,630	172,904,716

Note

1. \$11M for winter enhanced excellence not included since it was spread over 2007-08 and 2008-09.
2. This figure takes into account the \$11M for winter enhanced excellence, the final \$8M of the new \$24M for summer enhanced excellence and the reduction of the \$5M of sunsetting excellence funds.

Table 3**Financial Contribution by Partners to Own the Podium – Winter (million \$s)**

	2005-06	2006-07	2007-08	2008-09	2009-10	Total Over 5 Years	% Contribution Over 5 Years
	Actual	Actual	Actual	Actual	Draft		
Government of Canada	11.0	11.0	16.27	16.73	0	55.0	46.8
VANOC	8.5	4.38	7.6	13.29	21.21	55.0	46.8
COC	1.51	1.51	1.51	1.51	1.24	7.275	6.2
CPC	0.05	0.05	0.05	0.05	0.05	0.25	0.2
Total	21.06	16.94	25.43	31.58	22.5	117.525	100

Table 4**Financial Contribution by Partners to Own the Podium – Summer (million \$s)**

	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	Total Over 6 Years	% Contribution Over 6 Years
	Actual	Actual	Draft	Forecast	Forecast	Forecast		
Government of Canada	12.64	19.77	27.2	34.77	34.77	34.77	176.51	83.4
Provincial Governments	5.7	0	0	0	0	0	5.7	2.7
COC	4.86	2.97	6.12	4.15	4.15	4.15	28.74	13.6
CPC	0.1	0.1	0.1	0.1	0.1	0.1	0.7	0.3
Total	23.3	22.84	33.42	39.02	39.02	39.02	211.65	100

Appendix 7 – Key Findings from the Roundtables

Ottawa Roundtables

1. We need to look at post 2010 resources for high performance including OTP and other related high performance initiatives.
2. The sport community needs to better understand how to position high performance as a public asset and as something of value to the private sector.
3. The sport community needs to better understand how to relate to private sector – how to develop relationships and deliver value to sponsor.
4. The definition of high performance need not be perfect, but it should include the Train to Train level and higher (LTAD) and be based on the pursuit of the highest level of excellence in each sport, international results and medals.
5. High performance does not exist in isolation and the report has to say something about that.
6. Being the best in the world is a good vision for high performance sport.
7. We should set national goals, as was the case with the 2010 Paralympic and Olympic Games.
8. Governments are not suited for high performance leadership.
9. OTP is seen as a good base upon which to build Canada's future high performance system, with the addition of expanded services to more sports, strategic leadership, broader (public) accountability and a strong marketing capacity.
10. There is general agreement that the Panel should use principles like independence and responsiveness to assess the merit of potential governance and leadership models for high performance sport.
11. There is widespread support for LTAD.
12. There is considerable support for targeting of resources.
13. There is considerable support for the development of sport institutes.
14. There is virtually unanimous support for a central independent, one-window body with a singular focus on, and leadership for, the business of high performance sport in Canada.
15. high performance sport should be evidence-based, expert-led and values-driven
16. There should be (more) consolidation of Games organizations and Games Mission activities.
17. We need professional development for coaches, employment opportunities for coaches, high performance planners, and professional corporate marketing.
18. While it is good to compare to other countries we should be able to and we should want to build a unique Canadian high performance model.

Montreal Roundtables

1. There is general agreement on a number of key principles, which the Panel should use to assess and recommend new models or approaches for high performance sport.
2. Bilingualism is a key principle, and athletes must be served in the language of their choice.
3. The sport community needs to better understand how to work with the private sector.
4. The definition of high performance should include a targeted Train to Train level and higher (LTAD) and should be based on medals, international results and the highest level of competition in each sport.
5. High performance does not exist in isolation and the report has to say something about that.
6. The high performance system should be evidence-based and expert-led
7. We should set national goals, as was the case with the 2010 Paralympic and Olympic Games.

8. The focus of an high performance body should not be what's in best interest of organizations but rather what's in the best interest of sport/athletes.
9. Sport Canada should focus on public policy, infrastructure/facilities, research, coaching development, funding and accountability.
10. There is considerable support for the development of sport institutes
11. There is considerable support for the targeting of resources.
12. There is strong support for an independent, one-window, big picture body to lead high performance sport.
13. There is strong support for an (expanded) OTP program at the core of an high performance body.
14. An existing organization might be able to assume the role of the high performance body if it can meet the key principles and characteristics (criteria) identified by the sport community.
15. There should be consolidation of organizations and services, including Games bodies for mission preparation and hosting games.
16. We need a team sport strategy.
17. We need the professionalization of coaches.
18. We should have a made in Canada high performance model.

Calgary Roundtable

1. High performance does not exist in isolation and any new high performance model should take into consideration how it relates with the whole high performance system.
2. The definition of high performance should be at the Train to Win level of the Long-Term Athlete Development Model, and include Olympic and non-Olympic results and medals.
3. Being the best in the world can be a vision for high performance sport, applied appropriately in the context of different sports.
4. A major improvement would be having people (athletes/coaches) and programs in one physical place: otherwise known as sport institutes.
5. high performance should be led outside of government.
6. high performance leadership should be based on collaborative partnerships and agreements.
7. There is strong support for a continued OTP approach to high performance.
8. There is strong support for targeting of high performance resources (consistent with an OTP approach).
9. There is virtually unanimous support for a central independent, one-window body to co-ordinate and lead high performance sport.
10. We need professional development and employment opportunities for coaches.
11. We need to make better use of the university/college system/facilities
12. We need some rethinking of the athlete funding system; for example, a mix of guaranteed income, a means test for supplementary support and tax reform for sponsors.
13. Many players in the high performance system are already making changes to align themselves with "a better way" and with what a new high performance leadership model could do.
14. We must not lose the assets in VANOC (people, expertise) that will disappear once the Paralympic and Olympic Games are over.
15. The Minister of Sport should be thanked for his leadership on high performance sport in Canada.

Appendix 8 – Roundtable Participants

Ottawa, September 24 MORNING SESSION

	Name	Organization
1	Mike Chambers	Canadian Olympic Committee
2	Moira Lassen	AthletesCAN
3	John Bales	Coaching Association of Canada
4	Alex Baumann	Own the Podium – Summer
5	David Patterson	Heritage Sports Group (Ringette)
6	J.P. Cody	Team Sports Caucus (Volleyball)
7	Ian Bird	Sport Matters Group
8	Therese Brisson	Multiple/Procter & Gamble
9	Cathy Cadieux	Canadian Wheelchair Sports
10	William Thompson	Skate Canada
11	Paul Melia	CCES
12	Sheilagh Croxon	Synchronized Swimming
13	Wendy Pattenden	CSC-Pacific

Ottawa, September 24 AFTERNOON SESSION

	Name	Organization
1	Sylvie Beliveau	Canadian Soccer Association
2	Wayne Parro	Coaches of Canada
3	George Peckham	Canadian Curling Association
4	Michael Downey	Tennis Canada
5	Bryan Ozorio	Government of Ontario
6	Anne Merklinger	Summer Sport Caucus (Canoe/Kayak)
7	Marg McGregor	Canadian Interuniversity Sport
8	Jean Dupre	Speed Skating Canada
9	Greg Mathieu	Canadian Cycling Association
10	Jasmine Northcott	CAAWS
11	Joanne Mortimer	Summer Sport Caucus (Athletics)
12	Henry Stoorguard	CPC
13	Graham Brown	Team Sport Caucus (Rugby)
14	Paddy Boyd	Yachting

Montréal, September 29, 2009 MORNING

	Name	Organization
1	Marcel Aubut	Canadian Olympic Committee
2	Pierre Langlois	Centre National Multisport - Montréal
3	Raymond Côté	Sports-Quebec
4	Sacha Vaillancourt	Hockey Canada
5	Sue Hylland	Canada Games
6	Louis Barbeau	Cycling / CPC
7	Ahmed El-Awadi	Water Polo Canada
8	Dianne Normand	CSC Atlantic
9	JD Miller	B2Ten
10	Pierre Dubé	Fondation athletes d'excellence Quebec
11	Dominick Gauthier	Former Olympian, NC

Montréal, September 29, 2009 AFTERNOON

	Name	Organization
1	Linda Cuthbert	Aquatic federation of Canada, FINA
2	Michel Larouche	Diving Canada Head Coach
3	Gerry Janneteau	Sportcom (media)
4	Tom Jones	Jeux du Commonwealth
5	Jean Paul Caron	Gymnastique
6	Akaash Maharaj	Equestrian
7	Guyline Bernier	Centre National Multisport - Montréal Referee (national/international)
8	Jamie Ferguson	CCPTSF
9	Nicolas Gill	Judo Canada
10	Danielle Sauvageau	Former hockey coach, CNMM consultant, COC coach mentor
11	Luce Mongrain	Centre Sportif Alphonse Desjardins
12	Jean-Marc Chouinard	Former Olympian
13	Scott Thomas	University of Toronto
14	Sharon Bolenbach	Special Olympics Canada

Calgary, October 6, 2009

	Name	Organization
1	Dale Henwood	Canadian Sport Centres
2	Robert Rouselle	Alpine Canada
3	Lloyd Bentz	Host province: Alberta Min. Tour./Parks/Rec.
4	Paul Delparte	Hockey Canada
5	Bill France	WinSport Canada
6	Stephen Norris	CSC- Calgary
7	Roger Jackson	Own the Podium - Winter
8	Carla Qualtrough	Canadian Paralympic Committee
9	Michael Murphy	Rowing Canada Aviron
10	Richard Way	LTAD
11	Johnny Mисley	Hockey Canada
12	Peter Judge	Winter Sports Caucus (Freestyle)
13	Eric Petursson	Diving athlete, AthletesCAN
14	Pierre Lafontaine	Swimming Natation Canada
15	Keith Bennett	Whistler 2010 Sport Legacies Society
16	Wayne Parrish	Basketball Canada
17	David Armour	Canadian Olympic Foundation
18	Don Wilson	Bobsleigh Canada
19	David Legg	Mont Royal University
20	Tim Walzak	BC Innovation Chair in Sport Technology
21	Carol Assalian	Canadian Olympic Committee