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## **GROUPED EVALUATION OF SPORT CANADA PROGRAMS:**

**Sport Support Program  
Hosting Program  
Athlete Assistance Program**

**2010-11 to 2014-15**

**And**

**Review of the Federal Government Investment in the  
Toronto 2015 Pan and Parapan American Games**

**March 30, 2016**



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## List of acronyms and abbreviations

AAP	Athlete Assistance Program
AAPMIS	Athlete Assistance Program Management Information System
ASC	Australian Sports Commission
ASF	Australian Sports Foundation
CAC	Coaching Association of Canada
CADE	Sports Council of the Americas
CADP	Canadian Anti-Doping Program
CAN	Canadian Athletes Now
CCES	Canadian Centre for Ethics in Sport
CFLRI	Canadian Fitness and Lifestyle Research Institute
CIBC	Canadian Imperial Bank of Commerce
COC	Canadian Olympic Committee
CPC	Canadian Paralympic Committee
CS4L	Canadian Sport for Life
CSC	Canadian Sport Centre
CSI	Canadian Sport Institutes
CSP	Canadian Sport Policy
CSTA	Canadian Sport Tourism Alliance
DPR	Departmental Performance Report
EFS	Essential federal services
ESD	Canadian Heritage's Evaluation Services Directorate
FACE	Fuelling Athlete and Coaching Excellence
FPTSC	F-P/T Sport Committee
F-P/T	Federal-provincial/territorial
FTE	Full-time equivalents
GCIMS	Grants and Contributions Information Management System
GoC	Government of Canada
HF or HSF	Heritage Sport Fund
HP	Hosting Program
IMMG	International Major Multisport Games
ISD	International Sport Directorate
ISSE	International Single Sport Events
LICO	Low income cut-off
LTAD	Long-Term Athlete Development
MOU	Memorandum/Memoranda of Understanding
MSO	Multisport Service Organization
NAC	No Accidental Champions
NAIG	North American Indigenous Games

NCCP	National Coaching Certification Program
NGBS	National Governing Bodies
NGO	Non-governmental organization
NSO	National Sport Organization
OCAEE	Office of the Chief Audit and Evaluation Executive
OL	Official Languages
OLA	Official Languages Act
OTP	Own the Podium
PASA	Physical Activity and Sport Act
PCH	Department of Canadian Heritage
PIM	Project and Information Management
PMERS	Performance Measurement Evaluation and Risk Strategy
POA	Programs of Activities
PRG	Policy Research Group
PSO	Provincial Sport Organizations
RPP	Report on Plans and Priorities
SC	Sport Canada
SCCD	Sport Canada Contribution Database
SCRI	Sport Canada Research Initiative
SDRCC	Sport Dispute Resolution Centre of Canada
SFAF	Sport Funding and Accountability Framework
SIRC	Sport Information Research Centre
SPD	Sport Development
SSHRC	Social Sciences and Humanities Research Council
SSP	Sport Support Program
STATS	Sport Tracking, Assessment, and Technical Statistics
USOC	United States Olympic Committee
VANOC	Vancouver 2010 Winter Olympic/Paralympic Games Organizing Committee
WADA	World Anti-Doping Agency
WLIS	Women Leaders in Sport



# Executive summary

## Sport Canada overview

Sport Canada (SC) is the single largest funder of the Canadian sport system, which is made up of a number of organizations that provide sport programming and services at the national, provincial/territorial, and municipal level. SC has an overall mission “to enhance opportunities for all Canadians to participate and excel in sport”. SC delivers its support to the sport system primarily through three funding programs — the Sport Support Program (SSP), the Athlete Assistance Program (AAP), and the Hosting Program (HP). This report presents the findings on the grouped evaluation of the three sport funding programs.

### Sport support program (SSP)

The SSP represents “the primary funding vehicle for initiatives associated with the delivery of the Government of Canada commitments to the Canadian Sport Policy”. The SSP provides funding to promote sporting opportunities to all Canadians, regardless of background, as well as to support elite athletes to facilitate world-class results from Canadians. In particular, the 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; and
- ▶ to advance Canadian interests, values, and ethics in sport at home and abroad”.

### Athlete assistance program (AAP)

Through the AAP, SC provides direct financial assistance to elite athletes (in the top 16 or with potential to reach the top 16 in the world of their sport) to combine high-level training aimed to achieve world-class performances, while still maintaining academic or working careers. The AAP recognizes athletes’ commitment to their sport through intensive training and competitive programs, and works to relieve some of the associated financial pressures. Athletes who receive AAP funding are referred to as “carded” athletes. The AAP is delivered in partnership with National Sport Organizations (NSOs) that recommend athletes who meet eligibility criteria. Financial support provided to carded athletes falls into the following categories:

- ▶ **Living and training allowance** includes funding to defray some, but not all, of carded athletes’ costs while training and competing.

- ▶ **Tuition and deferred tuition support** includes financial support annually to help athletes attain a post-secondary level education.
- ▶ **Special needs assistance** provides some additional support for athletes in certain circumstances, including an excellence living and training allowance, excellence child dependent allowance, training and competition allowance for athletes with a disability, relocation assistance, child care assistance, and retirement assistance.

## **Hosting program (HP)**

The Hosting Program (HP) provides funding for the hosting of the Canada Games and international sport events in Canada. HP represents “a key instrument in the Government of Canada’s overall approach to sport development in Canada”, aiming to enhance sport excellence and the international profile of sport organizations by providing assistance to host Canada Games and international sport events in Canada.

Four categories of events receive contributions from the HP: International Major Multisport Games (IMMGs), International Single Sport Events (ISSEs), International Multisport Games for Aboriginal Peoples and Persons with a Disability (IMGAPPD), and Canada Games.

## **Evaluation approach and methodology**

Canadian Heritage’s Evaluation Services Directorate (ESD) conducted the Grouped Evaluation of Sport Programs (Sport Canada programs: Hosting Program (HP), Sport Support Program (SSP), and Athlete Assistance Program (AAP)). The evaluation covers the period from April 1, 2010 to March 31, 2015 (2010–11 to 2014–15).

Pursuant to the Directive on the Evaluation Function of 2009 from the Treasury Board of Canada Secretariat, the evaluation addresses the core issues identified below:

<b>Core issues</b>	
<b>Relevance</b>	
<b>Issue #1: Continued need for program</b>	Assessment of the extent to which the program continues to address a demonstrable need and is responsive to the needs of Canadians
<b>Issue #2: Alignment with government priorities</b>	Assessment of the linkages between program objectives and (i) federal government priorities and (ii) departmental strategic outcomes
<b>Issue #3: Alignment with federal roles and responsibilities</b>	Assessment of the role and responsibilities for the federal government in delivering the program
<b>Performance (effectiveness, efficiency and economy)</b>	
<b>Issue #4: Achievement of expected outcomes</b>	Assessment of progress toward expected outcomes (incl. immediate, intermediate and ultimate outcomes) with reference to performance targets and program reach, program design, including the linkage and contribution of outputs to outcomes
<b>Issue #5: Demonstration of efficiency and economy</b>	Assessment of resource utilization in relation to the production of outputs and progress toward expected outcomes
Source: Treasury Board of Canada Secretariat. (2009). <i>Directive on the Evaluation Function</i> –	

To address these core issues, the methodology for conducting the Grouped Evaluation includes several components described in the matrix in Appendix D: a document review, file and database reviews, literature review, key informant interviews, surveys, case studies and an expert panel.

## **Main findings and conclusions**

### **Core issue #1 – Continued need for the program**

All lines of evidence illustrate the importance of all three sport funding programs for achieving excellence in sport, and for participation, particularly for participation in high performance sport.

Canadians continue to place importance on participating in sport. They value sport particularly for health and recreational reasons, specifically for their children, and they also value excellence and want to see high performance athletes win medals, although this does not clearly translate into increased participation rates for Canadians, as there is no standardized way of defining and assessing participation.

In terms of continued need for each individual sport funding programs, the evaluation found all three sport funding programs are important for achieving excellence and participation in sport:

- ▶ The SSP is important to sport organizations to support their operations, programs and services, contribute to their excellence and/or high performance programming, and provide their athletes with competitive opportunities.
- ▶ The HP is viewed as important for providing organizations with the capacity to host international sport events here in Canada.
- ▶ The AAP is viewed by all stakeholders as a critical source of income to athletes.

## **Core issue #2 – Alignment with government priorities**

The mandate and objectives of the sport funding programs align with federal policies and priorities and with PCH's strategic outcomes. All three programs are directly linked to the Department of Canadian Heritage's (PCH) strategic outcome that "Canadians participate and excel in sport" and federal roles and responsibilities, as established by legislation, clearly articulate the authority for provision of federal funds to sport programs. Each of the programs supports three to four of the Canadian Sport Policy (CSP) 2012 goals, and they collectively support all five CSP 2012 goals. Beyond the CSP 2012, there are numerous SC, Government of Canada, or Federal-Provincial/Territorial (F-P/T) policies that the sport programs align with and support. Furthermore, stakeholders see a federal leadership role with respect to both excellence and participation.

## **Core issue #3 – Alignment with federal roles and responsibilities**

Federal roles and responsibilities, as established by legislation, clearly articulate the authority for provision of federal funds to sport programs. This includes the *Department of Canadian Heritage Act*, which established PCH and the Minister of PCH and provides the department and the Minister with the authority to encourage, promote, and develop sport, and includes the provision of financial assistance. It also includes the Physical Activity and Sport Act (PASA), which defines Canada's objectives for sport as increasing participation and supporting sport excellence, which includes increasing the sport system capacity. Under the Act, the Minister of Canadian Heritage is assigned responsibility for sport.

## **Core issue #4 – Achievement of expected outcomes**

### **Importance of participating and excelling in sport to Canadians**

Canadians continue to place importance on participating in sport, particularly for their children.

The high value Canadians place on sport does not clearly translate into increased participation rates for Canadians, with limited evidence suggesting participation rates fluctuated over the evaluation period. Furthermore, there is difficulty in measuring general Canadian participation in sport, as there is no standardized way of assessing participation and the definition of participation is not clear. There is a distinction between a continuous decline in the percentage of participation in sporting activities since 1992 and a slight increase in participation in active leisure.

The costs associated with participation are viewed as one of the main barriers for participating in

sport activities. Other barriers include time, unfamiliarity with the Canadian sport system, lack of sport facilities, lack of physical education programming in schools, and other personal reasons (e.g., illness, injuries).

### **Participation opportunities**

New opportunities have been created for women, girls, and persons with a disability over the evaluation period. SC has contributed substantial resources toward creating opportunities for under-represented groups to participate in sport, and data on HP-funded ISSEs indicate increased participation among women and athletes with a disability over the evaluation period.

However, women remain under-represented in coaching (between 17% and 24% over the last 12 years) and NSOs expressed concern with the number of coaches qualified for coaching athletes with a disability. Furthermore, many stakeholders believe there are limited opportunities for Indigenous people to participate in sport and sport events. Various stakeholders attribute this to a lack of capacity in Indigenous communities (similar finding in the previous evaluation); a lack of culturally appropriate, local opportunities; and a lack of capacity or resources in NSOs and Provincial/Territorial Sport Organizations (P/TSOs) to focus on programming for Indigenous populations.

### **LTAD implementation**

According to various stakeholders, there are indications of progress in the integration of the Long-term Athlete Development (LTAD) model. This is mostly at the NSO, Multisport Service Organization (MSO), and PSO levels, and less so at the community level. However, a review of progress by SC indicates that progress in the integration of LTAD is far from clear at the organizational level, and a separate study of coaches indicates that significant barriers to adoption and implementation exist. Some of the differences in views may be attributable to differing interpretations of LTAD implementation and/or integration among stakeholders.

### **Excellence**

**Direct funding to athletes.** While financial barriers for athletes have been lessened as government support as a proportion of athletes' income has increased, the evaluation found that the AAP is in need of adjustment in terms of cost of living calculations and sport-specific costs (e.g. training, equipment, nutrition, seasonality). Overall, sports organizations and coaches consider the AAP funding for each carded level, as well as the structure and criteria, to be effective and fair for advancing athletes through the carding system. However, some report insufficient funding is still an issue, as is the challenge for developing athletes to qualify for financial support. The tuition/deferred tuition portion continues to be accessed by a significant proportion of athletes, emphasizing its importance.

**Programs and services for athletes.** Athletes' satisfaction with the adequacy of the supports they receive for their Olympic/Paralympic/Senior World Championship aspirations in the way of training, competitions, facilities, medical attention, and financial needs declined marginally, and the evaluation notes that sports organizations were generally positive about the availability of quality programs and services for athletes — even more so than athletes and coaches. However, the quality of programs and services varies across Canadian Sport Centres (CSCs), especially in the sport science services. In some cases, access issues exist, such as for example: the CSC is too far geographically for athletes to take advantage of the services; funding is insufficient, resulting

in partial access to CSC services; and there are not enough cards for athletes in order for them to be able to have access to CSCs.

**Coaching.** As for coaching services, NSOs and coaches are dissatisfied with the following areas:

- the proportion of women in coaching and specifically with the number interested in coaching full-time;
- the number of coaches qualified for coaching athletes with a disability;
- the salary levels of part-time coaches and of national level full-time coaches;
- their organization's ability to retain full-time and part-time coaches based on the funding available; and
- their organization's limited ability to provide training and development to high performance coaches.

**Impact of the targeted excellence approach.** OTP funding recommendations appear to have a positive impact on athlete performance at Olympic and Paralympic Games; but in view of the complexity of the sports system and the variety of players supporting excellence it is difficult to determine how much of the impact can be attributed solely to OTP funding recommendations. Roles and responsibilities in terms of support for excellence are not always clear between SC, OTP, the Canadian Olympic Committee (COC), the Canadian Paralympic Committee (CPC), and provinces and territories (P/T), and stakeholders indicate that SC has a leadership role to play in aligning the different high performance stakeholders. Furthermore, Sport Canada is conducting a review of the efficacy of the targeted approach and the results of this study should provide more information on the subject. As in the last evaluation, concerns remain regarding the perceived emphasis of the targeted excellence approach on short-term results rather than on the long-term development of high performance athletes, and on the absence of a strategy to deal with this issue.

### **Investments in hosting**

**Economic and social impacts.** There is much anecdotal evidence regarding a variety of types of economic, social/cultural/community impacts that are perceived to flow from hosting sport events, and a generally accepted notion that hosting events yields various economic and social benefits. However, there are significant challenges related to systematically measuring and reporting on impacts, and the challenges are even greater with major games. The generally accepted standard is the Sport Tourism Economic Assessment Model (STEAM), but key informants and experts caution about its limitations: it does not measure social and cultural impacts, and it does not include long-term economic impacts, including any impacts of various legacies, post-event.

In addition, while strengthening the economic, social, cultural, and community impacts is one of the objectives of the HP and an expected result of the Hosting Policy, the performance measurement documentation does not include indicators regarding impacts of cultural events and there is no systematic reporting on these impacts. The previous evaluation recommended that the HP prepare an annual report summarizing all social and economic outcomes arising from funded events, which was implemented to a certain extent. In 2014, SC started reporting on some social and economic outcomes of ISSEs.

**Legacies.** Federal funding is of critical importance for hosting societies, since it is how sport infrastructure is developed. Legacies are the most important reason for bid submissions for sporting events. However, legacy funds are currently planned out of surpluses for ISSEs and Canada Games, which can vary greatly.

Overall, over the evaluation period the findings show that Canadians clearly have access to a number of legacies from hosted events — mostly in the form of new and improved venues. However, NSOs have mixed views in terms of the availability and the benefits of legacies for high performance athletes. The human legacies in the form of an experienced volunteer base for hosting, and in developing coaches and officials by providing international event experience, are also important.

While legacy planning has gained momentum in recent years, as reflected in the last evaluation, the maintenance and monitoring of legacies continue to present challenges. Monitoring plans are included in the legacy plans, but hosting organizations are dissolved following events, and it is not clear whether it should be SC's role to monitor legacies or whether a separate entity should be created for this.

### **Ethical sport**

The evaluation underscores that SC remains vigilant regarding anti-doping at home and internationally. It provides ongoing support to the work of the Canadian Centre for Ethics in Sport (CCES) toward education, doping testing result management, investigations, and laboratory and research capacity, and it also retains influence internationally with regard to its work in anti-doping and with the World Anti-Doping Agency (WADA) and its engagement in the international anti-doping movement. The evaluation also yielded a number of examples of domestic programs and initiatives supported by SC regarding other issues related to ethical sport, such as the development of codes of conduct and dispute resolution mechanisms, abuse and harassment policies, education regarding homophobia, and concussion prevention, and other safety issues. The survey of coaches specifically underlined that issues of psychological abuse, abuse and harassment, physical violence, and cheating are present within their sport to a certain extent.

### **Consultation and collaboration**

There have been cases of exemplary consultation processes and collaboration in the last five years, specifically interdepartmental collaboration federally in preparation for the Toronto 2015 Games, and between the federal and P/T governments leading up to the renewal of the CSP in 2012. Collaboration at the international level also continues in the area of anti-doping. However, international collaboration specifically in bilateral agreements in the area of sport for development has decreased since 2012, and fewer resources are dedicated to international involvement.

## **Official languages**

Finally, the sport funding programs have taken measures to respect Canada's commitment to official languages (OLs), including developing tools to support sport organizations in meeting these requirements. However, some challenges exist in meeting OL obligations, mainly:

- in that PSOs and community organizations often do not have the capacity to provide services and programming in both OLs, while this challenge is not as present among NSOs – which, unlike PSOs, must meet mandatory OL requirements; and
- in the context of ISSEs and IMMJs, where international federations and international games committees exert different pressures.

## **Core issue #5 – Demonstration of efficiency and economy**

### **Program management**

**Application process and reporting requirements.** The HP and AAP largely met their service standards each year. Although the information is incomplete with regard to the SSP, based on 2014–15 service standards, standards were met to a high degree. However, organizations that are recipients of the SSP and HP<sup>1</sup> indicate that funding is not awarded in a timely manner.

Based on the review of a sample of files, most, but not all, recipients appear to be adhering to their reporting requirements. Sport organizations and most P/T representatives expressed high satisfaction with the assistance provided by SC in the application and reporting process (e.g., development of streamlined templates). However, application and reporting requirements are still considered burdensome by some sports organizations and P/T representatives.

**Roles and responsibilities.** There is a widespread perception that OTP's mandate has expanded beyond targeted excellence recommendations and general technical support to high performance sport, and that some clarification between the roles of OTP, SC, and the COC and CPC, is required.

### **Performance measurement**

SC has taken a number of measures to improve performance measurement, specifically in response to previous evaluation and audit findings and recommendations. This evaluation emphasizes some recurrent challenges regarding HP reporting on economic, social and cultural impacts of hosted events, and the long-term impact of legacies.

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<sup>1</sup> There is no information as to whether this question was asked of AAP recipients (individual athletes).



## Recommendations

Based on the above findings, the evaluation provides the following 12 recommendations:

- 1) **Clarifying the role of SC in sport participation.** While the previous evaluation found that the federal government’s role in sport participation is not as clear as it is for excellence, SC has made efforts to further define this role through the Sport Development Framework, stating they take a more direct role in the later stages (training for and attaining high performance) and a more supportive one for the earlier stages of the sport continuum. SC’s approach now is to refer to this pathway rather than the terms “participation” and “excellence”.
  - Given that there is a need to bring further clarity between SC’s role and intent in participation, this is an area that could benefit from further attention and clarification. It is recommended that the ADM of Sport, Major Events and Commemorations:
    - review the SSP objectives to clearly align them with the pathway approach, as is described in the Sport Development Framework; and
    - identify ways to further clarify its role in participation in sport to ensure consistency in the language used with all stakeholders.
  - Given the benefits of the collaboration with provinces and territories as well as with other non-governmental organizations, in order to encourage participation in the earlier stages of the pathway, it is also recommended that the ADM of Sport, Major Events and Commemorations continue to strengthen these mechanisms to further that objective.
- 2) **Clarifying role of OTP and others in targeted excellence.** There is a widespread perception that OTP’s mandate has expanded beyond targeted excellence recommendations and general technical support to high performance sport and that some clarification is required among the roles of OTP, SC, COC, and CPC. It is recommended that the ADM of Sport, Major Events and Commemorations ensure that the roles and responsibilities of OTP, SC, COC and CPC be further clarified and communicated to all involved.
- 3) **Reviewing direct support to athletes.** It is recommended that the ADM of Sport, Major Events and Commemorations ensure that the current funding formula for AAP assistance for living and training costs be examined with a view to ensure that the AAP adequately supports athletes in order to meet the program’s objectives.
- 4) **Assessing policies related to under-represented groups.** It is recommended that the ADM, of Sport, Major Events and Commemorations Sector revisit Sport Canada’s policies related to under-represented groups and assesses the extent to which they are achieving the desired objectives for each policy; assesses how well the policies align with the 2012 CSP; and considers enhancements, as appropriate, to the support provided to athletes from under-represented groups.
- 5) **Maintaining a sufficient pool of athletes with podium potential.** Whether in the able-bodied or athletes with a disability category, the key is to ensure that a sufficient pool of high performance athletes at the development stage is maintained in order to sustain podium

potential. In accordance with one of the key objectives of the SSP (“to increase the capacity of the Canadian sport system to systematically achieve world-class results at the highest international competitions”), and in light of concerns regarding future podium potential described in this report, it is recommended that the ADM of Sport, Major Events and Commemorations Sector explore ways to further contribute to maintain such a pool. This has ramifications further down the sport development pathway, and for the other partners in the sport system.

- 6) **Continuing efforts to promote ethical sport.** It is recommended that the ADM of Sport, Major Events and Commemorations Sector remain vigilant and be ready to react and respond to emerging issues in the area of doping in sport, at home and abroad. Recent media reports emphasized that doping in international competitions is still a significant issue.

While the evaluation yielded a number of examples of domestic programs and initiatives supported by SC regarding issues related to ethical sport (codes of conduct and dispute resolution mechanisms, abuse and harassment policies, education regarding homophobia, and concussion prevention), it also underlined that issues of psychological and physical abuse as well as harassment continue to exist to a certain extent. It is recommended that the ADM of Sport, Major Events and Commemorations Sector investigate further in order to determine how pervasive these issues are in the sport system, and, in partnership with other relevant stakeholders - such as sports organizations and coaching associations, and how best to address them.

- 7) **Further supporting LTAD implementation.** There are challenges related to implementation of LTAD models and sustained efforts over time. The evaluation indicates that integration of the LTAD model has progressed, albeit mostly at the NSO and provincial/territorial levels, and less so at the community level.

Based on its own review of progress in implementation of LTAD earlier in 2015, it is recommended that the ADM of Sport, Major Events and Commemorations, in partnership with other stakeholders in the system - such as sports organizations and coaching associations -, explore ways to overcome challenges related to awareness and knowledge, resistance, and capacity (support, training, tools, etc.).

- 8) **Measuring the economic and social impacts of hosting.** Since strengthening the economic, social, cultural, and community impacts is one of the objectives of the HP and an expected result of the Hosting Policy, it is recommended that the ADM of Sport, Major Events and Commemorations Sector assess existing models that measure social, cultural and community impacts that would assist Sport Canada in reporting on results in a meaningful manner, and the use that Sport Canada has for this information, as spelled out in its performance measurement strategy.
- 9) **Responsibility for monitoring legacies.** It is recommended that the ADM of the Sport, Major Events and Commemorations Sector clarify where the responsibility lies and what the accountability mechanisms are for the monitoring of legacies, and require that this be clear in all legacy plans.

- 10) **Measuring the medium to long-term impacts of legacies from hosted events.** Sport Canada requires that event organizing committees submit a legacy plan into HP-funded major games and major international single sport events based on the scale and scope of these events.

It is recommended that the ADM of the Sport, Major Events and Commemorations Sector:

- Identify for which events significant value could potentially be derived from legacies (be they facilities, programming, capacity building, etc.) at the local, regional and/or national level and build the measurement of these plans into the HP performance measurement strategy.
- Assess existing models that could be adapted in order to measure the medium to long-term impacts of sport event legacies (or investments that are similar to sport event legacies).
- Ensure that it be built into the HP performance measurement strategy, and added to the reporting requirements for the entity responsible for the monitoring of legacies.

- 11) **Aligning policy and program research and accountability requirements.** This evaluation overlapped in time with a SC-led review of the targeted excellence approach, a review of the progress in the implementation of the LTAD model, and an evaluation of the 2012 CSP. This was not known at the time of the development of the evaluation framework, and – with the exception of the LTAD implementation review – the evaluation does not benefit from the findings from these reviews as they are not yet completed.

It is recommended that the ADM of Sport, Major Events and Commemorations ensure an improved alignment and timing of policy or program research such as these reviews with existing accountability requirements, including program evaluations, as this would provide clarity for stakeholders, reduce respondent burden, and improve the usefulness of all research results for senior management decision-making.

- 12) **Coaches and the Canadian Sport System.** Taking into account that coaches are a key element in the success of the Canadian Sport system by developing athletes of all levels (from the foundation levels all through the targeted excellence level), it is recommended that the ADM of Sport, Major Events and Commemorations Sector ensure that coaches are systematically consulted and represented when major policy and strategy changes are considered and implemented.

## Looking Forward

This evaluation established that Sport Canada's three programs are important for the Canadian sport system and they are meeting their stated objectives for the period under review. However, Sport Canada works within a complex Canadian sportscape, in which elements that support its current success are in flux. The ongoing CSP 2012, LTAD/physical literacy and targeted funding evaluations will also impact the activities and processes of not only Sport Canada but also other key stakeholders within the Canadian sport system.

In the face of this shifting environment, Sport Canada, and the Canadian sport system stakeholders, will find it essential to continue to monitor the changes that have the potential to affect their operations. It is therefore critical that Sport Canada continue its leadership role within the Canadian sport system, maintain a consistent vision for itself and for the sport system, and undertake its activities through a variety of partnerships with the country's experts, be they individuals, other federal departments (e.g., PHAC and CIC), other governments (e.g., P/Ts), non-profit organizations (e.g., COC/CPC), or private organizations. Sport Canada's policies and practices will undoubtedly require adjustment if it is to continue to perform its vital leadership role within the Canadian sport system.

## **1. Introduction**

Canadian Heritage's Evaluation Services Directorate (ESD) conducted the Grouped Evaluation of Sport Programs (Sport Canada programs: Hosting Program, Sport Support Program, and Athlete Assistance Program). The evaluation covers the period from April 1, 2010 to March 31, 2015 (2010–11 to 2014–15). It includes a Review of the impact of the federal investment in the 2015 Toronto Pan and Parapan American Games (hereafter, the Toronto 2015 Games). A report on the Review of the Toronto 2015 Games will be included as an appendix to the report of the Grouped Evaluation. However, the current report focuses on findings related to the Grouped Evaluation of the three Sport Canada funding programs. The evaluation is conducted by ESD, with components contributed by the Policy Research Group (PRG) at Canadian Heritage and PRA Inc.

Section 2 provides a detailed overview of the three Sport Canada funding programs that are the subject of this report. Section 3 describes the methodological approach used to conduct the evaluation. The report also provides a detailed synthesis of the findings from the various lines of evidence for each evaluation question. The last section presents preliminary conclusions and recommendations.

## 2. Program profile

Sport Canada (SC) is the single largest funder of the Canadian sport system, which is made up of a number of organizations that provide sport programming and services at the national, provincial/territorial, and municipal level. SC has an overall mission “to enhance opportunities for all Canadians to participate and excel in sport” (Library of Parliament, 2013). SC delivers its support to the sport system primarily through three funding programs — the Sport Support Program (SSP), the Athlete Assistance Program (AAP), and the Hosting Program (HP).

### 2.1 Historical context

The federal government’s involvement in sport originated in the 1960s with the adoption of the *Fitness and Amateur Sport Act* in 1961, which represented an official government commitment to “encourage, promote and develop fitness and amateur sport in Canada” (Library of Parliament, 2013). The *Fitness and Amateur Sport Act* allowed the responsible minister to make grants to agencies carrying out activities in sport, and assigned these responsibilities to the Fitness and Amateur Sport Program of the then-titled Department of National Health and Welfare.

Soon after the implementation of the *Fitness and Amateur Sport Act*, the federal government created Recreation Canada and SC as directorates under the Fitness and Amateur Sport Program. Recreation Canada focussed on improving Canadian lifestyle, while SC focussed on developing competitive sport (Library of Parliament, 2013).

In 1990, the Fitness and Amateur Sport Program was split between the Department of Canadian Heritage and the Department of Health, with the Department of Canadian Heritage taking responsibility for sport. SC remains a part of Canadian Heritage to this day (Library of Parliament, 2013).

### 2.2 Policy framework

Two key policies guide the current activities of SC and its transfer payment programs: the *Physical Activity and Sport Act* (PASA) and the Canadian Sport Policy (CSP).

#### 2.2.1 The physical activity and sport act (2003)

In 2003, the Government of Canada enacted the PASA to replace the *Fitness and Amateur Sport Act* of 1961 described earlier, to modernize Canada’s policies as they relate to sport and physical activity. The objectives outlined in the PASA fall into two main categories, or “pillars:” to encourage participation in physical activity and to promote excellence in high performance sport (Government of Canada, 2003; Library of Parliament, 2013). The objectives related to the participation pillar are as follows:

- (a) “to promote physical activity as a fundamental element of health and well-being;
- (b) to encourage all Canadians to improve their health by integrating physical activity into their daily lives; and

- (c) to assist in reducing barriers faced by all Canadians that prevent them from being active” (Government of Canada, 2003).

The objectives related to the excellence pillar are as follows:

- (a) “to increase participation in the practice of sport and support the pursuit of excellence in sport; and
- (b) to build capacity in the Canadian sport system.” (Government of Canada, 2003)

Further, the PASA notes that these objectives are based on ethical principles, including doping-free sport, equitable treatment and access, and effective dispute resolution (Government of Canada, 2003).

Several entities, including Canadian Heritage, work to achieve the objectives of the two pillars outlined in the PASA, with the CSP 2012 providing a general framework to ensure stakeholders are working in a coordinated and coherent fashion (Library of Parliament, 2013)<sup>2</sup>. In particular, the PASA provides the Minister of Canadian Heritage with the authority to take a broad range of measures for achieving the objectives above, as outlined under Section 5. These measures include, but are not limited to, any actions to undertake or support programs or projects related to the following:

- (a) sport and physical activity research
- (b) preparing and distributing information related to physical activity and sport
- (c) coordinating and cooperating with other federal departments and agencies to promote, develop, and encourage sport and physical activity initiatives that support the Government of Canada’s policies on sport and hosting
- (d) sport and physical activity programs
- (e) promoting and developing Canadian participation in national and international sport
- (f) training for coaches and other resource persons
- (g) financial assistance, such as bursaries or fellowships, to assist individuals in pursuing excellence in sport
- (h) encouraging the promotion of sport as a tool for individual and social development in Canada and internationally, in cooperation with other countries
- (i) encouraging private sector funding for the development of sport
- (j) facilitating the participation of under-represented groups in sport
- (k) encouraging provincial and territorial governments to promote and develop sport
- (l) coordinating the federal government’s efforts regarding the staging and hosting of the Canada Games (Government of Canada, 2003, pp. 2–4, sec. 5)

Additionally, Sections 7 and 8 of the PASA describe provisions which allow the Minister to enter into agreements with provinces and territories as well as with other countries to “encourage, promote, and develop physical activity and sport” (Government of Canada, 2003, pp. 4, sec. 7–8).

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<sup>2</sup> Clarification: While both use the same term — “participation” — the CSP refers to the whole of sport participation, while the PASA refers to participation only in organized sport.

## 2.2.2 The 2002 and 2012 Canadian sport policy

SC sport funding programs support the goals outlined in the CSP. The Minister of PCH and the provincial/territorial ministers responsible for sport adopted the first CSP in 2002. The CSP 2002 was developed as a means to address gaps that appeared in the athlete development system throughout the 1990s (mainly as the result of decreases in public funding for sport) and to coordinate the actions of governments and NGOs across Canada in their efforts to promote sport (SIRC, 2011c, p. 1).

By 2012, this policy aimed to achieve the vision of a sport environment which enabled all Canadians to “experience and enjoy involvement in sport to the extent of their abilities and interests” and, for a greater number of Canadians, to “perform consistently and successfully at the highest competitive levels” (Government of Canada, 2002, p. 4). The objectives of CSP 2002 included the following: increasing the proportion of Canadians participating in sport activities; expanding the pool of athletes and increasing athlete performance; enhancing the capacity of the Canadian sport system; and increasing collaboration, communication, and cooperation among stakeholders involved in sport, such as governments and the private sector (Government of Canada, 2002, pp. 16–19).

An evaluation of the CSP 2002 was conducted in 2009 to assess the relevance, impact, implementation, and performance of the CSP 2002. The evaluation report found that the CSP 2002 is relevant to sport in Canada, providing a coherent and consistent framework for governments to make focussed decisions (Library of Parliament, 2013). The evaluation concluded that three of the goals set out in the CSP 2002 had been achieved to a significant extent, but the participation goal had not been met (The Sutcliffe Group Incorporated, 2010, p. 5). It was noted that the proportion of Canadians participating in sport had decreased over the life of the Policy and that no participation targets were developed for under-represented groups, specifically for Indigenous people, persons with a disability, or ethno-cultural groups (The Sutcliffe Group Incorporated, 2010, pp. 19–20).

Following the evaluation in 2009, the federal and provincial/territorial governments committed to carrying out a consultation process to review the CSP 2002, with the goal to build on its progress and to develop a successor policy, which was adopted in 2012. Similarly to the CSP 2002, the CSP 2012 provides a roadmap for key players in the Canadian sport system, while simultaneously providing flexibility for stakeholders to fulfill their mandates (Library of Parliament, 2013). While building on the successes of the previous CSP 2002 and retaining its goal of increased participation in sport, the new policy has an added focus on supporting excellence in sport, as well as promoting personal, social, and economic development through sport. Compared to its predecessor, the 2012 CSP has more objectives and is viewed as “more ambitious in its vision and goals,” as it incorporates “an expanded vision, new goals, and additional stakeholders” (Library of Parliament, 2013).

The vision of the 2012 CSP is to achieve, by 2022, “a dynamic and innovative culture that promotes and celebrates participation and excellence in sport” (Government of Canada, 2012, p. 5). To achieve this vision, CSP 2012 puts forward the following five goals (Government of Canada, 2012, p. 8):

- ▶ **Introduction to sport:** Canadians develop the fundamental skills, knowledge, and attitudes to participate in organized and unorganized sports.



- ▶ **Recreational sport:** Canadians have the opportunity to participate in sport for fun, health, social interaction, and relaxation (with a particular focus on increasing participation among under-represented and marginalized groups).
- ▶ **Competitive sport:** Canadians have the opportunity to improve and measure their performance against others in competition in a safe and ethical manner.
- ▶ **High performance sport:** Canadians are achieving world-class results at the highest levels of international competition through fair and ethical means.
- ▶ **Sport for Development:** Sport is used as a tool for social and economic development, as well as in the promotion of values at home and abroad.

To support the implementation of the CSP 2012, the federal and provincial/territorial governments adopted a joint action plan in 2012, which outlined 11 areas for collaborative action for the period of 2012 to 2017. These 11 areas include the following (Government of Canada, 2013):

- ▶ supporting “Introduction to Sport” programming, specifically focusing on under-represented and marginalized groups;
- ▶ improving access to sport and physical activity for economically disadvantaged Canadians;
- ▶ developing a common data collection methodology with which to identify infrastructure priorities for the sport and recreation sectors;
- ▶ defining and clarifying the roles and responsibilities of governments and key stakeholder organizations in the high performance and competitive sport system;
- ▶ reviewing the progress and completing the implementation of the Strategic Framework for Hosting International Sport Events in Canada;
- ▶ working with Indigenous communities to identify priorities and developing initiatives for Indigenous sport development;
- ▶ introducing initiatives to improve safety and anti-harassment in all contexts of sport participation;
- ▶ collaborating with sport sector stakeholders to identify priorities and strategies to improve capacity in the sport system;
- ▶ promoting the implementation of CS4L;
- ▶ implementing an engagement strategy to maximize the contribution of NGOs to the implementation of CSP 2012; and
- ▶ promoting opportunities for collaboration and alignment with Active Canada 20/20 and the National Recreation Agenda.

### 2.2.3 Other SC sport strategies and policies

SC has developed a number of additional policies and strategies aligned with objectives of the PASA and CSP 2002/2012. Strategies developed include the following:

- ▶ *Sport Canada Strategy on Ethical Sport*, created in 2010, supports the “Sport for Development” objective of the CSP 2002 by defining SC’s role in advancing and supporting ethical sport in Canada and abroad. Three objectives of the Strategy are knowledge mobilization, commitment and capacity building, and a coordinated approach in the delivery of ethical sport to Canadians (Canadian Heritage, 2011b).
- ▶ *Sport Excellence Strategy* was renewed in 2011, and describes the Government of Canada’s commitment to high performance sport and sport excellence. It aligns with the “High Performance Sport” goal of the CSP 2002 by focusing on enhancing athlete performance and success, as well as achieving greater podium results at the Olympic and Paralympic Games. The 2005 *Sport Excellence Strategy* was designed to address many of the gaps and weaknesses in Canada’s high performance sport system. As such, the *Strategy* had a particular focus on three areas: Collaborative Leadership, Sustainable Funding and Sport System Performance. Since the introduction of the *Strategy*, considerable progress has been made in each of the three areas. In the area of collaborative leadership, the Canadian Sport Review Panel was created in 2005 as an interim technical advisory unit and was replaced in November 2006 by Podium Canada, consisting of Own the Podium for winter Olympic and Paralympic sports and Road to Excellence for summer Olympic and Paralympic sports. The Podium Canada initiative was a unique partnership between SC, the Canadian Olympic Committee, the Canadian Paralympic Committee and the Vancouver 2010 Organizing Committee. In the area of Sustainable Funding, the federal government’s 2008 budget committed an additional \$8M in 2008-09, \$16M in 2009-10 and \$24M in 2010-11 and beyond for summer sport excellence. These funds, plus the \$23M (\$12M summer and \$11M winter) provided in 2005 are part of SC’s A base budget. Finally, in the Sport System Performance area, generic Long-Term Athlete Development models have been developed for both able-bodied athletes and athletes with a disability, with the development of sport-specific LTAD models well underway.
- ▶ A renewed *Sport Excellence Strategy* was developed for 2011–2016, continuing its focus on the SC goal for “Canadian athletes to consistently achieve podium-level performances in sports at Olympic and Paralympic Games and their Senior World Championships” (Sport Canada, 2011b, p. 7). To achieve this, the *Sport Excellence Strategy* sets out objectives and actions in the areas of collaborative leadership, high performance facility access, high performance system development, and knowledge mobilization.
- ▶ *Sport Development Framework*, developed in 2014, sets the direction for SC in the area of sport development. The Framework places sport development in the context of the CSP 2012 and SC’s policy framework, providing a guide for strategic choices and decision-making. In particular, the objective of the Framework is “to outline the logic and necessary components for a sport system which enables Canadians to progress from early sport experiences to high performance excellence” (Sport Canada, 2014b). To achieve this, the Framework outlines SC activities, including knowledge mobilization; internal coordination, policy, and direction; governmental engagement; funding frameworks and funding; and client liaison and engagement.

Further, SC has developed a number of specific sport policies, including policies to increase participation in sport among women, Indigenous peoples, and persons with a disability. SC also produces regular three-year business plans as part of an integrated business plan which encompasses “Performance Measurement, Evaluation and Risk Strategy, the Program Activity Architecture, the Report on Plans and Priorities, and the Departmental Performance Report” (Canadian Heritage, n.d.-a, p. 3).

## **2.3 Overview of SC funding programs**

SC provides support to the sport system aligned with the objectives of PASA and the CSP 2002/2012 through three main funding programs — the SSP, the AAP, and the HP. Together, these programs work to enhance the Canadian high performance sport system through policy development, special initiatives, and financial support distributed to sport organizations, athletes, and coaches (Canadian Heritage, 2014f; Library of Parliament, 2013).

### **2.3.1 Sport support program**

The SSP represents “the primary funding vehicle for initiatives associated with the delivery of the Government of Canada commitments to the Canadian Sport Policy” (Canadian Heritage, 2014h). The SSP provides funding to promote sporting opportunities to all Canadians, regardless of background, as well as support elite athletes to facilitate world-class results from Canadians. In particular, the 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; and
- ▶ to advance Canadian interests, values, and ethics in sport at home and abroad” (Canadian Heritage, 2014j, p. 2).

SSP funding is distributed to the five following components, in support of programming that works toward goals outlined in the CSP 2002/2012:

- ▶ “National Sport Organization;
- ▶ National Multisport Services Organization;
- ▶ Canadian Sport Centre;
- ▶ Federal-Provincial/Territorial (F-P/T) Bilateral; and
- ▶ Other Supporting Initiative” (Canadian Heritage, 2013a, p. 4).

The expected results of the SSP are as follows:

- ▶ “funded organizations provide sport programs and services consistent with program objectives;
- ▶ National Sport Organizations (NSO), Multisport Organizations (MSO), and Canadian Sport Centres (CSC) increasingly meet established national standards;
- ▶ sport knowledge is developed and disseminated;
- ▶ program/policy collaboration is expanded and strengthened;
- ▶ Canadians, including identified under-represented groups, have opportunities to participate in sport;
- ▶ Canadian athletes have improved performances at Olympics, Paralympics, and senior world championships; and
- ▶ Canadians have access to quality sport programs and services” (Canadian Heritage, 2013a).

### **Own the podium**

Own the Podium (OTP) was launched in 2006 as a partnership between SC, the Canadian Olympic Committee, the Canadian Paralympic Committee, and the Vancouver Organizing Committee for the 2010 Olympic and Paralympic Winter Games (Library of Parliament, 2013). OTP was originally developed to coordinate a plan to increase Canada’s performance at the 2010 Olympic and Paralympic Games. Since 2010, OTP has transitioned into a non-profit organization which serves as a high performance technical advisory body to SC and the Canadian sport system. Its mission is “to lead the development of Canadian sports to achieve sustainable podium performances at the Olympic and Paralympic Games” (Canadian Heritage, 2013e). OTP achieves this mission by determining which sports, disciplines, teams, or individual athletes have medal potential at future Olympic and Paralympic Games, identifying them for enhanced excellence support<sup>3</sup> (Canadian Heritage, 2013e).

The Government of Canada is the largest funder of enhanced excellence recommended by the OTP. In particular, SSP provides 85% of the total funds for which OTP makes recommendations (Canadian Heritage, 2013e). Enhanced excellence funding is allocated directly to NSOs, and CSCs (which includes Canadian Sport Institutes (CSIs)) based on OTP recommendations, and it covers support for training and competition, coach salaries, equipment, and sport science and sport medicine for athletes with podium potential (Canadian Heritage, 2013e, p. 12).

### **2.3.2 Athlete assistance program**

In 1970, the International Olympic Committee made a decision to award Montréal the right to host the 1976 Olympic Games. This provided the catalyst for federal involvement with high performance Canadian athletes and led to the creation of the AAP in 1977 (Canadian Heritage, 2014h). The original purpose of the AAP was to provide basic financial assistance to athletes to pursue athletic careers without financial hardship, although its goals were soon redefined to state

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<sup>3</sup> This is referred to as “targeting.”

that the AAP “provides financial assistance to qualified athletes to permit them to pursue their academic or career vocations while being involved in high performance sport” (Canadian Heritage, 2014h). Since its inception, the AAP has grown in size and scope, increasing both the number of carded athletes and the number of eligible sport disciplines (Canadian Heritage, n.d.-c).<sup>4</sup> Through the AAP, SC provides direct financial assistance to elite athletes (in the top 16 or with potential to reach the top 16 in the world of their sport) to combine high-level training aimed to achieve world-class performances, while still maintaining academic or working careers. The AAP recognizes athletes’ commitment to their sport through intensive training and competitive programs, and works to relieve some of the associated financial pressures (Canadian Heritage, 2015b). Athletes who receive AAP funding are referred to as “carded” athletes. The AAP is delivered in partnership with NSOs that recommend athletes who meet eligibility criteria (Canadian Heritage, 2014h). The AAP has the following objectives:

- a) “to financially support Canadian athletes identified by National Sport Organizations using criteria established by Sport Canada and the respective sport organization as performing at or having the greatest potential to achieve top 16 results at Olympic/Paralympic Games and World Championships;
- b) to enable Canada’s carded athletes to participate in year-round national training and competition regimes to further their athletic goals; and
- c) to assist Canada’s carded athletes in preparing to engage in full- or part-time career activities” (Canadian Heritage, 2015b, p. 7).

The AAP provides support to Canadian high performance athletes, post-secondary education institutions, and retired, previously carded, high performance athletes. Athletes are selected through a collaborative process between NSOs and Sport Canada, with NSOs nominating eligible athletes who then apply for AAP support, and SC approving the nominations (Canadian Heritage, 2012d). AAP cards are allocated to athletes participating in Olympic, Paralympic, and non-Olympic sports, with the card types falling into three categories (Canadian Heritage, 2012d):

- ▶ **Senior International Cards (SR1 and SR2 Cards)** reward Canadian athletes for outstanding performance at Senior World Championships or the Olympic/Paralympic Games.
- ▶ **Senior National Cards (SR and C1 Cards)** are given to athletes identified as having the potential to achieve international criteria required for receiving Senior International Cards.
- ▶ **Development Cards (D Cards)** are directed toward younger athletes who demonstrate a clear potential to achieve the Senior International Card criteria, but who do not yet meet Senior Card criteria.

Financial support provided to carded athletes falls into the following categories (Sport Canada, 2012) (Canadian Heritage, 2012d):

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<sup>4</sup> Between 1995 and 2010, AAP grew from 1,101 athletes in 58 sport disciplines to 1,828 athletes in 88 sport disciplines, representing a funding increase from \$6.98 million to \$26.10 million over this period.

- ▶ **Living and training allowance** includes payments every other month to defray some, but not all, of the costs while training and competing. Support varies from \$900 to \$1,500 per month depending on the athlete’s carding status.
- ▶ **Tuition and deferred tuition support** includes up to \$5,000 per carding cycle — up to a lifetime maximum of \$25,000 — of financial support annually to help athletes attain a post-secondary level education (Canadian Heritage, 2012d, pp. 8–1, 2015a, pp. 8–1). Before 2012, funding limits were up to \$10,000 annually (Commonwealth Games Canada, 2012; Sport Canada, 2009, pp. 8–3). Tuition support assists athletes as they complete their post-secondary education as a carded athlete, while deferred tuition assists athletes who are unable to attend school full-time while they were carded because of their involvement in sport (Sport Canada, 2009, pp. 8–3).
- ▶ **Special needs assistance** provides some additional support for athletes in certain circumstances, including an excellence living and training allowance, excellence child dependent allowance, training and competition allowance for athletes with a disability, relocation assistance, child care assistance, and retirement assistance (Canadian Heritage, 2012d).

Living and training allowance is available for athletes currently training and competing, while tuition support and special needs assistance are available for both competing and retired athletes (Sport Canada, 2012).

### 2.3.3 Hosting program

The 2002 CSP noted that, at the time, Canada had a fragmented approach to the bidding for and hosting of major sporting events. This created pressure on public and private funding sources and limitations in realizing the benefits of hosting the events (Canadian Heritage, 2014h). This, along with a Strategic Framework for Hosting International Sport Events (endorsed in 2004 by F-P/T Ministers responsible for sport), provided a basis for the development of the 2008 *Federal Policy for Hosting International Sport Events* (Hosting Policy) (Canadian Heritage, 2014h).

The 2008 Hosting Policy guides the HP, which provides funding for the hosting of the Canada Games and international sport events in Canada, (Library of Parliament, 2013). HP represents “a key instrument in the Government of Canada’s overall approach to sport development in Canada”, aiming to enhance sport excellence and the international profile of sport organizations by providing assistance to host Canada Games and international sport events in Canada (Canadian Heritage, 2014e). The three objectives of the HP are the following:

1. “to strengthen the sport excellence and sport development impacts of bidding and hosting the Canada Games and targeted international sport events;
2. to increase access and equity for designated under-represented groups through contributions to international bidding and hosting events; and
3. 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” (Canadian Heritage, 2014e, p. 6).

There are four categories of events that receive contributions from the HP:

- ▶ **International Major Multisport Games:** These are large multisport Games, governed by an international sport franchise holder with links to sports' international federations (e.g., the summer and winter Olympic and Paralympic Games). These events are high performance and include a qualification process and entry restrictions.
- ▶ **International Single Sport Events:** These are events which include World Cups, and Olympic and Paralympic qualifying events governed by a sport's International Federation (or the regional/continental counterpart). The events in this category may range in size and complexity from small to large, but are all high performance events with a qualification process and entry restrictions (e.g., the 2013 ISU World Skating Championship in London, Ontario). There are two categories of International Single Sport Events: Tier I consists of events involving \$250,000 of government funding or less; and Tier II consists of events exceeding \$250,000 of government funding (Canadian Heritage, n.d.-e).
- ▶ **International Multisport Games for Aboriginal Peoples and Persons With a Disability (IMGAPPD):** These are multisport Games for under-represented groups who face systemic barriers to sport participation. Canada hosts certain events in this category on a rotational basis (i.e., the North American Indigenous Games and the Arctic Winter Games) and bids to host others (e.g., the Special Olympics World Summer Games).
- ▶ **Canada Games:** These are Games which are held every second year, alternating between summer and winter. SC provides annual contributions to host societies and the Canada Games Council, for participant travel, to financially support these events (Canadian Heritage, n.d.-e). The Canada Games are "high performance, multisport events with a vision to enrich Canadian culture and create lasting legacies" (Canada Games Council, 2015). Since the Canada Games are a domestic event, they are not directly governed by the Federal Policy for Hosting International Sports Events. However, the Canada Games are nonetheless coordinated with the Hosting Policy, given "the significance of the Canada Games, its contributions to sport development and the realization of the benefits of hosting, and its important part in the Hosting Program" (Government of Canada, 2008).

### 2.3.4 Other SC initiatives

In addition to the three main sports funding areas described above, SC has adopted other related initiatives:

- ▶ ***The Sport Canada Research Initiative*** was adopted in 2002 "to create a foundation of knowledge to advance the goals of the Canadian Sport Policy and to demonstrate the contribution of sport to other public policy priorities" (Library of Parliament, 2013). This includes development of surveys and statistics, exploration of sport impact, understanding barriers to participation, and addressing knowledge gaps. To do this, SC consults with experts and researchers in collaboration with the Social Sciences and Humanities Research Council of Canada and the Canadian Institutes of Health Research.
- ▶ ***Long-Term Athlete Development (LTAD)***, introduced in 2005, focuses on athlete growth, maturation, and development. The vision for LTAD, in alignment with the CSP 2002, is that "all Canadians have the necessary competencies to excel in sport and experience a positive life-long sport experience in an integrated and sustainable sport system" (SC, 2009). The

model consists of seven stages: stages 1–3 develop physical literacy; stages 4–6 provide physical, mental, and emotional training for individuals wanting to compete at high levels; and stage 7 promotes lifetime activity through participation in sport or involvement with the sport community (Library of Parliament, 2013). Canadian Sport for Life (CS4L) represents the generic LTAD model, and No Accidental Champions (NAC) is a supplement for athletes with a disability. These two programs identify athlete needs at various stages and promote technical, physical, mental, and tactical skills appropriate at the athletes' stage. All of the sport-specific models are based on these generic LTAD models (SC, 2009).

- ▶ **International collaboration** includes engagement in a series of nine *Memoranda of Understanding on Bilateral Relations and Cooperation in Sport (MOU)* and *Programs of Activities (POA)* that span the period of this evaluation. Program documentation indicates one is currently active and the remaining eight MOUs have expired (Canadian Heritage, n.d.-d). SC representatives indicated that this was due to a change in government priorities at the time and a shift in resources. Canada is an active member of the Sports Council of the Americas (CADE).

Prior to the current evaluation period, the International Sport Directorate (ISD) operated within the International Affairs Branch, Intergovernmental and International Affairs and Sport sector, delivering the international component as part of the SSP. The ISD's main areas of action were anti-doping initiatives; funding to organizations involved in initiatives promoting sport as a tool for development and peace in international settings; and bilateral and multilateral exchanges with eight other countries for advancing and exchanging sport knowledge. In 2010, some lines of interest of the government in place at that time, concerning the ISD, were integrated into SC.

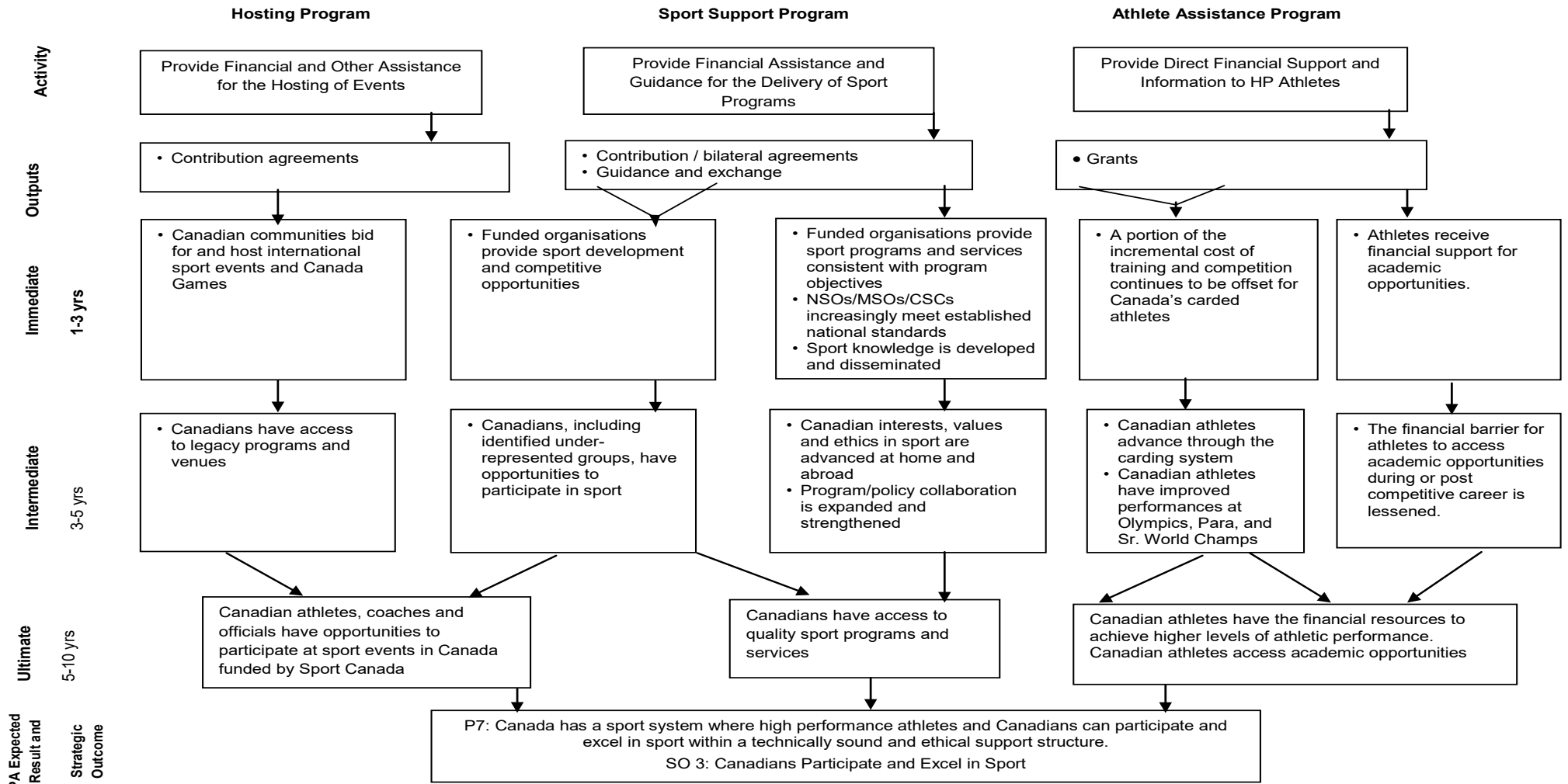
## 2.4 Program logic model

The logic model for the three sport funding programs combined, as presented in the Umbrella PMERS, summarizes the activities, outputs, and outcomes of the SSP, AAP, and HP. The activities for each of the programs are in the form of financial assistance, as well as other assistance to recipients for the hosting of events (HP), guidance for delivering sport programs (SSP), and information to athletes (AAP). The logic model illustrates, in a step-wise fashion, how these activities and corresponding outputs lead to expected outcomes of the three programs, with immediate outcomes (years 1–3), intermediate outcomes (years 3–5), and ultimate outcomes (years 5–10).

As indicated in the logic model, many expected outcomes are shared between the three sport funding programs. All of the funding programs work together to deliver the Canadian Heritage and Program Activity and Strategic Outcome — that Canada has a technically sound and ethical sport system that promotes Canadian participation and excellence (Canadian Heritage, 2014h).



**Figure 1: Logic model for the three sport funding programs**



## 2.5 Governance

The overall responsibility for administration and management of SC's three funding programs is with Canadian Heritage, and in particular, the Assistant Deputy Minister of Sport, Major Events and Commemorations. These responsibilities are delegated at an operational level to the Director General of SC, and lead responsibility is further delegated within SC by the Director General to various directors (Canadian Heritage, 2014h). The directors administer and manage programming according to "departmental policies and procedures, Treasury Board requirements, and the policies and principles set out in various multi-jurisdictional agreements, frameworks and overall policies" (Canadian Heritage, 2014h).

The following is an overview of governance within each of the three SC funding programs (Canadian Heritage, 2015b):

- ▶ **SSP:** The Director, Sport Development, is responsible to the DG for the SSP. Administration and management of the SSP at an operational level is delegated to the Manager of the Sport Support Program Units within the Sport Development and Sport Excellence Divisions. SC program officers are responsible for review, analysis, and assessment of funding requests from applicants, as well as making recommendations of funded levels and the ongoing monitoring of compliance.
- ▶ **AAP:** The Director, Sport Excellence, is responsible to the DG for the AAP. Administration and management of the AAP at an operational level is delegated to the AAP Manager. As described earlier, NSOs and AAP staff work together in meeting with NSOs each year to review the NSO nominations for carding.
- ▶ **HP:** The Executive Director, Hosting Program and Federal Secretariat (HPFSD), is responsible to the Director General for the HP. The administration and management of the HP at an operational level is delegated to the Managers of the Hosting Units and the Federal Secretariat. HPFSD program officers are responsible for the review, analysis, and assessment of funding requests from applicants; making funding recommendations; the ongoing monitoring of compliance; and the coordination of federal services and federal and multi-stakeholder engagement around events hosted in Canada.

## 2.6 Beneficiaries

Table 1 below describes the target beneficiaries and key stakeholders of the three SC funding programs.

Athletes figure most prominently as beneficiaries of SC's athlete-centered programming, as they are a key target population among all of the SC funding programs. Retired athletes also benefit from the AAP, where they are eligible for deferred tuition or special needs assistance. Coaches and officials are target groups for the HP (national and international) and SSP (national level only). Under-represented groups are also target populations for HP and SSP. The SSP adds sports participants of all ages and genders as a target population for its activities.

<b>Table 1: Target populations for SC funding programs</b>		
<b>Funding program</b>	<b>Target population*</b>	<b>Key stakeholders**</b>
HP	<ul style="list-style-type: none"> <li>• Athletes: national and international level high performance and developing athletes from across Canada, both male and female</li> <li>• Coaches &amp; officials: national and international level coaches and officials</li> <li>• Identified under-represented groups, as defined in SC policies</li> </ul>	<ul style="list-style-type: none"> <li>• Host communities, volunteers, participants: those who can draw on the economic, social, sport and cultural benefits of hosting</li> <li>• National Sport Organizations and national Multisport Service Organizations: events contribute to the long-term development of the athletes, and the development of coaches and officials</li> <li>• Federal-provincial/territorial governments</li> <li>• Municipalities: events have social, sport, cultural, economic and community benefits</li> </ul>
SSP	<ul style="list-style-type: none"> <li>• Athletes: national and international level high performance and developing athletes from across Canada, both male and female</li> <li>• Coaches &amp; officials: national level coaches and officials</li> <li>• Sport participants: all ages and genders who participate in sport as participants, coaches, officials, and volunteers</li> <li>• Identified under-represented groups, including Indigenous peoples and persons with a disability, both male and female</li> </ul>	<ul style="list-style-type: none"> <li>• Athletes/participants, parents: inherent interest in program outputs that directly impact them</li> <li>• Coaches, officials, volunteers, staff: inherent interest in program outputs that directly impact them</li> <li>• Provincial, national, and international sports organizations: inherent interest in program outputs that directly impact them</li> <li>• Municipalities and communities: an end-deliverer of sport in the communities</li> <li>• Provincial/territorial governments</li> <li>• Other national governments and governmental bodies</li> <li>• International Federations: governing body of the sport internationally</li> </ul>
AAP	<ul style="list-style-type: none"> <li>• Athletes: international level high performance athletes from across Canada, both male and female; the athletes must have met a series of eligibility criteria</li> <li>• Retired athletes</li> </ul>	<ul style="list-style-type: none"> <li>• Athletes and retired athletes</li> <li>• National Sport Organizations: develop the sport, provide support to the athletes, provide and monitor training and competition opportunities for the athletes</li> <li>• Canadian Olympic Committee</li> <li>• Canadian Paralympic Committee</li> <li>• AthletesCAN</li> <li>• Provincial and territorial governments</li> </ul>
<p>Source: (Canadian Heritage, 2014h)</p> <p>*Specific individuals/organizations intended to be influenced and benefit from the program</p> <p>**Agencies, organizations, groups, or individuals with a direct or indirect interest in the program</p>		

## 2.7 Resources

SC expenditures for the three sport funding programs totalled just over \$1.4 billion over the evaluation period from FY 2010–11 to FY 2014–15. As indicated in the table below, SSP funding increased substantially throughout FY 2006–07 to FY 2012–13. These increases are attributed to the OTP initiative which launched in 2006, targeted performance in the 2010 Olympic and Paralympic Winter Games, and continued to target high performance moving into the 2012 Olympic Summer Games (Canadian Heritage, 2013e; Library of Parliament, 2013). A review of OTP, completed in 2013, indicates that SC is the largest funder of enhanced excellence (Canadian Heritage, 2013e, p. 8). The review of OTP further notes that the federal government committed \$62 million in funding for enhanced excellence in FY 2012-13 through the SSP. This represents approximately 85% of the total funds for which OTP makes recommendations (Canadian Heritage, 2013e, p. 8).

SC grants and contributions (Gs&Cs) increased annually from \$195 million in 2010-11 to \$450 million in 2014–15, which was driven by HP Gs&Cs that increased dramatically in 2013-14 and 2014-15. Funding for HP was expected to increase beginning in 2013–14, due to the 2015 Pan and Parapan American Games in Toronto, with the Government of Canada committing up to \$500 million to support the Games (Library of Parliament, 2013). With the exception of these two most recent fiscal years, SSP contributions account for the majority of Gs&Cs, representing over 70% of these expenditures in most years (Library of Parliament, 2013). International organization funding totaled \$4 million over the evaluation period, which was allocated almost entirely to the World Anti-Doping Agency (WADA).

SC had 648 full-time equivalents (FTEs) over the evaluation period, with an average of 129.6 FTE per year. This represents an increase in the average FTE per year from FY 2005-06 to 2009-10, which averaged 108.6 FTE per year.

Table 2 below provides more details on actual expenditures and FTE, while Table 3 compares the actual expenditures in Table 2 to the planned, reference-level expenditures. The comparison between actual and reference-level expenditures is given by “variance” in Table 3, which is calculated as the difference between actual expenditures given in Table 2 and reference-level expenditures in Table 3 (i.e., actual expenditures minus reference-level expenditures).

As indicated in the tables, actual expenditures exceeded reference-level amounts overall in each of the fiscal years in the evaluation period. The largest variances between actual and planned expenditure occurred in 2010–11 (\$36,977) and 2014–15 (\$61,254). The data on reference-level expenditures provided by SC provides some explanation for variance, noting that variance in 2010–11 was primarily due to “athlete tribute,” “Treasury Board Submission of new funds,” “transfers from HP to and from AAP/SSP,” and “Canada Games.” Variance in 2014–15 is entirely from HP and is due to “legacy funds,” “Canada Games travel,” and “transfers to Major Event Celebration (MEC) & SSP”.

<b>Table 2: SC financial summary for the SSP, HP, AAP, and international organizations, 2003–04 to 2014–15 (\$000)</b>												
Item	2003–04	2004–05	2005–06	2006–07	2007–08	2008–09	2009–10	2010–11	2011–12	2012–13	2013–14	2014–15
<b>SC financial summary</b>												
Salaries/O&M	\$7,666	\$8,266	\$9,336	\$9,042	\$9,181	\$10,677	\$9,898	\$4,242	\$6,123	\$6,400	\$6,607	\$5,780
<b>Grants &amp; contributions</b>												
SSP	\$55,616	\$81,948	\$91,428	\$92,195	\$102,072	\$110,877	\$112,484	\$145,793	\$149,470	\$150,583	\$151,170	\$143,239
HP	\$25,270	\$21,481	\$17,672	\$19,460	\$9,236	\$14,360	\$20,687	\$23,810	\$23,092	\$33,073	\$142,844	\$279,555
AAP	\$15,156	\$19,465	\$24,711	\$25,315	\$25,327	\$26,207	\$25,888	\$25,764	\$26,815	\$27,311	\$26,290	\$27,110
<i>Total Gs&amp;Cs</i>	\$96,042	\$122,894	\$133,811	\$136,970	\$136,635	\$151,444	\$159,059	\$195,367	\$199,377	\$210,967	\$320,304	\$449,904
<b>TOTAL SC</b>	<b>\$103,708</b>	<b>\$131,160</b>	<b>\$143,147</b>	<b>\$146,012</b>	<b>\$145,816</b>	<b>\$162,121</b>	<b>\$168,957</b>	<b>\$199,609</b>	<b>\$205,500</b>	<b>\$217,367</b>	<b>\$326,911</b>	<b>\$455,684</b>
<b>SC FTEs</b>	<b>81</b>	<b>88</b>	<b>98</b>	<b>97</b>	<b>129</b>	<b>105</b>	<b>114</b>	<b>146</b>	<b>120</b>	<b>133</b>	<b>128</b>	<b>121</b>
<b>International organization funding</b>												
WADA funding	\$1,089	\$958	\$949	\$971	\$890	\$1,134	\$1,080	\$952	\$955	\$1,073	\$972	\$996
Other international grants & contributions	-	\$350	\$661	\$809	\$785	\$661	\$687	\$774	\$203	-	-	-
Note: HP Gs&Cs for 2014–15 include \$65M for "Legacy" for 2015 Pan Am Games N/A – not available Sources: SC G&Cs from Table 3; Salaries and O&M from SC: <i>Salaries and Gs&amp;Sc.doc</i> for 2003–04 to 2009–10, <i>Pro rata O&amp;M costs 2011.xls</i> for 2010–11, <i>Evaluation Financial Information Template Sport_de_finance_13janv.xlsx</i> for 2012–13 & 2013–14; FTEs 2005–06 from Report on annual profile questionnaire, 2003–04 and 2004–05 directly from SC; RPP; DPR; 2003-04 to 2004-05 G&C information from the 2011 Evaluation of the Sport Funding Programs at Canadian Heritage												

<b>Table 3: Reference-level and variance financial summary for SSP, HP, AAP, 2010–11 to 2014–15 (\$000)</b>											
Item	2010–11		2011–12		2012–13		2013–14		2014–15		
	Reference	Variance*	Reference	Variance*	Reference	Variance*	Reference	Variance*	Reference	Variance*	
Salaries/O&M	\$2,315	(\$1,927)	\$3,138	(\$2,985)	\$2,554	(\$3,846)	\$2,491	(\$4,116)	\$9,858	\$4,078	
<b>Grants &amp; contributions</b>											
SSP	\$117,001	(\$28,792)	\$146,814	(\$2,656)	\$143,815	(\$6,768)	\$145,815	(\$5,355)	\$142,815	(\$425)	
HP	\$16,316	(\$7,494)	\$19,865	(\$3,227)	\$22,395	(\$10,678)	\$146,109	\$3,265	\$213,753	(\$65,802)	
AAP	\$27,000	\$1,236	\$27,000	\$185	\$27,000	(\$311)	\$28,000	\$1,710	\$28,000	\$890	
<b>Total G&amp;C</b>	<b>\$160,317</b>	<b>(\$35,050)</b>	<b>\$193,679</b>	<b>(\$5,698)</b>	<b>\$193,210</b>	<b>(\$17,757)</b>	<b>\$319,924</b>	<b>(\$380)</b>	<b>\$384,568</b>	<b>(\$65,336)</b>	
<b>Total SC</b>	<b>\$162,632</b>	<b>(\$36,977)</b>	<b>\$196,817</b>	<b>(\$8,683)</b>	<b>\$195,764</b>	<b>(\$21,603)</b>	<b>\$322,415</b>	<b>(\$4,496)</b>	<b>\$394,426</b>	<b>(\$61,258)</b>	
Source: Vote 1 and 5 administration versus contributions data provided by SC *Variance is calculated as the difference between the actual expenditure described in Table 2 and the reference-level expenditure in the current table											

### 3 Evaluation methodology

#### 3.1 Evaluation scope, purpose and objectives

Pursuant to the Directive on the Evaluation Function of 2009 from the Treasury Board of Canada Secretariat, all federal government program evaluations must address the core issues identified below:

<b>Core Issues</b>	
<b>Relevance</b>	
<b>Issue #1: Continued Need for program</b>	Assessment of the extent to which the program continues to address a demonstrable need and is responsive to the needs of Canadians
<b>Issue #2: Alignment with Government Priorities</b>	Assessment of the linkages between program objectives and (i) federal government priorities and (ii) departmental strategic outcomes
<b>Issue #3: Alignment with Federal Roles and Responsibilities</b>	Assessment of the role and responsibilities for the federal government in delivering the program
<b>Performance (effectiveness, efficiency and economy)</b>	
<b>Issue #4: Achievement of Expected Outcomes</b>	Assessment of progress toward expected outcomes (incl. immediate, intermediate and ultimate outcomes) with reference to performance targets and program reach, program design, including the linkage and contribution of outputs to outcomes
<b>Issue #5: Demonstration of Efficiency and Economy</b>	Assessment of resource utilization in relation to the production of outputs and progress toward expected outcomes
Source: Treasury Board of Canada Secretariat. (2009). <i>Directive on the Evaluation Function An</i>	

Appendices D and B present the evaluation matrix for the Grouped Evaluation and the Review of the Investment in the 2015 Games. The Grouped Evaluation matrix is structured around the core issues as stated above.

The methodology for conducting the Grouped Evaluation includes several components in order to address the evaluation questions described in the matrix in Appendix D: a document review, file and database reviews, literature review, key informant interviews, surveys, case studies and an expert panel.

## 3.2 Document review

A review of relevant documents addressed a wide variety of evaluation questions, provided context for the evaluation, and provided background information on the programs. The documents review relied primarily on documentation provided by PCH and accessed through the PCH website, and span the following areas:

- ▶ sport-related legislation;
- ▶ sport-related policies and strategies;
- ▶ PCH (SC) planning documents;
- ▶ program descriptions, objectives, and requirements, etc., such as Terms and Conditions and Contribution Guidelines;
- ▶ other PCH (SC) departmental documents (e.g. research documents, performance reports, presentations, and background documents); and
- ▶ previous evaluations and audits.

## 3.3 File review

The file review assessed PCH recipient reporting for information in areas such as the following:

- ▶ recipients' articulation of expected activities, outputs, and outcomes, and achievement of these expected activities, outputs, and outcomes;
- ▶ recipients' articulation of successes and lessons learned;
- ▶ recipients' planned and achieved legacies; and
- ▶ recipients' compliance with reporting requirements.

The file review involved the development of templates for recipient types, according to their respective reporting requirements as outlined in Contribution Guidelines and contribution agreements. The file review focussed on reviewing a sample of files for FY 2013-14 (the latest year for which reporting was available). It relied on documentation provided by PCH in three areas:

- ▶ ***NSO, MSO, and CSC applications and reporting*** – This includes reports required for their 2013–14 applications, including Annex 1 and 2 (General Application Form) which provides information on requested funding, and the 2013–14 budget which provides information on realized funding. It also includes Annex 5 from the FY 2014–15 application, which describes outputs and achievement of outputs throughout FY 2013–14.
- ▶ ***HP International Single Sport Event (ISSE) reporting*** – This includes FY 2013-14 final activity reports (Annex F) and ISSE's monitoring spreadsheet data ("Feuille de contrôle").
- ▶ ***SSP P/T bilateral agreements and reporting*** – This includes FY 2013–14 contribution agreements and year-end activity reports.

### **3.4 Database review**

The database review included databases and other Sport Canada information systems, including financial databases and information systems for tracking the applications, processing, decisions, disbursements, activities, and reporting related to the sport funding programs. ESD selected the following key databases in collaboration with Sport Canada:

- ▶ Sport Tracking, Assessment and Technical Statistics (STATS) database;
- ▶ Sport Canada Contribution Database (SCCD);
- ▶ Athlete Assistance Program Management Information System (AAPMIS);
- ▶ Grants and Contributions Information Management System (GCIMS) — a government contribution information system;
- ▶ information reported in the previous sport programs' evaluation, with a view to update and extend the time trend where possible and relevant to do so; and
- ▶ other evaluation questions and indicators that are new to this evaluation of the sport programs.

### **3.5 Literature review**

The PRG Branch of PCH conducted the literature review, covering relevant information sources to address the questions related to relevance and efficiency. This included a comparative analysis of similar programs at both the national and international level for the purposes of identifying potential cost effective alternatives and potential areas of duplication.

A deepening of the literature review was conducted by PRA Inc., including comparative analysis with the sport systems of other countries and private funding in the sport system.

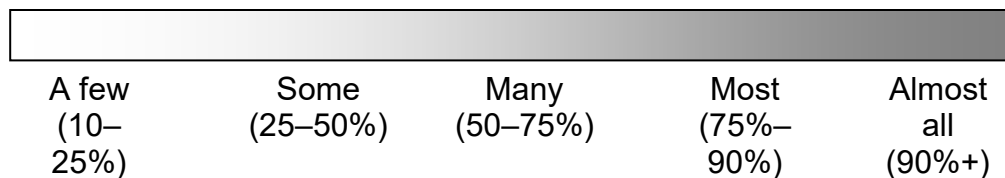
### **3.6 Key informant interviews**

Thirty-two individual or small group interviews were completed, with key informants from the following groups:

- ▶ Sport Canada management: unit managers, directors and the Director General (n=15)
- ▶ Representatives from provincial and territorial governments (n=13)
- ▶ Representatives from other organizations (n=4).

Interview guides were drafted by PRA and ESD for each stakeholder group. All potential participants received an email from ESD inviting them to participate. Each team within ESD and PRA was responsible for the logistical aspects of their interviews (scheduling and conducting), with the exception of note-taking, undertaken by PRA. For the convenience of the reader, consistency in terminology is provided using the following scale in reporting on key informant interviews. Approximate proportions are indicated for each term.





### 3.7 Surveys

Two surveys provided input into the Grouped Evaluation’s findings: a survey of sports organizations (NSO, MSO and CSC), and a survey of high performance and competitive development coaches.

#### Survey of sports organizations

The purpose of the survey was to gain feedback from sport organizations that are recipients of SC funding, regarding the relevance, effectiveness, and efficiency of the programs. The survey was a self-administered, web-based survey, and focussed on the three following target groups: NSO (n=56), MSO (n=20), and CSC (n=7).

The survey was online between March 10 and March 25, 2015. Sixty organizations responded to the survey, which represents an overall 72% response rate. Five questionnaires were incomplete and 18 organizations did not respond.

#### Survey of coaches

The purpose of the survey of coaches was to gain feedback from high performance and competitive development coaches regarding the relevance, effectiveness, and efficiency of the programs. The survey was designed as a self-administered, web-based survey, and focussed on the three following target groups:

- head coaches working with Canadian high performance athletes competing at the national or international level (n=107);
- assistance coaches working with Canadian high performance athletes competing at the national or international level (n=44); and
- development coaches working with Canadian athletes competing at the national or international level (n=37).

The Survey for High Performance and Competitive Development Coaches was conducted between October 9 and 29, 2015. From the 164 invitees that accessed and qualified to complete the survey, 124 completed the entire survey for a completion rate of 76%.

### **3.8 Case studies**

The evaluation included the following 10 case studies, which provide context-specific data to supplement and enrich the information being collected through the other lines of evidence:

- ▶ 6 NSOs (cross-country ski, freestyle ski, rowing, skating, soccer and the wheelchair basketball component of basketball);
- ▶ 1 MSO (Canadian Tire Jumpstart Charities);
- ▶ 2 Other Supporting Initiative (Go, le Grand défi Inc. and Own the Podium); and
- ▶ Legacy plans.

Each case study involved two interviews with stakeholders (it should be noted that there was four interviews for Legacy plans and five interviews for OTP), a review of relevant documents maintained by SC and information available on the organization's website, and an analysis of the files/data maintained by SC for each of the participating organizations.

### **3.9 Expert panel**

An online forum of experts (n=5) obtained input on a range of evaluation questions. PRA set up the online forum using phpBB forum software and hosted the forum for two consecutive weeks, from October 26 to November 6, 2015. The forum allowed participants to join the discussion by posting comments and responding to comments and other questions. PRA actively moderated the forum, first by creating an initial series of questions for the participants to respond to, based on data collected to date and findings emerging from the other lines of evidence and by actively exploring topics raised by experts over the course of the virtual panel discussion as well.

## 4. Findings – Relevance

### 4.1 Core Issue 1: Continued need for the program

#### A1.2 To what extent is federal support needed to achieve participation and excellence in sport?

All lines of evidence illustrate the importance of all three sport funding programs for achieving excellence in sport, and for participation, particularly for participation in high performance sport.

- ▶ The SSP is important to sport organizations to support their operations, provide programs and services, contribute to their excellence and/or high performance programming, and provide their athletes with competitive opportunities:
  - The SSP is the main financial source for some sport organizations; but even those that are not highly reliant on the SSP say the funds received are very important for their programs. This includes the recommendations from OTP for targeted excellence funding, and technical support for high performance sport.
  - Evidence also indicates the importance of the SSP to participation in general, via the bilateral agreements with P/Ts, as well as to the support non-governmental organizations that focus on participation at the community level, such as ParticipAction or Canadian Tire Jump Start.
  - Funding through the bilateral agreements assists P/Ts not only in offering participation programs but also in leveraging funds from their governments for these programs. Some P/Ts report that without this federal support they would not be able to offer these programs.
  
- ▶ The HP is viewed as important for providing organizations with the capacity to host international sport events here in Canada:
  - These events give athletes, coaches and officials, including those from under-represented groups, opportunities to participate in sport events, and to do so in Canada.
  - The HP support also provides leverage to organizations for accessing other sources of funds for hosted events, and the events generate legacies that are available for future use by athletes and, in some cases, the Canadian public.
  - However, sport organizations participating in case studies report that challenges exist in bidding for events in that bidders must assume substantial financial risks, given no guarantee of HP funding at the time of bidding, and that the HP does not provide any upfront funds to assist organizations with bidding costs. Plus, as also reported in case studies, while the HP will only fund competitive events, some international bodies may require organizations to prove their capacity by first hosting non-competitive events.

The AAP is viewed by all stakeholders as a critical source of income to athletes:

- The 2014 Status of Athlete Survey reported 46% of carded athletes' annual income is from federal funding; this funding allows them to focus on their training and competing.
  - The living and training allowance, as well as the tuition support from the AAP, also assists sports in retaining their high performance athletes so that they can develop to their potential and contribute to each sport's success.
  - However, the 2014 Status of the Athlete Survey, as well as case studies conducted for the evaluation, indicated that in some cases federal assistance is not sufficient to meet athletes' living and training needs.
- ▶ Insufficient information is available on P/T and non-governmentally-sourced funding of sport, which hinders our ability to assess the need for federal funding relative to other sources.

As was outlined in Table 2, the federal government invests substantial resources to sport through the three sport funding programs, with Gs&Cs totaling \$1.38 billion over the 2010–11 to 2014-15 evaluation period. In particular, funding to sport organizations through the SSP accounts for about 70% of the federal funds most years, with the exception of 2013–14 and 2014–15, where 45% and 66% of federal funds, respectively, flowed through the HP in support of the Toronto 2015 Games. All lines of evidence confirm the importance of the support from the SSP, HP and AAP to sport in Canada to achieving excellence and to facilitating athletes' participation in high performance sport. SSP funding is also important for contributing to sport development throughout the sport continuum and for providing support to facilitate participation at the community level through the bilateral agreements with the P/Ts and certain sport organizations that focus on sport participation.

### **Federal support through the SSP**

SSP funds have totaled \$739 million over the evaluation period, with a range of \$143 million to \$151 million (Table 4). Almost two-thirds (63%) of these funds were to NSOs, with 19% to MSOs, 11% to CSCs, 3% to other NGOs, and 4 % to P/Ts. SSP funds increased substantially for the evaluation period compared to the previous four years, growing by 30% between 2009-10 and 2010–11. Funds increased to all recipient types except for P/Ts.

Although from Table 4 it appears that participation funding declined over the evaluation period, this decline actually reflects how participation is accounted for in SC's budgets. If funding to organizations that focus on participation at the community level, such as Canadian Tire Jump Start, Kidsport, and ParticiP ACTION, among others, are included under participation in the later years of the evaluation, as they were in the earlier years, then the overall proportion of funding to participation has remained fairly steady, and was about 8% in 2014–15. As a note to the reader, SC representatives indicate that this funding envelope no longer exists. Core funding is provided to organizations to assist with their operations, and they have the opportunity to apply for the above core funding in the area of LTAD, ISI, and programming for athletes with a disability. There was a Sport Participation Development envelope separate from core funding, but this was combined with the core funding envelope as of April 1, 2013.

SSP recipient type	2006–07	2007–08	2008–09	2009–10	2010–11	2011–12	2012–13	2013–14	2014–15
NSO	\$59,567	\$66,276	\$72,303	\$74,949	\$91,039	\$94,603	\$93,323	\$92,062	\$91,210
MSO	\$17,657	\$18,644	\$19,703	\$18,993	\$26,529	\$25,614	\$33,801	\$31,451	\$26,720
CSC	\$7,030	\$7,677	\$8,159	\$8,715	\$15,218	\$14,676	\$15,615	\$16,300	\$16,039
Other NGOs	\$3,095	\$4,458	\$4,875	\$4,591	\$8,013	\$9,525	\$2,870	\$5,340	\$4,295
P/Ts	\$4,846	\$5,017	\$5,836	\$5,237	\$4,993	\$5,051	\$4,973	\$6,018	\$4,975
<b>Total SSP</b>	<b>\$92,195</b>	<b>\$102,072</b>	<b>\$110,877</b>	<b>\$112,484</b>	<b>\$145,793</b>	<b>\$149,470</b>	<b>\$150,583</b>	<b>\$151,170</b>	<b>\$143,239</b>
<b>Amount and proportion of SSP for selected envelopes</b>									
<b>Core funding*</b>	\$51,701	\$52,571	\$54,613	\$53,580	\$60,860	\$61,162	\$72,038	\$75,425	\$69,218
<b>Core funding %</b>	56%	52%	49%	48%	42%	41%	48%	50%	48%
<b>Excellence**</b>	\$22,988	\$29,756	\$36,523	\$39,507	\$63,198	\$64,485	\$64,847	\$65,549	\$65,819
<b>% Excellence</b>	25%	29%	33%	35%	43%	43%	43%	43%	46%
<b>Participation</b>	\$11,041	\$13,104	\$15,182	\$14,849	\$14,997	\$15,174	\$7,986	\$6,018	\$4,975
<b>Participation %</b>	12%	13%	14%	13%	10%	10%	5%	4%	3%
Source: G&C Budget Projections for 2006–07 to 2014–15									
*Includes athletes with a disability									
**Includes Team Sport Strategy									

Key informants report that the SSP assists sport organizations with their programs and operations, and that some NSOs are highly dependent on federal funding to ensure their continued operation. Sport organizations confirmed the importance of the SSP to support their operations, with all, or almost all, of CSC, MSO and NSO survey respondents saying the SSP was very important to their organization's overall budget for providing programs and services (Table 5).

### **Importance of SSP support to excellence**

Support to high performance sport and excellence accounts for a large proportion of SSP funding (see Table 4). In fact, increased SSP funding can largely be traced to increased funds to support targeted excellence, which represented from 39% to 46% of SSP funds over the evaluation period, with this proportion growing substantially from the previous four years. Targeted excellence funding is achieved through OTP, which serves as a high performance technical advisory body by “recommending funding levels for targeted athletes and sports to the national funding bodies, primarily Sport Canada but also the COC and CPC; and providing technical advice and leadership” (Canadian Heritage, 2013e, p. 12). Furthermore, even core funding to NSOs and CSCs, and some MSOs, goes toward facilitating these organizations' support of high performance sport.

Case studies of NSOs illustrate the importance of the SSP to sport organizations, with SSP funding representing from 12% to up to 90% of overall NSO revenues as of 2014-15, when targeted excellence funding is included. The importance of SC funding was also underscored in prior years. In a 2012 SC study, which found that 30% of the total 2008–09 and 2009–10 revenues for those sport organizations supported by SC was from the public sector, and mainly from SC (all programs combined). Based on the same 2012 study, looking only at NSOs, the relative importance appears even greater. Excluding the six NSOs with the highest level of private revenue (as “outliers”), it concludes that the other NSOs acquired an average of 50% of their revenue from all public sources (Canadian Heritage, 2012c, pp. 11&16).

Even where the SSP comprises a smaller proportion of NSOs' overall revenues, case study participants report that the support is critical, and contributes to such things as excellence programming. SSP funds also assist NSOs in maintaining their high performance programs; in

particular, targeted excellence funding is critical to this. As shown in Table 5, sport organization survey respondents, and particularly NSOs and CSCs, also widely reported on the importance of SSP support for various aspects of their programming related to excellence and/or high performance participation opportunities:

- ▶ Most or all NSOs and CSCs said the SSP is very important to support their organization’s high performance programs/national team and to provide their coaches with training and development opportunities.
- ▶ Most NSOs said the SSP is important for providing their athletes with competitive opportunities.

<b>Table 5: Sports organizations. How important is <i>Sport support program</i> funding to your organization, for each of the following?</b>				
	<b>Overall (n = 60)</b>	<b>CSC (n = 6)</b>	<b>MSO (n = 13)</b>	<b>NSO (n = 41)</b>
<b>As a component of your organization's overall budget for providing programs and services</b>				
Very important	97%	100%	85%	100%
<b>To support your organization's high performance programs/national team</b>				
Very important	80%	100%	46%	88%
Not applicable	12%	-	38%	5%
<b>To provide your athletes with competitive opportunities</b>				
Somewhat important	3%	17%	-	2%
Very important	73%	33%	31%	93%
Not applicable	20%	50%	54%	5%
<b>To provide your coaches with training and development opportunities</b>				
Very important	82%	100%	46%	90%
Not applicable	7%	-	31%	-

As well, sport organization survey respondents reported that the SSP is very or somewhat important for encouraging and facilitating participation in sport at the high performance level (99%), with most (87%) saying the SSP support is very important for this type of sport participation (see Table 6). In addition, 99% of respondents said the SSP funding is very important for assisting Canada’s athletes in achieving excellence and winning medals, with 82% saying it is very important.

<b>Table 6: Sports organizations. Thinking generally of sport in Canada, how important is Sport support program funding to the following?</b>		
	<b>(n = 60)</b>	<b>%</b>
<b>Encourage and facilitate participation in sport</b>		
Somewhat important	11	18%
Very important	42	70%
<b>Encourage and facilitate participation in competitive sport at the community level</b>		
Somewhat important	17	28%
Very important	35	58%
<b>Encourage and facilitate participation in sport specifically at the high performance competitive level</b>		
Somewhat important	7	12%
Very important	52	87%
<b>Assist Canada's athletes to achieve excellence and win medals</b>		
Somewhat important	10	17%
Very important	49	82%

### **Importance of SSP support to participation**

As well, sport organization survey respondents report that the SSP is very or somewhat important for encouraging and facilitating participation in general sport (88%) and in competitive sport at the community level (86%) (see Table 6).

Several MSOs and NGOs funded through the SSP focus specifically on facilitating and encouraging sport participation at the local level and/or encouraging physical activity. Target populations for these groups include children and youth, under-represented groups, or the general population. The case studies of two such organizations illustrate how SSP funds assist in encouraging participation in sport and physical activity.

- ▶ Approximately 8 to 10% of *Go, le Grand défi Inc.*'s total funds are from the SSP and are mainly used to support two workshops, *Bougez plus* and *Mangez mieux*. These workshops are offered to 125 primary schools throughout Québec and consist of teaching youth about healthy nutrition and physical activity with the help of video games, stationary bicycles and experts in the field. The funding from the SSP is mainly meant to support the organization by offering the workshops to a wider audience, extending to other provinces and territories across the country.
- ▶ Canadian Tire's Jumpstart program is a national charitable organization that also has support from the Canadian Tire Corporation, some provincial governments, corporate supporters, and community partners. The program distributes funds to Jumpstart's chapters across Canada to provide low-income children and youth opportunities to participate in sport through assistance with registration, equipment, and/or transportation. The Canadian Tire Corporation finances the general administrative expenses with all other funds, including those provided through the SSP, used to fund programs offered by local chapters. Approximately 6% of the program's total funds are from the SSP (\$1.3 million of \$22.1 million total funds in 2014-15).

Other SSP-funded organizations that focus on participation include the Canadian Association for the Advancement of Women and Sport and Physical Activity (CAAWS), the Canadian Deaf

Sports Association, Special Olympics Canada, Motivate Canada, ParticipACTION, Physical Health and Education Canada (PHE), and Kidsport. Together these organizations received \$6.9 million in funds from SSP in 2014–15, representing 5% of total SSP funds for that year. When including the \$5.0 million in SSP funds distributed to P/Ts through the bilateral agreements, a total of \$11.9 million, or 8% of SSP funds, was distributed to entities with a focus on facilitating sport participation and/or physical activity at the local level.

P/T representatives also report that the funding provided through the bilateral agreements assists them in providing programs and in leveraging funds from their own governments. Some P/T representatives said that, due to the shared 50/50 funding, they would not be able to obtain the funds from their governments without securing the federal funds, and would therefore not be able to offer the participation programs. Notably, given the matched funding aspect of the bilateral agreements, the federal funds leverage at least the same amount from P/Ts in support of sport participation, with some provinces contributing more. For example, the \$4.97 million of federal funds invested in the bilateral agreements in 2012–13 generated \$5.2 million in P/T funds and \$1.3 in in-kind funds (Sport Canada, 2014a, p. 4). Therefore, in 2012–13, every dollar of federal funds provided to P/Ts generated \$1.31 of P/T and in-kind funds in support of sport participation activities.

Some key informants also spoke of the importance of indirect federal support to overall sport participation through its involvement in sport development initiatives, such as the integration of LTAD principles, and collaborative initiatives including through the CSP. Indeed, while the intent of the reference to excellence and high performance sport is clear, the meaning of “sport participation” is less so. Key informants themselves had varying perceptions of the term “participation,” with some viewing this more so as sport participation at the local/community level and others viewing this as the full continuum of sport participation, from entry-level sport to high performance.

While the previous evaluation of the sport funding programs found that the role of the federal government in participation is not as clear as for excellence, SC has made efforts to define that role. SC’s 2014 Sport Development Framework outlines the components of the sport system to show progress from early sport to high performance excellence, and states that it is intended to provide an approach toward achieving the strategic outcome regarding “Canadians participating and excelling in sport.” The framework is based on (1) foundations, which relate to physical literacy and introduction to sport, and (2) the sport development pathway that “corresponds to the Competitive and High Performance Sport contexts, including where these overlap with Recreational Sport” (Sport Canada, 2014). SC’s role in sport, as articulated in the framework, is to play “a more direct role in the later stages of the **pathway**, while supporting national frameworks for consistent pan-Canadian delivery in **foundations** and early stages of the **pathway**” (Sport Canada, 2014).

## **Federal support through the HP**

HP funding to organizations totalled \$502 million over the evaluation period, with the majority of this (62%) representing the 2013–14 and 2014–15 funds allocated to the Toronto 2015 Games (see Table 7). Funding to ISSE Tier I and Tier II events increased somewhat throughout the evaluation period (with the exception of 2011–12 for Tier II events), and increased substantially from the previous four years (a 140% increase between 2006–07 and 2014–15).



Hosting event type	2006–07	2007–08	2008–09	2009–10	2010–11	2011–12	2012–13	2013–14	2014–15
ISSE Tier I	\$2,298	\$2,425	\$3,429	\$3,927	\$3,842	\$4,821	\$4,801	\$5,451	\$5,390
ISSE Tier II	\$2,365	\$2,485	\$550	\$2,110	\$4,390	\$785	\$4,810	\$5,459	\$5,822
IMMG	\$2,000	-	\$1,382	\$2,567	\$4,643	\$13,456	\$14,386	\$121,434	\$189,763
IMGAPPD	\$600	\$1,150	\$2,225	\$375	\$200	\$560	\$546	\$1,899	\$1,081
Canada Games	\$12,197	\$3,176	\$6,774	\$11,708	\$10,735	\$3,470	\$8,530	\$8,602	\$12,500
Legacy	N/A	N/A	N/A	N/A	\$0	\$0	\$0	\$0	\$65,000
<b>Total HP</b>	<b>\$19,460</b>	<b>\$9,236</b>	<b>\$14,360</b>	<b>\$20,687</b>	<b>\$23,810</b>	<b>\$23,092</b>	<b>\$33,073</b>	<b>\$142,844</b>	<b>\$279,555</b>

N/A: Not available.  
Source: G&C Budget Projections for 2003–04 to 2014–15

The federal support provided through the HP is viewed as important for providing opportunities for hosting sport events, and for athletes, coaches, and officials to participate in events here in Canada. Some key informants believe the HP is critical to providing sport organizations the capacity required to host events. As well, the HP is seen as particularly valuable in that it gives more athletes, including under-represented groups, opportunities to compete in sport events, including international events, and to do so in Canada on home soil.

Most sport organization survey respondents believe the HP is very important to enabling organizations to host sport events in Canada, with almost all NSOs (98%) reporting that the HP is very important (compared to 83% of CSCs and 85% of MSOs). Furthermore, almost all NSOs said the HP is very or somewhat important (97%) to facilitate organizations in leveraging other sources of funds for hosted events, and 85% said it is very important (compared to 67% of CSCs and 77% of MSOs saying it is very important).

Case studies of NSOs illustrate how hosting events in Canada provides opportunities for athletes and coaches/officials to compete and develop. Given the high cost of hosting sporting events, all NSO case study participants observed that the HP funding is essential for providing their organizations with the capacity to bid for and host international events. Through this support organizations have been able to host a variety of international events such as World Cups, World Championships, and Olympic qualifying events. The HP support also facilitates organizations in leveraging other sources of funds. Other cited benefits from such supported events include the following:

- ▶ Legacies that both sports and the communities can continue to benefit from after the event, such as through equipment and new or improved facilities, with the latter available to athletes for training and/or the communities for public enjoyment, are generated.
- ▶ Travel costs are lower, compared with the need to travel to events outside of Canada, and particularly to events outside of North America, so more athletes can compete in the events.
- ▶ Organizations have opportunities to strengthen partnerships with corporate and government stakeholders.
- ▶ Hosted smaller events serve as tests to show that organizations can successfully organize and host larger events, such as a World Cup.
- ▶ Opportunities are provided to build a sport's brand and reputation in Canada.

However, several case study participants also noted that sport organizations must often assume substantial upfront financial risk because the bidding process begins three to four years prior to an event, and that there is no guarantee of HP funding. Some type of guarantee of financial support from the HP would be helpful for alleviating this risk. In addition, according to the case study participants, the HP does not often provide upfront funds to assist organizations with bidding costs, which can be quite high. As well, the HP funds available can place limitations on the number of events the organization can bid on, given the expense involved in bidding and hosting international events. Finally, and also as heard through the case studies, another challenge is that, while the HP funds only competitive events, some international bodies have expectations for organizations to first host non-competitive events, such as a world conference, to demonstrate the organization’s ability to host competitive senior events.

### Federal support through the AAP

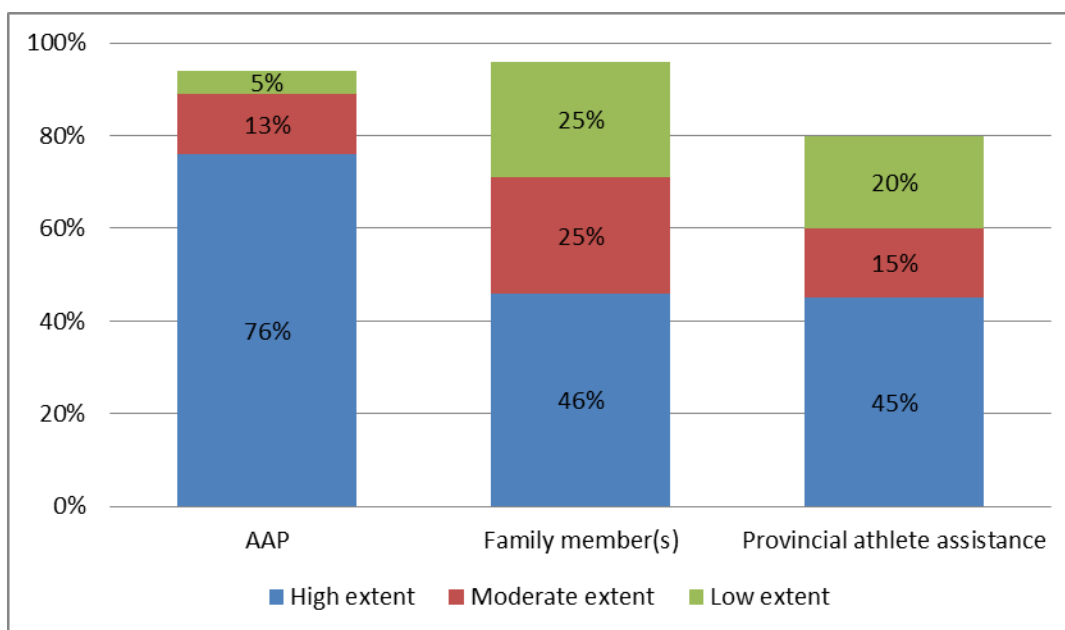
Federal support through the AAP has remained fairly consistent over the evaluation period (2010-11 to 2014-15), as well as for the four years previous years, ranging between just over \$25 million to just over \$27 million annually (Table 8). Funding to SR card levels accounted for 35% of total funds over the evaluation period, followed by Development cards, which accounted for 28% of funds distributed. The C1, SR1, and SR2 card levels together accounted for the remaining 37% of AAP funds distributed.

Card level	2006–07	2007–08	2008–09	2009–10	2010–11	2011–12	2012–13	2013–14	2014–15
Development	\$6,442	\$5,986	\$6,312	\$6,864	\$7,398	\$7,455	\$7,172	\$7,120	\$7,775
C1	\$2,095	\$1,944	\$1,667	\$1,783	\$1,716	\$2,009	\$1,307	\$1,625	\$2,177
SR	\$8,991	\$8,857	\$9,598	\$8,995	\$8,507	\$9,238	\$10,921	\$8,998	\$8,788
SR1	\$4,862	\$5,408	\$4,599	\$6,266	\$4,995	\$5,554	\$4,950	\$6,613	\$5,191
SR2	\$2,925	\$3,133	\$4,031	\$1,980	\$3,148	\$2,560	\$2,961	\$1,711	\$3,166
Oly/Para Cards*	In SR	In SR	In SR	In SR	in SR	in SR	In SR	\$222	\$13
<b>Total AAP</b>	<b>\$25,315</b>	<b>\$25,327</b>	<b>\$26,207</b>	<b>\$25,888</b>	<b>\$25,764</b>	<b>\$26,815</b>	<b>\$27,311</b>	<b>\$26,290</b>	<b>\$27,110</b>

Source: PMF-PMS-APQ\_MultiYear\_w Results for 2010–11 to 2013–14;  
 \*in SR means the Oly/Para card amount is included as part of the SR amount.

The AAP is viewed as a critical source of income to athletes to support them in their athletic careers. In the most recent 2014 Status of the High Performance Athlete Survey, the majority of carded athletes reported that they rely on the AAP to a high extent as a funding source. Athletes reported an average annual income of \$25,616 for 2012–13, of which an average of 46% was from federal support (\$11,746) and 14% (\$3,563) was from provincial support (EKOS Research Associates Inc., 2015, p. 29). However, when compared to survey results from 2009, the average personal income for high performance athletes has decreased substantially (especially when adjusted for inflation). From 2008 to 2012, the average annual income of carded athletes has dropped by \$1,500 (\$3,800 when indexed to inflation). This decrease in average annual income is mainly the result of a decrease in non-governmental assistance, particularly employment income, which has been steadily declining since 1997 (EKOS Research Associates Inc., 2015, p. 29).

**Figure 2: Athlete dependence on funding sources**



Source: EKOS Research Associates Inc., 2015, p. 36.

Key informants report that the AAP provides necessary financial support to allow athletes to focus on their training and competing and to offset some of the costs incurred in pursuing athletic careers. The tuition support is also important to athletes to assist them both in training and in pursuing a post-secondary education. Case studies of NSOs further confirm the need for high performance athletes to focus on their demanding training and competing schedules. All case study NSO representatives said that the AAP is very important to their athletes, and is sometimes athletes' primary source of funding. Case study participants noted that the rigorous training demands for high performance athletes (one example involves training two to three times per day, seven days a week) prevent athletes from maintaining full-time jobs. This is particularly true where athletes must relocate to where their sport's national team trains.

As well, because of the demands for training and competing, high performance athletes often put their education and non-sport careers on hold. The knowledge that they can receive tuition support from the AAP provides athletes with an incentive to stay in their sports and helps sports to retain athletes. Furthermore, through the education athletes receive through the assistance from the AAP many athletes continue to make significant contributions to their sports after completing their education.

Respondents to the sport organization survey and the coaches' survey echoed athletes' and case study NSOs' views on the AAP, with 85% of NSOs, 83% of CSCs, and 86% of coaches indicating that the AAP is very important in facilitating carded athletes in training and competing year-round (Table 9). As well, 63% of NSOs, 83% of CSCs, and 71% of coaches report the AAP's tuition support is very important to assist carded athletes in preparing for future career opportunities through post-secondary education. The remainder mainly noted that the AAP support is somewhat important. Most NSOs, CSCs, and coaches also believe the AAP is very or somewhat important for assisting athletes to achieve excellence and win medals, with the majority saying it is very important (80%, 67%, and 83%, respectively).

<b>Table 9: Sport organization survey: How important is <i>Athlete assistance program</i> funding to...; Coaches survey: Thinking of the athletes you are involved with, how important is <i>Athlete assistance program</i> funding to...</b>			
	<b>NSO (n = 41)</b>	<b>CSC (n = 6)</b>	<b>Coaches (n = 132)</b>
<b>Facilitate carded athletes in training and competing year-round</b>			
Somewhat important	2%	17%	6%
Very important	85%	83%	86%
<b>Assist Canada's athletes to achieve excellence and win medals</b>			
Somewhat important	7%	17%	10%
Very important	80%	67%	83%
<b>Assist carded athletes in preparing for future career opportunities through post-secondary education tuition support</b>			
Somewhat important	17%	17%	15%
Very important	63%	83%	71%
Note: Totals may not sum to 100% due to rounding.			

However, a majority of athletes responding to the 2014 Status of the High Performance Athlete Survey said that federal assistance is not sufficient. Over half of the athletes surveyed (51%) indicated that the funding provided under the AAP is not sufficient to meet their living and training needs, compared to about a third (35%) who said that the funding is sufficient (EKOS Research Associates Inc., 2015, p. 41). Insufficient AAP funding for athletes training full-time was also noted through the case studies, with athletes having to rely on family members or make other lifestyle sacrifices. Another survey, conducted as a component of a 2011 evaluation of OTP, revealed that 43% of individuals and 38% of organizations believe that Canadian athletes do not compete on an equal level with athletes of other countries, with close to 81% of individuals citing funding as a key area where Canada needs to catch up to other countries (Sport Law & Strategy Group, 2011, p. 19).

Furthermore, the 2013–14 AAP retired athlete exit questionnaire provides additional information on the extent of financial barriers affecting athletes. Specifically, when asked why they decided to retire, over 1 in 10 (13%) athletes cited “lack of funding support,” and 18% noted “insufficient income to support my family” as the reason for their decision to retire (Canadian Heritage, 2014a, p. 6).

### **Federal funding compared to other sources of funding**

The literature review conducted by SC assessed other sources of funding to sport beyond federal funding. Assessing the need for federal funding to sport based on comparing overall funding that is from federal sources with other sources is challenging in that limited information on funding to sport from P/Ts and non-government sources is available.

Available information on non-government support mainly describes private sector support for organizations operating in the national sport system. Information on private sector financial support for athletes in the form of sponsorships and donations is limited and does not provide an overall

picture of private sector funding available to athletes in Canada. However, a search of publicly available information suggests that a number of private sector companies provide direct funding — mainly bursaries, awards, and grants — to athletes. The literature review was unable to find studies or information that provide an overall picture of private sector funding for national or international sport events in Canada.

One report prepared by the Sport Development Division (SDD) of SC provides evidence of private sector contributions to national sport system organizations in Canada based on audited financial statement data for 56 NSOs, 15 MSOs, seven CSCs, and eight other organizations that received funding for projects. The study found that 70% of the total revenues for these organizations was from the private sector, with most organizations having a 50-50 split between private and public revenues) (Canadian Heritage, 2012c, p. 4). Data are presented in Table 10 below.

<b>Table 10: Public and private sector revenues (in \$ millions)</b>				
	<b>Public sector revenues</b>		<b>Private sector revenues</b>	
	<b>\$</b>	<b>%</b>	<b>\$</b>	<b>%</b>
<b>2008–09</b>	121	30%	276	70%
<b>2009–10</b>	133	29%	328	71%
Source: (Canadian Heritage, 2012c, p. 11).				

The same study also found that most private sector revenue in the national sport system is from events, including national championships and international competitions, as well as sponsorship, marketing, and fundraising, although the study also reported that it was not always possible to reliably disaggregate data, given that not all organizations categorize their revenues in a similar manner in the financial statements (Canadian Heritage, 2012c, pp. 13, 8–9). Findings were similar for a follow-up study that reviewed seven years (2004-05 to 2010-11) of financial statements for 29 NSOs (Sport Canada, 2013d, p. 10). The FPTSC launched a study in 2014-15 to look at private funding in the sport system.

The private sector also provides direct financial support to athletes, with some companies offering their own forms of athlete assistance programs to assist athletes with costs related to training, travel to competitions, and, in some cases, work experience. Examples of private sector athlete assistance initiatives are briefly described in Table 11 below.

<b>Table 11: Examples of private sector athlete assistance initiatives</b>		
<b>Company</b>	<b>Program</b>	<b>Description</b>
Canadian Imperial Bank of Commerce (CIBC)	CIBC Team Next	Created in 2013, the program provides \$2 million in funding to assist 67 athletes with training costs. Athletes received an annual \$5,000 grant (for a total of \$15,000) leading up to the 2015 Pan Am Games through 2016. Recipients also have access to CIBC products and services; mentorship from a prominent Canadian athlete; and workshops and advice on personal finances, post-secondary, and career planning, social media training, and public speaking.
Investors Group	Team Investors Group Amateur Athletes Fund	Created in 2000, the program provides annual bursaries of \$5,000 to 20 eligible amateur athletes.
Petro-Canada	Fuelling Athlete and Coaching Excellence (FACE) Program	The program provides funding to Canadian non-carded amateur athletes to help them achieve national carded status. Annually, the program provides \$500,000 to 50 athlete and coach pairings (\$10,000 each). Funding can be used for training, equipment, and travel to competitions. All current Olympic and Paralympic sports are eligible and athletes are nominated by NSOs.
Royal Bank of Canada (RBC)	RBC Olympians Program	Created in 2002, the program provides elite athletes with funding and an opportunity to gain work experience in conjunction with a flexible work schedule, to allow them to train and compete. This allows them to gain skills and experience to help them in their transitions to life after sport. The program hires Canadian Olympic and Paralympic athletes as community ambassadors who bring positive messages of excellence, leadership, and healthy and active lifestyles to Canadian communities.

Additionally, charitable organizations that provide direct funding support for elite athletes have been created. These organizations rely on private donations to provide funding. Canadian charitable organizations include the following:

- ▶ *B2Ten*, created in 2005, provides training and preparation services to elite amateur athletes and invests in the development of coaches. B2Ten conducts a comprehensive analysis of each athlete’s specific requirements and provides expertise, funding, and services to complement and enhance their training and programming (B2Ten, 2014). No documented information could be found on the level of support provided by B2Ten.
- ▶ *Canadian Athletes Now Fund (CAN Fund)* has been providing funding to Canadian Olympic and Paralympic athletes for over 10 years. Eligible athletes apply twice per year (summer and winter). Successful applicants receive \$6,000 in funding (for a total of \$12,000 annually). The charity supported over 80% of the Canadian athletes who competed at the Vancouver and Sochi Winter Olympic Games and 70% of the Canadian athletes who competed in the London Summer Olympic Games (Canadian Athletes Now Fund, 2012).

Further, the private sector is also involved in supporting overall participation and physical activity. ViaSport is a non-profit organization in British Columbia that works with the government to support sport participation. As noted above, some of the organizations receiving SSP support are non-profit organizations that focus on facilitating and encouraging sport participation and physical

activity at the local level.

### **P/T support to sport**

Beyond the support provided by the shared F-P/T funding through the bilateral agreements, P/Ts also focus particularly on supporting overall physical activity and sport participation at the local and community levels. P/Ts also fund high performance sport in their jurisdictions through various means, such as funding PSOs and/or funding athletes through their own athlete assistance programs, and funding hosting events. However, overall levels of funding to sport by P/Ts are not available.

## **4.2 Core Issue 2: Alignment with government priorities**

### **A2.1 To what extent are the mandates and objectives of each funding program consistent with federal policies and priorities, and specifically with Canadian Heritage's strategic outcomes?**

The mandate and objectives of the sport funding programs align with federal policies and priorities and with PCH's strategic outcomes.

- ▶ All three programs have objectives related to participating and excelling in sport and are therefore directly linked to PCH's strategic outcome that "Canadians participate and excel in sport" (Canadian Heritage, 2014h, p. 8).
- ▶ The three sport funding programs support PCH's program activity area whereby "Canada has a sport system where high performance athletes and Canadians can participate and excel in sport within a technically sound and ethical support structure" (Canadian Heritage, 2014h, p. 8).
- ▶ Each of the programs supports three to four of the CSP 2012 goals, and they collectively support all five CSP 2012 goals.
- ▶ SC has also developed several strategies that can be linked to the various objectives of one or more of the three sport funding programs (*Sport Excellence Strategy — 2011 to 2016, Sport Canada Strategy on Ethical Sport 2010*).
- ▶ Beyond the CSP 2012, there are numerous SC, Government of Canada, or F-P/T policies that the sport programs align with and support.

### **Alignment with PCH strategic outcomes and Government of Canada outcomes**

Program documentation indicates that the objectives of the three funding programs are directly related to PCH's strategic outcomes and are aligned with the goals put forward by federal policies and priorities. PCH's RPP 2013–14 identifies the department's three strategic outcomes, the third of which is directly linked to sport, with the goal that "Canadians participate and excel in sport" (Canadian Heritage, 2014h, p. 8). All three programs have objectives linked to participating and excelling in sport.

In addition to supporting this strategic outcome, SC's Performance Measurement, Evaluation, and Risk Strategy 2011 states that the three sport funding programs support PCH's program activity area whereby "Canada has a sport system where high performance athletes and

Canadians can participate and excel in sport within a technically sound and ethical support structure” (Canadian Heritage, 2014h, p. 8). Further, the sport funding programs appear to align with and support the GoC’s outcome for a vibrant Canadian culture and heritage, “by supporting initiatives, including sport, that play an important role in fostering patriotism and improving our quality of life” (Canadian Heritage, 2014h, p. 8).

**Alignment with federal policies and priorities**

An assessment of a variety of federal policies and priorities demonstrates consistency and alignment with the sport funding programs. As illustrated in Table 12, the objectives of each of the three sport funding programs are clearly related to one or more of the CSP 2012 objectives and can be viewed collectively as supporting all five of the CSP 2012 objectives, although, based on funding distribution, emphasis is on the High Performance Sport CSP 2012 objective. Key informants also observed that SSP, including the bilateral agreements with P/Ts and organizations that focus on participation and/or physical activity, supports the introduction to sport and recreational sport goals of the CSP 2012.

<b>Table 12: Alignment of sport funding programs objectives with CSP 2012 goals</b>	
<b>Sport funding programs objectives</b>	<b>CSP 2012 goals</b>
<p><b>Sport Support Program</b></p> <ul style="list-style-type: none"> <li>- Increase the opportunities to participate in quality sport activities for all Canadians, including under-represented groups</li> <li>- Increase the capacity of the Canadian sport system to systematically achieve world-class results at the highest international competitions</li> <li>- Contribute to the provision of technical sport leadership within the Canadian sport system</li> <li>- Advance Canadian interests, values, and ethics in sport at home and abroad</li> </ul>	<p><b>Introduction to Sport</b></p> <ul style="list-style-type: none"> <li>- Canadians develop the fundamental skills, knowledge, and attitudes to participate in organized and unorganized sport.</li> </ul> <p><b>Recreational Sport</b></p> <ul style="list-style-type: none"> <li>- Canadians have the opportunity to participate in sport for fun, health, social interaction, and relaxation (with a particular focus on increasing participation among under-represented and marginalized groups).</li> </ul> <p><b>Competitive Sport</b></p> <ul style="list-style-type: none"> <li>- Canadians have the opportunity to improve and measure their performance against others in competition in a safe and ethical manner.</li> </ul> <p><b>High Performance Sport</b></p> <ul style="list-style-type: none"> <li>- Canadians are achieving world-class results at the highest levels of international competition through fair and ethical means.</li> </ul> <p><b>Sport for Development</b></p> <ul style="list-style-type: none"> <li>- Sport is used as a tool for social and economic development, as well as in the promotion of values at home and abroad.</li> </ul>
<p><b>Athlete Assistance Program</b></p> <ul style="list-style-type: none"> <li>- Financially support Canadian athletes who are performing at or have the greatest potential to achieve top 16 results at the Olympic or Paralympic Games and World Championships</li> <li>- Enable Canada’s carded athletes to participate in year-round national training and competition regimes to further their athletic goals</li> <li>- Assist Canada’s carded athletes in preparing to engage in full- or part-time career activities</li> </ul>	
<p><b>Hosting Program</b></p> <ul style="list-style-type: none"> <li>- Strengthen the sport excellence and sport development impacts of bidding and hosting the Canada Games and targeted international sport events</li> <li>- Increase access and equity for designated under-represented groups through contributions to international bidding and hosting events</li> <li>- Strengthen the associated economic, social, cultural, and community impacts of supported bidding and hosting projects</li> </ul>	



SC has also developed a number of policies and strategies which are aligned with PCH's strategic outcomes, as well as with the CSP 2012 objectives, and which can be linked to the various objectives of one or more of the three sport funding programs. Strategies developed include the following:

- ▶ *Sport Excellence Strategy (2011 to 2016)*, which aligns with the “High performance sport” goal of the CSP 2012 and which focusses on enhancing athlete performance and success, as well as achieving greater podium results at the Olympic and Paralympic Games and Senior World Championships. (Sport Canada, 2011b, p. 1)
- ▶ *Sport Canada Strategy on Ethical Sport (2010)*, which supports the “Sport for development” objective of the CSP 2012, defines SC's role in advancing and supporting ethical sport in Canada and abroad (Canadian Heritage, 2011b, p. 1).

Other policies include the following:

- ▶ *Sport Canada's Policy on Aboriginal Peoples' Participation in Sport (2005)*, which is guided by the CSP 2002/2012, focusses on enhanced participation, enhanced excellence, enhanced capacity, and enhanced interaction for Indigenous Peoples in sport (Canadian Heritage, 2005).
- ▶ *Policy on Sport for Persons with a Disability (2006)*, which has the similar objectives of the above policy for enhanced participation, excellence, capacity, and interaction in sport for persons with a disability (Canadian Heritage, 2006, p. 9).
- ▶ *Actively Engaged: A Policy on Sport for Women and Girls (2009)*, whose objective is to foster sport environments through the sport continuum where women and girls are provided quality sport experiences and equitable support by sport organizations (Canadian Heritage, 2009a, p. 6).
- ▶ *Federal Policy for Hosting International Sport Events (2008)*, is directly associated with the HP, as it provides a framework for delivering the program, outlining the approach for bidding on, investing in, and hosting international sport events (Government of Canada, 2008).
- ▶ *Canadian Policy Against Doping in Sport (2011)*, which is endorsed by F-P/T governments, outlines the vision for ethical, doping-free sport, where F-P/T governments will encourage a sport system where all stakeholders have awareness and understanding of their anti-doping responsibilities, and are engaged in doping-free sport that will be reinforced through sport organizations' policies, rules, and procedures (Government of Canada, 2011).

SC's 2014 Sport Development Framework also provides their approach for achieving the strategic outcome that “Canadians participate and excel in sport” within the context of the CSP 2012 and the Canadian sport system (Sport Canada, 2014).

### 4.3 Core Issue 3: Alignment with federal roles and responsibilities

#### A3.1 How does provision of federal funds to sport programs align with federal roles and responsibilities?

Federal roles and responsibilities, as established by legislation, clearly articulate the authority for provision of federal funds to sport programs.

- ▶ The *Department of Canadian Heritage Act* established PCH and the Minister of PCH and provides the department and the Minister with the authority to encourage, promote, and develop sport, and includes the provision of financial assistance.
- ▶ The PASA defines Canada's objectives for sport as increasing participation and supporting sport excellence, which includes increasing the sport system capacity. Under the Act the Minister of Health has the authority to provide funding for achieving these objectives, with the Minister of Canadian Heritage responsible for sport.

Key informants and sport experts primarily see SC's responsibilities as:

- ▶ Supporting excellence and high performance through SC programs, including OTP recommendation funding, though there is confusion in the roles between OTP and SC.
- ▶ Supporting general participation and recreational sport is more indirect in the form of the bilateral agreements or through funding other participation-focussed sport organizations, such as Canadian Tire Jump Start Charities.
- ▶ However, stakeholders also attribute a federal leadership role to SC with respect to both high performance and participation, through the provisions of policy and initiatives (e.g., LTAD, the next generation of Canadian high performance athletes) that inform a national approach, as well as the coordination and promotion of participation.

The provision of federal funds to sport programs can be linked to the roles and responsibilities of PCH and the Minister of PCH, as outlined in the *Department of Canadian Heritage Act*, and is closely aligned with the objectives described in the PASA.

The *Department of Canadian Heritage Act*, enacted in 1995, established PCH and the Minister of PCH. Section 4 of the Act outlines the Minister's areas of jurisdiction, which includes the "encouragement, promotion and development of sport" and advancing the equality of status and use of French and English. Further, Section 7 allows the Minister to "provide financial assistance in the form of grants, contributions, and endowments to any person" to facilitate the implementation of any program introduced under the Act (Government of Canada, 1995, p. 3).

Directly related to PCH's role of advancing the equality of status and the use of both official languages is Section 41 of the *Official Languages Act* (OLA), which outlines the GoC's commitment to "fostering the full recognition and use of both English and French in Canadian society" (Government of Canada, 2014, sec. 41).

In 2003, the Government of Canada enacted the *PASA* to replace the *Fitness and Amateur Sport*

*Act* of 1961 in order to modernize Canada's policies as they relate to sport and physical activity. The *Act* defines Canada's objectives for both physical activity and sport, confirming the federal government's role in sport participation and excellence. For physical activity, the *Act* describes the following three objectives: promoting the health benefits of physical activity; encouraging Canadians to be physically active; and reducing barriers to activity for all Canadians (Government of Canada, 2003, p. 2). The Minister of Canadian Heritage is responsible for sport; two objectives for sport as described by the Act (Section 4[2]), include (1) increasing participation in sport and supporting the pursuit of excellence in sport, and (2) building sport system capacity (Government of Canada, 2003, p. 2, sec. 4). Further, the Act notes that these objectives are based on ethical principles, including doping-free sport, equitable treatment and access, and effective dispute resolution.

Section 5 of the *PASA* also provides the Minister of PCH with the authority to enact a broad range of measures with respect to federal involvement in physical activity and sport in order to achieve its objectives (Government of Canada, 2003, pp. 2–4, sec. 5) (see section 2.2.1 for details on the types of measures). Additionally, Sections 7 and 8 of the Act describe provisions which allow the Minister to enter into agreements with provinces and territories as well as with other countries to “encourage, promote, and develop physical activity and sport” (Government of Canada, 2003, pp. 4, sec. 7–8).

Based on the above, federal funding to the three sport funding programs is aligned with the provisions outlined in the *Department of Canadian Heritage Act*, which provides PCH and the Minister of PCH with the ability to provide financial assistance for the encouragement, promotion, and development of sport. In addition, the official language requirements for SSP and HP recipients support the GoC and PCH's responsibilities regarding the advancement of the equality of status and use of English and French. Further, federal funding provided through the three sport programs is also very much aligned with the objectives and measures outlined in the *PASA*, which, among other things, allow the Minister of PCH to provide funding to projects or programs to increase participation in sport, support excellence in sport, and increase sport system capacity.

In addition to the federal roles and responsibilities established by legislation, many key informants are of the opinion that the federal government has responsibilities for supporting sport excellence and high performance sport. Although some P/Ts provide financial support to excellence and high performance sport, this support is viewed as complementing rather than duplicating federal funding. Many key informants believe that recreational sport and sport participation at the local level are more under the purview of the P/Ts. Some key informants expressed the opinion that the federal government support to general participation is more indirect, through the bilateral agreement support to P/Ts for programs or through funding participation and physical activity focussed organizations (e.g., Kidsport), as well as through providing leadership and guidance in sport development (e.g. LTAD implementation). Furthermore, as was discussed under A1.2, key informants had varying perceptions of the term “participation,” with some viewing this more so as sport participation at the local/community level, while others view this as the full continuum of sport participation. SC has made efforts to define their role in sport through the Sport Development Framework, stating they take a more direct role in the later stages (training for and attaining high performance) and a more supportive role for the earlier stages of the sport continuum (Sport Canada, 2014).

Some sport experts also believe funding participation to be the mandate of P/Ts, and that if SC does have a role; it is most likely in connection with a national approach for coordinating and

promoting participation. For example, it could take part in addressing participation declines, as well as in understanding the levels of sport participation, as the distinction between sport, recreation, and physical activity is not clear. As well, the distinction between sport participation and high performance sport is also unclear, which further creates challenges with respect to federal responsibilities. That being said, there is some thought that, given the stages leading to podium performance, there is some overlap between federal and P/T responsibilities at the lower end of this pathway. A further challenge to the federal government is in determining responsibilities for those P/Ts where low capacity or interest in specific Paralympic sports exists, or for meeting the needs of Indigenous athletes and sport development in Indigenous communities.

A few key informants also believe the federal government has roles and responsibilities for providing (or facilitating) a national approach or framework for sport through policy, initiatives, and other tools. Examples provided include the CSP 2002/2012, LTAD, and CS4L.

## **5. Findings – Performance**

### **5.1 Core Issue 4: Achievement of expected outcomes**

#### **5.1.1 Trends in participation**

##### **Relative importance for Canadians**

###### **A1.1. What evidence exists that Canadians consider participation and excelling in sport important?**

Canadians continue to place importance on participating in sport, particularly for their children.

The high value Canadians place on sport did not clearly translate into increased participation rates for Canadians, with limited evidence suggesting participation rates fluctuated over the evaluation period.

Furthermore, there is difficulty in measuring general Canadian participation in sport, as there is no standardized way of assessing participation and the definition of participation is not clear. There is a distinction between a continuous decline in the percentage of participation in sporting activities since 1992 and a slight increase in participation in active leisure.

The costs associated with participation are viewed as one of the main barriers for participating in sport activities. Other barriers include time, unfamiliarity with the Canadian sport system, lack of sport facilities, lack of physical education programming in schools, and other personal reasons (e.g., illness, injuries).

##### **Value of participation**

Several lines of evidence confirm that Canadians consider participation in sport important. Key informants stated that Canadians value sport participation for contributing to a healthy lifestyle, quality of life, community development, and national pride, and for achieving social objectives. The survey of sport organizations (NSOs, MSOs, CSCs) undertaken as part of this evaluation indicates that sport organizations believe Canadians view participation in sport as either very important (58%) or somewhat important (38%). Almost all sport organizations believe Canadians view having their children participate in sport as either very important (85%) or somewhat important (13%).

A 2011 survey conducted by the Sport Information Research Centre (SIRC) provides insight into the views of Canadians and Canadian organizations regarding sport in Canada to inform the development of a successor to the CSP 2002. The study suggests that, overall, respondents view participation in sport as important and that sport provides a number of benefits for individuals and society as a whole, including improved health and well-being, athlete development, personal improvement, and the promotion of positive values. In particular, it notes the following:

- ▶ Canadians say they participate in sport for a variety of reasons, with the majority stating that they do so as a source of fun (85%) and for their health (80%), as well as for the competition (73%), skill development (61%), and to be with friends (60%).

- ▶ Organizations say they get involved in promoting sport participation to promote healthy lifestyles (84%) and to increase exposure of children/youth to sport (77%).
- ▶ Most of the individuals and organizations surveyed (82%) cite population health as one of sport’s greatest contributions to Canadian society over the next 10 years. Other important contributions include “*community building*,” “*social development*,” “*nation building (national pride)*,” and “*civic engagement*” (in order of importance).
- ▶ Key values that individuals and organizations believe should define sport include “*enjoyment*,” “*respect*,” “*fair play*,” and “*the pursuit of excellence (individual/personal)*” (in order of importance).

See Table 13 below for more details.

<b>Table 13: Sport’s contribution to Canadian society and values that should define sport</b>		
	<b>Individuals</b>	<b>Organizations</b>
<b>Sport’s greatest contribution to Canadian society over the next 10 years</b>		
Population health	82%	82%
Community building	55%	57%
Social development	54%	51%
Nation building (national pride)	45%	43%
Civic engagement (volunteerism)	29%	37%
Other	7%	6%
<b>Values that should define sport, as practiced on the field of play, in Canada</b>		
Enjoyment	89%	90%
Respect	86%	89%
Fair play	76%	78%
Pursuit of excellence (individual/personal)	76%	74%
Teamwork	72%	71%
Integrity	70%	69%
Safety	67%	77%
Accessibility for all	63%	74%
Ethical conduct	63%	67%
Participant-centred	52%	64%
Pursuit of excellence (objective/measured)	50%	47%
Moral education and development	48%	53%
Knowledge-based	43%	46%
Other	7%	6%
Source: (SIRC, 2011a, 2011b).		

In addition to the SIRC survey, the 2011–12 Sport Monitor from the Canadian Fitness and Lifestyle Research Institute (CFLRI) gathered further information on Canadian views of the importance of sport. The CFLRI reported that 59% of Canadians view sport as important to them personally. The CFLRI reported that this proportion has not changed since 2006-07. Similar to the SIRC survey results, 70% of Canadians believe sport is very important for overall health and well-being, while 53% say sport is very important for building such skills as discipline and leadership.

### **Level of participation**

The evaluation found few recent measurements of actual Canadian participation rates in sport and varying stakeholder opinions on trends in participation in recent years. The most recent findings from the 2010 General Social Survey reported that participation in sport among Canadians aged 15 years or older has been progressively declining since 1992 — dropping from 45% in 1992 to 26% in 2010. On the other hand, the literature review also found that there has been a slight increase in Canadians' participation in physical activity, which includes physical fitness training, brisk walking, jogging, snowshoeing, and gardening.

Over the evaluation period, there is data on the number of Canadians participating in sport through the sport organizations' membership, special projects, and P/T bilateral agreements (see Table 14 below). This limited data suggests that there was not a clear trend in participation over the evaluation period. NSO membership declined slightly (6%) over the evaluation period, from 5.63 million in 2009–10 to 5.30 million in 2014–15. The performance measurement framework (PMF) indicates that participation in sport through activities that are related to F-P/T bilateral agreements increased by 10% between 2010–11 and 2011–12, decreased by one-third in 2012–13, and increased by a quarter in 2013–14 (the latest year for which data are available). The same source indicates that participation related to programming under the SPDP, persons with a disability, or the Canadian Heritage Sport Fund (CHSF) components increased since the last evaluation in 2009–10, but decreased again by almost half in 2012–13. In addition, participation related to special projects has varied widely over the last six years, increasing steadily from 291,000 in 2009–10 to 1,753,000 in 2013–14, before falling by a third to 1,385,000 in 2014–15. SC representatives explained that the substantial increase in special project participation in 2013–14 onward is because participation measurement changed for those years. Participation based on membership in NSOs remained roughly stable at over five million members from 2009–10 to 2014–15.

Note that these participation rates only describe sport participation within these programs, and therefore do not represent general Canadian participation rates in sport, as in the 2010 General Social Survey. Challenges related to measuring participation are described further under evaluation question D.3, which examines the extent to which the current measurement framework is effective at capturing the results of the program. Although some SC key informants said they are satisfied with the performance measurement strategy (PMS) and that it provides useful information and tracks performance results, one of the identified challenges with the PMS is the difficulty in obtaining accurate measures of participation, particularly for under-represented groups, specifically because sports organizations are not required to report on these groups separately and do not necessarily collect that information for privacy reasons. Another key issue identified by key informants is that there is no consensus on a clear definition of participation, and participation can include any and all forms of participation in sport activities, competitively and recreationally. Key informants noted that standardized definitions of participation and approaches for measuring participation are required. P/T representatives also identified difficulties in completing some aspects of the bilateral agreements tracking tool and said that accurately tracking participation is challenging due to privacy issues, which necessarily limit the ability to track participation of target populations.

<b>Table 14: Number of Canadians participating in sport through sport organizations' membership, special projects, and P/T bilateral agreements</b>						
<b>Participation program</b>	<b>2009-10</b>	<b>2010-11</b>	<b>2011-12</b>	<b>2012-13</b>	<b>2013-14</b>	<b>2014-15</b>
	Numbers participating* ('000)					
Bilateral activities	N/A	1,555	1,685	1,133	1,417	N/A**
SPDP/persons with a disability/CHSF	1,033	1,206	2,046	1,087	n/a ***	n/a****
Special projects*****	291	345	342	498	1,753	1,385
NSO membership*****	5,632	5,632	5,632	5,303	5,303	5,303
<b>Total participation</b>	<b>6,956</b>	<b>8,738</b>	<b>9,705</b>	<b>8,021</b>	<b>8,473</b>	<b>6,688</b>

Source: Sport Canada. *Data Collection Matrix\_PMF.xlsx*  
Notes: N/A – not available; n/a – not applicable.  
\*Participants include athletes, coaches, and officials.  
\*\*SC indicated that this information will be available in the early stages of 2016.  
\*\*\*No longer tracked as of 2013–14.  
\*\*\*\*Special projects are conducted by MSOs, and OSIs, and include sport participation initiatives where the goal is to increase the numbers of Canadians participating in sport. Participants include athletes, coaches, and volunteers (*Data Collection Matrix\_PMF.xlsx*).  
\*\*\*\*\*The information is collected every four years.

The survey of organizations suggests that a narrow majority of NSOs believe participation in their sport as a whole has increased somewhat or significantly. In particular, between 52% and 61% of NSOs indicate that, over the past five years, participation in their own sport has increased somewhat or significantly for adults (52%) and children, and youth (61%). These findings suggest the possibility of an increase in sport participation; however, it is impossible to draw conclusions about the actual overall participation rates. Key informants have similarly mixed perspectives on recent sport participation trends. A few P/T representatives reported recent increases in PSO membership numbers, as well as indications of increased participation based on data gathered as part of bilateral agreements.

In contrast, some SC representatives reported declining participation. Although some noted their opinion was based on studies, surveys, or Statistics Canada data, their exact sources are unclear. Some also mentioned that participation rates have been declining among specific population groups, such as with girls and women (especially female coaches and adolescent girls); however, they did not comment on the reasons for why this has been occurring.

### **Barriers to participation**

The evidence from interviews and documentation points to cost as one of the main barriers to participation in sport, particularly for lower-income families as well as children and youth.

Key informants noted that these costs, along with unfamiliarity with the Canadian sport system, are barriers — specifically for newcomers — to Canada to participate in sport. This is consistent with a 2014 study by the Institute for Canadian Citizenship, which similarly reported that newcomers to Canada are often challenged in participating in sport due to their unfamiliarity with Canada's sport system, as well as their need to focus on finding work, housing, and schools.

Other barriers identified by key informants and documentation include the following:



- ▶ In the SIRC survey, time was identified by Canadians as often as costs as the main barrier to participation. This was similarly noted in the CFLRI survey.
- ▶ The lack of sport facilities and other physical and social environmental barriers were identified as barriers by Canadians in the CFLRI survey, including not having the right type of facilities nearby, not having anyone to participate with, lack of information on how to participate, and not enough places to be active, among other reasons.
- ▶ The lack of physical education programming in schools was identified as a barrier by key informants, with some noting that there should be an increase in the integration of physical activity and sport into school curriculums, and that schools are vital to teaching physical literacy and encouraging children and youth to engage in sport.
- ▶ Other personal reasons — such as illness, injuries, or lack of motivation — were identified as barriers by Canadians in the CFLRI survey.

## **Opportunities to participate, including for under-represented groups**

### **B1.2 What evidence exists that sport programs provided Canadians, including identified under-represented groups, with opportunities to participate in sport?**

Several lines of evidence suggest that new opportunities have been created for women, girls, and persons with a disability over the evaluation period.

Women remain under-represented in coaching (between 17% and 24% over the last 12 years) and NSOs expressed concern with the number of coaches qualified for coaching athletes with a disability.

P/T representatives, SC representatives, and sport organizations believe there are limited opportunities for Indigenous people to participate in sport. Various stakeholders attribute this to a lack of capacity in Indigenous communities (similar finding in the previous evaluation); a lack of culturally appropriate, local opportunities; and a lack of capacity or resources in NSOs and PSOs to focus on programming for Indigenous populations.

#### **Programming to promote participation**

SC has contributed substantial resources toward creating opportunities for Canadians and under-represented groups to participate in sport, primarily through F-P/T bilateral agreements. These activities are set out as one of the main objectives of the three-year bilateral agreement (2012–15) between the Government of Canada and the provincial and territorial governments; namely, to advance “Introduction to Sport” and to support projects that provide opportunities for persons from under-represented or marginalized populations to participate in sport (Sport Canada, 2014a, p. 4).

The most recent report on the bilateral agreements for FY 2011–12 describes a number of initiatives carried out by the provinces and territories to advance participation in sport, including providing opportunities for under-represented groups to participate in sport. Under the bilateral agreements for that fiscal year, the Government of Canada invested \$5.1 million across all P/Ts and the P/Ts invested \$8.8 million in matching funds, for a total of \$13.9 million to support 135 newly developed or existing initiatives and programs (Sport Canada, 2013a, 2013c). A total of \$4.2 million was set aside to support 55 projects targeting under-represented groups (Sport Canada, 2013b, 2013c):

- ▶ A total of \$3.6 million in funding was provided to support 41 projects targeting Indigenous peoples.
- ▶ A total of \$402,176 in funding was provided to support 11 projects for persons with a disability specifically.
- ▶ A total of \$202,000 in funding was provided to support three projects for women and girls.

P/T representatives further cite initiatives that are funded through the bilateral agreements, which aim to increase participation generally, including physical activity programs in schools, training programs for coaches and officials, programs and initiatives focusing on introduction to sport, funding for organizations and community groups, programs that provide funding for equipment, and initiatives to improve participation among children and youth. Most P/T representatives also report that their bilateral agreements are funding programs and initiatives that specifically target under-represented groups, including Indigenous people, persons with a disability, and girls and women. Many F-P/T bilateral agreement recipient reports on projects/activities sampled for the file review indicate that under-represented groups are target populations.

Overall, key informants were positive about the opportunities provided to persons with a disability. A few P/T representatives provided examples of initiatives and programs funded through their bilateral agreements, such as programs that provide equipment and initiatives that aim to inform persons with a disability of opportunities to participate in sport. A few SC representatives noted that SC provides funding to organizations targeting persons with a disability to improve opportunities for persons with a disability in sport, including the Canadian Paralympic Committee, Special Olympics Canada, and the Canadian Deaf Sports Association. Moreover, it was mentioned that funding envelopes for persons with a disability have been included in core funding for NSOs. Similarly, key informants reported that girls and women are being provided with sufficient opportunities to participate in sport through bilateral agreements and funding to the Canadian Association for the Advancement of Women and Sport and Physical Activity (CAAWS).

Although P/T representatives point to several examples of initiatives funded from bilateral agreements that target Indigenous populations, some P/T representatives, SC representatives, and sports organizations believe there are limited opportunities for Indigenous peoples to participate in sport. A few key informants (P/T and SC representatives), case study participants, and experts attribute this to the following:

- ▶ a lack of culturally appropriate, local opportunities;
- ▶ as per the last evaluation, a lack of capacity in Indigenous communities to deliver the programming; and
- ▶ a lack of capacity or resources in NSOs and P/TSOs to focus on programming for Indigenous populations also plays a role.

A few SC representatives noted that there is limited to no data available on opportunities to participate in sport for persons with a disability and Indigenous peoples. This issue was also raised during case studies. Along similar lines, a high proportion of respondents in the survey of organizations indicated that they did not know whether programs contribute to opportunities for Indigenous athletes. Evaluation question B2.1 details similar findings from the survey of coaches, which found that a substantial proportion of respondents do not know if HP contributes sufficient

opportunities for Indigenous high performance athletes.

### Trends in sport participation

As described earlier, there are limited data on participation trends among the general Canadian public, for possible reasons as described in evaluation question D.3. However, some lines of evidence describe participation among under-represented groups participating in SC-funded programming. According to the database of the AAP, there has been an increase in both the number and the percentage of females and athletes with a disability being supported by the AAP over the past ten years, while other sources indicate fluctuating participation among these groups without a clear trend over the evaluation period.

For example, the proportion of events providing extra competition opportunities have increased (these occur when Canada is permitted to have more athletes participate in events when it is the host country); however, this figure decreased for athletes with a disability over the period. See Table 15 below.

<b>Table 15: Proportion of events providing extra competition opportunities due to the event being held in Canada and funds spent on Paralympic events, 2009–10 to 2013–14</b>					
	2009-10	2010-11	2011-12	2012-13	2013-14
	% of supported events providing extra competition opportunities				
Extra competition opportunities to Canadians	N/A	5.26%	66.67%	39.39%	56%
Extra competition opportunities to Canadians from under-represented groups	N/A	5.26%	7.94%	1.52%	1.56%
HP funds to Paralympic events	\$199,997	\$624,997	\$584,004	\$529,998	\$1,228,417
Source: Sport Canada. <i>Data Collection Matrix_PMF.xlsx</i>					

The number and scope of SC-funded special projects to promote the participation of persons with a disability via sport organizations has fluctuated widely over the last five years, and consequently so has the number of Canadians that have participated in sport via these projects. See Table 16 below.

<b>Table 16: Projects supported by Sport Canada and Canadians participating through projects, 2009–10 to 2014–15</b>					
Project complement	2010-11	2011-12	2012-13	2013-14	2014-15*
	Numbers				
P/T bilateral, SPDP, Canadian Heritage Sport, and persons with a disability projects supported by Sport Canada	80	191	186	92	92
Number of Canadian Indigenous people and persons with a disability participating in sport**	97,572	192,865	2,786	N/A	N/A
Number of Canadians, not including under-represented groups, participating in sport*	3,008,789	3,880,656	2,715,956	2,061,417	274,460
Source: Sport Canada. <i>Data Collection Matrix_PMF.xlsx</i>					
*SC indicated that the 2014–15 numbers are not yet complete, with an estimate upward of 1.1 million participants that will be included early in 2016 when the information becomes available.					
**Participating in sport as an athlete, coach, or volunteer, through sport organizations' special projects and P/T bilateral agreements.					

Some documentation provides evidence of increased participation among under-represented groups. In particular, the funding associated with the FY 2012–13 bilateral agreements allowed provinces and territories to provide 478 newly developed or existing sport programs and activities to 1.1 million Canadians (Sport Canada, 2014a). This includes over 105,000 participants from under-represented groups, such as Indigenous people, persons with a disability, and women and girls. Among these groups, the most often targeted was Indigenous peoples (95,674 participants), followed by persons with a disability (6,148 participants) and women and girls (4,012 participants) (Canadian Heritage, n.d.-b; Sport Canada, 2014a, p. 7).

### Participation of women in sport

Table 17 below illustrates a substantial increase in the number and percentage of women athletes in ISSEs from FY 2009–10 to FY 2010–11. Although participation numbers for women did not continue to increase at the same rate throughout 2011–12 to 2012–13, they remained above 2009–10 levels (Canadian Heritage, 2014e, p. 10). The HP Performance Analysis explains that this increase may be due to SC's 2009 implementation of *Actively Engaged: A Policy on Sport for Women and Girls*, which was meant to encourage NSOs to provide equal opportunities for men and women athletes. Among carded athletes overall, the proportion of women has increased from 46% in FY 2005-06 to 49% in FY 2014-15.

<b>Table 17: Participation of women athletes in ISSEs, 2009–10 to 2012–13</b>			
Year	# women athletes in ISSEs	Total # Canadian athletes in ISSEs	% women athletes at ISSE-funded events
2009–10	875	3,162	27.67%
2010–11	1,825	3,899	46.81%
2011–12	1,603	3,722	43.07%
2012–13	1,385	3,484	39.75%
Source: (Canadian Heritage, 2014e, p. 10).			

Substantial proportions of NSOs, MSOs, and CSCs surveyed as part of the survey of organizations thought the three funding programs contributed to opportunities for female athletes. In particular,

94% reported that the SSP contributes to opportunities for female athletes to a moderate or great extent, 81% reported that the AAP contributes to a moderate or great extent as well, and 75% reported that the HP contributes to a moderate or great extent to opportunities for female athletes.

The survey of coaches reveals less positive results about female participation, as close to half of respondents (an average of 48%) believe that the contribution of the HP contributed to sufficient opportunities to participate in sport events in Canada to a moderate or great extent for male and female able-bodied Canadian developing athletes, male and female high performance athletes, and their coaches. When asked to what extent such opportunities to participate in sport events in Canada have improved over the past five years, a little less (an average of 37%) reported that the program has done so to a moderate or great extent for these groups.

### Participation of athletes with a disability in sport

Table 18 below illustrates a substantial increase in the number of athletes with a disability in HP-funded ISSEs, approximately doubling from 157 in 2008–09 to 316 in 2012–13. Over this period, the percentage of athletes with a disability among all athletes also increased, rising from 4.87% in 2009–10 to 9.07% in 2012–13. The 2014 HP ISSE Performance Analysis suggests these increases may be partially due to an increase in the number of sports included in the Paralympic Games program (Canadian Heritage, 2014e, p. 11). Among carded athletes overall, the proportion of athletes with a disability has remained fairly stable over the last decade, between 12% and 16%.

Year	# athletes with a disability	% athletes with a disability participating at funded events	# funded athletes with a disability events
2008–09	157	-	9
2009–10	154	4.87%	4
2010–11	191	4.90%	6
2011–12	257	6.90%	7
2012–13	316	9.07%	8

Source: (Canadian Heritage, 2014e, p. 11).

The majority of NSOs, MSOs, and CSCs surveyed believe that the three funding programs contributed to opportunities for athletes with a disability. In particular, 78% of organizations indicated that the SSP contributes to a moderate or great extent in this regard. Over two-thirds (65%) of respondents indicated that the AAP contributes in this regard, and over half (59%) indicated that the HP also contributes to a moderate or great extent to providing opportunities for athletes with a disability. As described in evaluation question B2.1, coaches were less positive about the contribution of HP to developing and high performance athletes with a disability.

### Participation of Indigenous peoples in sport

Results from the survey of sport organizations indicate that respondents were less positive regarding opportunities provided to developing or high performance Indigenous athletes to participate in sport. In particular, about a quarter of the respondents reported that the three sport funding programs as a whole provide opportunities only to a small extent or not at all for Indigenous athletes to participate in sport at the high performance level (22% for SSP, 24% for AAP, and 30% for HP). Additionally, a majority of respondent organizations reported that they only provide opportunities to a small extent or not at all for Indigenous people to participate in

sport, at either the development or high performance competitive level. The proportion of respondents who believe the HP contributed opportunities to Indigenous athletes “to a great extent” is small (6%) compared with athletes with a disability (35%) and women athletes (52%). Large proportions of the organizations surveyed did not know whether programs contribute to opportunities for Indigenous athletes at a high performance level. In particular, 32% do not know if the SSP does this, 40% do not know whether the AAP does this, and 37% do not know whether the HP contributes in this regard. As described in evaluation question B2.1, many coaches also reported not knowing if the HP has contributed sufficient opportunities to developing Indigenous athletes (42%) or high performance Indigenous athletes (44%).

### **Trends in participation for coaches and officials**

Respondents to the survey of organizations saw coaching as another area of improvement for under-represented groups in particular. NSOs were dissatisfied with the number of women pursuing coaching full-time and the number of coaches qualified for coaching athletes with a disability (more discussion on this topic in section B2.2 regarding access to quality programs and services). The data in Table 19 below further illustrates these issues, as women are substantially less common as national team coaches (between 17% and 24% over the years) and these proportions do not appear to be improving over time. Furthermore, the percentage of national team coaches coaching athletes with a disability or both able-bodied and athletes with a disability is similarly low — between 14% and 21% over the evaluation period.

The survey of coaches also found dissatisfaction with participation for coaching. In particular, 42% are dissatisfied with the number of coaches interested in pursuing coaching than those who are satisfied (35%). Over half of the respondents (56%) are dissatisfied with the number of female coaches, compared to only 21% who were satisfied. Approximately a third of respondents are dissatisfied with the number of male and female coaches who are qualified for coaching athletes with a disability.

**Table 19: National team coaching statistics by special interest group, 2003–04 to 2014–15**

Fiscal year	% of total coaches that are		
	Female	Bilingual	Coaching athletes with a disability or both able-bodied and athletes with a disability
2003–04	21%	28%	13%
2004–05	20%	32%	14%
2005–06	18%	31%	14%
2006–07	21%	26%	14%
2007–08	24%	24%	16%
2008–09	22%	28%	16%
2009–10	21%	28%	18%
2010–11	20%	31%	20%
2011–12	18%	32%	21%
2012–13	18%	30%	18%
2013–14	18%	30%	14%
2014–15	17%	29%	20%

Sources: Sport Canada , 2004–05 to 2012–13 from “Coach Salaries and numbers. 2004–13.xls”; 2003–04 from Coach reports spreadsheets (NSOs Coaching Form Annex reporting).

## Opportunities through hosted events specifically

### B2.1 To what extent do Canadian athletes, coaches, and officials have opportunities to participate at sport events in Canada funded by Sport Canada?

As per B1.2, SC has contributed substantial resources toward creating opportunities for under-represented groups to participate in sport, and data on HP-funded ISSEs indicate increased participation among women and athletes with a disability over the evaluation period. However, sport organizations and coaches surveyed indicated a need to provide further opportunities for under-represented groups — particularly athletes with a disability and Indigenous athletes — to participate in events (ISSEs and other types of funded events).

Program documentation related to HP-funded ISSEs suggests increased opportunities for Canadians to participate in hosted events. In particular, the 2014 HP Performance Analysis notes increasing numbers of events funded and increasing participation rates (Canadian Heritage, 2014e, p. 8). Specifically Table 20 describes the number of funded ISSEs from FY 2007–08 to FY 2012–13, illustrating an increase in the total number of events over part of the evaluation period, from 51 in FY 2009–10 to 65 in FY 2012–13. Table 21 illustrates substantial increases in participation for Canadian athletes in ISSE-funded events from FY 2009–10 to FY 2012–13 for carded athletes. Program documentation suggests lower travel costs to send athletes to international events hosted in Canada and the prestige associated with the events may be factors influencing increased participation (Canadian Heritage, 2014e, pp. 7–8).

**Table 20: Number of funded ISSEs**

Year	Total
2007–08	55
2008–09	63
2009–10	51
2010–11	57
2011–12	61
2012–13	65

Source: (Canadian Heritage, 2014e, p. 8)

**Table 21: Number of Canadian athletes participating in ISSE-funded events**

Year	Carded	Non-carded
2009–10	404	2,758
2010–11	558	3,341
2011–12	675	3,047
2012–13	927	2,557

Source: (Canadian Heritage, 2014e, p. 8)  
 Note: The source does not indicate whether the same athlete was counted multiple times, based on competing in multiple competitions.

Additional data further suggest increases in opportunities for high performance able-bodied athletes to participate in events over the evaluation period. For example, the number of requests for funding accepted by the HP has risen substantially in the past five years (74%), and the proportion of accepted requests has increased from 66% to 86% over that period. See Table 22 below.

	<b>Number of requests</b>	<b>Number accepted</b>	<b>% accepted</b>
<b>2007–08 to 2009–10 total</b>	<b>222</b>	<b>169</b>	<b>76%</b>
2009–10	76	50	66%
2010–11	81	58	72%
2011–12	83	67	81%
2012–13	80	64	80%
2013–14	79	63	80%
2014–15	101	87	86%

Sources: Sport Canada. 2009–10 to 2013–14 from *Data Collection Matrix\_PMF.xlsx*; 2007–08 to 2009–10 totals from previous evaluation.

The PMF tracks the overall number of events providing extra competition opportunities over time, due to the event being held in Canada. “Extra competition opportunities” occur when Canada is permitted to have more athletes participate in events when it is the host country. The proportion of supported events that provide extra competition opportunities increased significantly from 5.26% in 2010–11 to 66.67% in 2011–12. By 2013–14, the last year for which this data is available, more than half of supported events provided extra opportunities.

Program stakeholders provided further evidence of opportunities for Canadian athletes, coaches, and officials to participate in competition events. Key informants estimated that 60 to 90 events are held across Canada each year, the majority of which are Tier 1 events. Hosting sports events in Canada is considered important by key informants and NSO case study participants for a number of reasons, including the following:

- ▶ Travel costs are significantly reduced. As a result, a greater number of Canadian athletes have the opportunity to participate in events and gain valuable competition experience. This also allows Canadian coaches and officials to gain experience and achieve certification. Many events include workshops and clinics for coaches and officials.
- ▶ Upgraded or newly built facilities from the events are usually made available to Canadian athletes for training and for hosting other sports events.
- ▶ Events hosted in Canada result in positive economic impacts for the host community and region.

The survey of organizations resulted in similar findings. When asked about whether the HP created sufficient opportunities to participate in sport events in Canada, 58% of respondents reported that the program has done so to a moderate or great extent for developing athletes, 75% reported that the program has done so to a moderate or great extent for high performance athletes, and 70% reported that the HP has contributed to a moderate or great extent for female athletes.

However, the participation of under-represented groups in events has been a challenge. As per Table 23 below, the participation of athletes with a disability appears to have reached a peak in 2010–11 at 610 athletes, and has decreased by almost half since, to 321 athletes in 2013–14. The participation of Indigenous athletes appears even more cyclical than that of any other group, peaking in 2009–10 and again in 2011–12, and plummeting since. SC representatives attribute



these cyclical results to the North American Indigenous Games (NAIG) cycle. SC representatives reiterated that the participation opportunities are a function of the number of events and the nature of those events, which can vary substantially from year to year.

	2009-10	2010-11	2011-12	2012-13	2013-14
Athletes with a disability	154	610	196	316	321
Indigenous athletes	1,975	118	1,079	21	8
<b>Total</b>	<b>2,129</b>	<b>728</b>	<b>1,275</b>	<b>337</b>	<b>329</b>

Source: Sport Canada. *Data Collection Matrix\_PMF.xlsx*.

Furthermore, the survey of organizations indicates that the HP did not provide sufficient opportunities for under-represented groups to participate in events, particularly persons with a disability and Indigenous peoples. In particular, approximately 4 in 10 of respondents indicated that the HP has provided opportunities only to a small extent or not at all for persons with a disability and Indigenous peoples to participate in sports events in Canada over the last five years. According to SC representatives, this is despite the HP funding of the NAIG in Regina, Saskatchewan in 2014 and the AWG in 2010 (Alberta) and 2012 (Yukon).

Similarly, although many coaches believe that the HP has provided sufficient opportunities for Canadian high performance athletes to participate in sport events in Canada overall, substantially fewer coaches believe that the HP provided sufficient opportunities for athletes with a disability. In particular, only about 20% of coaches indicated that the HP has contributed to sufficient opportunities to a moderate or great extent for either female or male athletes with a disability. In terms of Indigenous athletes, 44% of the respondents reported not knowing if the HP has contributed sufficient opportunities to Indigenous female and male high performance athletes, while only 9% indicated that the HP has contributed to sufficient opportunities to a moderate or great extent for these athletes. Only about 5% believe that such opportunities improved during the evaluation period, while 43% did not know.

### 5.1.2 Focus on excellence

#### Relative importance of excellence

As described in relation to A1.1 in the section *Relative importance for Canadians*, stakeholders believe that excelling in sport is important to Canadians.

- ▶ Many key informants attributed the increased public support for high performance sport to Canada’s success at the 2010 Winter Olympics/Paralympics in Vancouver. Some P/T representatives also indicated that their governments increased financial assistance to high performance athletes after those games.
- ▶ Sport organizations believe that the majority of Canadians are interested in seeing Canadian high performance athletes excel in their sport. In particular, 68% of survey respondents indicated that it is very important to Canadians to see our high performance athletes win medals, and another 23% indicated that it is somewhat important.

- ▶ The SIRC survey indicates that the majority (76%) of Canadians see the pursuit of excellence at the individual and personal level as one of the values that should define sport in Canada.
- ▶ Finally, the 2013 General Social Survey reports that 60% of surveyed Canadians are proud of Canada's achievements in sport.

### **Trend in performance of elite athletes**

#### **B1.6. To what extent have Canadian athletes improved performances at Olympics, Paralympics, and Senior World Championships?**

Based on SC's Annual Olympic Ranking of Nations to assess comparative performance (results per nation across all Olympic events at Olympic Games and Senior World Championships), Canada has been fairly consistent, with some fluctuations in the rankings.

- ▶ **Winter Index:** Since 2006, Canada has consistently ranked second in gold medals and all medals, with the exception of 2012 when it ranked first in gold medals and 2014 when it ranked first in all medals.
- ▶ **Summer Index:** Canada has slowly improved its ranking between 2006 and 2014 in all medals, from 17th to 16th, but its ranking has declined in terms of gold medals, from 18th to 26th.
- ▶ **Combined Index:** It has remained fairly stable since 2006. The % of top 8s as medals has also remained fairly stable, increasing only marginally between 2006 and 2014 for the Winter Index, Summer Index, and Combined Index.

There is not currently a comparable index for Paralympic sports. However, we do know that Canadian performances at Paralympics have improved at Winter Games, but worsened at Summer Games.

- ▶ **Summer Games:** At the 2012 Paralympic Games, Canada ranked 20th in the gold medal ranking with seven gold medals — down from 19th in Beijing 2008 -, and 13th in the total medal ranking with 31 medals — down from 50 medals in Beijing 2008.
- ▶ **Winter Games:** At the 2014 Paralympic Games, 30 Canadian athletes won medals. This was a significant increase over the 11 athletes and 2 guides who won medals in 2010; in 2014, Canada won medals in five of the six sports in which it competed, up from three out of five in 2010.

Stakeholders believe that targeted funding based on OTP recommendations has been a key factor in improved performances at Olympic Games, Paralympic Games, and their respective Senior World Championships, and that the AAP and the HP have also made very important contributions to improving athlete performances. However, in view of the complexity of the sports system and the variety of players supporting excellence it is difficult to determine how much of the impact can be attributed solely to OTP funding recommendations.

The performance of Canadian athletes at Olympics, Paralympics, and Senior World Championships has been the subject of considerable review by SC in the past five years, since the best-ever performance of Canadian athletes at the 2010 Winter Olympics and Paralympics hosted by Canada in Vancouver and Whistler. Since that time, Canadian athletes have competed

at the 2012 Olympic and Paralympic Summer Games in London, England; the 2014 Olympic and Paralympic Games in Sochi, Russia; and sport-specific Senior World Championships. As a “winter nation,” Canada’s performance in the winter sports has historically been consistently better than the summer sports. In addition, the initial focus of SC’s first *Sport Excellence Strategy* —launched in August 2005 with the creation of OTP — was on achieving podium results at the 2010 Olympic and Paralympic Winter Games. In November 2006, the mandate of OTP was expanded to include targeted sports on the program of the Olympic and Paralympic Summer Games and again in June 2010 to include the Summer Team Sport Strategy (Sport Canada, 2011b, p. 1). The last evaluation of the sport funding programs indicated that, by 2010, it appeared that targeted excellence funding was having some impact on performance in winter sports (Canadian Heritage, 2011a).

As indicated previously, OTP focusses on performance at Olympic and Paralympic events, and sets goals accordingly; it does not set goals or examine performance at World Cup events. In the following two sub-sections, we first use this lens to look at performance over time, followed by another approach used by SC, the Index Ranking of Nations.

### **Olympic and Paralympic performance**

The overall Olympic and Paralympic performance of Canadian athletes remained fairly stable throughout the evaluation period in terms of the number of Canadians achieving podium and Top 8 results in Olympic and Paralympic events (see detail in tables below). Note that the number of events and number of participating countries in a given year influences medal counts and rankings.

In terms of medal points, Canada’s winter Olympic performance has increased each year from 2002 to 2014, with a slight decline in 2009. There has also been progress in Summer Olympics medal points (albeit slower and less steady progress). In particular, using international Summer Olympics medal points rankings, Canada moved from 20th in 2002 to 17th in 2014. Without duplicating here the detailed analyses conducted by SC, their main conclusions are particularly relevant to address the evaluation question at hand.

#### **Summer Olympic and Paralympic performance**

As indicated in SC’s 2012 Olympic/Paralympic Analysis Report, objectives for the London 2012 Olympic and Paralympic Games were as follows:

- ▶ to place in the top-12 teams in terms of total medals at the Olympic Games; and
- ▶ to place in the top-8 teams in terms of gold medals at the Paralympic Games.

Canada did not reach either of these two objectives; however, it was within one position at the Olympic Games. More specifically, Canada ranked 13th as a nation in total medal count with 19 medals, matching the total medal count from Beijing 2008. However, with only one gold medal — down from three at each of the last three summer Olympic Games — Canada ranked 36th in the official rankings which use the gold medal standard.

At the 2012 Paralympic Games, Canada ranked 20th in the gold medal ranking with seven gold medals — down from 19 in Beijing 2008; and 13th in the total medal ranking with 31 medals — down from 50 medals in Beijing 2008.

- ▶ This was a significant decrease in performance from Beijing. SC attributed this partially to the fact that athletes who won 11 of the gold medals and 24 of the total medals in Beijing in 2008 had retired and did not compete in 2012. A major concern voiced by SC in the report is that these athletes have not been replaced with athletes of a similar quality.
- ▶ Another measure of performance used by SC in their post-Games analysis was the actual number of individual athletes who returned home with a Paralympic medal. At the Paralympic Games in Beijing, 46 Canadian athletes won medals, while in London that number decreased to 41 athletes. Nine athletes won multiple medals.

SC's conclusion of their 2012 analysis was that Canada's performance at the 2012 summer Olympic Games was below expectations. However, they also noted that the full benefits of Summer Sport Enhanced Excellence funding would not be known until Rio 2016, at the earliest.

### **Winter Olympic and Paralympic performance**

The 2014 Winter Olympic and Paralympic Games provided Canada with an opportunity to determine if the success experienced at the 2010 Winter Olympic and Paralympic Games hosted in Vancouver and Whistler was to be repeated. As noted in SC's post-Games analysis report, Canada's objectives for the Sochi 2014 Winter Olympic and Paralympic Games were the following:

- ▶ to contend for first place at the 2014 Olympic Games
- ▶ to finish third in gold medals at the 2014 Paralympic Games

Canada ranked fourth as a nation at the Sochi 2014 Winter Olympic Games in total medal count with 25 medals, one medal less than the total medal count from Vancouver 2010. Eighty-six Canadian athletes won medals, down one from Vancouver four years earlier (87).

At the 2014 Winter Paralympic Games, Canada ranked fourth in the total medal ranking with 16 medals — down from 19 medals in Vancouver 2010. In 2014, thirty Canadian athletes won medals — a significant increase over the 11 athletes who won medals in 2010. In 2014, Canada won medals in five of the six sports in which it competed, up from three out of five in 2010.

SC concluded that its performances at both the Sochi 2014 Winter Olympic and Paralympic Games were the best-ever at a non-hosted Games. However, for Canada to be among the top three countries, SC concluded that more emphasis needs to be placed on winning multiple medals in those sports in which there are opportunities.

More detail is presented in tables below.

**Table 24: Canada's historic medal attainment at Olympic games**

Season and year	Numbers and %				Medals rank	Medal points** *
	Countries medalling*	Gold medals	Total medals	% of total medals**		
<b>Winter</b>						
1976	16	1	3	3%	11	9
1980	19	-	2	2%	13	4
1984	17	2	4	3%	9	14
1988	17	-	5	4%	12	9
1992	20	2	7	4%	9	21
1994	22	3	13	7%	6	37
1998	24	6	15	7%	5	49
2002	24	7	17	7%	4	51
2006	26	7	24	9%	3	72
2010	26	14	26	10%	3	96
2014	26	10	25	8%	4	85
<b>Summer</b>						
1972	48	0	5	<1%	22	9
1976	41	0	11	3%	13	21
1980	36	-	-	-	-	-
1984	47	10	44	6%	4	120
1988	51	3	10	1%	19	26
1992	65	7	18	2%	15	54
1996	77	3	22	3%	11	56
2000	80	3	14	2%	18	32
2004	73	3	12	1%	19	36
2008	87	3	19	2%	13	49
2012	79	1	18	2%	13	32

The number of events and the number of participating countries in a given year influence medal counts and rankings.

\*Countries medalling is the total number of countries that received at least one medal.

\*\*% of total medals is calculated as the total medals divided by the total number of medals distributed across all countries for the Olympic Games in that year.

\*\*\*Medal points are calculated based on calculations used for Sport Canada's Annual Olympic Ranking Index of Nations (calculated as a sum of five points for each gold, three points for each silver, and one point for each bronze).

Sources: 2012 and 2014 results from OTP, accessed at <http://ownthepodium.org/Resources/Results-Winter-Paralympic.aspx>; 2010 and earlier results from Canadian Olympic Committee website, <http://www.olympic.ca/>.

<b>Table 25: Canada's historic medal attainment at Paralympic games</b>						
Year	Number of medals				Medals rank*	Medal points**
	Gold	Silver	Bronze	Total		
<b>Winter Games</b>						
1976	2	-	2	4	9	12
1980	2	3	1	6	8	20
1984	2	8	4	14	10	38
1988	5	3	5	13	8	39
1992	2	4	6	12	9	28
1994	1	2	5	8	14	16
1998	1	9	5	15	15	37
2002	6	4	5	15	6	47
2006	5	3	5	13	6	39
2010	10	5	4	19	3	69
2014	7	2	7	16	3	48
<b>Summer Games</b>						
1968	6	6	7	19	12	55
1972	5	6	8	20	13	51
1976	25	26	26	77	6	229
1980	64	35	31	130	4	456
1984	87	82	69	238	3	750
1988	54	42	55	151	4	451
1992	28	21	26	75	6	229
1996	24	22	24	70	7	210
2000	38	33	25	96	3	314
2004	28	19	25	72	3	222
2008	19	10	21	50	7	146
2012	7	15	9	31	20	89
<p>*Medals rank is based on the number of gold medals, which is a common ranking method for Paralympics.  **Medal points are calculated based on calculations used for Sport Canada's Annual Olympic Ranking Index of Nations (calculated as a sum of five points for each gold, three points for each silver, and one point for each bronze).  Sources: 2012 and 2014 results from OTP, accessed at <a href="http://ownthepodium.org/Resources/Results-Winter-Paralympic.aspx/">http://ownthepodium.org/Resources/Results-Winter-Paralympic.aspx/</a>; 2010 and earlier results from Canadian Olympic Committee website, <a href="http://www.olympic.ca/">http://www.olympic.ca/</a>.  Note that the number of events and number of participating countries in a given year influences medal counts and rankings.</p>						

### Canada's overall sport ranking internationally

SC created its own Annual Olympic Ranking of Nations to assess comparative performance, based on results per nation across all Olympic events at Olympic Games and Senior World Championships (Gold medal total per nation, medal point total per nation, top 8 total per nation, top 8 point total per nation) (Canadian Heritage, 2014i). The index is produced annually at the end of each calendar year, and the results are aggregated with the results of the three previous years to produce a comprehensive four-year cycle of results. There is not currently a comparable index developed for Paralympic sport performance.

- ▶ Based on the Winter Olympics Nations Ranking Index, since 2006, Canada has consistently ranked second in gold medals and all medals, with the exception of 2012 when it ranked first in gold medals and 2014 when it ranked first in all medals.
- ▶ Based on the summer index, Canada has slowly improved its ranking between 2006 and 2014 in all medals, from 17th to 16th, but its ranking has declined in terms of gold medals, from 18th to 26th.
- ▶ This has resulted in a combined ranking (winter and summer) that has remained fairly stable since 2006. The % of top 8s as medals has also remained fairly stable, increasing only marginally between 2006 and 2014 for the winter index, summer index, and combined index.

<b>Table 26: Canada's 2006 to 2014 progression of World ranking index — gold medals, all medals, and top 8s (numbers and points) for winter, summer, and combined</b>										
Four-year cycle ending	Gold medals		All medals		Number top 8s		Top 8 points*		% of Top 8s medals	
	#	Rank	#	Rank	#	Rank	Points	Rank	%	Rank
<b>Winter Olympics Nations Ranking Index</b>										
2006	31	2	88	2	206	3	1,094	2	43%	7
2007	33	2	94	2	216	3	1,141	2	44%	6
2008	32	2	101	2	230	2	1,216	2	44%	5
2009	28	3	102	2	232	2	1,209	2	44%	4
2010	34	2	103	2	243	2	1,250	2	42%	4
2011	39	2	109	2	253	2	1,317	2	43%	5
2012	43	1	106	2	246	2	1,301	2	43%	4
2013	44	2	106	2	251	2	1,318	2	42%	5
2014	40	2	105	1	236	4	1,249	2	45%	4
<b>Summer Olympics Nations Ranking Index</b>										
2006	13	18	61	17	210	13	901	15	29%	17
2007	9	21	53	17	194	13	806	16	27%	17
2008	9	22	59	16	195	13	825	15	30%	15
2009	8	26	55	18	196	13	799	14	28%	15
2010	9	24	53	18	194	13	790	15	27%	16
2011	9	22	56	16	193	13	806	14	29%	16
2012	7	28	56	16	190	12	769	14	30%	15
2013	8	25	61	17	191	11	781	15	32%	15
2014	7	26	64	16	194	11	802	13	33%	15
<b>Combined Olympics Nations Ranking Index</b>										
2006	44	8	149	7	416	6	1,995	6	36%	11
2007	42	8	147	8	410	7	1,946	7	36%	13
2008	41	10	160	6	425	6	2,041	7	38%	11
2009	36	11	156	6	428	6	2,007	7	36%	10
2010	43	9	156	7	437	6	2,040	7	36%	13
2011	48	7	165	7	446	7	2,123	7	37%	10
2012	50	7	162	7	436	7	2,070	7	37%	11
2013	52	7	167	7	442	7	2,099	7	38%	11
2014	47	9	169	7	430	7	2,051	7	39%	10
Notes: The Annual Olympic Ranking of Nations is based on results per nation across all Olympic events at Olympic Games and Senior World Championships (Gold medal total per nation, medal total per nation, medal point total per nation, top 8 total per nation, top 8 point total per nation). Top 8 points scored as follows: 1 <sup>st</sup> – 10 points; 2 <sup>nd</sup> – 8 points; 3 <sup>rd</sup> to 8 <sup>th</sup> – 6 to 1 points, respectively.										
Source: Sport Canada, Technical Papers #3, Annual Olympic Ranking Index of Nations, Sport Observatory, January 2015, 2014, 2013, 2012, 2011, 2010, 2009, 2008, 2007.										

### Factors affecting performance

The perception of various stakeholders is that targeted excellence funding based on OTP recommendations has been a key factor. In addition, stakeholders indicated that the AAP and the HP have also made very important contributions to improving athlete performances at Olympics,



Paralympics, and Senior World Championships, with the AAP off-setting athletes' costs while the HP provides funding for international sports events hosted in Canada, allowing for a greater number of Canadian athletes to participate in world-class competition events. Representatives of NSOs who participated in case studies are more nuanced in their interpretation of the trend in performance of their national athletes. In particular, some indicated that the criteria and approach to targeted excellence funding can have a negative impact on the longer-term trend in the performance of some athletes, and in some cases, on the overall national team: poor performance at an Olympic event gets an athlete (or several athletes) "downgraded," which equals less funding and services which furthers the cycle of poorer performance, and so on. This can broaden the gap between "have" and "have-not" athletes. Finally, other entities beyond SC and OTP play a role in selecting and supporting high performance athletes and national teams, which may affect performance. The COC, the CPC, and B2Ten are also key players in this area, as they all support high performance athletes with potential in specific sports, based on their own criteria.

## **Efficiency and fairness of carding system**

### **B1.5: To what extent do Canadian athletes advance through the carding system?**

Athletes' progress through the carding system has slowed, and they hold on to senior cards for a longer period.

Overall, sports organizations and coaches consider the AAP funding for each carded level — as well as the structure and criteria — as effective and fair for advancing athletes through the carding system.

As indicated in the program profile section<sup>2</sup>, the AAP is designed to contribute to the pursuit of excellence. To this end, the program identifies and supports athletes who are already at, or have the potential to be in, the top 16 in the world in their sport and categorizes them by awarding cards, according to carding levels, from athlete in development (D card), to senior national card (SR/C1), and senior card (SR1 and SR2). From the program's perspective, all athletes that are carded (funded) have to meet minimum standards every year, and they are expected to improve every year.

### **Progression**

As indicated in Table 27, in the last quadrennial (2011–14), 15.2% of athletes who were first carded in that quadrennial had also progressed to the next carding level. This was down from the 22.6% that had progressed this way during the 2010–13 cycle, and 26.4% during the 2009–12 cycle. As illustrated in Figure 3, there was previously a very sharp increase in that percentage between the 2007–10 and 2008–11 quadrennials (from 11.8% to 28.3%).<sup>5</sup>

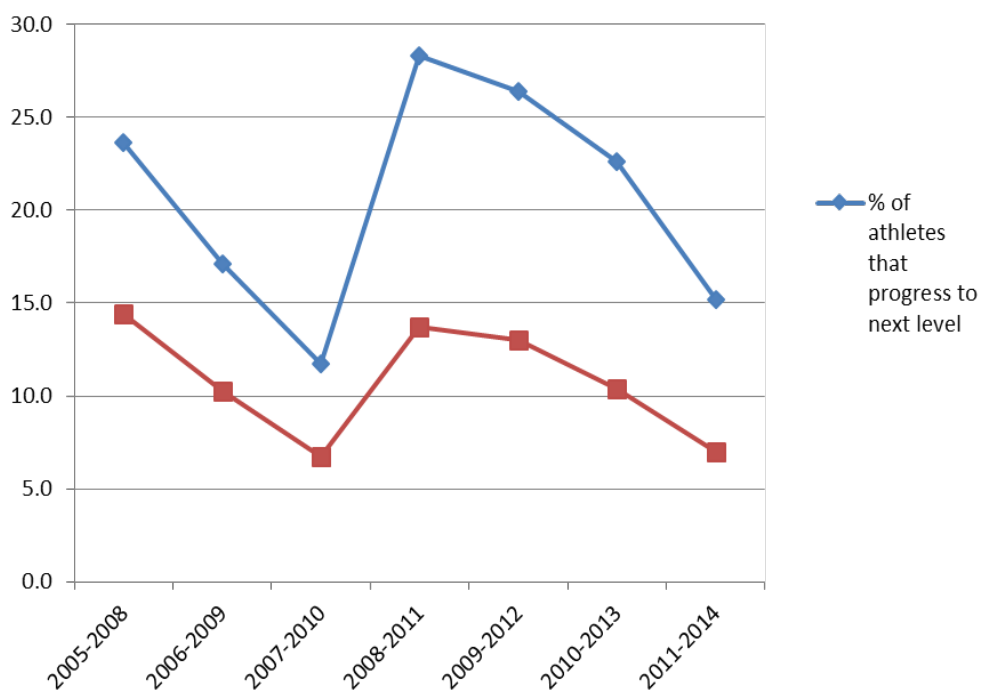
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<sup>5</sup> In November 2012, the SR1/SR2 criteria were revised from a multi-level criteria (top 16 for sports events with three or more entries per country, top 12 for sports events with two entries per country, and top eight for sport events with one entry per country), to a single criteria (top eight regardless of the number of entries per country). The potential role of this change in the decrease that is described here is not quantifiable.

Table 27: Athlete progression report							
Quadrennial (calculated as of March 2015)	# of athletes first carded in that period	# of athletes that progress to next level	% of athletes that progress to next level	# of athletes that start at SR1 in that period	# of athletes that were first carded in that period & that eventually progress to SR1	% of athletes that were first carded in that period & that eventually progress to SR1	# of athletes still carded as of March 2015
2008–11	1,856	525	28.3	50	254	13.7	549
2009–12	1,832	483	26.4	51	238	13.0	617
2010–13	1,865	422	22.6	27	194	10.4	769
2011–14	1,865	283	15.2	50	131	7.0	1,074

Source: Sport Canada, AAPMIS custom report, November 2015.

Figure 3: Athlete progression



Source: Sport Canada, AAPMIS custom tabulation, November

As indicated in Table 28, on average, athletes at the SR1 and SR2 levels have held that level for five years, which is up from 4.11 years five years ago.

<b>Table 28: New cards awarded and average time at SR1 and SR2 levels, 2009–10 to 2013–14</b>					
Card elements	2009-10	2010-11	2011-12	2012-13	2013-14
	Number				
New cards awarded during fiscal year					
Development	344	371	325	217	357
Senior	102	118	161	157	109
Total	446	489	486	374	466
Average number of years SR1 and SR2 carded athletes have held this level	4.11	5.63	4.88	5	5

Source: Sport Canada, « Data Collection Matrix\_PMF.xlsx ».

### Effectiveness and fairness of the criteria

The AAP funding for each carded level, as well as the structure and criteria, are considered effective and fair for advancing athletes through the carding system by a majority of sports organizations who were surveyed (see Table 29). This is not surprising, since the NSOs and SC set the criteria together. Sixty-two percent somewhat or strongly agreed that the funding for each carded level is effective and fair, while 65% somewhat or strongly agreed that the structure and criteria are effective and fair. Furthermore, a majority of NSOs indicated that they are very or somewhat satisfied with the eligibility criteria for the AAP (73%). Similarly among the coaches that participated in a separate survey, 62% somewhat or strongly agreed that the structure and criteria are fair (Table 30).

<b>Table 29: Sports organizations' response</b>		
<b>Please indicate your level of agreement with the following statement.</b>		
	<b>(n=60)</b>	<b>%</b>
<b>The financial support provided for each carded level through the Athletes Assistance Program is effective and fair for advancing athletes through the carding system.</b>		
Strongly disagree	1	2%
Somewhat disagree	6	10%
Neither agree nor disagree	3	5%
Somewhat agree	15	25%
Strongly agree	22	37%
Don't know	11	18%
No response	2	3%
<b>The structure and criteria of the Athletes Assistance Program is effective and fair for advancing athletes through the carding system.</b>		
Strongly disagree	1	2%
Somewhat disagree	5	8%
Neither agree nor disagree	2	3%
Somewhat agree	23	38%
Strongly agree	16	27%
Don't know	11	18%
No response	2	3%

Source: Survey of sports organizations, 2015.  
Note: Totals may not sum to 100% due to rounding.

<b>Table 30: Coaches' response</b>				
<b>Please explain your level of agreement with each of the following statements regarding how the athletes that you interact with in your sport progress through the carding system.</b>				
	<b>Total number of respondent (n=130)</b>			
	<b>Total number of responses (n=147)</b>			
	<b>Overall (n=130)</b>	<b>Head coaches (n=81)</b>	<b>Assistant coaches (n=34)</b>	<b>Development coaches (n=32)</b>
<b>The financial support provided for each carded level through the Athletes Assistance Program is effective and fair for advancing athletes through the carding system.</b>				
Strongly disagree	4.6%	3.7%	8.8%	0%
Somewhat disagree	8.5%	11.1%	0%	9.4%
Neither agree nor disagree	8.5%	4.9%	11.8%	12.5%
Somewhat agree	42.3%	38.3%	50.0%	37.5%
Strongly agree	26.2%	29.6%	17.6%	28.1%
Don't know	6.9%	8.6%	11.8%	9.4%
Not applicable	3.1%	3.7%	0%	3.1%
<b>The structure and criteria of the Athletes Assistance Program is effective and fair for advancing athletes through the carding system.</b>				
Strongly disagree	3.1%	2.5%	5.9%	3.1%
Somewhat disagree	10.8%	11.1%	8.8%	9.4%
Neither agree nor disagree	13.8%	11.1%	11.8%	18.8%
Somewhat agree	37.7%	40.7%	35.3%	31.3%
Strongly agree	24.6%	23.5%	29.4%	25%
Don't know	7.7%	8.6%	8.8%	9.4%
Not applicable	2.3%	2.5%	0%	3.1%
Source: Survey of coaches, 2015.				
Note: Totals may not sum up to 100% due to rounding.				

However, 17% of sports organizations (n=10) surveyed did not agree that the financial support provided for each carded level through the AAP is effective and fair for advancing athletes through the carding system. When asked why they did not agree, 3 out of those 10 organizations reported that AAP support was insufficient, indicating that the funding did not meet athletes' needs or that the financial support was smaller than what was provided to athletes in competitor countries. Only 13% of sports organizations surveyed did not agree that the structure and criteria of the AAP is effective and fair for advancing athletes through the carding system. When asked why they did not agree, respondents provided a variety of responses. For example, one respondent indicated that the system is too inflexible and is too focussed on past performance, while another said that there should be more of a focus on supporting and improving the developmental system, indicating that this would lead to more consistent athlete performances.

Furthermore, 14% of coaches (n=18) who participated in a separate survey did not agree that the structure and criteria of the AAP is effective and fair for advancing athletes through the carding system. When asked why they did not agree, they mentioned inconsistencies with the carding criteria (e.g., allowing athletes to progress from a D card to a SR card, but not allowing them to return to a D card in the future), that the carding criteria seem more aligned with individual than team sports, and that it is difficult for developing athletes to qualify for financial support.

## Impact of OTP

### D.1 What is the impact of OTP funding recommendations on the performance of athletes?

- ▶ OTP funding recommendations appear to have a positive impact on athlete performance at Olympic and Paralympic Games; however, partly due to the complexity of the sport environment and the lack of available data on the efficacy of the targeted approach, it is difficult to determine how much of the impact can be attributed solely to OTP funding recommendations.
  - A separate review of efficacy of the targeted approach was recently undertaken by SC.
- ▶ It is also too early to conclude to a sustained impact.
- ▶ As in the last evaluation, concern remains regarding the perceived emphasis on short-term immediate results and not enough on the long-term development of high performance athletes.
- ▶ SC has a leadership role to play in aligning the different high performance stakeholders. There is also a need for the clarification of OTP's role, with regard to other roles fulfilled by SC, and perceived overlap with the COC's and CPC's roles.

### Impact on performance

As indicated in the program profile section of this report, OTP identifies — in collaboration with NSOs, COC, and CPC — which sports have medal potential at future Olympic and Paralympic Games. This includes reviewing disciplines, teams, or athletes within any given sport, in order to make recommendations for funding. OTP also monitors the implementation of targeted NSO's high performance programs and provides technical advice and leadership.

The last evaluation of the sport funding programs indicated that, by 2010, it appeared that targeted excellence funding was having some impact on performance in winter sports (Canadian Heritage, 2011a), Evaluation of Sport Canada Programs). A 2013 OTP Review that considered Canada's performance at the 2010 Winter and the 2012 Summer Olympic/Paralympic Games determined that OTP and the practice of targeting was generally successful, particularly for winter Olympic/Paralympic sports, although a longer time period would be required to fully understand the impacts.

- ▶ While Canada did not meet its OTP objectives of being first in the number of medals won at the 2010 Winter Games, Canadian athletes won more medals (26) than at any other winter Olympic Games, including the highest number of gold medals (14) won by any country at any previous winter Games. Canada achieved the OTP objective for the 2010 Paralympic Games of placing in the top three nations by placing third with 10 gold medals.
- ▶ Canada missed its top 12 objective at the 2012 Olympic Summer Games by a small margin, placing 13th on the total medal count with 18 medals. Canada did not meet its objective at the 2012 Paralympic Summer Games to place in the top eight (based on gold medals), ranking 20th.

Furthermore, an SC analysis of the 2012 Olympic/Paralympic Games concluded that, while Canada's performance for summer sports was below expectations, the true impact of targeted

funding would not be known until the 2016 Games. Funding was introduced incrementally, such that full funding had only been in effect since 2010–11. Moreover, SC determined that summer sports were underfunded relative to winter sports. A similar analysis of the 2014 Winter Olympic/Paralympic Games revealed a consistent increase in medal points since the inception of OTP.

- ▶ Medal points for Olympic Games were 51 in 2002 and 85 in 2014 (which was a decline from the 96 in 2010). Canada ranked second behind Russia for medal points for the 2014 Olympic Games and fourth for gold medals. It should be noted that medal points for winter sports have increased steadily since 1992.
- ▶ Paralympic Games medal points rose from 47 in 2002 to 69 in 2010 and then dropped to 48 in 2014, ranking fourth in medal points and third in gold medals.

OTP ranks sport into three categories to help determine funding priorities. The SC analysis found that, based on medals won, OTP had done an excellent job in the categorization of sport for the 2014 Winter Olympic and Paralympic Games.

- ▶ For the Olympic Games, all category 1 sports or disciplines won medals, with these sports achieving 72% of the overall medals won; three of the five category 2 sports won a medal, winning 12% of the overall medals; and three of the 10 category 3 sports won a medal, winning 16% of the overall medals.
- ▶ For the Paralympic Games, all three category 1 and the one category 2 sport medalled, but 94% of the medals were won by the category 1 sports.

With respect to funding levels, SC also found that the OTP Olympic sport recommendations were in line with the results: the five sports that did not win a medal were in the bottom six in terms of recommended funding; the top eight funded sports all won medals; and the top three funded sports accounted for over 50% of Canada's Olympic medals. SC concluded that performances by the Canadian teams at both the Sochi 2014 Winter Olympic and Paralympic Games were the best-ever at a non-hosted Games. At the Olympic Games, Canada was just one medal short of equaling the Vancouver performance and at the Paralympic Games it was three gold medals less, but Canada still achieved the objective of a third place finish. On this point of achieving the objective, however, experts disagree as some indicated disappointment over Canada's performance at the Sochi Games.

All six of the NSO representatives who participated in case studies for this evaluation reported that targeted excellence funding is important for the success of their athletes; some specifically attributed recent successes to this funding. Other stakeholders, internal and external to SC, agreed on the importance of targeting, and that OTP provides the technical expertise to do so. While 56% of the coaches who responded to a separate survey agreed (either strongly agreed or somewhat agreed) that the recommendations for funding from OTP are fair, produce results, and are good value for money, those who disagreed provided the following insights:

- ▶ OTP focusses on medals, as well as on athletes who are already at the pinnacle of their sport.
- ▶ The current approach of targeting high-level athletes purely on competition results does not create sustainability in the Canadian sport system.
- ▶ OTP needs to focus on bringing non-targeted sports and young athletes to a level where they have potential to win medals.

While most of the experts consulted agreed with the sport organizations and indicated that it seems OTP is having an impact, many experts underlined that OTP's recommendations for funding and the relationship with performances is not clearly established. Some also questioned whether the same successes could have been achieved without an entity like the OTP. The experts' discussion and some interviews did underline the apparent positive correlation between targeted performance programs and significant improvements in performances at Olympics and Paralympics in Norway, the United States, and Russia as well as Canada, but they also underlined the effect of hosted Games ("home advantage") in each of those cases, along with other potential factors that contribute to these improvements.

As illustrated in Figure 3, SC found that the OTP Olympic sport recommendations were in line with the results — that is, the five sports that did not win a medal were in the bottom six in terms of recommended funding, the top eight funded sports all won medals, and the top three funded sports accounted for over 50% of Canada's Olympic medals. In addition, curling and hockey won the maximum number of medals possible and they were all gold medals. However, in its rationale SC noted that in every Olympic Games there will be anomalies, such as the three medals for figure skating with a small investment relative to the other sports, or the relatively high investment in alpine for one medal. However, SC felt it was also important to note that Canada had four fourth to fifth place results in Luge, any of which could have resulted in a medal. SC further noted that the variability of costs among winter Olympic sports is significant, and therefore the investment required to win a medal will differ from sport to sport.

**Figure 4: Funding breakdown versus medals at Sochi Olympics**

2014 OLYMPIC GAMES - FUNDING vs MEDALS				
Sport	OTP Recommended Funding	Sochi 2014 Medals	4-5 Rank	4-8 Rank
<b>TOTAL</b>	<b>80,607,169</b>	<b>25</b>	<b>13</b>	<b>32</b>
Speed Skating	13,791,722	5	2	7
Freestyle Ski	10,325,580	7	2	5
Snowboard	8,634,460	2	2	5
Alpine	7,199,433	1	0	0
Hockey	5,790,100	2		
Bobsleigh	5,732,150	1	0	2
Ski Cross	5,693,450	2	1	1
Curling	5,213,000	2		
Cross Country Ski	4,904,342	0	0	0
Skeleton	3,505,000	0	0	2
Luge	3,370,047	0	4	4
Figure Skating	3,285,000	3	1	3
Biathlon	1,157,575	0	1	3
Ski Jumping	620,250	0	0	0
Nordic Combined	0	0	0	0

Source: Sport Canada. 2014 Olympic/Paralympic Report, p. 20.

**Figure 5: Funding breakdown versus medals at Sochi Paralympics**

2014 PARALYMPIC GAMES - FUNDING vs MEDALS				
Sport	OTP Recommended Funding	Sochi 2014 Medals	4-5 Rank	4-8 Rank
Para-Alpine*	4,453,156	8	2	9
Para-Nordic**	2,110,500	6	3	9
Curling	1,788,000	1		
Hockey	1,538,000	1		
<b>TOTAL</b>	<b>9,889,656</b>	<b>16</b>	<b>5</b>	<b>18</b>

Source: Sport Canada. 2014 Olympic/Paralympic Report, p. 21.



Figure 6 below shows the total funding (including the three programs) provided by SC for each of the NSOs on the 2014 Olympic and Paralympic schedule. Note that the amounts for alpine, cross-country skiing, curling, and hockey include both the Olympic and Paralympic disciplines. In all, the government has invested almost \$151 million in winter Olympic and Paralympic sports in the quadrennial leading up to the Sochi Games. SC concluded that performances by the Canadian teams at those Games were the best-ever at a non-hosted Games. The OTP Category 1 sports won the vast majority of the medals at both the Olympic and Paralympic Games. SC concluded this signifies that the financial investments are being directed to those sports that have the highest probability of podium performances, which is the mandate of OTP. However, SC noted that, going forward, Canada must emphasize winning multiple medals in those sports in which there are opportunities and recommended that such a strategy be developed with partners. There are no other sources of information to corroborate this analysis.

**Figure 6: Total funding by SC by NSO**

<b>Winter Olympic / Paralympic Quad History</b>					
<b>Sport</b>	<b>2010-2011</b>	<b>2011-2012</b>	<b>2012-2013</b>	<b>2013-2014</b>	<b>Quad Total</b>
Alpine	5,954,829	5,920,170	5,457,775	5,821,932	<b>23,154,705</b>
Biathlon	988,983	1,085,164	670,211	620,000	<b>3,364,358</b>
Bobsleigh/Luge/ Skelton	3,762,990	3,900,498	3,724,576	3,578,375	<b>14,966,439</b>
Cross Country Ski	2,939,393	3,053,407	2,701,586	2,855,622	<b>11,550,009</b>
Curling	3,437,598	3,491,407	3,636,600	3,488,487	<b>14,054,092</b>
Figure Skating	2,378,298	2,890,593	4,480,587	2,141,505	<b>11,890,983</b>
Freestyle Ski	3,238,693	3,442,796	4,485,706	4,631,000	<b>15,798,195</b>
Hockey	4,378,438	4,468,296	5,062,371	5,152,751	<b>19,061,856</b>
Nordic Combined	7,933	3,867	0	0	<b>11,800</b>
Ski Cross	208,409	216,113	213,103	239,896	<b>877,522</b>
Ski Jumping	576	74,352	190,000	100,800	<b>365,728</b>
Snowboard	3,063,018	3,519,269	4,581,424	4,063,789	<b>15,227,500</b>
Speed Skating	5,075,588	5,487,932	5,690,584	4,210,404	<b>20,464,507</b>
<b>TOTAL</b>	<b>35,434,747</b>	<b>37,553,864</b>	<b>40,894,523</b>	<b>36,904,561</b>	<b>150,787,694</b>

Source: Sport Canada. 2014 Olympic/Paralympic Report, p. 22.

Finally, the targeted approach to excellence is being reviewed by SC separately from this evaluation, in order to examine the efficacy of OTP's targeted approach to podium results.

### **Perceptions relative to OTP's role**

A survey of the national sports community conducted as a component of the review underlined positive perceptions of OTP:

- ▶ the advice provided by OTP is highly regarded
- ▶ OTP is viewed as an integral part of the Canadian high performance sport landscape

- ▶ OTP's primary responsibilities are very important to winning medals at the Olympic and Paralympic Games
- ▶ OTP is "doing a good job" (at targeted excellence)

Stakeholders interviewed as part of this evaluation agreed that they view OTP as a key factor in Canada's success in recent Olympic Games. They reported that OTP provides expertise and valuable recommendations. However, a concern emerged pertaining to OTP's approach to recommendations — that is, the perceived emphasis OTP places on short-term immediate results and medals, and not enough emphasis on the long-term development of high performance athletes. This concern was echoed among coaches who were surveyed; NSOs who participated in case studies as part of this evaluation expressed a need for improved funding for developing the next generation of athletes. They are also more nuanced in their interpretation of the trend in the performance of their national athletes. In particular, some indicated that the criteria and approach to targeted excellence funding can have a negative impact on the longer-term trend in the performance of some athletes. Some sports organizations and experts also underlined that, by its very nature, the targeted approach targets only certain sports and, due to that focus, broadens the gap between the targeted and non-targeted sports, perpetuating the "have-not" status of the non-targeted sports.

The 2013 review of OTP also reveals a concern pertaining to the need for the clarification of OTP's role, with regard to other roles fulfilled by SC. This concern was echoed in the case study on OTP that was conducted as part of this evaluation. The case study and key informant interviews also underlined a general perception that OTP is the entity behind sports excellence in Canada, and consequently SC's role in excellence is minimized. The evidence also indicates that the mandate of OTP is perceived to have expanded in recent years, and is extending into directing governance and operational aspects of sport organizations, which is not welcome by all stakeholders — mainly NSOs. It is also perceived to overlap somewhat with the role of the COC and CPC in targeting excellence (see Section 5.2.1 pertaining to the potential overlapping impact on performance). The case study on OTP suggests that there are no clear terms and conditions under which OTP operates — unlike other Government of Canada programming.

## **Trend in the quality of and access to programs and services**

### **B2.2. To what extent does funding provided through Sport Canada contribute to provide Canadians with access to quality sport programs and services?**

Based on the evaluation matrix, this question was focussed on quality indicators in three areas: coaching, such as recruitment, training, and certification; the level of satisfaction with programs and services provided to athletes, including CSCs; and the evidence that the LTAD model is integrated into NSO, MSO, and PSO programming. This section presents the findings for each of the three areas.

#### **Coaching**

Stakeholders are generally positive regarding the transition to a competency-based approach for the National Coaching Certification Program (NCCP) and the progress made in alignment with the LTAD/CS4L principles.

Both NSOs and coaches who were surveyed expressed dissatisfaction with the number of women interested in coaching full-time, and with the number of coaches qualified for coaching athletes with a disability.

While the same proportion of sport organizations and coaches is dissatisfied with the salary level of part-time coaches, greater proportions of coaches expressed dissatisfaction with the salary provided to national level full-time coaches in their sport.

Both groups were divided regarding their level of satisfaction with their ability to retain full-time and part-time coaches with SC funding, and regarding their satisfaction with their organization's ability to provide training and development to high performance coaches.

The transition to a competency-based approach for the NCCP is still considered relatively new. Information pertaining to certification is available in the most recent F-P/T Bilateral Agreement compilation report, prepared by SC for FY 2012–13. It indicates that the vast majority of P/T activities for FY 2012–13 were delivered by certified individuals. Specifically, 85% of activities were delivered by NCCP-certified leaders (67%), certified physical education leaders (4%), and other types of certified leaders (14%) (Sport Canada, 2014a, pp. 8–9).

The NSO case studies provide an indication that the total number of NCCP-registered coaches has dramatically increased in some sports over the 2010–15 period. This was the case in soccer, rowing, figure skating, and cross-country skiing, and certification is proceeding well in those sports. Several of the NSO representatives are positive about the support from the SSP and the Coaching Association of Canada (CAC) in adapting to the competency-based NCCP, the improvement in coach education and training, and the consequent improvement in coaching skills. One P/T key informant indicated that, while the NCCP certification is a good model, the cost of training and certification is borne by the individual coaches, which they estimate to be between \$8,000 and \$10,000 for the P/T coach level. However, some of the NSO case studies provide an indication of some P/T government funding for this purpose. The evaluation did not yield any other evidence on this particular point.

The surveys of NSOs and coaches indicate their respective levels of satisfaction with a number of aspects of coaching in Canada, including the number of coaches and coaches' salaries, as well as the sport organizations' ability to recruit, train, and retain qualified coaches. Both groups are fairly divided on most aspects:

- ▶ 61% of NSOs and 56% of coaches are very or somewhat dissatisfied with the number of women interested in pursuing coaching full-time.
- ▶ Roughly a third of NSOs and coaches are very or somewhat dissatisfied with the number of coaches qualified for coaching athletes with a disability, while anywhere from 22% to 29% reported that they do not know the numbers.
- ▶ More than half of the NSOs (54%) and coaches (55%) surveyed were very or somewhat dissatisfied with the pay level provided to national level part-time coaches in their sport. While 49% of coaches were dissatisfied with the salary provided to national level full-time coaches in their sport, only 27% of NSOs were dissatisfied with that level.
- ▶ Over half of the NSOs (56%) indicated that they were very or somewhat satisfied with their ability to recruit and retain well-qualified high performance coaches. In contrast, only 27% of coaches reported being satisfied with their sport or their organization's ability to recruit and

retain male coaches, and even fewer (19%) were satisfied with the ability to recruit and retain well-qualified high performance female coaches.

- ▶ NSOs were divided regarding their level of satisfaction with their ability to retain full-time and part-time coaches with SC funding, and coaches surveyed even more pessimistic about this issue.
  - A slightly larger proportion of NSOs (37%) indicated that they were very or somewhat satisfied with their ability to retain part-time coaches, compared to 35% who reported that they were very or somewhat dissatisfied. Only 16% of surveyed coaches reported satisfaction with their organization's ability to retain part-time coaches.
  - About half of NSOs were very or somewhat satisfied with their ability to retain full-time coaches, while 32% indicated that they were very or somewhat dissatisfied. Forty-eight % of coaches reported being dissatisfied with their organization's ability to retain full-time coaches.
- ▶ The NSOs and coaches surveyed were also divided when asked whether they were satisfied with their organization's ability to provide training and development to high performance coaches:
  - 56% of NSOs were satisfied versus 41% who were dissatisfied;
  - 35% of coaches were satisfied and 41% were dissatisfied with the ability to train and develop male coaches, and 33% of coaches were satisfied versus 44% that were dissatisfied with the ability to train and develop female coaches.

On the latter point, some of the NSO case studies provide indications of the difficulty to develop, train, and retain high performance coaches due to the difficulty of finding funding to provide them with international experience. Some experts suggested that funding would encourage further coach training and development, which would theoretically have a positive impact on athlete performance.

### **Satisfaction with programs and services for athletes**

Sport organizations are more positive than the athletes and the coaches on the availability of quality programs and services for athletes.

Athletes' satisfaction with the adequacy of the supports they receive for their Olympic/Paralympic/Senior World Championship aspirations in the way of training, competitions, facilities, medical attention, and financial needs declined marginally across all measures from 2009 to 2014.

Most of the sport organizations surveyed reported that SC funding contributed to a great or moderate extent to provide high performance athletes with access to quality programs and services. However, sport organizations indicated that the quality of the programs and services varies across CSCs.

Coaches typically expressed a greater need for improvement across the sport science services provided by CSCs than the athletes did.

The 2014 Status of the High Performance Athlete Survey found the following results on Canadian athlete's use of CSC services and their satisfaction with these services:

- ▶ Over half of respondents (56%) suggested that one or more sport science services needed improvement, with sport psychology (24%) and nutrition (24%) being the most commonly cited areas. Coaches typically expressed a greater need for improvement across the sport science services. For example, almost half (41%) of coaches surveyed indicated a need for improved sport psychology services (EKOS Research Associates Inc., 2015, pp. 24-25). When asked about improvements to sports medicine services, the most commonly cited areas for improvement were massage (26%), physiotherapy (17%), and sport doctor advice/treatment (16%). Approximately 3 in 10 respondents said no improvement was necessary (31%) or they were unsure (27%) (EKOS Research Associates Inc., 2015, p. 27).
- ▶ Approximately half of the respondents (53%) were able to access all of the sport science and sport medicine services they needed over the previous 12 months from their CSC, while over 3 in 10 respondents (31%) said they could not or did not access these services (EKOS Research Associates Inc., 2015, pp. 21–22).

The 2009 and 2014 Status of the High Performance Athlete Surveys also indicates mixed levels of satisfaction with the adequacy of supports athletes receive for their Olympic/Paralympic/Senior World Championship aspirations in the way of training, competitions, facilities, medical attention, and financial needs.

- ▶ Overall, athlete's satisfaction with these supports declined marginally across all measures from 2009 to 2014. The 2014 Status of High Performance Athlete Survey found that athletes were "reasonably content" with the quality and amount of training (approximately two out of three respondents rated their adequacy as high).
- ▶ In contrast, only one in four respondents rated financial support as highly adequate. Sport medicine services, the amount of competition, and physical access to high-quality training facilities were also rated relatively low, with only 44%, 52%, and 54% of respondents rating their adequacy with these areas as high (EKOS Research Associates Inc., 2015, pp. 19–20).

Respondents to the survey of organizations and the survey of coaches were asked to assess SC's overall contribution to providing high performance athletes with access to quality programs and services, and they were positive. As shown in Table 31, the vast majority — 80% of sports organizations and 70% of coaches — reported that SC funding contributes to a great or moderate extent to this outcome.

<b>Table 31: Sports organizations' and coaches' response To what extent is the funding provided through Sport Canada contributing to provide high performance athletes with access to quality programs and services?</b>				
	<b>Sport organizations</b>		<b>Coaches</b>	
	<b>(n=60)</b>	<b>%</b>	<b>(n=129)</b>	<b>%</b>
Not at all	3	5%	1	1%
To a small extent	4	7%	22	18%
To a moderate extent	19	32%	50	40%
To a great extent	29	48%	38	30%
Don't know	3	5	14	11%
No response	2	3%	-	

Sixty-nine percent of the sport organizations surveyed also provided an explanation for their assessment. The most common responses included the following:

- ▶ SC and OTP support<sup>6</sup> provides access to top training facilities, as well as sport medicine, science, and experts (11%).
- ▶ More funding is required (6%).
- ▶ The quality of programs and services varies across CSCs and CSIs (6%).

Thirty-four percent of the coaches surveyed also explained their assessment. They indicated that, in some cases, the CSC is too far for their athletes to take advantage of the services, with some pointing out that access is easier in large urban centres. Several also explained that funding is insufficient, resulting in partial access to CSC services, and that there are not enough cards for athletes in order for them to be able to have access to CSCs. Some coaches were more positive, indicating that with a sufficient critical mass of carded athletes, programs and services become more accessible. Others mentioned that their sport was not selected as a full-service sport and thus faces significant challenges accessing services.

While several organizations and coaches underlined limitations in accessing the services provided by CSCs (above), overall the MSOs and NSOs surveyed have a positive opinion about the programming and services offered by CSCs. Among the MSOs and the NSOs who reported involvement with athletes that make use of a CSC, all MSOs, and 71% of NSOs believe to a great or moderate extent that these athletes are receiving quality programming and services from the CSCs; 80% of coaches surveyed also indicated as much.

### **Progress in the integration of the LTAD model: participation to excellence continuum**

According to various stakeholders, there are indications of progress in the integration of the LTAD model. This is mostly at the NSO/MSO and P/TSO levels, and less so at the community level. However, a review of progress by SC indicates that progress in the integration of LTAD is far from clear at the organizational level, and that challenges such as awareness, resistance, capacity, and prioritization remain.

<sup>6</sup> While OTP provides recommendations, not support, and is part of SC, the respondents expressed their opinion either indicating that SC or OTP “provides support.”

While key informants as part of this evaluation noted the alignment of coaching programs with LTAD/CS4L principles, a separate, small sample study of coaches indicates that significant barriers to adoption and implementation exist — specifically, the lack of knowledge, training, and tools.

Some of the differences in views in those two areas may be attributable to differing interpretations of “aligned,” “implemented,” “integration,” and “progress” among stakeholders.

Many key informants indicated that there has been good progress in NSOs, MSOs, and PSOs implementing their LTAD/CS4L models and aligning their programming with the models in recent years. Nearly all NSOs who responded to the survey of sport organizations reported that their LTAD model has been implemented to a great or moderate extent at the national (96%) and P/T (90%) levels. Far fewer NSOs (61%) reported having implemented their LTAD model to a great or moderate extent at the local/community level. Despite the indication from the survey of a high rate of implementation, the NSO case studies reveal challenges in implementing the LTAD model, due to the absence of additional government support for implementation activities.

The most recent F-P/T Bilateral Agreement compilation report for FY 2013–14 suggests that LTAD is integrated into programming at the PSO level.<sup>7</sup>

- ▶ Of the 478 total activities completed, 225 correspond to the goal of “strengthening physical literacy by developing fundamental movement and sport skills of children and youth.” These are divided into four LTAD stages: active start (24 activities), fundamentals (93 activities), learn to train (45 activities), and general physical literacy (50 activities) (Sport Canada, 2014a, p. 5, and corrections from SC's Final FPT Data Analysis Report 2012–2013). Not all P/Ts reported an LTAD stage for their activities.
- ▶ Of the 478 activities, 253 correspond to the objective of “providing opportunities for persons from under-represented/or marginalized populations to actively participate in sport in roles such as athletes, coaches, officials, and volunteers.” These activities are divided into the LTAD stages of active start (10 activities), fundamentals (97 activities), learn to train (26 activities), coach education (26 activities), officials education (1 activity), leadership education (19 activities), athlete — physical literacy (11 activities), athlete — train to compete (8 activities), athlete — active for life (40 activities), and those not reported (15) (Sport Canada, 2014a, pp. 5–6, and corrections from SC's Final FPT Data Analysis Report 2012–2013).

Furthermore, key informants indicated progress in a number of areas at all three levels, including the following:

- ▶ development of LTAD/CS4L implementation plans by PSOs;
- ▶ integration of physical literacy aspects of LTAD/CS4L into bilateral agreement projects;
- ▶ increased collaboration between PSOs and NSOs on LTAD/CS4L;

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<sup>7</sup> Bilateral agreement reports were not available for other fiscal years at the time of the preparation of this evaluation report.

- ▶ alignment of sport programs and activities at the community/local (“grassroots”) level with physical literacy and fundamental aspects of LTAD/CS4L;
- ▶ establishment of provincial CS4L committees; and
- ▶ alignment with LTAD as a funding requirement.
  - for example, funding applications requiring organizations to identify which LTAD area their program or initiative is addressing, and the Sport Funding and Accountability Framework (SFAF) requiring that NSOs have LTAD models in place.

According to SC’s *Taking Stock Exercise* in 2015 (Canadian Heritage, 2015), the progress in the integration of LTAD is far from clear at the organizational level. The report notes, “It is difficult to accurately judge the system-wide progress of LTAD given the few precise measures available.” However, “the results of the exercise suggest that LTAD implementation and integration progress has been made albeit varying in degrees of success by area. Activity appears to be occurring in pockets rather than through systems and is often seems superficial rather than embedded.” SC’s assessment of the progress emphasizes that “[c]hallenges such as awareness, resistance, capacity, and prioritization remain... These challenges are evident both internally and externally.” The report also underlines an unintended outcome of the creation of sport-specific LTAD models, in that “vertical alignment of sport-specific models may in fact be having a detrimental impact on pan-Canadian LTAD implementation and integration.”

Some of the differences between the views expressed by stakeholders and the conclusions of the *Taking Stock Exercise* may be attributable to differing interpretations of “implemented,” “integration,” and “progress” among stakeholders.

On a related question, key informants also noted the alignment of coaching programs with LTAD/CS4L:

- ▶ Nearly all the NSOs surveyed reported that their coaching programs are aligned to a great or moderate extent to their LTAD model, at each level.
- ▶ Eighty-one percent of the coaches surveyed reported alignment at the national level, 73% reported alignment at the P/T level, and 57% reported it at the community level.

However, an external qualitative study specifically on coaches’ adoption (n=14) and implementation (n=10) of SC’s LTAD approach in 2015 focusses on specific barriers to the adoption and implementation of the model. The four main barriers to adoption are the following:

- ▶ a lack of LTAD knowledge and training;
- ▶ a shortage of competent coaches;
- ▶ inadequate sport culture and organizational structures; and
- ▶ the emphasis placed on results (performance) (Beaudoin et al., 2015, p.10);

Again, a difference of views here may be attributable to a difference in interpretation of “alignment” and/or “implementation.”

The majority of coaches who participated in the external study underlined how the lack of



knowledge and training relative to LTAD slows the adoption of the model (Beaudoin et al, 2015, pp7-8). In general, coaches felt that there was no support to help them learn about the LTAD model, that the coach education courses on LTAD were too time consuming, and that they face a lack of evidence-based research regarding the model (Beaudoin et al., 2015, p.11).

The report also discusses how the LTAD model takes a long-term approach to meet the growth and development of young athletes, whereas organizational sport structures encourage them to engage early in competition which often leads to their overspecialization (Beaudoin et al., 2015, p.10). Coaches who were part of that study also noted that they are the ones who “must properly describe the model to parents to get them on board,” and “get them to relax about child’s sport development” (Beaudoin et al., 2015, p.11); yet the study also found that among the main barriers to the implementation of the model are the lack of information and understanding of the various stages, and a lack of tools to implement the model and measure the growth and development of individual athletes (Beaudoin et al., 2015, p.11). This study concludes that even where there is progress, coaches often “reinvent” the model or only implement selected aspects of it (Beaudoin et al., 2015, p.15).

## **Progress in support of Canadian values and ethics**

### **B1.3. To what extent are Canadian interests, values, and ethics in sport advanced at home and abroad?**

Canadian interests, values, and ethics in sport continue to be advanced at home and abroad. As doping remains an ongoing issue, ongoing efforts with national and international stakeholders must be maintained. To that end, Sport Canada:

- ▶ provides ongoing support to the work of the Canadian Centre for Ethics in Sport toward education, doping testing, result management, investigations, and laboratory and research capacity; and
- ▶ retains influence internationally with regards to its engagement in the international anti-doping movement, particularly in involvement with and support of the World Anti-Doping Agency, the International Anti-Doping Arrangement, and the UNESCO *Convention against Doping in Sport*.

The evaluation also yielded a number of examples of domestic programs and initiatives supported by SC regarding other issues related to ethical sport, such as the development of codes of conduct and dispute resolution mechanisms, abuse and harassment policies, education regarding homophobia, and concussion prevention and other safety issues.

While more than half of the coaches surveyed believe that ethical issues are not present within their sport, some emphasized that — in addition to doping — psychological abuse, abuse and harassment, physical violence, and cheating are present within their sport to a certain extent.

### **Anti-doping**

The first domestic policy on anti-doping was published in 1983 (*Drug Use and Doping Control*, 1983), following incidents of doping by Canadian athletes at the PanAm Games in Venezuela, and subsequent commitments have been renewed and expanded, culminating in the development and endorsement by federal and P/T ministers of the *Canadian Strategy on Ethical Conduct in*

*Sport 2002*, followed by the more specific *Canadian Policy Against Doping in Sport 2004*, both of which were updated, in 2010 and 2011 respectively.

While doping is perceived as not pervasive as in the past, but remains a concern in Canada and abroad, ongoing vigilance through testing, education and investigations must be maintained. Canada engages in the regular drug testing of high performance athletes. To that end, SC supports the work of the Canadian Centre for Ethics in Sport (CCES) toward education, doping testing, result management, investigations, and laboratory and research capacity. Eighty-eight percent of sport organizations who participated in the survey indicated that the SC funding programs have contributed to a great or moderate extent to providing a doping-free Canadian sport environment. Nonetheless, 46% of coaches surveyed separately believe that the issue of doping is indeed present to a certain extent within their sport (to a small, moderate, or great extent); however, only 11% of the coaches surveyed believe that it is present to a great extent.

Policy documents underline the importance of the international context in anti-doping — that is, the “increasingly comprehensive global fight against doping in sport” since the 1980s (Government of Canada, 2011, p. 2). They also highlight Canada’s commitment in that fight: “Canada signed and ratified the Council of Europe Anti-Doping Convention in 1996 and is a State party of the *UNESCO International Convention against Doping in Sport* since 2005” and “has also hosted the WADA headquarters since its inception in Montréal in 2002” (Canadian Heritage, 2011b, p. 2). The Canadian Anti-Doping Program (CADP) is revised periodically to ensure it addresses emerging and ongoing issues domestically and internationally, and that it remains aligned with the WADA Code. In addition, as a state party to the *Convention*, Canada participates in a conference every two years, where its progress is monitored and evaluated relative to its anti-doping commitments, as are other state-parties. By way of the UNESCO Convention referred to above, Canada is also engaged in the International Anti-Doping Arrangement, a mechanism for the sharing of perspectives on key policy issues and best practices among leading anti-doping nations.

According to key informants, as of 2015, SC retains influence internationally with regard to its work in anti-doping and with the WADA. Furthermore, 62% of the sport organizations who responded to the survey indicated that the sport funding programs contributed to promote Canada’s anti-doping position in other countries to a great or moderate extent.

### **Other issues relative to ethical sport**

While the survey of coaches indicates that more than half of them believe ethical issues are not present within their sport, the survey also reveals that some other issues relative to ethical sport are present (to a small, moderate or great extent), in addition to doping:

- ▶ psychological abuse (61% of coaches surveyed);
- ▶ abuse and harassment (58%);
- ▶ cheating (other than doping) (48%);
- ▶ physical violence (35%); and
- ▶ doping (46%).

Respondents indicated that the best approaches to address ethical issues are improving educational tools and resources (80% of respondents), and increasing awareness (79%).

Key informant interviews revealed similar concerns, adding gambling and match fixing under the theme of cheating, and concussions and other serious safety issues in relation to the theme of physical violence.

As for SC's efforts, it has incorporated requirements for NSOs and MSOs to have internal dispute resolution mechanisms in place, to support the work of the Sport Dispute Resolution Centre of Canada (SDRCC), and to have policies on discrimination, harassment and abuse, coaching education, and codes of conduct (Canadian Heritage, 2011b, 2013a, p. 19).

Key informants also provided a number of examples of recent programs and initiatives, supported by SC, which aim to address a number of other issues relative to ethical sport:

- ▶ An F-P/T committee was established to address issues related to concussions and injuries in sport by providing guidance on developing protocols and best practices.
- ▶ The CAC and the CCES, both funded by SC, have developed workshops and seminars on abuse and harassment in sport.
- ▶ Initiatives have been undertaken by the CAAWS to address homophobia in sport.

P/T representatives also indicated ways in which bilateral agreements have contributed to the advancement of Canadian values and ethics at home:

- ▶ ensuring that organizations have codes of conduct, are promoting fairness in sport by having a transparent appeal and dispute resolution process, and by supporting increased opportunities for under-represented groups (e.g., Indigenous Sport and Recreation Circle, BC Urban Native Youth and More Sport); and
- ▶ supporting programs which aim to develop leadership in sport and which include ethics components in coach training

In addition, the vast majority of sport organizations who participated in the survey have a positive opinion of the sport funding programs' role in advancing Canadian interests, values, and ethics, namely in terms of contributing to promoting an inclusive Canadian sport environment (92%); providing a respectful Canadian sport environment free of harassment and abuse (87%); and promoting values of fair play and respect in sport programs for children and youth (85%).

### **Other mechanisms for promotion of values abroad**

Canada has also entered into MOUs, mostly for sport development purposes and anti-doping collaboration, with other countries; nine of these span at least part of this evaluation period, including Brazil, Peru, Mexico, El Salvador, Cuba, China, France, South Africa, and Russia. More recently, Canada has also been in MOU discussions with Australia and Haiti (Canadian Heritage, n.d.-d). However, seven MOUs have expired and have not been renewed. SC representatives indicated that this was due to a change in government priorities at the time and a shift in resources. They indicated that SC's influence and involvement in sport-related activities internationally has decreased as a result.

On the other hand, the vast majority of sport organizations who participated in the survey have a positive opinion of the sport funding programs' role in contributing to providing athletes with opportunities to promote Canadian values in other countries (80%) and providing sports organizations with an opportunity to do that as well (76%).

## Trend in and impact of direct support to athletes

### Living/training

#### B2.3. To what extent do Canadian athletes have the financial resources to achieve higher levels of athletic performance?

Overall, the evidence suggests declining levels of financial barriers over the evaluation period, but as per the last evaluation, athletes remain largely dependent on direct support from the AAP for their living and training costs.

However, as in the previous evaluation, it was suggested by many different stakeholders that the funding formula for AAP assistance could be improved, mainly to better reflect the current costs of living and training, the variation across locations, and sport-specific costs.

Also, as in the previous evaluation, some suggested a means test for direct support to athletes — as is the case in some other countries — but there are significant drawbacks to such an approach. The 2004, 2009, and 2014 Status of the High Performance Athlete surveys provide the main source of information on financial resources for athletes to achieve higher levels of performance. The 2014 Status of Higher Performance Athlete survey indicates that perceptions of money as a high barrier have continued to decline substantially for domestic competitions (from 18% in 2009 to 7% in 2014), coaching services (from 10% in 2009 to 8% in 2014), training facilities (from 12% in 2009 to 9% in 2014), and equipment (from 15% in 2009 to 12% in 2014). In contrast, it increased marginally for sport medicine services (from 14% in 2009 to 17% in 2014), appropriate nutrition (from 12% in 2009 to 15% in 2014), and proper housing (from 11% in 2009 to 12% in 2014). International competitions pose the largest financial barrier in 2014, as 21% of athletes and 52% of coaches indicated that they are a barrier to a high extent (EKOS Research Associates Inc., 2015, p. 37). According to SC's Sport Excellence Division, comparisons between "targeted sports" and all sports indicates a higher level of satisfaction for athletes in "targeted sports".

Resource	% 2014 respondents	% 2009 respondents	% 2004 respondents
International competitions	21%	-	-
Sport medicine services	17%	14%	-
Appropriate nutrition	15%	12%	21%
Equipment	12%	15%	-
Proper housing	12%	11%	20%
Training facilities	9%	12%	21%
Coaching services	8%	10%	14%
Domestic competitions	7%	18%	29%

Source: (EKOS Research Associates Inc., 2015, p. 37)

The AAP provides financial support to athletes for three main purposes: living and training allowance, tuition and deferred tuition support, and special needs assistance. Table 33 below describes the trend in AAP funding for these categories over the evaluation period. The data indicate a slight upward trend in total funding provided over the period. The main factor driving this increase is a substantial increase in special needs funding, which experienced budget increases over the evaluation period.<sup>8</sup> In contrast, there was a small decrease in living and training allowance over the evaluation period. Furthermore, there was a substantial decrease in 2013–14 for tuition and deferred tuition support, which was affected by the maximum allowable support per year decreasing from \$10,000 to \$5,000 in 2012 (see B1.5: “To what extent do Canadian Athletes advance through the carding system?” for more information).

Fiscal year	# carded athletes	L/T allowance	Tuition	Deferred tuition	Special needs	Total
2009–10	1828	\$23,680,000	\$1,640,000	\$720,000	\$70,000	\$26,100,000
2010–11	1887	\$23,370,000	\$1,610,000	\$760,000	\$80,000	\$25,820,000
2011–12	2003	\$24,130,000	\$1,710,000	\$940,000	\$70,000	\$26,850,000
2012–13	1761	\$23,740,000	\$2,010,000	\$1,000,000	\$630,000	\$27,380,000
2013–14	1883	\$23,100,000	\$1,430,000	\$660,000	\$1,120,000	\$26,310,000

Source: (Canadian Heritage, 2014d)

Program documentation suggests that AAP funding for athletes has increased and government support is a substantial component of high performance athlete income. For example, the 2014 SAS notes that AAP athletes report an average annual income of \$26,123 for FY 2012–13. The largest proportion of this income comes from provincial or federal government assistance, representing over half of an athlete’s income (and the majority is from the federal level). The importance of federal government assistance appears to be increasing over time, as the average income of athletes decreased substantially from 2008, particularly when adjusted for inflation, decreasing by \$5,000 from 2008 to 2012. The source of this decrease appears to be from sources other than government assistance, as government athlete assistance has become increasingly prevalent as an income source, while employment income has decreased steadily: in 1992 and 1997, employment income represented the largest proportion of athlete income; in contrast, government assistance is the most common source of athlete income since 2004 (EKOS Research Associates Inc., 2010, p. 29).

Furthermore, the vast majority of CSCs (83%) and NSOs (85%) who participated in the survey of sport organizations consider the support from the AAP very important to facilitate carded athletes in training and competing year-round; 80% of the NSOs consider it very important in order to assist Canada’s athletes to achieve excellence and win medals; and 67% of CSCs think the same.

Despite the AAP assistance, substantial funding barriers may still exist for many athletes. The 2009 survey indicates that only 27% of the athletes rated financial support as highly adequate, although 54% rated it as moderately adequate (EKOS Research Associates Inc., 2010, p. 25). The 2014 Status of the High Performance Athlete found similar levels of satisfaction with financial support, with 24% of respondents rating it highly adequate and 55% noting it is

<sup>8</sup> Source : SC’s Sport Excellence Division.

moderately adequate (EKOS Research Associates Inc., 2010, p. 20).

Coaches who participated in a separate survey indicated a concern about the adequacy of financial support to athletes. Out of the 13% of respondents that do not agree that the financial support provided is effective and fair for advancing athletes through the carding system, almost a third reported that the financial support does not meet athletes' needs and that they have to work part-time or do fundraising activities to train and compete, which does not necessarily enable them to focus on their performance to the extent that they should.

The AAP retired athlete exit questionnaire provides some further insight into the extent of financial barriers in achieving high athletic performance. In particular, when asked why they decided to retire, over 1 in 10 athletes (13.1%) listed "lack of funding support" as influencing their decision to retire (Canadian Heritage, 2014g). Along similar lines, 53% of retired athletes from 2012–14 who completed the exit survey felt that they had insufficient income when they were high performance athletes (Canadian Heritage, 2014a, p. 14). Despite these financial challenges, the majority of respondents (86%) believe that the Canadian sport system was very supportive (63%) or moderately supportive (23%) in providing financial support (Canadian Heritage, 2014a, p. 11). Key informant interviews confirmed that the financial barrier has lessened. A few key informants said that, overall, athletes are receiving sufficient financial support from the AAP and that the funding they receive from the program allows them to stay in the sport system much longer.

As in the previous evaluation, it was suggested by many different stakeholders that the funding formula for AAP assistance could be improved. While the stakeholders did not refer to any specific assumptions behind the current support formula for living and training, in general they felt that it should be made more equitable, by updating it to reflect the current cost of living, by factoring in the variation in the cost of living and training across various locations (e.g., large urban centres versus remote locations) and other sport-specific costs (e.g. equipment, nutrition, seasonality). Again, some stakeholders indicated that funding should be means-tested, as is the case in some other countries. A limited literature review confirmed that direct funding to athletes is means-tested in both the UK and Australia. In the UK (the only country part of the review for which this level of detail is readily available), the maximum income threshold is set at £65,000 (CAD 128,995) above which an athlete's funding is deducted pound for pound (or dollar for dollar). In Australia, to be eligible for funding, an athlete cannot earn an after-tax income of more than \$60,000 per year. While some stakeholders believe Canada should have such a means test, others believe it would be too cumbersome to administer for SC and the athletes and would require more intrusive data collection, especially considering that athletes already face many intrusive demands by the very nature of the high performance sport environment.

## **Tuition**

### **B1.7. To what extent was the financial barrier for athletes to access academic opportunities during or post-competitive career lessened?**

Throughout most of the evaluation period and as per the last evaluation, the amount of AAP tuition and deferred tuition for athletes increased, suggesting that the AAP is increasingly contributing to reduce financial barriers for athletes to access academic opportunities and/or it is in keeping with increased costs.

One of the main types of financial support offered by the AAP to athletes is tuition and deferred

tuition support, which includes up to \$10,000 of financial support annually to help athletes attain a post-secondary level education. Tuition support assists athletes as they complete their post-secondary education as a carded athlete, while deferred tuition assists athletes who are unable to attend school full-time while they were carded because of their involvement in sport (Sport Canada, 2009, pp. 8–3). According to SC’s Sport Excellence Division, in 2012, this was changed to \$5,000 per year, and a lifetime maximum of \$25,000.

Fifty-four percent of athletes who responded to the 2014 Status of the High Performance Athlete Survey reported that the AAP is assisting or has assisted them in pursuing post-secondary education, which is a slight increase from the 2009 survey (50%). However, 17% disagreed with this. Coaches are considerably more positive than athletes on this point, with 82% agreeing that the AAP has assisted with post-secondary education (EKOS Research Associates Inc., 2015, pp. 41–42). Experts who participated in this evaluation underlined that the environment has changed for athletes over the past decade, in that it is seemingly increasingly difficult for athletes to also pursue an academic career. This is due to the increasing demands of the academic environment, which do not easily complement or dovetail with the demands of high performance athlete careers. However, they did not comment specifically on the financial aspect. This is supported by AAPMIS tuition and deferred tuition data, which indicate that more athletes have been accessing deferred tuition overtime while the number of athletes accessing tuition while carded is on the decline.

More specifically, the PMF monitors the use of the AAP tuition and deferred tuition funding by carded athletes. As reflected in Table 34, the average age of athletes accessing tuition in 2013–14 (23.6 years of age) is slightly lower than those accessing deferred tuition (28.1 years of age). The average age in both groups has decreased slightly over the past five years, by 3% and 5% respectively. In addition, among carded athletes there is a similar proportion of men and women using tuition and deferred tuition, and it has been fairly stable over the last five years. Overall, the proportion of carded athletes that accessed tuition over the quadrennial has increased slightly, from 46% in 2009–10 to 54% in 2013–14. The number of recipients has averaged 767 per year in the past five years, and the support averaged \$3,233 per year per athlete, up from \$2,867 in the last evaluation period. The overall AAP tuition support reached \$2.1 million by 2014–15.

Use of tuition/deferred tuition	2009-10	2010-11	2011-12	2012-13	2013-14
	Number of carded athletes				
Tuition:					
Males	276	279	300	319	258
Females	262	266	274	284	242
Deferred tuition:					
Males	110	128	151	160	142
Females	102	108	124	148	117
Total athletes*	750	781	849	864	735
Average age of athletes					
Average age (years)					
Accessing tuition	24.9	25.1	23.4	22.9	23.6
Accessing deferred tuition	29.1	29.4	27.3	24.4	28.1
Percent of carded athletes using tuition over the quadrennial	46%	44%	35%	48%	54%t
Percent of AAP spending that was allocated to tuition/deferred tuition	9.0%	9.1%	9.8%	10.9%	7.9%
Source: Sport Canada. <i>Data Collection Matrix_PMF.xlsx</i> .					
*Note: Athletes can be counted in both the “Tuition” and “Deferred tuition” categories, but they are counted only once in “Total athletes.” Hence, “Total athletes” may be lower than the sum of both categories.					

Year	Number of athletes	Average tuition support	Total tuition support
2003–04	533	\$2,606	\$1,389,191
2004–05	598	\$2,764	\$1,652,929
2005–06	654	\$3,074	\$2,010,440
2006–07	642	\$2,960	\$1,900,542
2007–08	545	\$2,664	\$1,451,784
2008–09	668	\$3,136	\$2,094,518
2009–10	733	\$3,216	\$2,357,300
2010–11	745	\$3,173	\$2,363,900
2011–12	822	\$3,597	\$2,656,900
2012–13	865	\$3,609	\$3,021,500
2013–14	736	\$2,949	\$2,098,900
2014–15	700	\$2,852	\$2,064,300
<b>Average over 2009–10 to 2014–15</b>	<b>767</b>	<b>\$3,233</b>	<b>\$2,427,100</b>
<b>Average over 2003–04 to 2008–09</b>	<b>606</b>	<b>\$2,867</b>	<b>\$1,749,900</b>
Sources: Sport Canada. 2009–10 to 2013–14 from <i>AAP Tuition-deferred tuition comparison to 2013-14 as of 14-01-14.doc</i> ; 2003–04 to 2008–09 from <i>SC, All years- annual &amp; average tuition &amp; def paid per athlete per fiscal year.xls</i> .			



### 5.1.3 Investment in hosted events

#### Economic, social, and cultural impact of hosted events

##### B2.4. What were the social and economic outcomes of the Hosting Program, if any?

While strengthening the economic, social, cultural, and community impacts is one of the objectives of the HP and an expected result of the Hosting Policy, the performance measurement documentation does not include indicators regarding impacts of cultural events and there is no systematic reporting on these impacts.

The previous evaluation recommended that the HP prepare an annual report summarizing all social and economic outcomes arising from funded events, which was implemented to a certain extent. In 2014, SC started reporting on some social and economic outcomes of ISSEs.

The 2014 HP Performance Analysis for ISSEs, the sample HP file review, and the interviews and case studies together list a variety of types of economic, social, cultural, and community impacts that are perceived to flow from hosting. However, there are significant challenges related to systematically measuring and reporting on impacts, and the challenges are even greater with major games.

#### International Single Sport Events

The 2014 HP Performance Analysis (PMA) for ISSEs describes a variety of economic, social, cultural, and community impacts of hosting ISSEs, although the study acknowledges shortcomings in the information currently available to measure these impacts (Canadian Heritage, 2014e, p. 12).

First, documentation indicates that, throughout the evaluation period, HP ISSEs created six new venues and improved 121 existing venues, which is considered an indicator of economic impact (e.g., new construction and improvements can generate employment). However, indirect impacts are less clear (e.g., greater participation in sports, improved health and lifestyle).

**Table 36: Number of new or improved venues for ISSE-funded events, 2009–10 to 2012–13**

Year	New venues (#)	Improved venues (#)	Funded events (#)
2009–10	0	30	51
2010–11	4	35	57
2011–12	1	34	61
2012–13	1	22	65
<b>Total</b>	<b>6</b>	<b>121</b>	<b>234</b>

Source: (Canadian Heritage, 2014e, p. 12)

In addition to venues, a substantial amount of funding for ISSEs involved non-government sources, suggesting that ISSEs leverage substantial funding and strengthen partnerships with non-government organizations. As illustrated in Table 37 below, non-government funding for ISSEs exceeded government funding from 2009–10 to 2012–13, often by a large margin.

<b>Fiscal year</b>	<b>All levels of government</b>	<b>Non-government</b>
2009–10	\$17,771,881	\$42,678,999
2010–11	\$20,451,494	\$22,045,954
2011–12	\$19,382,108	\$63,399,463
2012–13	\$27,279,925	\$39,947,574

Source: (Canadian Heritage, 2014e, p. 13)

The 2014 PMA also reports on the number and percentage of funded events with expenses over \$1 million, noting that “it is believed that events with expenses of over a million dollars have a greater economic impact within the community in which they are hosted owing to the actual amount of expenses” (Canadian Heritage, 2014e, p. 17). The tables below suggest that the number and percentage of funded events with expenses over \$1 million has remained roughly the same (approximately 20% of funded events) throughout FY 2007–08 to FY 2012–13.

<b>Fiscal year</b>	<b># funded events</b>	<b>% funded events</b>
2007–08	7	13%
2008–09	13	21%
2009–10	14	27%
2010–11	8	14%
2011–12	12	20%
2012–13	13	20%

Source: (Canadian Heritage, 2014e, pp. 17–18)

From FY 2009–10 to FY 2012–13, many of the HP events were recurring. The willingness to repeat events voluntarily suggests that these communities are likely accruing economic or social benefits. As indicated in Table 39 below, 37% to 42% of the events over this period were recurring (Canadian Heritage, 2014e, p. 16).

<b>Year</b>	<b>% funded events that are recurring</b>
2009–10	41.18%
2010–11	38.60%
2011–12	37.70%
2012–13	38.46%

Source: (Canadian Heritage, 2014e, p. 16)

There are limited indications of some benefits via the sample of ISSE files reviewed in more detail for this evaluation. Specifically, many “top three successes” listed for the events could be described as social or economic outcomes, such as the hosting of cultural and entertainment events, the creation of physical legacies, stakeholder collaboration, community engagement/ involvement/participation, and development of management/technical systems and experience. Stakeholders provided mixed perspectives on whether HP-funded events in general have contributed

to economic and social outcomes. Some indicated that hosting major events contributes to increased economic activity at the community and regional level, but did not provide sources to substantiate this. A few key informants maintained that these events lead to an increase in tourism that supports local businesses. Additionally, some key informants and sport organizations reported that sport events contribute to a number of social impacts, including the following:

- ▶ increasing the host community's volunteer capacity
- ▶ increasing the sense of pride at the community, regional, and/or national levels
- ▶ increasing the interest in the hosted sport and/or participation in sports more generally
- ▶ enhancing community cohesiveness
- ▶ accessing legacy venues and facilities
- ▶ greater cultural knowledge, and exposure to different cultures, through an exchange of art and music

Again, these are perceptions, and the key informants did not provide sources to substantiate this.

### **Concerns pertaining to measurement**

Serious concerns were expressed by several stakeholders regarding the fact that limited reliable data is available on the economic and social outcomes of hosting events, namely that social impacts (including cultural impacts) are too difficult to measure as most evidence of impact is anecdotal. In order to measure the economic impacts of sport tourism, in 2002 the Canadian Sport Tourism Alliance (CSTA) — in association with Sport Canada and others — developed the Sport Tourism Economic Assessment Model (STEAM). For major games, host organizations are now required to report to SC on the economic impact of their events, and the STEAM is the generally agreed-upon template for doing so (although not mandated by SC).

Though the model is widely perceived as effectively measuring the economic impacts of hosting, and key informants have referred to it as the standard or the only tool for measuring the impacts of hosting events, some key informants and experts cautioned against relying on the STEAM model.

- ▶ No tool, as of yet, has been shown in academic literature to be empirically accurate in measuring the economic impact of sport events.
  - However, an expert pointed to the significant body of international literature in the area of conceptualization and various approaches to calculating the economic impacts of medium size and major sporting events.<sup>9</sup>

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<sup>9</sup> Including: Preuss, H. (2004). Calculating of the Regional Impact of the Olympic Games. *European Sport Management Quarterly*, 4(4), 234-253.  
Preuss, H. (2005). The economic impact of visitors at major multi-sport events. *European Sport Management Quarterly*, 5(3), 281-301.  
Preuss, H. (2006). Impact and evaluation of major sporting events. *European Sport Management Quarterly*, 6(4), 313-316.  
Preuss, H. (2007a). The conceptualization and measurement of mega sport event legacies. *Journal of Sport & Tourism*, 12(3-4), 207-228.  
Preuss, H. (2011). A method for calculating the crowdingout effect in sport mega-event impact studies: The 2010 FIFA world cup. *Development Southern Africa*, 28(3), 367-385.  
Preuss, H. (2015). A framework for identifying the legacies of a mega sport event. *Leisure Studies*, 1-22. doi: 10.1080/02614367.2014.994552  
Preuss, H. (Ed.). (2007b). *The Impact and Evaluation of Major Sporting Events*. Oxon, UK: Routledge.

- ▶ It is limited in that it does not measure social and cultural impacts.
- ▶ Furthermore, it is not designed to measure those impacts, and it does not provide a strong predictive measure of impacts as it does not include long-term economic impacts post-event, including any impacts of various legacies.

Experts on the panel suggested that there may be something to learn from experts in the measurement of social and cultural impacts in areas other than sport, and from the attempt at measuring the impacts of the Vancouver 2010 Games — information which has not been widely circulated. Key informants also mentioned that projects funded under the Sport Canada Research Initiative (SCRI) could provide useful data and research to address some of the shortcomings in measuring the impacts of sport events; there is no information regarding research projects in this area at the time of this report's preparation.

Finally, where the responsibility lies for measuring impacts of hosted events is not entirely clear. While strengthening the economic, social, cultural, and community impacts is one of the objectives of the HP and an expected result of the Hosting Policy, the performance measurement documentation does not include indicators regarding impacts of cultural events and there is no systematic reporting on these impacts. In fact, the previous evaluation recommended that the HP prepare an annual report summarizing all social and economic outcomes arising from funded events, and it was implemented to a certain extent (i.e., in 2014, SC started reporting on some social and economic outcomes of ISSEs). Additionally, some stakeholders believe that SC management does not view the measurement of the impacts of hosting events as part of their responsibilities. Others believe that it is not necessarily SC's responsibility, but that SC should provide leadership in this area, in supporting reliable measurement and reporting on impacts.

## Legacies

### B1.1. To what extent do Canadians have access to legacy programs and venues?

Overall, athletes and Canadians in general have access to legacies — mostly in the form of new and improved sports venues — from HP-funded events. However, NSOs have mixed views in terms of the availability and the benefits of the legacies from HP-funded events for high performance athletes.

Federal funding is of critical importance for hosting societies, since it is how sport infrastructure is developed. Legacies are the most important reason for bid submissions.

According to NSOs, the human legacies are also important, in the form of an experienced volunteer base for hosting, and in developing coaches and officials by providing international

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Preuss, H., Könecke, T., & Schütte, N. (2010). Calculating the primary economic impact of a sports club's regular season competition: A first model. *Journal of Sport Science and Physical Education*, 60, 17-22.

Taks, M., Green, B. C., Misener, L., & Chalip, L. (2014). Evaluating sport development outcomes: the case of a medium-sized international sport event. *European Sport Management Quarterly*, 14(3), 213-237.

Taks, M., Kesenne, S., Chalip, L., Green, B. C., & Martyn, S. (2011). Economic Impact Analysis Versus Cost Benefit Analysis: The Case of a Medium-Sized Sport Event. *International Journal of Sport Finance*, 6(3), 187-20.

event experience.

While the perception is that in recent years the Canadian sport system has embraced legacy planning, there is room for improvement.

- ▶ Legacy funds are currently planned out of surpluses for ISSEs, the NAIG and Canada Games, which can vary greatly. Instead, they could be systematically included as a distinct part of event planning and budgeting from the beginning — as they are now for most major games.
- ▶ Secondly, as indicated in the previous evaluation, some challenges persist in maintaining and monitoring legacies:
  - Monitoring plans are included in the legacy plans; however, hosting organizations are dissolved following events.
  - Stakeholders have mixed views regarding whether it is SC’s role or that of an independent legacy organization.

### Realized legacies and accessibility

While the information available from files and databases does not directly address the concept of access, it provides an indication of the availability of legacy programs and venues. First, SC monitors the number of legacy plans that have been approved; this ranged between 52 and 65 plans per year from FY 2009–10 to FY 2013–14, as indicated in Table 40. SC indicated that all funded events have an approved legacy plan. As a result, the data represents the number of ISSEs plus all major games (IMMG, IMGAPPD, and Canada Games).

	2009-10	2010-11	2011-12	2012-13	2013-14
Number of approved sport legacy plans	52	57	63	65	64
Source: Sport Canada, <i>Data Collection Matrix_PMF.xlsx</i> & ISSE monitoring spreadsheet, 2015.					

In addition, key informant interviews and case studies provide a number of examples of legacies from single or multisport events that were realized over the evaluation period. These include: facilities built or upgraded for events that are then made available for public use, athlete training, or for hosting future events; equipment purchased for use during an event that is then made available for athlete training and/or to the public; and public sport programming. Overall, legacy facilities are accessible and fully used; communities near a legacy facility have full access; and, in some cases, legacy programming consists of outreach programming to sport groups throughout the province/territory.

Examples of multisport events that realized their legacy plans include the following:

- ▶ Canada Games: The legacy plan for the 2013 Canada Summer Games in Sherbrooke, QC included the establishment of an endowment fund to support local athletes and sport excellence in the region.
- ▶ 2015 Pan Am Games: The legacy plan included financial resources to maintain three facilities to ensure that they are open to both the public and Canada’s national athletes on a priority basis for training and to host competition events; for example, Canada’s national

track cycling team, which usually trained in Los Angeles, CA, began training at the Milton Velodrome after the facility was completed.

According to key informants, Canada Games legacies are typically more limited because there is not as much investment in infrastructure as for international events, and although there is often a surplus, it is modest, and it is left to the community to decide how to use it. Regarding the Toronto 2015 Games, the Government of Canada is a major funder of the legacy plan. There are several other partners involved with managing the legacy facilities, including universities and municipal governments; similarly to the trend started with the 2010 Vancouver Games, the federal government does not own the venues created or upgraded for the 2015 Games, and thus access for national level athletes must be negotiated. The situation is similar for new or upgraded facilities that may be constructed for Canada Games, since they are handed over to a facilities operator, post-Games.

As for HP-funded ISSEs specifically, these events have consistently contributed to Canadian’s access to legacy funding, programs, and venues throughout the evaluation period, through the following:

- ▶ regular budget surpluses resulting from ISSEs (which the event can then allocate toward a legacy plan approved by SC to benefit the sport’s development);
- ▶ the creation of new and improved venues; and
- ▶ cultural events<sup>10</sup>

### Budget surpluses

The percentage of events generating a surplus increased moderately (from 30% in FY 2008–09 to 42% in 2012–13), while the median surplus remained at roughly \$15,000 throughout 2008–09 to 2012–13 (Canadian Heritage, 2014e).

Year	% events generating a surplus	Average surplus	Median surplus
2008–09	30%	\$879,646	\$15,908
2009–10	49%	\$693,579	\$8,643
2010–11	44%	\$44,799	\$16,989
2011–12	59%	\$650,727	\$30,173
2012–13	42%	\$204,954	\$12,890

Source (Canadian Heritage, 2014e)

### Venues

As indicated in Table 36, the HP consistently contributed to the creation of new and improved venues, resulting in six new venues and 121 improved venues from 2009–10 to 2012–13. Furthermore, database information indicates all funded events have approved legacy plans,

<sup>10</sup> As per the evaluation matrix, cultural events organized in conjunction with a funded sporting event are considered one of the indicators of the legacies of the sporting event.

and a substantial proportion of these plans involved new or improved venues. The sample of ISSEs included in the file review were all successful at achieving legacy plans.

### Cultural events

Although the total number of cultural events held appears to have declined from 83 in 2009–10 to 53 in 2012–13, the data suggest that HP-funded ISSEs have consistently contributed to cultural events. In particular, the percentage of HP-funded ISSEs holding cultural events increased from 35% in FY 2009–10 to 38% in 2012–13, concurrently with an increase in the total number of funded events from 51 in FY 2009–10 to 65 in FY 2012–13 (Canadian Heritage, 2014e). It should be noted that a single ISSE can be linked to more than one cultural event. Examples of cultural events include opening and closing ceremonies, including various artists; concerts in the evenings, after competitions; various celebrations and banquets; and linkages with local festivals.<sup>11</sup>

**Table 42: Cultural events held at ISSEs, 2009–10 to 2012–13**

Year	# cultural events held	% funded events that held cultural events	# funded events
2009–10	83	35%	51
2010–11	87	61%	57
2011–12	50	41%	61
2012–13	53	38%	65

Source: (Canadian Heritage, 2014e)

### Human legacies

Case studies with NSOs also underline the importance of the legacies from ISSEs for their sports. Those organizations indicated that little to no venue upgrading would occur without the impetus and funds from ISSEs, which in the case of several winter sports are subsequently used for athlete training. Several of these NSOs also explained the importance of human legacies, in the form of an experienced, local volunteer base for hosting (in many cases, away from large urban centres), and in developing coaches and officials by providing invaluable international event experience at home, which benefits their sport in the longer term. The benefits in terms of new or improved venues and community benefits were also echoed by other stakeholders with regard to the Canada Games.

### High performance athlete access

According to experts, a source of frustration for world-class athletes and NSOs is that too often in the past the high performance component of legacies has been questionable. The NSOs that were surveyed have mixed views in terms of the availability and the benefits of the legacies from HP-funded events for high performance athletes. This may be due in part to the fact that access to legacy facilities for high performance athletes is negotiated by the legacy implementation team, with the future facility operator, and is not part of the legacy plan itself. Nonetheless, a majority of NSOs reported that athletes have benefited from new or improved programming (71%) from HP-funded events over the evaluation period, as well as physical assets and equipment (54%). On the other hand, less than half (49%) indicated that athletes benefited from upgraded facilities/venues, and 46 % reported that athletes did not benefit at all from newly

<sup>11</sup> Based on information provided in a sample of recipient files for FY 2013–14 and 2014–15.

constructed facilities. Among the NSOs that reported their high performance athletes made very little or no use of legacies from HP-funded events, organizations indicated that in their view, physical assets and equipment and newly constructed facilities were not available to athletes; that new programming was not available to athletes; that upgraded facilities are not available to high performance athletes; and that the upgraded facilities are not conveniently located.

NSOs related to summer sports were asked an additional question, that is, whether the hosting of the Toronto 2015 Games and the funded legacy facilities and equipment have contributed to providing opportunities in the pre-Games period for athletes to participate in sport events in Canada. Opinions from NSOs were divided, with half indicating that the hosting of the Toronto 2015 Games and funded legacies have contributed to a great or moderate extent to providing opportunities in the pre-Games period for athletes to participate in sport events in Canada, while 44% reported that the contribution was small or non-existent.

### **Monitoring of legacies**

Interviews, case studies, and experts all indicated that federal funding is of critical importance for hosting societies and organizing committees, since it enables them to leverage other sources of funds, and that expected legacies are the most important reason for funding requests for hosted events. Legacies are how sport infrastructure gets developed, and the perception of stakeholders is that there is currently no other mechanism to fund new sport infrastructure. Legacy funds are currently planned out of surplus from events in the case of ISSEs, the NAIG and the Canada Games, which can vary greatly. Instead, stakeholders suggested that they could systematically be included as a distinct part of event planning and budgeting from the beginning — as they are now for most major games — or even be included at the time of event bidding.

While the perception is that in recent years the Canadian sport system has embraced legacy planning, experts underlined that it is a collective responsibility to plan and monitor, and that both local and national populations and economies should benefit. Some challenges exist in maintenance and monitoring of legacies. There were indications of this during the previous evaluation of sport funding programs, which according to some stakeholders underlined the need for greater oversight in the implementation and maintenance of legacies.

Host organizations continue to have difficulty securing long-term funding to support the ongoing operating costs of legacy venues. There is also no shared understanding of who is responsible for monitoring legacies. Monitoring plans are included in the legacy plans submitted to SC.

However, hosting organizations are dissolved following events, and SC does not monitor legacy funds past the final payment. Stakeholders had mixed views: it is not SC's role, but that of an independent legacy organization; SC does not have the capacity to monitor legacies and measure their impact over the long term; or SC has not made it a priority. Experts indicated that, should SC or Canadians desire a national legacy monitoring system, an organization (whether a group within the federal government, Sport Canada, or an independent organization) would have to be formed for this. The advantage of such a solution would be the legacy management knowledge transfer between events, as well as a more concerted and strategic approach to legacies.

Regardless, at a minimum, some stakeholders suggest SC develop monitoring templates for host organizations (e.g., adapt the Canada Games legacy plan management template), and that SC be the mediator in the event of any issues arising between legacy funders or funding recipients.



## **5.1.4 Consultation and collaboration efforts**

### **B1.4. Was the Program/policy collaboration expanded and strengthened?**

There have been numerous consultation and collaboration efforts in the area of sport policy at the federal government level, with provincial/territorial governments, and international collaboration, as well as collaboration with NGOs, domestically and internationally.

It is difficult to assess whether collaboration, overall, has increased or not relative to the last evaluation period. Nonetheless, we note the following:

- ▶ The Toronto 2015 Games are viewed as a positive example of multilateral collaboration between SC and other federal departments/agencies.
- ▶ Through the extensive consultation process to renew the CSP in 2012, the F-P/T collaboration has been strengthened.
- ▶ International collaboration has decreased since 2012, as seven bilateral agreements with other nations lapsed and were not renewed, and fewer resources are dedicated to international involvement.

This evaluation issue touches on collaboration in the area of sport policy at the federal government level, with P/T governments, and international collaboration, as well as collaboration with NGOs. It does not include consultation and collaboration internally within SC. Some aspects of consultation and collaboration are addressed in Section 5.2.3.

### **Federal level**

The Toronto 2015 Games are viewed as a positive example of multilateral collaboration between SC and other federal departments/agencies. The organization and delivery of the Government of Canada's contribution to those games drew on the Federal Secretariat model developed for the 2010 Olympic and Paralympic Games in Vancouver in terms of providing coordination for all essential federal services (EFS) necessary to the Games and ensuring that all of the obligations of the government as per the multi-party agreement (MPA) were met.

### **Federal-provincial/territorial collaboration**

#### **Renewal of the Canadian Sport Policy**

The 2002 CSP was evaluated in 2009 and, based on the progress achieved at that point, it was declared a success. However, among the federal and P/T governments, there remained ongoing concerns about declining sport participation rates, particularly among marginalized groups. There was also a growing desire to work together to further strengthen sport development in Canada, and the ongoing recognition of the value of a unifying policy to guide that collaboration. The success of the Vancouver 2010 Winter Olympic and Paralympic Games also cemented the interest of the federal and P/T governments in policy renewal. Pan-Canadian consultations regarding the policy were held in 2010 and 2011 and led to the successor: CSP 2012.

“CSP 2002 was a leading example of federal-provincial/territorial government collaboration in policy development and implementation. CSP 2012 maintains the existing alignment of government responsibilities...while encouraging more collaboration between governments, among government departments and with non-government organizations” (Government of Canada, 2012, p. 22).

Furthermore, key informants indicated that the consultation work undertaken by SC as part of the renewal of the CSP was considered important, as it provided a pan-Canadian approach to sport which allowed P/T governments to better align sport policies in their respective jurisdictions. In addition, the process had improved since the development of the first CSP in 2002; P/T representatives were given ample opportunities to provide feedback, and perspectives from all jurisdictions were taken into consideration in the development of the 2012 policy. P/T representatives referred to the process as “a very broad collaborative effort,” and “well planned and formulated” collaboration and consultation, which also “helped broaden perspectives” on sport policy priorities, many of which were similar across Canada.

### **Federal-provincial priority setting**

As they did under the initial policy, the federal and P/T governments, in collaboration with the sport sector, continue to jointly set priorities for collaborative action on a five-year cycle under CSP 2012. Priorities for collaborative action for the evaluation period — that is, for the 2007-2012 and 2012–2017 cycles — are summarized below. Over those two priority setting cycles, they continue to focus on various aspects of the integration of the CS4L and LTAD models into sport at every level and recreation, and on long-term sport and recreation infrastructure; on traditionally under-represented, marginalized, or economically disadvantaged groups; on promoting and engaging in meaningful collaboration among all sectors (governments and NGOs); on defining roles and collecting data on activities; and on monitoring and reporting on the CSP priorities.

<b>Table 43: Federal-provincial/territorial priorities for collaborative action</b>		
	<b>2007–12</b>	<b>2012–17</b>
Sport Community Capacity	1. Develop and implement a long-term sport and recreation infrastructure strategy.	1. Support Introduction to Sport programming with a focus on traditionally under-represented and/or marginalized populations.
	2. Increase the opportunities in coaching, officiating, and volunteer leadership for women, persons with a disability, Indigenous peoples, and visible minorities.	2. Promote improved access for economically disadvantaged Canadians in all contexts of sport.
Canadian Sport for Life (LTAD Model)	3. Review the alignment of Multisport Games with LTAD principles.	3. Develop a common data collection methodology with which to identify infrastructure priorities for the sport and recreation sectors.
	4. Engage general public in awareness of Physical Literacy.	4. Define and clarify the roles and responsibilities of governments and key stakeholder organizations in the high performance and competitive sport system.
	5. Coordinate F-P/T governments' implementation of LTAD model.	5. Review progress and complete implementation of the Strategic Framework for Hosting International Sport Events in Canada.
	6. Promote linkage/integration with other sectors at the provincial, territorial, and national levels.	6. Work with Indigenous communities to identify priorities and undertake initiatives for Indigenous sport development, and the use of sport for social and community development purposes.
Canada Games	7. Review the alignment of the Canada Games with LTAD.	7. Introduce initiatives to improve safety and anti-harassment in all contexts of sport participation.
	8. Examine the contribution of Canada Games to advancing LTAD principles for athletes with a disability.	8. Collaborate with sport sector stakeholders to identify priorities and strategies to improve capacity in the sport system.
	9. Review the governance of the Canada Games and the resourcing of the Canada Games Council.	9. Promote implementation of Canadian Sport for Life (CS4L), or equivalent programming, in the sport and related sectors.
Performance Management Plan to Measure Progress of the Canadian Sport Policy	10. Prepare an annual report card outlined in the Canadian Sport Policy Evaluation Framework, focussing on those actions that require the collaborative participation of the federal, provincial, and territorial governments.	10. Implement an engagement strategy to maximize the contribution of NGOs, in the sport and related sectors, to the implementation of CSP 2012.
	11. Conduct a Formative Evaluation for 2002–06, focussing on those actions that require the collaborative participation of the federal, provincial, and territorial governments.	11. Promote opportunities for collaboration and alignment with Active Canada 20/20 and the National Recreation Agenda.
	12. Develop a monitoring plan for the various strategies and initiatives that have resulted from the F-P/T Priorities for Collaborative Action 2002–05.	

Sources: (Government of Canada, 2013)

These joint priorities are complemented by jurisdiction-specific action plans that are implemented independently by each government. According to SC and its P/T partners, in conjunction with the action plans, since inception, the CSP “has increased dialogue and cooperation between (14) governments and their respective sport communities, thereby focussing attention on sport priorities in Canada” (Government of Canada, n.d.).

Also — flowing from the action plans — each province and territory enters into a bilateral agreement with the Government of Canada for a set of activities toward which it is contributing SSP funding, on a three-year cycle (the current one being 2012–15). Provinces and territories provide activity reports on an annual basis. However, two jurisdictions reported not having been consulted sufficiently in setting priorities in the bilateral agreement process.

In terms of consultation and collaboration with P/Ts, documentation and key informants

underlined the work at the FPTSC level, the F-P/T working groups, and other information-sharing activities:

- ▶ The F-P/T Sport Committee (FPTSC) includes representatives from the P/T and federal governments. Discussions typically involve preparing recommendations for F-P/T deputy ministers and F-P/T ministers relating to F-P/T priorities identified by ministers.
- ▶ At the last count, there were 12 F-P/T working groups that had been established for ongoing consultations and work, including work related to the LTAD/CS4L model and the Canada Games.
- ▶ SC shares information on carded athletes with P/T governments, such as monthly reports on athletes who receive AAP funding in each jurisdiction. Reports prepared by the AAP assist P/T governments in identifying carded athletes for funding initiatives in their own jurisdictions.
- ▶ In addition, the federal government is often invited to sit in on meetings of the Interprovincial Sport and Recreation Council (IRSC) — a multilateral table of representatives from the P/T governments.

While this priority predates the evaluation period, there has been a continuous effort throughout the last five years on the part of SC and collaboration with P/T governments to ensure that the Canada Games are relevant for their jurisdictions and their athletes, in terms of their objectives and in developing national, measurable expectations for the Games.

Finally, in the spring of 2015, SC surveyed P/T governments about their goals with respect to Paralympic sport, and more broadly about their goals regarding the participation of persons with a disability. It was an information-gathering exercise, designed to feed into a broader consultation as part of the development of a national strategy for Paralympic athlete pathways.

### **Collaboration with NGOs**

Key informants described three main areas of collaboration between SC and NGOs, including NSOs and MSOs, and the Social Sciences and Humanities Research Council (SSHRC). Firstly, NSOs and MSOs are informed of any program or policy changes to the AAP and are asked to provide feedback or any suggestions for changes. Secondly, they are also consulted in the context of changes to the SFAF. Organizations are consulted to ensure that they are properly informed of the requirements under the framework and are also asked to provide suggestions for improvements and to comment on any proposed adjustments to the framework. Finally, through SSHRC, SC supports research partnerships between academics and the government.

### **International collaboration**

With a view to advance its own sport policy priorities and strengthen its influence through sport, Canada has engaged in a series of nine *Memoranda of Understanding on Bilateral Relations and Cooperation in Sport (MOU) and Programs of Activities (POA)* that span the period of this evaluation. More specifically, Canada is an active member of the Sports Council of the Americas (CADE), and has had MOUs with Brazil, Peru, Mexico, El Salvador, and Cuba. Canada has also entered into MOUs — mostly for sport development purposes and anti-doping collaboration — in other parts of the world beyond the Americas, including China, France, South Africa, and Russia. Most recently, Canada has entered into MOU discussions with Australia and Haiti, but there is no information as to whether these were concluded and when.

Some of the agreements listed above were in place well before this evaluation period, while others were initiated during the evaluation period. Based on the documentation that is available, one is currently active, the status of one is unknown (with Russia, since the status of relations with that country is uncertain). The remaining seven MOUs have expired, and none of those have been renewed. SC representatives indicated that this is due to a change in government priorities and that fewer staff and financial resources have been dedicated to international work. They indicated that SC's influence and involvement in sports-related activities internationally has decreased as a result.

## **Supporting the CSP 2012**

### **D.2. What actions has Sport Canada taken to support the relevant goals of the Canadian Sport Policy 2012?**

SC continues to take a variety of actions through each of the three sport funding programs that individually and collectively support specific goals of the CSP 2012:

- ▶ Each of the three sport funding programs, and particularly the targeted excellence component of the SSP, support high performance sport.
- ▶ The bilateral agreements with P/Ts, and funding to other non-profit organizations specifically, support the introduction to sport and recreational sport goals.
- ▶ The agreements with other countries for bilateral relations support the sport for development goal.

A joint action plan adopted by the federal and P/T governments in 2012 identified 11 areas for collaborative action for facilitating implementation of the CSP 2012. Areas identified included, among others, supporting introduction to sport, improving the capacity of the sport system, and improving access to sport for a number of target groups including Indigenous communities, under-represented populations, and economically disadvantaged Canadians. The CSP 2012 goals are integrated as objectives into funding models with sport organizations at the national and P/T levels.

Key informants described the perceived roles and responsibilities for the federal and P/T governments in supporting the goals of the CSP 2012 as follows:

- ▶ Some SC representatives indicated that SC focusses more on supporting competitive and high performance sport and less on the other goals of the CSP 2012. A few SC representatives mentioned that SC also plays a role in supporting the introduction to sport and recreational sport goals, in addition to supporting the competitive and high performance sport goals of the policy. Key informants did not specify how SC's activities support these goals.
- ▶ Both P/T representatives and SC representatives indicated that the P/Ts main areas of responsibility relate to the introduction to sport and recreational sport goals of the CSP 2012. P/T representatives mentioned that the P/T governments' activities under the bilateral agreements also support the sport for development goals of the policy, in addition to the introduction to sport and recreational sport. Key informants did not specify how P/T activities supported these goals.

Many key informants cite the bilateral agreements between the federal and P/T governments as one of the main actions through which SC supports the goals of the CSP 2012, specifically the introduction to sport and recreational sport goals. According to key informants and documentation, SC has also taken a variety of actions to support those and other goals of the CSP 2012; each of the three sport funding programs, particularly the targeted excellence component of the SSP, support high performance sport. SC also supports introduction to sport through funding to other non-profit organizations, as well as sport for development through bilateral relations with other jurisdictions. Specific actions taken by SC to realize the goals of the CSP 2012 include the following:

- ▶ Introduction to sport and sport for recreation: This is funding through the SSP to non-governmental organizations. An example of this is Canadian Tire Jumpstart Charities, which assists families in need with defraying sport participation costs for children and youth, such as those related to registration fees, equipment, and transportation.
- ▶ Competitive sport: While SC supports this objective as well, the evidence gathered as part of the evaluation and, more specifically, the stakeholders' perceptions referred to in this section, do not specifically highlight any examples in this area. However, documentation indicates that SC provides support toward the competitive sport goal, for example, by providing funding to NSOs and MSOs to develop competition programs and services for athletes, and funding sporting events such as the NAIG, which have a more competitive and less high performance focus.
- ▶ High performance sport: Many of SC's actions directly support the CSP 2012 goals related to high performance sport. The SSP provides core support to sport organizations and targeted excellence funding for athletes and organizations. It also provides support to WADA, whose work supports the ethical sport goal of the CSP 2012. The AAP provides living and training support to assist athletes in pursuing high performance goals. The HP provides hosting opportunities for providing athletes, coaches, and officials with opportunities to compete and develop skills.
- ▶ International sport cooperation: Canada has entered into a number of MOUs with other countries for bilateral relations and cooperation in sport, with an overall goal of advancing Canada's sport policy priorities, e.g., inclusive of sport participation, anti-doping, high performance sport, coach development, and sport science, and strengthening Canada's influence through sport. Out of the nine MOUs Canada had with other countries over the course of the evaluation period, seven have expired; and this was due to a change in government priorities at the time and a shift in resources.

A few SC representatives mentioned that a PMS was recently, or is currently, being developed for the CSP 2012, but they are not aware of the content of the strategy. There was a single mention of a possible shift from a full PMS to more focussed thematic studies over time, but that is not confirmed. A distinct, mid-point formative evaluation of the CSP 2012 is also under way, directed by the FPTSC. The framework for that evaluation was not available at the time of this report's preparation. It may shed light on the current status of the performance measurement approach.

The FPTSC also created an implementation and monitoring working group for the Policy, referred to as the PIM, but there is no documentation available at the time of this evaluation as to

their monitoring efforts. It is possible that their monitoring efforts could help further document SC's efforts in support of the policy.

## Supporting official languages (OLs)

### D.4. Do Sport Canada programs take measures to respect Canada's commitment to official languages?

- ▶ The sport funding programs have taken measures to respect Canada's commitment to OLs, including with their P/T partners.
- ▶ They have developed tools to support sport organizations in meeting these requirements.
- ▶ Some challenges remain in addressing OL requirements:
  - at the PSO and community organization level, due to a lack of capacity; and
  - in the context of ISSEs and IMMGS, where international federations and international games committees exert different pressures.

OL obligations exist as part of the eligibility requirements for the SSP, which requires that organizations have a policy which promotes both OLs in their service and programming delivery. Specifically, organizations are expected to ensure that the official languages requirements of the Treasury Board Policy on Transfer of Payments and its Directive and the spirit and intent of the Official Languages Act are respected, within the overall SSP funding envelope provided to each Organization. The program has provided NSOs, MSOs, and CSCs with close to \$5 million over the evaluation period to assist them with their bilingual capacity (i.e., an average of \$0.98 million per year, keeping pace with prior years).<sup>12</sup>

Some of the other organizations that are recipients of funding — such as ParticipAction — report some challenges in complying with OL requirements in terms of their public awareness, education and/or outreach activities, specifically in having the resources to consistently meet the OL requirements, across targeted clienteles across the country, including in their use of the Internet and social media.

SC representatives indicated that up to 2014, there was a separate funding envelope for the OL unit to support ad hoc activities, based on requests for additional support from sport organizations, like the translation of documents, web-based content, or simultaneous interpretation at meetings or events. SC provides organizations with various tools and resources to assist them in complying with OL requirements, and the OL unit of SC shares tools and best practices in this area via a quarterly bulletin to the sport community, as part of ongoing support to its recipients for compliance in this area. SC representatives did not comment on the extent to which these tools were useful for organizations. SC has also developed tracking and monitoring tools to evaluate organizations' adherence to OL obligations. The OL unit of SC assesses sport

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<sup>12</sup> SC representatives indicate that there was a separate funding envelope to address ad hoc requests from sport organizations for additional support, and that since 2014, it is no longer separate; it is part of the overall funding available to support bilingual capacity on an ongoing basis.

organizations websites on an annual basis for compliance with OL requirements, and this feeds into the annual feedback on the accountability standards as part of the SFAF for each NSO/MSO/CSC.

As indicated in, in FY 2013–14, most MSOs met or exceeded their targets in terms of accountability standards relative to engagement and communication in both OLs<sup>13</sup>. However, a smaller proportion of NSOs and CSCs were successful at meeting or exceeding their targets:

- ▶ Only 35% of NSOs and 29% of CSCs (2 out of 7) released communications to the public simultaneously in both OLs.
- ▶ While 51% of NSOs provided programs and services and related communications simultaneously in both OLs, only 43% of CSC (3 out of 7) did so.

<b>Table 44: Achievement of accountability standards in relation to OLs, FY 2013–14</b>						
<b>Accountability standards</b>	<b>NSO (n=55)</b>		<b>MSO (n=19)</b>		<b>CSC (n=7)</b>	
	<b>Did not meet target (%)</b>	<b>Met or exceeded target (%)</b>	<b>Did not meet target (%)</b>	<b>Met or exceeded target (%)</b>	<b>Did not meet target (%)</b>	<b>Met or exceeded target (%)</b>
<b>A3 – Engagement and communication targets</b>						
A3.1 The organization releases communications to the public simultaneously in both official languages.	65%	35%	32%	68%	71%	29%
A3.2 The organization provides programs and services and related communications in both official languages, simultaneously where indicated.	49%	51%	11%	89%	57%	43%
Source: Sport Canada, SFAF Accountability Standards spreadsheet, 2015.						

Some key informants indicated that challenges exist in meeting OL obligations, mainly in that PSOs and community organizations often do not have the capacity to provide services and programming in both OL, while this challenge is not as present at the NSO level<sup>14</sup>. Provincial and territorial representatives indicated varying capacity at the P/TSO and community level to address OL requirements, except in Ontario and New Brunswick where provincial legislation regarding the provision of services in both OLs implies that OL requirements from SC are de facto addressed. F-P/T bilateral agreements specify that P/T governments are to consider the OL needs of the target audience, in consultation with the Government of Canada. Based on the review of documents and files as part of this evaluation, it is not possible to conclude to what

<sup>13</sup> Based on the self-evaluation of each organization in conjunction with Sport Canada, against the targets that they jointly set. Organizations set different targets, e.g., not all organizations set out to achieve 100% of communications or programs and services in both OLs.

<sup>14</sup> PSOs and community organizations are not subject to the same requirements as those imposed on NSOs by SC.



extent they are successful in achieving this.<sup>15</sup> Representatives from Alberta, Nova Scotia, and Prince Edward Island indicated that direct program delivery does not systematically incorporate OL requirements, but that most written material is provided in the minority OL and other aspects of programming are addressed upon request (e.g., coach training).

OL obligations are also part of the eligibility requirements for the HP, which ensures that the contribution agreements and signatories comply with the OLA. For hosted events, the Canada Games and all ISSE and IMMGS' contribution agreements include OL requirements. HP recipient reporting must describe how the requirements were met.

SC representatives highlighted a strong relationship with the Canada Games Council and the Council's knowledge transfer program, whereby between games, they are imparting some of the key elements for successive host societies to adhere to. Ways to address OL requirements have become a key part of that. The Council has also been respectful of OL requirements and, as a result, the host societies have been highly compliant as well.

As for hosted events, ISSEs and IMMGS present specific challenges, in that the international sport federations and international games committees involved bring their own requirements that may or may not support compliance with Canada's OL requirements. That being said, the Toronto 2015 Games were considered successful in the integration of OL requirements. More information is provided in Appendix A of this report.

## **5.2 Core Issue 5: Demonstration of efficiency and economy**

The evaluation matrix poses three questions related to efficiency and economy, each of which are discussed in their own sub-section below.

### **5.2.1 Program management efficiency**

#### **C.1 What evidence exists as to whether the programs are managed efficiently?**

While the evaluation is not able to make definitive statements on the extent to which the programs are managed efficiently, some key findings emerged, mainly from stakeholder input:

- ▶ Satisfaction with program management:
  - A majority of respondents to the survey of sport organizations (NSOs, MSOs, CSCs) indicated that they were at least somewhat satisfied with a variety of elements related to the management of the SSP, AAP, and HP.
  - Some concerns exist in that completing application and reporting requirements is burdensome for recipients, and also that funding is not received in a timely manner.

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<sup>15</sup> None of the 2013–14 SSP P/T bilateral agreement recipient activities/projects sampled for the file review explicitly indicated that projects take measures for providing communications/service in both of the OLs. However, provinces were not required to include this information in final activity reports.

Some SC representatives believe the SFAF process is onerous. Some P/T representatives have concerns with the level of detail required in the tracking tool, and that reporting requirements are not consistent with their government's requirements. Others considered the reporting tools useful in providing quantitative data to their government.

- Sport organizations and P/T representatives expressed high satisfaction with the assistance provided by SC in the application and reporting process.
- ▶ Based on a small sample of recipient files (n = 28 NSO, MSO, CSC; n = 10 ISSE recipients; n = 5 P/Ts) that were reviewed for each program, most but not all recipients appear to be adhering to their reporting requirements. In some cases, recipients provide partial information (e.g., not reporting on some outputs or certain client groups).
- ▶ The HP and AAP largely met their service standards each year. The available information is incomplete on the extent to which the SSP met their service standards. For 2014–15 (which has the most complete information), service standards were met to a high degree for acknowledging receipt of applications, but range from 53% to 71% for issuing official notification of the funding decision. Nevertheless, for the latter, the average number of weeks to decision ranged from 23 to 31 weeks, which is not substantially higher than the 24-week service standard.
- ▶ Also related to program management, a concern exists stemming from the perception that OTP's mandate has expanded beyond excellence and high performance sport, and that some clarification is required between the roles of OTP, SC, and the COC and CPC.

The sub-sections below provide mainly qualitative evidence pertaining to a number of key aspects of efficient management, as per the evaluation matrix. It indicates:

- ▶ a mostly positive assessment of program management – by auditors as well as by recipients – with some suggestions for improvement;
- ▶ a fairly high rate of satisfaction with program application and reporting requirements – with some caveats; and
- ▶ a favourable assessment against the organization's own service standards.

#### **Available assessments of program management**

Several internal audits have been conducted, one of the HP and one of the SC Branch, although both covered periods prior to the evaluation period (April 1, 2006 to December 31, 2008 and April 1, 2007 to October 31, 2009, respectively).

Both of these audits reported positive findings related to management. For example, both audits cited use of tools and templates and experienced staff. The 2009 HP audit also reported low staff turnover, steps to ensure program staff had needed competencies for their positions, and posting of information on their website for increased recipient access (Canadian Heritage, 2009b, pp. i-ii). The 2010 SC Branch audit also reported effective governance processes/committees, and the use of a formal budget monitoring process for tracking budgets and resource allocation (Canadian Heritage, 2010, p. ii).

Both audits also identified areas for improvements and provided associated recommendations. The 2009 HP audit recommended considering alternative approaches to decrease the application review and approval length, establishing formal service delivery standards, identifying additional performance information to demonstrate results, and implementing formal processes/tools to ensure required performance information is gathered (Canadian Heritage, 2009b, p. ii).

The 2010 SC Branch audit made recommendations related to governance, results and performance, and accountability. Several recommendations related to governance were that SC take steps to ensure recipient financial and activity reports are adequately reviewed prior to payment and that SC review the progress of their business plan activities and the progress of Branch-specific risks. Accountability recommendations were human resource related and included that SC should ensure the proper recording and sharing of staff actions with the Human Resources Workplace management Branch, and that senior management of SC and the Human Resources Workplace Management Branch collaborate to distinguish and document division of responsibility for staffing actions (Canadian Heritage, 2010, p. ii).

SC also produces regular three-year business plans in which they consider, among other things, the department's internal strengths and challenges. Several reported strengths related to program management include that SC:

- effectively manages its three funding programs; maintains a low cost ratio of operations to programming;
- maintains sport expertise and has highly knowledgeable and experienced staff with low turnover;
- develops and effectively uses reporting and assessment tools;
- provides guidance and advice to the sport community;
- has strong business operations (contribution process, accountability measures, decision-making regime) and accountability practices, including for the latter due diligence and responsiveness to audit and evaluation findings; and
- is committed to transparency and fairness (Canadian Heritage, n.d.-a, p. 10).

Some identified internal challenges related to program management include:

- enhancing internal and external communication processes;
- needing to reduce siloed work;
- ensuring a formal succession planning structure;
- increasing the synchronization of work and delivery with policy;
- ensuring adequate service provision, despite O&M reductions; and
- taking account of recipients' other reporting requirements; and introducing several improvements with respect to performance management and performance measurement, including the collection and analysis of data and incorporating analysis findings into decision-making (Canadian Heritage, n.d.-a, p. 11).

## **5.2.2 Meeting service standards**

The extent that the programs are meeting their service standards are summarized in Table 45, Table 46, and Table 47. As shown in Table 45, service standards were met for all or almost all HP components for 2011–12 to 2014–15. For almost all components and for all years, the

average days to acknowledging the receipt of applications was well below the 15-day service standard. The one exception is for ISSEs up to \$49,999 for 2013–14, where 67% of the six applications met the standard, with an average of 40 days for acknowledging receipt of application. The average weeks to issuing an official written notification of a funding decision was also well below the service standards for each component and for each year (26 weeks for ISSEs up to \$49,999; 52 weeks for \$50,000 to \$249,999; and 104 weeks for \$250,000 & up).

**Table 45: HP meeting service standards**

Program component and fiscal year	Total # of applications	Acknowledging receipt of application		Issuing official written notification of funding decision	
		% met standard <sup>1</sup>	Average days to acknowledge	% met standard <sup>2</sup>	Average weeks to decision
<b>2011–12</b>					
ISSEs up to \$49,999	34	94%	6	82%	17
ISSEs \$50,000 to \$249,999	52	98%	4	100%	23
ISSEs \$250,000 & up	14	93%	7	93%	46
Others*	5	100%	2	100%	31
<b>2012–13</b>					
ISSEs up to \$49,999	13	92%	6	100%	16
ISSEs \$50,000 to \$249,999	55	98%	4	98%	19
ISSEs \$250,000 & up	12	100%	7	100%	28
Others**	3	100%	2	-	30
<b>2013–14</b>					
ISSEs up to \$49,999	6	67%	40	100%	13
ISSEs \$50,000 to \$249,999	56	96%	4	100%	17
ISSEs \$250,000 & up	13	92%	5	100%	53
Others***	1	100%	1	100%	2
<b>2014–15</b>					
ISSEs up to \$49,999	15	87%	6	100%	12
ISSEs \$50,000 to \$249,999	63	98%	4	98%	21
ISSEs \$250,000 & up	7	100%	3	100%	47
Others****	4	100%	4	100%	11

Source: Sport Canada, from GCIMS.

<sup>1</sup>Service standard for acknowledging receipt of applications if 15 days for all components.

<sup>2</sup>Service standard for issuing written notification of funding decision is 26 weeks for ISSEs up to \$49,999; 52 weeks for \$50,000 to \$249,999; and 104 weeks for \$250,000 & up; service standards for others is variable.

\*Canada Games, Games' HP and International Multisport Games for Aboriginal peoples & persons with a disability.

\*\*PCH: 2015 Pan & Parapan American Games, Canada Games, and International Multisport Games for Aboriginal peoples & persons with a disability.

\*\*\*Canada Games.

\*\*\*\*Canada Games and TO2015 Sport Legacy Fund.

Information on meeting service standards is not as complete for the SSP over the evaluation period, with 2014–15 being the most complete (see Table 46).<sup>16</sup> In that year, service standards were met to a high degree for acknowledging the receipt of applications, but ranged from 53% to 71% for issuing official written notification of funding decisions, depending on the type of organization. However, for the latter, the average weeks to decision ranged from 23 to 31 weeks, which is not substantially higher than the 24-week service standard.

In all cases but for NSOs in 2014–15, the average days to acknowledge the receipt of applications were higher than the 15-day service standard, and in some cases substantially higher. The average weeks to issuing official written notification of a funding decision ranged between 21 and 31 weeks over the years and components, compared to the service standard of 24 weeks.

<b>Table 46: SSP meeting service standards</b>					
<b>Program component and fiscal year</b>	<b>Total # of applications</b>	<b>Acknowledging receipt of application</b>		<b>Issuing official written notification of funding decision</b>	
		<b>% met standard<sup>1</sup></b>	<b>Average days to acknowledge</b>	<b>% met standard<sup>2</sup></b>	<b>Average weeks to decision</b>
<b>2011–12</b>					
Others*	143	78%	23	48%	25
<b>2012–13</b>					
Others**	140	78%	23	75%	21
<b>2013–14</b>					
Others***	147	64%	65	63%	25
<b>2014–15</b>					
NSOs	96	96%	5	53%	31
MSOs	33	88%	16	61%	26
CSCs	11	64%	32	64%	25
Others****	7	86%	47	71%	23

Source: Sport Canada, from GCIMS.

<sup>1</sup>Service standard for acknowledging receipt of applications of 15 days for all components.

<sup>2</sup>Service standard for issuing written notification of funding decision is 24 weeks for all components.

\*SS -International, SSP, SS-Participation, and WADA.

\*\*Enhanced Excellence, Sport Development, and WADA.

\*\*\*Enhanced Excellence, Sport Development, and WADA.

\*\*\*\*CONFEJES, Other Supporting Initiatives, and WADA.

<sup>16</sup> SSP service standard information is less complete for the earlier period of the evaluation given departmental challenges in implementing or assessing service standards. Changes are being implemented to better facilitate calculation of service standards.

Services standards were almost all met for each year of the evaluation period for the AAP (see Table 47).

**Table 47: AAP meeting service standards**

Program component	Days to issuing official written notification of funding decision <sup>1</sup>				Issuing payment <sup>2</sup>	
	Application form to first payment <sup>3</sup>	Signed agreement to first payment <sup>4</sup>	Final hold to first payment <sup>5</sup>	Efficiency indicator <sup>6</sup>	Days	% meeting target
2010–11	17.1	13.7	5.1	100%	-2.4	100%
2011–12	16.2	7.5	5.7	96%	-1.9	100%
2012–13	16.2	10.2	5.7	98%	-2.6	100%
2013–14	19.7	9.3	9.5	91%	-1.8	100%
2014–15	28.5	22.2	6.5	96%	-5.1	100%

Source: Sport Canada, from GCIMS

<sup>1</sup>Target is within two weeks of the date the complete AAP application form is received and confirmation of a signed Athlete Agreement from the NSO.

<sup>2</sup>Target is within 28 calendar days of the date of issue of the grant awards letter.

Notes:

<sup>3</sup>Days between receiving the application from the athlete to payment being processed in AAPMIS.

<sup>4</sup>Days between reception of the confirmation of a signed athlete agreement (from NSO) and processing in AAPMIS.

<sup>5</sup>Days between all conditions being met and AAPMIS relaying information to SAP.

<sup>6</sup>Percentage of time the service standard is met

## Application and reporting requirements

### Meeting reporting requirements

One component of program management is the oversight of recipient reporting. As was noted above, the 2010 SC Branch Audit recommended that SC take steps to ensure recipient financial and activity reports are adequately reviewed, plus SC’s most recent business plan identified a need to take better account of recipients’ other reporting requirements. Recipient reporting requirements for each of the programs are specified either in the Contribution Guidelines and/or in their Contribution Agreement with SC.

The evaluation conducted an analysis of the extent to which recipients are meeting their reporting requirements. SSP recipients report on the previous year’s activities through their funding applications, specifically through Annexes 5 and 8, with the former reporting on the achievement of expected outputs and the latter on achievement of accountability standards.

The evaluation looked at the extent a sample of MSOs, NSOs, and CSCs reported on the achievement of outputs in their 2014–15 Annex 5 for each of the areas the recipients requested funding in their FY 2013–14 applications. Table 48 describes these results, indicating that there is some room for improvement on reporting for certain output areas. For example, of the 28 NSOs, MSOs, CSCs files examined, less than half (38 percent) of recipients that requested funding related to “above reference-level funding” reported on this output area. Similarly, only half (50 %) of recipients that requested funding related to “Sport development: Non-core funding

– CS4L-LTAD” reported on this output area.

<b>Table 48: Extent to which MSOs, NSOs, and CSCs reported on output areas where funding was requested (file review sample, n=28)</b>		
<b>Output area</b>	<b># NSO/MSO/CSCs requesting funding (n=28)</b>	<b># NSO/MSO/CSCs reporting results in requested areas</b>
1. Sport development: Core funding – governance and management administration	26	23
2. Sport development: Core funding – programs and services	27	27
3. Sport development: Non-core funding – international sport initiatives	5	3
4. Sport development: Non-core funding – CS4L-LTAD	10	5
5. Sport development: Non-core funding – OL	25	18
6. Above reference-level funding	26	10
7. Enhanced excellence funding (MSO only)*	0	0
*Results for this output area are not reported for NSOs or CSCs: they were not required to report on enhanced excellence funding, as Sport Canada received the information directly from OTP.		

Of 10 ISSE recipient files assessed by the evaluation, all or most met each of the reporting requirements (Table 49). Of those requirements not met, all but one recipient partially met the requirement (i.e., provided partial information).

<b>Table 49: FY 2013–14 ISSEs adherence to final reporting requirements (file review sample, n=10)</b>	
<b>Reporting requirement</b>	<b>ISSEs fully meeting requirement (n=10)</b>
Indicates for each planned legacy type whether legacy plans were achieved	9
Describes for each planned legacy type achievement of legacy plans	9
Indicates for each planned activity/result whether activity/results were achieved	8
Describes achievement of each planned activity/result	9
Indicates whether official language requirements were met (or indicates if not applicable)	10
Describes achievement of official languages requirements (or indicates if not applicable)	7
Indicates whether Government of Canada visibility requirements were met (or indicates if not applicable)	10
Describes achievement of Government of Canada visibility requirements (or indicates if not applicable)	8
Provides all required actual statistics (or indicates if not applicable)	8
Provides top three successes	10
Provides top three learnings	10
Provides Canadian results	9
Provides conclusions, lessons learned, and recommendations	10

Of five SSP P/T bilateral agreement recipient reports assessed by the evaluation, most (4 of 5) reported fully on achievement of expected results, target audience, and all projects/activities. However, recipients were more challenged in the identification of recipient groups, with two fully meeting the reporting requirements and three either partially or not meeting the reporting requirements.



### Satisfaction with application and reporting requirements

The opinions of P/T representatives were mixed in terms of their satisfaction with SC's application and reporting requirements. Several P/T representatives indicated that they appreciate that SC has been striving to develop streamlined templates and data collection mechanisms through consultations with P/T governments and organizations. A few were positive regarding the quantification of participants required for SC reporting, indicating it was useful for reporting to their own governments. However, some P/T key informants said that the reporting requirements for the bilateral agreements are burdensome, with representatives mainly referring to the tracking tool, stating that the required level of detail and the frequency of reporting was challenging. As well, SC reporting templates are not always consistent with those used by P/Ts, thereby causing additional reporting requirements. A few P/T representatives also expressed concern that the approval process for bilateral agreements was lengthy, and can affect delivery of programs when funds are not received in a timely manner. A few expressed a different view, indicating that the approval process went smoothly with reasonable timelines.

From the survey of sport organizations (NSOs, MSOs, CSCs), a majority of respondents indicated that they were at least somewhat satisfied with a variety of elements related to the management of the SSP, AAP, and HP, or they said the question was not applicable to them (see Table 50). For those areas applicable to them, in most cases a higher proportion of MSOs were very satisfied compared to NSOs and CSCs. The one area where a majority of respondents were very satisfied (overall and for MSOs and NSOs) was in the assistance received from SC in completing their SSP application and reporting requirements (68% overall, 69% of MSOs, and 73% of NSOs). Some P/T key informants also expressed satisfaction with the feedback and assistance received from SC regarding the application and reporting process, further confirming the strength identified in SC's business plan regarding advice and guidance to the sport community.

<b>Table 50: Over the last 5 years, if you applied for funding, please indicate your level of satisfaction or dissatisfaction with each of the following aspects of the management of the sport funding programs.</b>				
	<b>Overall (n=60)</b>	<b>CSC (n=6)</b>	<b>MSO (n=13)</b>	<b>NSO (n=41)</b>
<b>The efforts required by your organizations for completing and submitting your organization's annual application to the Sport Support Program</b>				
Somewhat satisfied	35%	33%	31%	37%
Very satisfied	33%	17%	46%	32%
<b>Sport Canada's process of reviewing and approving your organization's annual application to the Sport Support Program</b>				
Somewhat satisfied	38%	50%	23%	41%
Very satisfied	32%	17%	46%	29%
<b>The timeliness of receiving your funding after the approval of your annual application to the Sport Support Program</b>				
Somewhat satisfied	40%	50%	38%	39%
Very satisfied	27%	-	31%	29%
<b>Your organization's annual reporting and accountability requirements to the Sport Support Program</b>				
Somewhat satisfied	42%	67%	38%	39%
Very satisfied	35%	-	46%	37%

<b>Table 50: Over the last 5 years, if you applied for funding, please indicate your level of satisfaction or dissatisfaction with each of the following aspects of the management of the sport funding programs.</b>				
	<b>Overall (n=60)</b>	<b>CSC (n=6)</b>	<b>MSO (n=13)</b>	<b>NSO (n=41)</b>
<b>The assistance you receive from Sport Canada in completing your requirements for Sport Support Program applications and reporting</b>				
Somewhat satisfied	23%	50%	15%	22%
Very satisfied	68%	33%	69%	73%
<b>The eligibility criteria for the Athletes Assistance Program</b>				
Somewhat satisfied	20%	33%	-	24%
Very satisfied	33%	-	-	49%
Not applicable	28%	50%	85%	7%
<b>The funding application process for the Athletes Assistance Program</b>				
Somewhat satisfied	18%	-	-	27%
Very satisfied	30%	-	-	44%
Not applicable	33%	83%	85%	10%
<b>The application process for the Hosting Program</b>				
Somewhat satisfied	22%	-	-	32%
Very satisfied	18%	-	-	27%
Not applicable	37%	83%	85%	15%
<b>The timeliness of funding decisions by the Hosting Program</b>				
Somewhat satisfied	8%	-	-	12%
Very satisfied	18%	-	-	27%
Not applicable	38%	83%	85%	17%
<b>The reporting and accountability requirements for Hosting Program funding</b>				
Somewhat satisfied	22%	-	-	32%
Very satisfied	18%	-	-	27%
Not applicable	38%	83%	85%	17%

Areas where a substantial number of respondents indicated some level of dissatisfaction, and that are not shown above in Table 50, were that half (n=3) of CSCs are somewhat dissatisfied with the efforts required for completing and submitting their annual application to the SSP as well as with the timeliness of receiving their funding after the approval of their application. Just under one-quarter of NSOs are either somewhat or very dissatisfied with the SSP's annual reporting and accountability requirements (22%) and with the timeliness of funding decisions by the HP (23%).

Some SC key informants also expressed concerns with the reporting and application requirements, stating that the application process is lengthy and noting that several months can be required to have contribution and bilateral agreements approved by the Minister. As well, some SC key informants also observed that the SFAF reporting requirements for organizations were onerous and could be simplified. Key informants interviewed as part of the OTP case study also commented that the application process for OTP was time consuming and that there was duplication in reporting which - if confirmed - may present an opportunity for streamlining. As well, these key informants also noted a need for clarification regarding the funding criteria in the application process, and that decisions are sometimes made between OTP and the recipient (NSO or CSC) without SC involvement and that do not align with SC guidelines.

### **OTP management**

A few SC key informants also expressed concerns that the OTP's mandate has expanded beyond its initial advisory role on excellence and high performance sport. OTP has gained greater influence over the Canadian sport system as a whole by, for example, providing recommendations to Sport Canada on the organizational structure, governance, and programming of NSOs. As a result, the roles, responsibilities, and relationship between OTP and the rest of SC need to be clarified. Some key informants in a 2011 Evaluation of OTP also noted that OTP strays from its mission, observing that OTP needs to stay focussed on technical excellence and high performance (Sport Law & Strategy Group, 2011, p. 8). The evaluation also identified a lack of clarity of the roles between OTP, the COC/CPC, CSCs, and SC, and that there is some duplication and overlap (p.12).

### **5.2.3 Efficiency of organizational structure**

**C.2 Does Sport Canada's organizational structure enables the achievement of results in an efficient manner? Were the resources consumed reasonable for the outcomes achieved in light of context, priorities, and/or alternatives?**

There are some indications of positive results as well as potential areas for improvements:

- ▶ Actual resources consumed were reasonable relative to plans, although there is insufficient information for assessing whether they are reasonable relative to outcomes.
- ▶ The ratio of Gs&Cs distributed per FTE was only slightly higher for the first three years of the evaluation period than the previous five years, but substantially increased in the last two years (\$2.5 million and \$3.7 million per FTE), due to the HP funding for the Toronto 2015 Games.
- ▶ While FTEs declined somewhat between 2010–11 and 2014–15, they were still substantially higher than in the previous five years, while salaries/O&M were substantially lower. As a result, the ratio of grants and contributions per dollar of salaries/O&M was considerably higher over the evaluation period, compared to the previous five years.
- ▶ A few SC key informants suggested changes could be made for better integration of efforts within Sport Canada Divisions to improve the efficiency of SC's organizational structure.

For example, a few key informants observed that policy work is often conducted in isolation within some Divisions and that there is a lack of integration between policy and programs. A more consolidated approach where data informs policy, which then informs programming, would better meet the needs of the department. Table 51 below describes SC planned versus actual spending and human resources, as provided in annual Departmental Performance Reports (DPRs), indicating that actual spending and human resources for these years align closely with planned spending and resources.

Fiscal year	Spending (\$M)			(FTE)		
	Planned	Actual	Actual/ planned	Planned	Actual	Actual/ planned
2011–12	220.2	213.2	97%	103.5	119.5	115%
2012–13	212.7	225.0	106%	133.8	133.1	99%
2013–14	332.9	334.1	100%	127.0	128.3	101%

Source: (Canadian Heritage, 2012b, 2013b, 2014b)

As shown in Table 52, SC grants and contributions increased each year of the evaluation period, particularly for 2013–14 and 2014–15 due to HP funds to the Toronto 2015 Games. Grants and contribution were substantially higher over the evaluation period compared to the previous five years. FTEs were at a high of 146 in 2010–11 and dropped to 121 by 2014–15, but were higher for each year of the evaluation period than almost all of the five previous years. Salaries and operating maintenance (O&M), however, were much lower over the evaluation period, ranging from \$4.2 million to \$6.6 million, compared to the previous five years (range of \$9.0 million to \$10.7 million).

The amount of G&Cs distributed per FTE was relatively similar from 2005–06 to 2012–13 (ranging between \$1.1 million to \$1.7 million/FTE), but was considerably higher in 2013–14 and 2014–15 (\$2.5million & \$3.5 million/FTE, respectively), due to funding for the Toronto 2015 Games. However, the dollars of G&Cs distributed per dollar of salaries and O&M was considerably higher over the evaluation period (ranging from \$34 to \$79), compared to the previous five years (ranging from \$15 to \$17).

Item	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15
Salaries/O&M	\$9.3	\$9.0	\$9.2	\$10.7	\$9.9	\$4.2	\$6.1	\$6.4	\$6.6	\$5.8
G&Cs	\$133.8	\$137.0	\$136.6	\$151.4	\$159.1	\$195.4	\$199.4	\$211.0	\$320.3	\$449.9
<b>Total SC</b>	<b>\$143.1</b>	<b>\$146.0</b>	<b>\$145.8</b>	<b>\$162.1</b>	<b>\$169.0</b>	<b>\$199.6</b>	<b>\$205.5</b>	<b>\$217.4</b>	<b>\$326.9</b>	<b>\$455.7</b>
<b>FTEs</b>	<b>98</b>	<b>97</b>	<b>129</b>	<b>105</b>	<b>114</b>	<b>146</b>	<b>120</b>	<b>133</b>	<b>128</b>	<b>121</b>
<i>G*C/Salaries+O&amp;M</i>	<i>\$15.33</i>	<i>\$16.15</i>	<i>\$15.88</i>	<i>\$15.18</i>	<i>\$17.07</i>	<i>\$47.06</i>	<i>\$33.56</i>	<i>\$33.96</i>	<i>\$49.48</i>	<i>\$78.84</i>
<i>\$M of G&amp;C/FTE</i>	<i>1.4</i>	<i>1.4</i>	<i>1.1</i>	<i>1.4</i>	<i>1.4</i>	<i>1.3</i>	<i>1.7</i>	<i>1.6</i>	<i>2.5</i>	<i>3.7</i>

Note: Gs&Cs for 2014–15 include \$65M to HP for "Legacy" for 2015 Pan Am Games.  
Sources: Sport Canada. SC G&Cs from Table 4; Salaries and O&M from SC: *Salaries and Gs&Sc.doc* for 2003–04 to 2009–10, *Pro rata O&M costs 2011.xls* for 2010–11, *Evaluation Financial Information Template Sport\_de\_finance\_13janv.xlsx* for 2012–13 & 2013–14; FTEs 2005–06 from Report on annual profile questionnaire, 2003–04 and 2004–05 directly from SC; RPP; DPR.

Some SC representatives believe that there is a need to strengthen and consolidate SC’s policy activities. A few of these key informants noted that there is a lack of integration between programs and policy. A few key informants also noted that there is separation in the Branch’s policy development activities in that although there is a policy division, other divisions within the Branch — such as the HP Division and the Excellence Division — often carry out their own policy work and do so in isolation. According to key informants, greater integration and consistency is required between policy and programming. This would include taking a more consolidated approach to policy; taking steps to ensure that available data and information is used to inform policy; and, in turn, ensuring that it is policy which informs programming, and

not vice versa.

Additionally, a few SC representatives also believe that divisions often work independently, such that there can be a lack of consistency and sharing between divisions. This has led to some uncertainty on the roles of different divisions and the perceptions of work duplication between divisions. As an example, there is not a clear understanding on the role of, or the need for, the Excellence Division.

## **5.2.4 Duplication or complementarity with other programs**

### **C.3 Do the programs duplicate, overlap, or complement with other programs or initiatives delivered by other stakeholders?**

Overall, the evaluation found the three sport funding programs complement more than they duplicate other programs/initiatives.

- ▶ They work together in a complementary fashion, with each program's objectives aligned, so that together they provide support for advancing Canada's sport system.
- ▶ There is little duplication of effort between the sport funding programs or with other federal programs or other national level programs/initiatives.
  - However, some overlap and duplication exists between OTP/SC and the COC, with respect to supporting high performance athletes and excellence.
- ▶ Support from the SSP through the bilateral agreements can be clearly viewed as complementing participation efforts by P/Ts, particularly where the federal support assists in leveraging P/T funds.
- ▶ F-P/T initiatives, such as working groups, facilitate coordination and collaboration to avoid duplication between federal and P/T programs or initiatives.
- ▶ P/Ts put considerable focus on supporting overall physical activity and sport participation at the local and community level, but in some cases also fund high performance sport and financial support to individual athletes. Most stakeholders view this support as complementing federal support rather than duplicating it.
- ▶ HP funding to events is complemented by other sources, with almost all recipients also securing funds from P/Ts and private/sponsorship sources.

### **Duplication/complementarity between federal/national level programming**

The complementarity of the three sport funding programs themselves is reflected in their individual objectives. The intent of the SSP is to increase opportunities for participation in quality sport, as well as the capacity of the Canadian sport system, to facilitate the achievement of world-class results, to contribute to technical sport leadership, and to advance Canadian interests, values, and ethics in sport. The program does so through the support of sport organizations, each with their own specific role or roles in sport with regard to, for example, high performance programming, participation and access, governance, managing national teams, and sport ethics. The HP assists in giving Canadian athletes that are supported and developed through the SSP program — including athletes from under-represented groups — access to events in Canada, including international events. The AAP provides individual financial support to promising athletes, to facilitate their ability to participate in and benefit from the activities and

initiatives offered through the SSP and HP. The AAP is further linked with the SSP in that supported athletes are those identified by their NSO as having the greatest potential for success in their sport. The SSP's support of bilateral agreement with P/Ts further facilitates the program's participation objectives, and support of international initiatives further supports advancing Canadian ethics and values on the world stage.

A few key informants also indicated that the programs are complementary, specifically referring to the AAP and the OTP aspect of the SSP. Key informants observed that the financial support of the AAP allows athletes to dedicate more time to training, while the recommendations from the OTP aim to improve athlete performance and provide athletes with the support they need to excel.

While the evaluation found little duplication of efforts between federal programs or with other national level programs/initiatives, a few key informants noted that the COC has increased its focus on high performance athletes, which may create some overlap and duplication of efforts. As was noted earlier, the 2011 evaluation of OTP also found that there is a lack of clarity regarding the roles of OTP, SC, and the COC and CPC resulting in some duplication and overlap between these entities (Sport Law & Strategy Group, 2011, p. 12).

### **Duplication/complementarity between federal and P/T programming**

While outside the time-period of this evaluation, the 2010 Evaluation of the CSP 2002 identified the complementary nature of SC and P/T funding through the bilateral agreements. P/T key informants for that evaluation saw SC's introduction of additional resources into the sport system as "the biggest contributor to the success of the Policy" and "a leadership move by SC that galvanized P/T governments into matching federal government funds" (The Sutcliffe Group Incorporated, 2010, p. 6).

From the most recent F-P/T Bilateral Agreements final report, the \$4.9 million in FY 2012–13 federal investment in the bilateral agreements resulted in a total of \$6.5 million in matching funds, when including both cash and in-kind funds (Sport Canada, 2014a, pp. 3–4). This resulted in provinces and territories providing 478 newly developed or existing sport programs and activities to 1.1 million Canadians in 2012–13. As a result of these investments, the final report notes that "we can therefore conclude that provinces and territories continue to use the federal investment to leverage new funds from their governments that in turn allow them to expand the scope of their projects and programs across Canada" (Sport Canada, 2014a, p. 3). The report adds that the bilateral agreements are intended to maintain strong relationships with the provinces and territories and collaborate in areas of mutual interest (Sport Canada, 2014a, p. 2). Furthermore, during the implementation of these bilateral agreements, provinces and territories determine which objectives to focus on, based on their own priorities. This is illustrated by the varying levels of activities offered across the provinces and variation in the particular objectives the activities focus on.<sup>17</sup>

Little overlap or duplications was identified by key informants. A few reported that consultation and collaboration initiatives were in place to ensure that duplication does not occur. For example, F-P/T working groups have been established which allow for coordination and collaboration on

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<sup>17</sup> Activities are categorized into two objectives: Objective 1 focusses on strengthening physical literacy for children and youth, and Objective 2 focusses on providing opportunities for persons from under-represented or marginalized populations.

issues related to excellence and participation, to avoid any duplication between federal and P/T programs or initiatives. Key informants observed that while some P/Ts are also involved in funding national and international sport events and athlete assistance programs, this assistance is generally viewed as complementary to federal support, although a few key informants do believe that P/T athlete assistance funding does somewhat duplicate the AAP.

The literature review conducted by SC to support this evaluation identified that P/Ts put considerable focus on supporting overall physical activity and sport participation at the local and community level, as well as supporting high performance sport through P/TSOs. In addition, many also provide direct financial support to athletes. Some P/Ts athlete assistance programs will provide additional funds to further supplement athletes receiving AAP support, while others focus on high performance athletes not supported by the AAP. As an example of the latter, only 25% of British Columbia’s supported athletes can be federally carded athletes. To further illustrate how F-P/T programs complement and align with each other, the literature review and key informant interviews revealed that some P/Ts develop their policies and programs based on the CSP 2002/2012 and CS4L principles.

P/Ts also provide financial support to a variety of sport events, ranging from those offered at the municipal, regional, and provincial level, as well as national and international events that may also qualify for HP funding. Indeed, the HP is structured to encourage and, in some instances depending on the amount of federal funds being sought, require the recipient to seek other sources of funds, such as through P/Ts. For example, for ISSE events requiring more than \$50,000 of HP funds, federal funds cannot exceed 35% of total event costs and 50% of total government assistance (Canadian Heritage, 2012a, p. 8). As well, contributions from Canada are at times conditional on the recipient receiving specific amounts from the P/T where the event will be held. Looking at HP-funded ISSE events over the evaluation period, as shown in Table 53, most also received funding from P/Ts as well as from private/sponsorship sources. A majority or large proportion also received municipal funding.

Fiscal year	# HP-funded events	% receiving other funding sources, by source			
		Province	Municipal	Other federal	Private/sponsorships
2010–11	56	75%	45%	11%	80%
2011–12	61	80%	52%	20%	82%
2012–13	66	79%	61%	17%	83%
2013–14	62	85%	65%	15%	87%
2014–15	36	78%	58%	8%	81%

Source: Sport Canada, ISSE Stats.xlsx

Sports organizations surveyed also saw little duplication between the three funding programs and other programs or initiatives. Almost all (85%) respondents indicated that there was little to no duplication between the SSP and other programs or initiatives. Additionally, a majority of respondents reported that there was little to no duplication for the AAP (72%) or the HP (66%). For both the AAP and the HP, a substantial number of respondents (20% and 23%, respectively) said they did not know if duplication exists between these and other programs.

## 5.2.5 Alternative approaches to achieve similar results

While limited information was available on how approaches to funding sports taken by other jurisdictions, the evaluation found that some countries — specifically Australia and the United Kingdom — fund sport in a similar manner to Canada, while others — such as the United States — rely heavily on private funds for supporting high performance athletes.

- ▶ Australia and the UK provide support to both participation and excellence in sport and support to national sport governing bodies. Both countries also provide opportunities for under-represented groups to participate in sport, and financial support to athletes with the most potential for success.
- ▶ Unlike Canada, both the UK and Australia use means testing in their financial support of high performance athletes.
- ▶ The United States does not have a ministry responsible for sports and physical activity. The United States Olympic Committee (USOC) is mainly responsible for establishing objectives and providing support for amateur athletic initiatives. USOC relies primarily on corporate and individual contributions and its own marketing proceeds.
- ▶ Germany and Norway both have ministries with responsibilities for promoting sport participation and excellence.

The literature review conducted by PRG as a component of the evaluation looked at how governments in other jurisdictions support sport. As this is the only line of evidence in this regard, this section summarizes the findings from the literature review with respect to alternative approaches.<sup>18</sup>

### United States

Unlike Canada, the United States does not provide direct, continuous funding to support elite athletes. Instead, athletes rely heavily on corporate and individual contributions. Funding for American athletes is decentralized and is largely shared by private businesses and individual donations. Furthermore, unlike most other jurisdictions, the US does not have a ministry responsible for sports and physical activity (United States Olympic Committee, 2015).

The USOC is the main body responsible for establishing objectives and providing support for amateur athletic activities. The USOC does not receive funding from the federal government, but relies on corporate and individual contributions and on the proceeds of its direct marketing program (Friedman, 2007).<sup>19</sup>

In the US, training costs for athletes under 18 are generally paid for by their parents. These

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<sup>18</sup> While the expert panel discussed the comparison with other countries, this did not yield any new sources of information.

<sup>19</sup> According to the Ted Stevens Olympic and Amateur Sports Act (enacted in 1978), the USOC has the exclusive rights to use and authorize the use of Olympic-related marks, images, and terminology in the US. The USOC licences that right to sponsors as a means of generating revenue (United States Olympic Committee, 2015).



expenses can reach tens of thousands annually for the most talented athletes. Once an athlete is selected for a national team, the USOC provides support through, for example, direct funding for individuals, health insurance, tuition grants, media and marketing opportunities, and career services. Further, its training centre facilities provide services such as sport medicine and performance technology (Parliament of Australia, 2013, p. 57).

The USOC's annual report for 2013 indicates that 93% of its expenditures (approximately \$182 million) were directed to areas that support US Olympic and Paralympic athletes. Of those expenses, \$73 million in grants were provided directly to athletes and sport bodies. The remaining funds were used to support programming and the generation of resources for athletes and sport bodies via marketing and fundraising initiatives (United States Olympic Committee, 2013, p. 10).

While most sponsorship opportunities for athletes are in the form of direct funding to individuals or the USOC, some sponsorship arrangements involve some form of employment. Additionally, most colleges and universities in the US offer scholarships to elite athletes, which pay for all or part of their tuition fees (Friedman, 2007; Parliament of Australia, 2013, p. 58).

### **Australia**

Australia has many similarities to Canada in that they have specific initiatives for the following:

- ▶ support participation and excellence in sport;
- ▶ provide opportunities for under-represented groups, specifically Indigenous and female athletes;
- ▶ support national sport organizations; and
- ▶ provide financial support to athletes with the most potential for success as identified by national sport organizations.

Australia has two main bodies responsible for supporting participation and excellence in sport:

- ▶ The Australian Sports Commission (ASC) is the federal agency responsible for promoting and supporting participation and excellence in sport. The ASC provides funding through five programs, including the Elite Travel and Accommodation Assistance Program (EITAAP) (for Indigenous athletes), the Local Sports Champions program (for youth), the Women Leaders in Sport (WLIS) grant program, the National Officiating Scholarships Program, and dAIS Athlete Grants (direct funding to athletes). To be eligible for funding for the latter, an athlete cannot earn an after-tax income of more than \$60,000 per year.
- ▶ The Australian Sports Foundation (ASF) supports grassroots participation in sport by helping sports clubs and organizations with their fundraising projects (Fundraising4Sport (F4S) program) and by providing small grants of \$10,000 to non-profit organizations which have projects or programs that promote and support participation in sport (Giving4Grassroots (G4G) program).

Australia also has a high performance sport strategy, Australia's Winning Edge 2012–22. Under this strategy, the Australian Institute of Sport (AIS), a unit within the ASC, provides funding to organizations and programs aligned to the strategy's objectives, which include the following:

- ▶ top 5 at the Summer Olympics and Paralympics;
- ▶ top 15 at the Winter Olympics and Paralympics ;
- ▶ #1 at the Commonwealth Games; and
- ▶ 20+ World champions annually.

### **United Kingdom**

*UK Sport* provides funding to support excellence and high performance in sport. UK Sport is mainly funded by the National Lottery and the UK's Department of Culture, Media & Sport. Funding provided by UK Sport is targeted; therefore, funding is provided to those athletes with the best potential of winning medals at the Olympic and Paralympic Games. Specifically, and similar to Canada, UK Sport provides funding to support National Governing Bodies (NGBS), ensuring that athletes have access to high-quality services and programs, and direct funding to athletes to cover training costs and living expenses. The latter is through the Athlete Performance Award (APA) that provides financial support to individual athletes based on achieved and potential performance. The UK also makes use of means testing for funded athletes, with the maximum income threshold set at £65,000 (CAD 128,995) above which an athlete's funding is deducted pound for pound (or dollar for dollar).

Also, as with Canada, the UK has programs targeted to women and persons with a disability.

### **Germany and Norway**

The literature review found limited information on sport programming in Germany and Norway.<sup>20</sup> In Germany, the Federal Ministry of the Interior, in collaboration with the interior states, is responsible for sport and for promoting sports excellence and participation. The financing of sport and athletes is primarily through partnerships between the federal state, the internal states, and municipalities. Subsidies from the state are allocated based on the following goals:

- ▶ making Germany an international leader in sport;
- ▶ promoting financial autonomy for sport and sport organizations across the country; and
- ▶ providing financial support for high performance sport and large-scale sport installations across the country.

In Norway, the Ministry of Culture has the mandate for developing sport policy and promoting sport in close collaboration with the Olympic and Paralympic Committee of Norway (COPN). The COPN is actively involved in sport excellence and participation in Norway. Funding for sport in Norway is distributed as follows: (1) sports facilities; (2) national stadiums and special facilities; (3) research and development; (4) special activities, anti-doping, physical activity, and social inclusion in sports clubs, recreational programs for kids and teenagers; (5) the COPN and the sports confederation; and (6) subsidies for local clubs and organizations. Funds collected through

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<sup>20</sup> Little relevant information is publicly available in English for both these countries.

the national lottery are also an important source of funding for sports in Norway (Norsk Tipping).

### **5.3 Performance measurement**

SC has detailed reporting requirements in place for its programs and for the participants, and has taken a number of measures to improve performance measurement, some of which were in response to previous evaluation and audit findings and recommendations.

- ▶ SC has implemented the Performance Measurement Framework/Performance Measurement Strategy for collecting and aggregating performance data on various indicators for each of the three sport funding programs. However, data is not available for all indicators for each year of the evaluation period, and it is unclear how SC uses this data for performance measurement purposes.
- ▶ Changes in performance tracking have been made for some recipients to facilitate alignment with expected outcomes, data aggregation and reporting (e.g. a tracking tool for P/Ts).
- ▶ Sport Canada has conducted two performance analyses (2013 and 2014) of HP ISSE funding events, to assist in collecting and analyzing performance information with respect to achievement of the HP objectives, demonstrating results, and to facilitate ongoing improvement.
- ▶ Although some of the information collected through recipient reporting requirements feeds into the PMF/PMS, it is not clear how all of the information collected is used for overall SSP reporting and accountability purposes.

However, challenges in assessing the hard-to-measure benefits of the sport funding programs remain:

- ▶ Limited reliable data on social and economic impacts of hosting events is available.
- ▶ While economic, social, cultural, and community impacts are considerations of the HP, no specific outcomes related to them are mentioned in the funding programs' combined logic model, and no indicators are integrated into the SC-PMS.
- ▶ Difficulties exist in measuring progress for certain areas, such as progress in LTAD and in obtaining accurate measures of participation, particularly for under-represented groups.

As well, there could be better alignment of SC internal research, reviews, and evaluation with PCH's overall evaluation requirements to make better use of resources and more effectively inform decision-making.

#### **Performance measurement changes made in response to evaluation and audit recommendations**

The ESD of PCH conducted a Feasibility Assessment of the SC programs in preparation for the evaluation (Canadian Heritage, 2014c). One aspect of the assessment was to examine the extent to which the recommendations from the Grouped Sport Programs Evaluation (2011) and the Horizontal Evaluation of the Federal Government Investment in the 2010 Olympic and Paralympic Games have been implemented. The assessment concluded that of the seven recommendations from the former and one from the latter, most had been implemented, although some challenges in measuring direct and indirect benefits of hosting events remain (Canadian

Heritage, 2014c, p. 6).

SC has taken a variety of actions to implement the recommendation for improved performance reporting from the Grouped Sport Programs Evaluation (2011), and the Office of the Chief Audit and Evaluation Executive (OCAEE) has assessed that these actions were fully implemented. Some of the changes implemented by SC to improve performance measurement and reporting are summarized below (Canadian Heritage, 2013c):

- ▶ redesign of the SFAF for improved tracking of performance for summer NSOs
- ▶ review and development of eligibility criteria for CSCs
- ▶ changes to SSP application forms to ensure recipient reporting aligns with a program's expected outcomes and the SC-PMS, which includes development of templates as required
- ▶ implementation of an approach for gathering and maintaining performance data for the SC-PMS 2011–12 in a format that can be readily accessed, aggregated, and used for monitoring progress
- ▶ development and implementation of a tracking tool for P/Ts to facilitate tracking of participation in bilateral agreement-funded activities and development of a common reporting format to facilitate aggregation and reporting on a national basis

As well, the HP has conducted two performance analyses of ISSE events, with the first done in response to findings and recommendations of the 2009 Audit of the HP. SC compiled a performance analysis report in 2013 based on an analysis of data from ISSE recipients' final activity reports (primarily up to 2011–12). Findings were then structured around how the available data demonstrated that the ISSE-funded events contributed to achievement of each of the three HP objectives (Canadian Heritage, 2013d). A similar analysis was then conducted in 2014, with the addition of data for 2012–13 (Canadian Heritage, 2014e).

Both the 2013 and 2014 reports acknowledge that the availability of data for the ISSE limits the analyses, particularly as variables collected were not requested from recipients in earlier years. Both reports also note that the “analysis attempts to validate certain assumptions” by reviewing the extent to which the available data can “demonstrate performance expectations” (Canadian Heritage, 2014e, p. 5). To illustrate, the reports suggest that it is generally acknowledged that the funded ISSEs contribute to achieving the HP's third objective for strengthening economic, social, cultural, and community impacts. However, the analysis notes that limited information exists for demonstrating such benefits, and that there is a lack of agreement on how to measure these benefits. Benefits are then assumed through demonstrating that the ISSE has resulted in new or improved venues to communities, the generation of revenues from non-government sources primarily through ticket sales and sponsorships, the leveraging of funds from provincial and municipal governments, and the staging of cultural events along with the sport event (Canadian Heritage, 2014e, pp. 12–18). No assessment of what additional performance information could be collected is made to further demonstrate results.

### **Performance measurement requirements**

As noted above, SC has developed a Performance Measurement Strategy 2011–12 (SC-PMS) that identifies indicators and expected outcomes described in the logic model for each of the outputs, as well as data sources, frequency of data collection, and responsibilities for data collection (Sport Canada, 2011a). Data collection for most indicators is done annually, with a few collected biannually or quadrennially. Targets are provided, but only for 2011–12 targets, and dates are identified for the achievement of targets, mainly for the end of fiscal year 2011–12. Some indicators identify sources of baseline data, primarily from recent previous years. Ongoing performance measurement targets or achievement dates are not identified.

The Umbrella PMERS also outlines expectations for official reporting for the three sport funding programs (Canadian Heritage, 2014h, p. 16). Annual reporting by PCH/SC is expected on each of the following:

- ▶ annual funding amounts, by recipient;
- ▶ funding by hosted event;
- ▶ list of athletes receiving AAP funds; and
- ▶ annual reporting to Parliament, including the Report on Plans and Priorities (RPP) and the DPR.

Sport program funding recipients have certain performance reporting requirements as a component of their funding and for accountability purposes. There are no specific reporting requirements for AAP recipients, although athletes have certain criteria they must meet to be eligible for funding, and conditions they must abide by for continued eligibility and funding support (Sport Canada, 2012). Funding recipients of the SSP and HP enter into contribution agreements with Heritage Canada, and reporting and other accountability requirements are stipulated in the agreements. Recipient reporting allows SC to assess and monitor the extent to which recipients are progressing toward their expected objectives and goals. Furthermore, recipient reporting provides SC with data and information that can be used collectively for measuring the performance of each of the programs. Both SC and their recipients are also subject to audits, with those for the latter conducted as needed, based on risk. Reporting requirements also stipulate the need for evaluation every five years.

### **Assessment of current performance measurement**

The ESD Feasibility Assessment of the SC programs found that while the quality of gathered performance information and associated reports varies, significant improvements have been made in performance measurement since the last evaluation period (Canadian Heritage, 2014c, p. 15). Overall, the main findings of the Feasibility Assessment regarding performance measurement of the SC programs are summarized below (Canadian Heritage, 2014c, pp. 5, 14, 15):

- ▶ Data has been collected for most indicators identified in the 2011 SC-PMS.
- ▶ Most data collected are of a quantitative nature, but programs have conducted some performance analysis reports.
- ▶ Data are primarily maintained in SC program databases and physical files.

The PMF spreadsheet used by SC for collecting and assembling the performance indicators was

a useful tool for the evaluation, particularly as the outcomes, outputs, and indicators were aligned to the evaluation matrix. It was not always clear, however, if data were up to date or if data were missing because they were unavailable or not applicable. Plus, for the purposes of the evaluation, considerable information was missing for 2010–11 and particularly for 2014–15. The information for 2014–2015 is missing likely because recipients had not yet submitted reports for the most recent fiscal year, or because there had not yet been time to enter the data. Some SC key informants said they are satisfied with the PMS and that it provides useful information and tracks performance results, such as the number of participants in HP-funded events. Identified challenges with the PMS include:

- ▶ Difficulties in measuring progress for certain areas, such as NSO progress in aligning coaching programs with LTAD.
- ▶ Difficulties in obtaining accurate measures of participation, particularly for under-represented groups. Key informants noted that standardized definitions of participation and approaches for measuring participation are required.

P/T representatives also identified difficulties in completing some aspects of the bilateral agreements tracking tool and that accurately tracking participation is challenging, particularly for under-represented groups, because of privacy issues.

Some key informants also observed that limited reliable data are available on social and economic outcomes of hosting events. Adding to this challenge is that while economic, social, cultural, and community impact is one of the objectives of the HP program, no specific outcomes related to this objective are mentioned in the funding programs' combined logic model and no indicators are integrated into the SC-PMS. That said, HP recipients receiving substantial funds are to report on these benefits from the funded event.

As well, while SSP recipients must report progress in achieving their outcomes in Annex 5 of their application forms, progress is reported in a narrative manner. While this would be helpful for assessing progress for individual recipient accountability purposes, it is unclear how, if at all, this information is used for overall SSP reporting and accountability purposes.

### **Alignment of research and evaluation**

This current evaluation overlapped in time with several SC-led reviews and evaluations, including a review of the targeted excellence approach, a review of the progress in the implementation of the LTAD model, and an evaluation of the 2012 CSP. PCH's Evaluation Division was not aware of these studies at the time of the development of the evaluation framework, and — with the exception of the LTAD implementation review — the evaluation does not benefit from the findings from these other studies, as they are not yet completed.

## 6. Conclusions and recommendations

### 6.1 Conclusions

#### 6.1.1 Relevance

##### **Federal roles and responsibilities**

The mandate and objectives of the sport funding programs align with federal policies and priorities, and with PCH's strategic outcomes. All three programs have objectives related to participating and excelling in sport, and are therefore directly linked to PCH's strategic outcome that "Canadians participate and excel in sport." Federal roles and responsibilities, as established by legislation, clearly articulate the authority for provision of federal funds to sport programs. Finally, stakeholders clearly see a federal leadership role with respect to both high performance and participation by providing a national approach through policy and initiatives in both areas, as well as by specifically coordinating and promoting participation.

##### **Importance of sport for Canadians**

Canadians continue to place importance on participating in sport. They value sport particularly for health and recreational reasons, specifically for their children, and they value excellence and want to see high performance athletes win medals. The high value that Canadians place on sport does not clearly translate into increased participation rates for Canadians. There is no standardized way of defining and assessing participation; the evaluation found few recent measurements of Canadian participation rates in sport, and there are varying stakeholder opinions as to the trends in participation in recent years.

##### **Role in participation**

While the previous evaluation found that the role of the federal government in participation is not as clear as for excellence, SC has made efforts to define that role. The 2014 Sport Development Framework outlines the components of the sport system to show progress from the foundations for sport development to the sport development pathway to targeted excellence. SC's approach is now to refer to this pathway rather than the terms participation and excellence, and they have made efforts to define their role as taking a more direct role in the later stages (training for and attaining high performance) and a more supportive role for the earlier stages of the sport continuum. Given that some confusion still exists between SC's role and intent in participation, this area could benefit from further attention and clarification.<sup>21</sup>

##### **Sport Support Program**

This evaluation emphasizes the importance of all three sport funding programs for achieving excellence and participation in sport. The SSP is the main financial source for some sport organizations. Even those who are not highly reliant on it say that the funds received are very

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<sup>21</sup> If there are different uses or interpretations of key terms such as "participation", the role of SC in participation, the respective roles of the federal and provincial/territorial governments, etc. in this report, it is because there are different uses and interpretations of these concepts in the evidence – from key stakeholders who participated. The fact that there are different interpretations can be useful information in and of itself.

important to support their operations; to provide programs and services; to contribute to their excellence and/or high performance programming; and to provide their athletes with competitive opportunities. Funding through the bilateral agreements assists P/T governments by offering programs focussed on participation, and by leveraging funds from their governments.

### **Hosting Program**

The HP is viewed as important to ensure sufficient opportunities for athletes, coaches, and officials to gain valuable additional experience at sports events due to their occurrence in Canada. Funded events are also perceived as crucial, as they are the only mechanism with which to build or update sport infrastructure. However, while SC confirmed that this is an eligible expense, the perception is that there is no assistance with the cost of bidding on events, which can be high.

### **Athlete Assistance Program**

Although it does not meet all athletes' living and training needs, the AAP is viewed by all stakeholders as a critical source of income to athletes. It is in need of adjustment in terms of the cost of living calculations and sport-specific costs. As in the previous evaluation, some stakeholders suggested a means test for direct support to athletes, as is the case in Australia and the United Kingdom, but it would be cumbersome to administer for SC and the athletes, and it would require more intrusive data collection from athletes. SC representatives indicated that implementing a means test would require internal discussion and consultation.

## **6.1.2 Performance**

### **Opportunities to participate in sport**

Overall, the sport funding programs continue to provide opportunities for many, including under-represented groups, to participate in sport. The cost of participation continues to be a main barrier for children and youth, and for newcomers to Canada. Women remain under-represented, specifically in coaching, and there appears to be a lack of capacity at various levels to address Indigenous participation.

The significant resources committed toward hosting international events in Canada are widely perceived to have contributed to the increased participation and performance of high performance athletes, and athletes in development. The proportion of supported events providing "extra competition opportunities" increased over the evaluation period. Data indicate increases specifically in the number of women and athletes with a disability participating in ISSE events over the evaluation period. However, sports organizations and coaches indicate a need to provide further opportunities for under-represented groups, specifically athletes with a disability and Indigenous athletes.

### **LTAD implementation**

According to various stakeholders, there are indications of progress in the integration of the LTAD model. This is mostly at the NSO/MSO and PSO levels, and less so at the community level. However, a review of progress by SC indicates that progress in the integration of LTAD is far from clear at the organizational level, and a separate study of coaches indicates that significant barriers to adoption and implementation exist. Some of the differences in views may be attributable to differing interpretations of LTAD implementation and/or integration among stakeholders.



## **Excellence**

**Direct funding to athletes.** While financial barriers for athletes have been lessened as government support as a proportion of athletes' income has increased, as indicated in the last evaluation, the AAP is in need of adjustment in terms of cost of living calculations and sport-specific costs (e.g. training, equipment, nutrition, seasonality). Overall, sports organizations and coaches consider the AAP funding for each carded level, as well as the structure and criteria, to be effective and fair for advancing athletes through the carding system. However, some report insufficient funding is still an issue, as is the challenge for developing athletes to qualify for financial support. The tuition/deferred tuition portion continues to be accessed by a significant proportion of athletes, emphasizing its importance.

**Programs and services for athletes.** Athletes' satisfaction with the adequacy of the supports they receive for their Olympic/Paralympic/world championship aspirations in the way of training, competitions, facilities, medical attention, and financial needs declined marginally, and the evaluation notes that sports organizations were generally positive about the availability of quality programs and services for athletes — even more so than athletes and coaches. However, the quality of programs and services varies across CSCs/CSIs, especially in the sport science services, and in some cases, access is an issue: the CSC/CSI is too far geographically for athletes to take advantage of the services; funding is insufficient, resulting in partial access to CSC/CSI services; and there are not enough cards for athletes in order for them to be able to have access to CSCs/CSIs.

**Coaching.** As for coaching services, NSOs and coaches are dissatisfied with the proportion of women in coaching and specifically with the number interested in coaching full-time; with the number of coaches qualified for coaching athletes with a disability; with the salary levels of part-time coaches and of national level full-time coaches; with their ability to retain full-time and part-time coaches based on the funding available; and with organizations' limited ability to provide training and development to high performance coaches.

**Impact of the targeted excellence approach.** OTP funding recommendations appear to have a positive impact on athlete performance at Olympic and Paralympic Games, but in view of the complexity of the sports system and the variety of players supporting excellence it is difficult to determine how much of the impact can be attributed solely to OTP funding recommendations. Roles and responsibilities in terms of support for excellence are not always clear between SC, OTP, COC, CPC, and P/Ts, and stakeholders indicate that SC has a leadership role to play in aligning the different high performance stakeholders. Furthermore, Sport Canada is conducting a review of the efficacy of the targeted approach and the results of this study should provide more information on the subject. As in the last evaluation, concerns remain regarding the perceived emphasis of the targeted excellence approach on short-term results rather than on the long-term development of high performance athletes, and on the absence of a strategy to deal with this issue.

## **Investments in hosting**

**Economic and social impacts.** There is much anecdotal evidence regarding a variety of types of economic, social/cultural/community impacts that are perceived to flow from hosting sport events, and a generally accepted notion that hosting events yields various economic and social benefits. However, there are significant challenges related to systematically measuring and reporting on impacts, and the challenges are even greater with major games. The generally

accepted standard is the STEAM model, but key informants and experts caution about its limitations: it does not measure social and cultural impacts, and it does not include long-term economic impacts, including any impacts of various legacies, post-event.

Also, while strengthening the economic, social, cultural, and community impacts is one of the objectives of the HP and an expected result of the Hosting Policy, the performance measurement documentation does not include indicators regarding impacts of cultural events and there is no systematic reporting on these impacts. The previous evaluation recommended that the HP prepare an annual report summarizing all social and economic outcomes arising from funded events, which was implemented to a certain extent. In 2014, SC started reporting on some social and economic outcomes of ISSEs.

**Legacies.** Federal funding is of critical importance for hosting societies, since it is how sport infrastructure is developed. Legacies are the most important reason for bid submissions for sporting events. However, legacy funds are currently planned out of surpluses for ISSEs and Canada Games, which can vary greatly.

Overall, over the evaluation period we have found that Canadians clearly have access to a number of legacies from hosted events — mostly in the form of new and improved venues. However, NSOs have mixed views in terms of the availability and the benefits of legacies for high performance athletes. The human legacies in the form of an experienced volunteer base for hosting, and in developing coaches and officials by providing international event experience, are also important.

While legacy planning has gained momentum in recent years, as reflected in the last evaluation, the maintenance and monitoring of legacies continue to present challenges. Monitoring plans are included in the legacy plans, but hosting organizations are dissolved following events, and it is not clear whether it should be SC's role to monitor legacies or whether a separate entity should be created for this.

### **Ethical sport**

The evaluation underscores that SC remains vigilant regarding anti-doping at home and internationally. It provides ongoing support to the work of the CCES toward education, doping testing result management, investigations, and laboratory and research capacity, and it also retains influence internationally with regard to its work in anti-doping and with WADA and its engagement in the international anti-doping movement. The evaluation also yielded a number of examples of domestic programs and initiatives supported by SC regarding other issues related to ethical sport, such as the development of codes of conduct and dispute resolution mechanisms, abuse and harassment policies, education regarding homophobia, and concussion prevention, and other safety issues. The survey of coaches specifically underlined that issues of psychological abuse, abuse and harassment, physical violence, and cheating are present within their sport to a certain extent.

### **Consultation and collaboration**

There have been cases of exemplary consultation processes and collaboration in the last five years, specifically interdepartmental collaboration federally in preparation for the Toronto 2015 Games, and between the federal and P/T governments leading up to the renewal of the CSP in 2012. Collaboration at the international level also continues in the area of anti-doping. However, international collaboration specifically in bilateral agreements in the area of sport for development has decreased since 2012, and fewer resources are dedicated to international involvement.

### **Official languages**

Finally, the sport funding programs have taken measures to respect Canada's commitment to OLs, including developing tools to support sport organizations in meeting these requirements. However, some challenges exist in meeting OL obligations, mainly:

- in that PSOs and community organizations often do not have the capacity to provide services and programming in both OL, while this challenge is not as present among NSOs – which, unlike PSOs, must meet mandatory OL requirements; and
- in the context of ISSEs and IMMJs, where international federations and international games committees exert different pressures.

## **6.1.3 Efficiency and economy**

### **Program management**

**Application process and reporting requirements.** The HP and AAP largely met their service standards each year. The information is incomplete with regard to the SSP (as indicated previously, namely because of challenges in implementing the approach to service standards within the department) but, based on 2014–15 service standards, standards were met to a high degree. However, organizations that are recipients of the SSP and HP<sup>22</sup> indicate that funding is not awarded in a timely manner.

Based on the review of a sample of files, most, but not all, recipients appear to be adhering to their reporting requirements. Sport organizations and most P/T representatives expressed high satisfaction with the assistance provided by SC in the application and reporting process (e.g., development of streamlined templates). However, application and reporting requirements are still considered burdensome by some sports organizations and P/T representatives.

**Roles and responsibilities.** There is a widespread perception that OTP's mandate has expanded beyond targeted excellence recommendations and general technical support to high performance sport, and that some clarification between the roles of OTP, SC, and the COC and CPC, is required.

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<sup>22</sup> There is no information as to whether this question was asked of AAP recipients (individual athletes).

## **Performance measurement**

SC has taken a number of measures to improve performance measurement, specifically in response to previous evaluation and audit findings and recommendations. This evaluation emphasizes some current challenges regarding HP reporting on economic, social and cultural impacts of hosted events, and the long-term impact of legacies.

## **6.2 Recommendations**

### **1) Clarifying the role of SC in sport participation**

While the previous evaluation found that the federal government's role in sport participation is not as clear as it is for excellence, SC has made efforts to further define this role through the Sport Development Framework, stating they take a more direct role in the later stages (training for and attaining high performance) and a more supportive one for the earlier stages of the sport continuum. SC's approach is now to refer to this pathway rather than the terms "participation" and "excellence".

- Given that there is a need to bring further clarity between SC's role and intent in participation, this is an area that could benefit from further attention and clarification. It is recommended that the ADM of Sport, Major Events and Commemorations:
  - Review the SSP objectives to clearly align them with the pathway approach, as is described in the Sport Development Framework; and
  - Identify ways to further clarify its role in participation in sport to ensure consistency in the language used with all stakeholders.
- Given the benefits of the collaboration with provinces and territories as well as with other non-governmental organizations, in order to encourage participation in the earlier stages of the pathway, it is also recommended that the ADM of Sport, Major Events and Commemorations continue to strengthen these mechanisms to further that objective.

### **2) Clarifying role of OTP and others in targeted excellence**

There is a widespread perception that OTP's mandate has expanded beyond targeted excellence recommendations and general technical support to high performance sport and that some clarification is required among the roles of OTP, SC, COC, and CPC.

It is recommended that the ADM of Sport, Major Events and Commemorations ensure that the roles and responsibilities of OTP, SC, COC and CPC be further clarified and communicated to all involved.

### **3) Reviewing direct support to athletes**

It is recommended that the ADM of Sport, Major Events and Commemorations ensure that the current funding formula for AAP assistance for living and training costs be examined with a view to ensure that the AAP adequately supports athletes in order to meet the program's objectives.

#### **4) Assessing policies related to under-represented groups**

It is recommended that the ADM of Sport, Major Events and Commemorations revisit Sport Canada's policies related to under-represented groups and assesses the extent to which they are achieving the desired objectives for each policy; assesses how well the policies align with the 2012 CSP; and considers enhancements, as appropriate, to the support provided to athletes from under-represented groups.

#### **5) Maintaining a sufficient pool of athletes with podium potential**

Whether in the able-bodied or athletes with a disability category, the key is to ensure that a sufficient pool of high performance athletes at the development stage is maintained in order to sustain podium potential. In accordance with one of the key objectives of the SSP ("to increase the capacity of the Canadian sport system to systematically achieve world-class results at the highest international competitions"), and in light of concerns regarding future podium potential described in this report, it is recommended that the ADM of Sport, Major Events and Commemorations explore ways to further contribute to maintain such a pool.

This has ramifications further down the sport development pathway, and for the other partners in the sport system.

#### **6) Continuing efforts to promote ethical sport**

- **Anti-doping**

It is recommended that the ADM of Sport, Major Events and Commemorations remain vigilant and be ready to react and respond to emerging issues in the area of doping in sport, at home and abroad. Recent media reports emphasized that doping in international competitions is still a significant issue.

- **Other issues in ethical sport**

While the evaluation yielded a number of examples of domestic programs and initiatives supported by SC regarding issues related to ethical sport (codes of conduct and dispute resolution mechanisms, abuse and harassment policies, education regarding homophobia, and concussion prevention), it also underlined that issues of psychological and physical abuse as well as harassment continue to exist to a certain extent. Much as it has done in the past for other issues listed above, it is recommended that the ADM of Sport, Major Events and Commemorations investigate further in order to determine how pervasive these issues are in the sport system, and, in partnership with other relevant stakeholders - such as sports organizations and coaching associations, and how best to address them.

#### **7) Further supporting LTAD implementation**

There are challenges related to implementation of LTAD models and sustained efforts over time. The evaluation indicates that integration of the LTAD model has progressed, albeit mostly at the NSO and provincial/territorial levels, and less so at the community level.

Based on its own review of progress in implementation of LTAD earlier in 2015, it is recommended that the ADM of Sport, Major Events and Commemorations, in partnership with other stakeholders in the system - such as sports organizations and coaching associations -, explore ways to overcome challenges related to awareness and knowledge, resistance, and capacity (support, training, tools, etc.).

## **8) Measuring the economic and social impacts of hosting**

Since strengthening the economic, social, cultural, and community impacts is one of the objectives of the HP and an expected result of the Hosting Policy, it is recommended that the ADM of Sport, Major Events and Commemorations assess existing models that measure social, cultural and community impacts that would assist Sport Canada in reporting on results in a meaningful manner, and the use that Sport Canada has for this information, as spelled out in its performance measurement strategy.

## **9) Responsibility for monitoring legacies**

It is recommended that the ADM of the Sport, Major Events and Commemorations clarify where the responsibility lies and what the accountability mechanisms are for the monitoring of legacies, and require that this be clear in all legacy plans.

## **10) Measuring the medium to long-term impacts of legacies from hosted events**

Sport Canada requires that event organizing committees submit a legacy plan into HP-funded major games and major international single sport events based on the scale and scope of these events.

It is recommended that the ADM of the Sport, Major Events and Commemorations:

- Identify for which events significant value could potentially be derived from legacies (be they facilities, programming, capacity building, etc.) at the local, regional and/or national level and build the measurement of these plans into the HP performance measurement strategy;
- Assess existing models that could be adapted in order to measure the medium to long-term impacts of sport event legacies (or investments that are similar to sport event legacies); and
- Ensure that it be built into the HP performance measurement strategy, and added to the reporting requirements for the entity responsible for the monitoring of legacies.

## **11) Aligning policy and program research and accountability requirements**

This evaluation overlapped in time with a SC-led review of the targeted excellence approach, a review of the progress in the implementation of the LTAD model, and an evaluation of the 2012 CSP. This was not known at the time of the development of the evaluation framework, and – with the exception of the LTAD implementation review, the evaluation does not benefit from the findings from these reviews as they are not yet completed.

It is recommended that the ADM of Sport, Major Events and Commemorations ensure an improved alignment and timing of policy or program research such as these reviews with existing accountability requirements, including program evaluations, as this would provide clarity for stakeholders, reduce respondent burden, and improve the usefulness of all research results for senior management decision-making.

## 12) Coaches and the Canadian Sport System

Taking into account that coaches are a key element in the success of the Canadian Sport system by developing athletes of all levels (from the foundation levels all through the targeted excellence level), it is recommended that the ADM of Sport, Major Events and Commemorations ensure that coaches are systematically consulted and represented when major policy and strategy changes are considered and implemented.

### 6.3 Management response and action plan

<b>Recommendation 1</b>
<p><b>1) Clarifying the role of SC in sport participation</b></p> <p>While the previous evaluation found that the federal government’s role in sport participation is not as clear as it is for excellence, SC has made efforts to further define this role through the Sport Development Framework, stating they take a more direct role in the later stages (training for and attaining high performance) and a more supportive one for the earlier stages of the sport continuum. SC’s approach is now to refer to this pathway rather than the terms “participation” and “excellence”.</p> <ul style="list-style-type: none"> <li>• Given that there is a need to bring further clarity between SC’s role and intent in participation, this is an area that could benefit from further attention and clarification. It is recommended that the ADM of Sport, Major Events and Commemorations Sector:             <ul style="list-style-type: none"> <li>○ Review the SSP objectives to clearly align them with the pathway approach, as is described in the Sport Development Framework; and</li> <li>○ Identify ways to further clarify its role in participation in sport to ensure consistency in the language used with all stakeholders.</li> </ul> </li> <li>• Given the benefits of the collaboration with provinces and territories as well as with other non-governmental organizations, in order to encourage participation in the earlier stages of the pathway, it is also recommended that the ADM of Sport, Major Events and Commemorations Sector continue to strengthen these mechanisms to further that objective.</li> </ul>
<b>Statement of Agreement /Disagreement</b>
<p>Management agrees with this recommendation.</p>
<b>Management Response and Action Plan</b>
<p>Management recognizes that there still remains an ongoing need to further clarify Sport Canada’s role in sport participation. Setting policy direction for Sport Canada’s role in sport participation is a priority for the new Minister of Sport and Persons with Disabilities, and ongoing discussions are occurring with the Minister in order to better clarify and adjust this role. This ongoing dialogue with the Minister and the emerging priorities of the new Government will likely influence Sport Canada’s role in sport participation, and as a result, impact the language about sport participation that is used with stakeholders.</p> <p>Sport Canada has indeed made stronger links between participation and excellence, as recommended in the 2011 Evaluation. These links have been articulated in the Sport</p>

Development Framework (2014), and have been reinforced by the branch’s continued support of the implementation of Long-Term Athlete Development (LTAD) across the sport system. The previous gaps between the spheres of participation and excellence have been largely filled by employing the pathway approach and investing in LTAD.

However, the concepts of participation and excellence remain relevant, particularly because very different societal outcomes are achieved through sport participation and sport excellence. There are distinct and different reasons for the Government of Canada to invest in sport participation, sport excellence, and a sport development pathway to link participation and excellence.

With that in mind, management agrees that the SSP’s *sport development* objectives should clearly align with the pathway approach. However, SSP objectives for participation and excellence should remain in addition to sport development objectives, under the explicit understanding that participation, excellence and sport development are all linked. The ADM will ensure that all three concepts are specifically addressed in the reviewed SSP objectives.

In regards to the final aspect of this recommendation, the ADM is committed to encouraging outreach to non-governmental organizations partners and strengthening the F-P/T mechanism. In order to expand early sport participation across the country, Sport Canada is examining the feasibility of supporting innovative programming approaches, including through the F-P/T mechanism or through new funding recipients. The aim of these innovative early sport participation investments is to contribute to the foundations of sport development, and to contribute to other social development objectives.

<b>Deliverable(s)</b>	<b>Timelines</b>	<b>OPI</b>
A Strategic Planning Framework for Sport Canada’s medium-term agenda, which confirms ( <i>inter alia</i> ) the Minister’s and Sport Canada’s participation-related priorities	To be finalized in March 2016	Director, Policy and Planning
Development of a workplan to examine Sport Canada’s approach to sport participation and renewal of underrepresented group policies	May 2016 (tentative)	Director, Policy and Planning Director, Sport Development
F-P/T Ministers’ approval of the process to identify new Priorities for Collaborative Action (2017-2022) for the FPTSC	Process confirmed in June 2016; Priorities for Collaborative Action to be confirmed in early 2017	Director, Policy and Planning Director, Sport Development
Completion of position paper and analysis to outline Sport Canada’s proposed approach to sport participation and underrepresented groups	Fall 2016 (tentative)	Director, Policy and Planning Director, Sport Development



Renewal of the Sport Support Program's Terms and Conditions	Late 2016 / Early 2017, conditional on departmental planning exercise and coordination with TBS	Director, Policy and Planning Director, Sport Development
<b>Recommendation 2</b>		
<p><b>2) Clarifying role of OTP and others in targeted excellence</b></p> <p>There is a widespread perception that OTP's mandate has expanded beyond targeted excellence recommendations and general technical support to high performance sport and that some clarification is required amongst the roles of OTP, SC, COC, and CPC.</p> <p>It is recommended that the ADM of Sport, Major Events and Commemorations ensure that the roles and responsibilities of OTP, SC, COC and CPC be further clarified and communicated to all involved.</p>		
<b>Statement of Agreement /Disagreement</b>		
Management agrees with this recommendation.		
<b>Management Response and Action Plan</b>		
<p>The high performance partners (COC, CPC, SC) involved with OTP meet on a biannual basis to review common interests, discuss ongoing and potential programming and clarify roles and responsibilities amongst each organization.</p> <p>The ADM will ensure that roles and responsibilities of the high performance partners are further clarified and communicated through an independent review of its targeted excellence approach which will provide observations and conclusions that will inform stakeholder input on Sport Canada's future approach to supporting targeted excellence.</p>		
<b>Deliverable(s)</b>	<b>Timelines</b>	<b>OPI</b>
Meeting amongst HP partners to review roles and responsibilities.	May 2016 / November 2016	Director, Sport Excellence
Report from independent review	Fall 2016	Director, Sport Excellence
Stakeholder input on future approach to supporting targeted excellence	Winter 2017	Director, Sport Excellence
<b>Recommendation 3</b>		
<p><b>3) Reviewing direct support to athletes</b></p> <p>It is recommended that the ADM of Sport, Major Events and Commemorations ensure that the current funding formula for AAP assistance for living and training costs be examined with a view to ensure that the AAP adequately supports athletes in order to meet the program's objectives.</p>		

<b>Statement of Agreement /Disagreement</b>		
Management agrees with this recommendation.		
<b>Management Response and Action Plan</b>		
<p>Two years prior to program renewal, the Athlete Assistance Program (AAP) conducts a <i>Status of the Athlete Study (SAS)</i>. The results of this survey, as well as exit interviews with retiring National Team athletes, inform management on modifications required to the AAP. These two initiatives are ongoing.</p> <p>Sport Canada has been reviewing and analysing the results of the 2014 SAS and has focussed on the information pertaining to athlete income and expenses and several draft options have been developed to ensure that the AAP adequately supports athletes in order to meet the program’s objectives. The ADM will ensure that this review and analysis continues, and is concluded in a timely manner.</p>		
<b>Deliverable(s)</b>	<b>Timelines</b>	<b>OPI</b>
Consultation with sport community such as National Team athletes, AthletesCAN, Own the Podium and representatives of the National Sport Organizations.	Fall 2016	Director, Sport Excellence
Review cost of living impact on carded athletes since last stipend increase and provide funding options.	December 2016	Director, Sport Excellence
Explore programming opportunities for athletes transitioning to retirement and provide funding options.	December 2016	Director, Sport Excellence
<b>Recommendation 4</b>		
<p><b>4) Assessing policies related to under-represented groups</b>                      It is recommended that the ADM of Sport, Major Events and Commemorations revisit Sport Canada’s policies related to under-represented groups and assesses the extent to which they are achieving the desired objectives for each policy; assesses how well the policies align with the 2012 CSP; and considers enhancements, as appropriate, to the support provided to athletes from under-represented groups.</p>		
<b>Statement of Agreement /Disagreement</b>		
Management agrees with this recommendation		
<b>Management Response and Action Plan</b>		
In line with this recommendation, the ADM will ensure that Sport Canada undertakes a review of its policies on underrepresented groups, as part of a broader examination of Sport Canada’s approach to (and support for) sport participation in general.		

<p>It is important that this examination be calibrated with the ongoing evaluation of the 2012 Canadian Sport Policy, and the process to develop F-P/T priorities for collaborative action for 2017-2022, which will begin in June 2016. The objectives of the 2012 CSP and the objectives of the renewed policies on underrepresented groups should be aligned, as appropriate.</p>		
<b>Deliverable(s)</b>	<b>Timelines</b>	<b>OPI</b>
A Strategic Planning Framework for Sport Canada’s medium-term agenda, which confirms ( <i>inter alia</i> ) the Minister’s and Sport Canada’s participation-related priorities	To be finalized in March 2016	Director, Policy and Planning Director, Sport Development
Development of a workplan to examine Sport Canada’s approach to sport participation and renewal of underrepresented group policies	May 2016 (tentative)	Director, Policy and Planning Director, Sport Development
Completion of position paper and analysis to outline Sport Canada’s proposed approach to sport participation and underrepresented groups	Fall 2016 (tentative)	Director, Policy and Planning Director, Sport Development
<p><b>Recommendation 5</b></p>		
<p><b>5) Maintaining a sufficient pool of athletes with podium potential</b>                      Whether in the able-bodied or athletes with a disability category, the key is to ensure that a sufficient pool of high performance athletes at the development stage is maintained in order to sustain podium potential. In accordance with one of the key objectives of the SSP (“to increase the capacity of the Canadian sport system to systematically achieve world-class results at the highest international competitions”), and in light of concerns regarding future podium potential described in this report, it is recommended that the ADM of Sport, Major Events and Commemorations explore ways to further contribute to maintain such a pool.</p> <p>This has ramifications further down the sport development pathway, and for the other partners in the sport system.</p>		
<p><b>Statement of Agreement /Disagreement</b></p>		
<p>Management agrees with this recommendation.</p>		
<p><b>Management Response and Action Plan</b></p>		
<p>The ADM will ensure that consultations are held with key Canadian sport community stakeholders to determine the mechanism that will distribute funds identified in Budget 2015 (\$20M over four years, matched by the private sector) to support Canada’s next generation of Olympic and Paralympic athletes and used to support additional coaches, improve the daily training regimes of athletes, and invest in sport science and sport medicine services.</p>		

<b>Deliverable(s)</b>	<b>Timelines</b>	<b>OPI</b>
Consultation with key stakeholders.	February – March, 2016	Director, Sport Excellence
Funds appropriation	September, 2016	Director General, Sport Canada
Implementation of funding mechanism	December 2016	Director, Sport Excellence
<b>Recommendation 6</b>		
<b>6) Continuing efforts to promote ethical sport</b>		
<ul style="list-style-type: none"> <li> <b>Anti-doping</b>                      It is recommended that the ADM of Sport, Major Events and Commemorations remain vigilant and be ready to react and respond to emerging issues in the area of doping in sport, at home and abroad. Recent media reports emphasized that doping in international competitions is still a significant issue.                 </li> <li> <b>Other issues in ethical sport</b>                      While the evaluation yielded a number of examples of domestic programs and initiatives supported by SC regarding issues related to ethical sport (codes of conduct and dispute resolution mechanisms, abuse and harassment policies, education regarding homophobia, and concussion prevention), it also underlined that issues of psychological and physical abuse as well as harassment continue to exist to a certain extent. Much as it has done in the past for other issues listed above, it is recommended that the ADM of Sport, Major Events and Commemorations investigate further in order to determine how pervasive these issues are in the sport system, and, in partnership with other relevant stakeholders - such as sports organizations and coaching associations, and how best to address them.                 </li> </ul>		
<b>Statement of Agreement /Disagreement</b>		
Management agrees with this recommendation.		
<b>Management Response and Action Plan</b>		
<p>The ADM will ensure that Sport Canada continues to support the work of the National Anti-doping Organization in its administration of the Canadian Anti-Doping Program; and will works in partnership with key international organizations such as the World Anti-Doping Agency to protect the interests of clean athletes.</p> <p>The ADM will also ensure that Sport Canada continues to develop and implement data collection tools to investigate the state of ethical issues in the Canadian sport system. Sport Canada will also support the evaluation of the effectiveness of existing training tools available by working with the sport community, PT governments, and international partners in providing expertise and best practices.</p>		
<b>Deliverable(s)</b>	<b>Timelines</b>	<b>OPI</b>
Support the Minister in her roles as a Foundation Member of the World Anti-Doping Agency.	Ongoing	Director, Sport Excellence

Develop data collection tools on the state of ethical issues in Canadian sport (e.g. Public Opinion Research for coaches and general public, etc.)	Winter 2017	Director, Sport Excellence
Analyze existing data to establish a clearer picture on the state of ethical issues (e.g. Status of the athlete survey, exit survey, etc.,)	Fall 2016	Director, Sport Excellence
Support the work of the sport community and Sport Canada client organizations on ethical issues by providing expertise and by engaging in relevant work groups (e.g. Responsible coaching Task Force lead by the CAC and CCES)	Ongoing	Director, Sport Excellence

### Recommendation 7

#### 7) Further supporting LTAD implementation

There are challenges related to implementation of LTAD models and sustained efforts over time. The evaluation indicates that integration of the LTAD model has progressed, albeit mostly at the NSO and provincial/territorial levels, and less so at the community level.

Based on its own review of progress in implementation of LTAD earlier in 2015, it is recommended that the ADM of Sport, Major Events and Commemorations, in partnership with other stakeholders in the system - such as sports organizations and coaching associations -, explore ways to overcome challenges related to awareness and knowledge, resistance, and capacity (support, training, tools, etc.).

#### Statement of Agreement /Disagreement

Management agrees with this recommendation.

#### Management Response and Action Plan

The ADM will ensure that Sport Canada:

- (1) Continues to clarify and communicate expectations of recipient organizations for LTAD implementation and alignment
- (2) Works collaboratively with system stakeholders to identify opportunities for LTAD alignment in the Canadian sport system
- (3) Explores ways to coordinate the aggregation of reliable data to inform the state and degree of LTAD progress

<b>Deliverable(s)</b>	<b>Timelines</b>	<b>OPI</b>
Conduct an internal scoping exercise to examine options of how to better aggregate or coordinate data about LTAD implementation.	June-September 2016	Director, Policy and Planning Director, Sport Development
Examine specific initiatives that aim to leverage partnerships with NSOs and MSOs in order to increase grassroots awareness of LTAD	June-September 2016	Director, Policy and Planning Director, Sport Development
<b>Recommendation 8</b>		
<p><b>8) Measuring the economic and social impacts of hosting</b>            Since strengthening the economic, social, cultural, and community impacts is one of the objectives of the HP and an expected result of the Hosting Policy, it is recommended that the ADM of Sport, Major Events and Commemorations assess existing models that measure social, cultural and community impacts that would assist Sport Canada in reporting on results in a meaningful manner, and the use that Sport Canada has for this information, as spelled out in its performance measurement strategy.</p>		
<b>Statement of Agreement /Disagreement</b>		
Management agrees with this recommendation.		
<b>Management Response and Action Plan</b>		
That ADM will ensure that Sport Canada identifies existing models that measure social, cultural and community impacts of sport hosting, including international models, and assess their utility in assisting Sport Canada with reporting on such results in a meaningful manner.		
<b>Deliverable(s)</b>	<b>Timelines</b>	<b>OPI</b>
Identify and assess existing models and indicators that measure social, community and cultural impacts of sport hosting	December 2016	Executive Director, Hosting Program and Federal Secretariat Division
Develop recommendations related to the use or implementation of existing models and indicators.	Spring 2017	Executive Director, Hosting Program and Federal Secretariat Division
Develop recommendations related to the development of new indicators to measure these impacts.	Fall 2017	Director General, Sport Canada

<b>Recommendation 9</b>		
<p><b>9) Responsibility for monitoring legacies</b>                  It is recommended that the ADM of the Sport, Major Events and Commemorations Sector clarify where the responsibility lies and what the accountability mechanisms are for the monitoring of legacies, and require that this be clear in all legacy plans.</p>		
<b>Statement of Agreement /Disagreement</b>		
<p>Management agrees with this recommendation.</p>		
<b>Management Response and Action Plan</b>		
<p>The ADM will ensure that Sport Canada clarifies where responsibility lies and what the accountability mechanisms are for the monitoring of legacies for its Hosting Program components. Sport Canada will work with stakeholders to amend future legacy plan templates as necessary to ensure monitoring responsibilities and accountabilities are clearly stated.</p>		
<b>Deliverable(s)</b>	<b>Timelines</b>	<b>OPI</b>
Draft a summary document outlining current status of responsibility and the accountability mechanisms for legacy monitoring for each Hosting Program component.	September 2016	Executive Director, HPFSD
Work with stakeholders/funding recipients to amend future legacy plan templates as necessary to ensure monitoring responsibilities and accountabilities are clearly stated.	December 2016	Executive Director, HPFSD
<b>Recommendation 10</b>		
<p><b>10) Measuring the medium to long-term impacts of legacies from hosted events</b>                  Sport Canada requires that event organizing committees submit a legacy plan into HP-funded major games and major international single sport events based on the scale and scope of these events.</p> <p>It is recommended that the ADM of the Sport, Major Events and Commemorations:</p> <ul style="list-style-type: none"> <li>• Identify for which events significant value could potentially be derived from legacies (be they facilities, programming, capacity-building, etc.) at the local, regional and/or national level and build the measurement of these plans into the HP performance measurement strategy;</li> <li>• Assess existing models that could be adapted in order to measure the medium to long-term impacts of sport event legacies (or investments that are similar to sport event</li> </ul>		

<p>legacies); and</p> <ul style="list-style-type: none"> <li>• Ensure that it be built into the HP performance measurement strategy, and added to the reporting requirements for the entity responsible for the monitoring of legacies.</li> </ul>		
<p><b>Statement of Agreement /Disagreement</b></p>		
<p>Management agrees with this recommendation.</p>		
<p><b>Management Response and Action Plan</b></p>		
<p><b>The ADM will ensure that Sport Canada:</b></p> <ul style="list-style-type: none"> <li>• Identifies for which events significant value could potentially be derived from legacies at the local, regional and/or national level; and,</li> <li>• Assesses existing models that could be adapted in order to measure the medium to long-term impacts of sport event legacies.</li> </ul> <p>Sport Canada is interested in the medium and long-term impacts from HP-funded events hosted in Canada. Accordingly, Sport Canada will consider the feasibility of building medium to long term legacy impacts into the HP performance measurement strategy, and adding these to the reporting requirements for the entity(ies) responsible for the monitoring of legacies.</p> <p>Though management accepts this recommendation, it should be noted that each event and associated legacy is unique, and is dependent on the existence of entities responsible for the longer-term monitoring of legacies, and the assumption that such entities, which do not currently exist, will exist. Furthermore, there may be cost implications (potentially prohibitive) to this greater level of monitoring. As work to explore the feasibility of such a measurement approach has not yet been undertaken (but is planned in response to these recommendations), it remains to be seen how comprehensive this measurement can be, given finite resources.</p>		
<b>Deliverable(s)</b>	<b>Timelines</b>	<b>OPI</b>
Identify funded hosting events which could produce significant value from legacies.	December 2016	Executive Director, HPFSD
Assess models, and approaches for measuring the medium to long-term legacies of sport events, as well as the feasibility of building measurement of these impacts into the HP performance measurement strategy and the reporting requirements of the entity responsible for monitoring legacies.	March 2017	Director General, Sport Canada



## Recommendation 11

### 11) Aligning policy and program research and accountability requirements

This evaluation overlapped in time with a SC-led review of the targeted excellence approach, a review of the progress in the implementation of the LTAD model, and an evaluation of the 2012 CSP. This was not known at the time of the development of the evaluation framework, and – with the exception of the LTAD implementation review, the evaluation does not benefit from the findings from these reviews as they are not yet completed.

It is recommended that the ADM of Sport, Major Events and Commemorations Sector ensure an improved alignment and timing of policy or program research such as these reviews with existing accountability requirements, including program evaluations, as this would provide clarity for stakeholders, reduce respondent burden, and improve the usefulness of all research results for senior management decision-making.

### Statement of Agreement /Disagreement

Management agrees with this recommendation.

### Management Response and Action Plan

This is an important consideration, and it is regrettable that the findings of the targeted excellence review and the interim 2012 CSP evaluation were not available in time to be incorporated into this report.

In the future, the ADM will ensure that Sport Canada works to better align evaluation and review schedules of its policies and activities that could inform program evaluation.

Deliverable(s)	Timelines	OPI
Develop an internal evaluation, research and review plan, to better align the timing of these efforts. This plan would be updated annually, and reflect any potential changes to the Treasury Board <i>Policy on Evaluation</i> .	October 2016	Director General, Sport Canada

## Recommendation 12

### 12) Coaches and the Canadian Sport System

Taking into account that coaches are a key element in the success of the Canadian Sport system by developing athletes of all levels (from the foundation levels all through the targeted excellence level), it is recommended that the ADM of Sport, Major Events and Commemorations ensure that coaches are systematically consulted and represented when major policy and strategy changes are considered and implemented.

<b>Statement of Agreement /Disagreement</b>		
Management agrees with this recommendation.		
<b>Management Response and Action Plan</b>		
Coaches are indeed a fundamental part of the Canadian sport system and play a key role in the positive sport experiences of all sport participants.		
The ADM will ensure Sport Canada involves the appropriate type of coaches (e.g. high performance, community) in consultations and outreach efforts.		
<b>Deliverable(s)</b>	<b>Timelines</b>	<b>OPI</b>
Develop a provisional consultation plan, to be updated annually, in parallel with the internal evaluation, research and review plan. Ensure that coaches are specifically considered and addressed in these annual plans.	October 2016	Director, Policy and Planning Director, Sport Development

## 7. Looking forward

Sport Canada works within a complex Canadian sportscape, in which elements that support its current success are in flux. Given the initiatives currently underway, such as the CSP 2012's formative evaluation, and LTAD and physical literacy thematic reviews, the OTP evaluations and the new priorities of the government, Sport Canada is encouraged to continue monitoring its environment closely so that it may sustain and build on current successes.

The Canadian sport system is facing a number of challenges. At a societal level, these include decreased sport participation rates and increasing obesity in youth and adults. This is particularly seen in underrepresented and low-income groups. Underrepresented groups, such as Aboriginal people, women/girls and people with disabilities, continue to face challenges regarding access, integration and progress through the sport development pathway. At a grassroots level, there continues to be a challenge regarding the quality of sport programs offered, which in turn affects not only the physical activity levels of Canadians but also their potential progress (or not) through the sport development pathway and LTAD stages. At the level of high performance sport, there seems to be a decreasing depth or base from which to draw on to garner future world, Olympic, and Paralympic podium athletes. Structurally, the number of stakeholders in the Canadian sport system has grown over the last decade, to include the likes of OTP as well as private organizations and foundations (e.g., Canadian Tire's Jumpstart program, Québec en Forme and B2Ten). The multitude of stakeholders and the complexity of the stakeholder network make leading this multi-jurisdictional and multi-sectoral system and positioning one's organization within the network more difficult.

In the face of this shifting environment, Sport Canada, and the Canadian sport system stakeholders more broadly, will find it essential to continue to monitor those changes that have the potential to affect their operations. It is possible Sport Canada's policies and practices will require adjustment if it is to continue to perform its vital leadership role within the Canadian sport system.

### 7.1 Trends in the Canadian sport system – Impact of recent changes

The comments below describe some anticipated changes, trends and current initiatives seen within the Canadian sportscape. Most of these changes are expected to have an impact on the policies and practices of not only Sport Canada but also the other major stakeholders within the Canadian sport system in the coming years.

- **Canadians are proud of their athletes:** The Vancouver 2010 Olympic and Paralympic Winter Games was a watershed for the Canadian sport system in terms of structure, process

- and performance. Subsequently, the *Horizontal Summative Evaluation of the Government of Canada's Investment in the 2010 Olympic and Paralympic Winter Games*<sup>23</sup> highlighted how Canadians were proud of their athletes (96%) and supportive of government funding for high performance sport (over 70%).
- Structurally, **a key player has emerged for high performance sport, OTP**, as well as private organizations and initiatives, such as the B2Ten group and the increase in sport sponsorship for sports events and certain organizations (like the COC). This has resulted in a need to examine each key stakeholder's role in the Canadian sport system's performance to avoid overlap and duplication of support in the sport system.
- The Canadian sport system's performance, generally, and Canadian athletes' performances, more specifically, at recent major events, such as the 2015 Pan American Games, have been bolstered by **the federal government's sustained high performance funding**, reaching an all-time high in 2013-2014 at over \$197 million.<sup>24</sup> With high performance athletes requiring over 10 years of sustained support, such levels of funding are a critical piece of the puzzle.
- **Efficiency in managing the funding:** However, the amount of funding is not the only variable. How you use the funding, your efficiency, is as important, if not more. The SPLISS (Sport Policy Factors Leading to International Sporting Success) 2.0 research project by Profs. de Bosscher, Shibli, Westerbeek and van Bottenburg<sup>25</sup> found Canada to be among the most efficient nations out of the 15<sup>26</sup> sampled for winter sports, and average for summer sports. The research team also found Canada to be the 4<sup>th</sup> most well-structured and organized system<sup>27</sup> out of the 15 countries examined, when looking at national coordination, stakeholder involvement, long-term planning, communication, staff, decision making, and private sector collaboration, as evaluated by the country's elite athletes, coaches and performance directors.
- **Leadership Role of Sport Canada:** Beyond Sport Canada's leadership role in the system, a key, perhaps, to this successful co-ordination is the number and appropriateness of policies developed (e.g., Hosting Policy and CSP 2012), some of which have been influenced by the preparations and outcomes of the Vancouver 2010 Games. These policies reflect an understanding of the need for stakeholder interaction and partnerships within and across multiple sectors and jurisdictional levels.
- Despite these efforts at the high performance end, **Canadians' physical activity levels remains problematic**. Various sources, such as Active Healthy Kids Canada and the General Social Survey, continue to note decreasing levels of physical activity as Canadians age, as well as when comparing cohorts longitudinally. The decrease is partly attributable to an increase in screen time and the amount of time spent playing video games according to the 2010 General Survey.

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<sup>23</sup> Canadian Heritage (2012). *Horizontal Summative Evaluation of the Government of Canada's Investment in the 2010 Olympic and Paralympic Winter Games*. Retrieved from <http://canada.pch.gc.ca/eng/1414510238789>  
<http://www.pch.gc.ca/eng/1343397261050/>

<sup>24</sup> Sport Canada (2015, December 15). *Role of Sport Canada*. Retrieved from <http://canada.pch.gc.ca/eng/1414510019083/1414510158761#a1>

<sup>25</sup> de Bosscher, V., Shibli, S., Westerbeek, H., & van Bottenburg, M. (2015). *Successful elite sport policies: An international comparison of the sports policy factors leading to international sporting success (SPLISS 2.0) in 15 nations*. Aachen, Germany: Meyer & Meyer Sports.

<sup>26</sup> China, Norway, Russia, the United States and England (United Kingdom) were not included in this analysis.

<sup>27</sup> Behind the Netherlands, Australia and Japan

Although the high performance end of the sport development pathway may be experiencing success, its continued success is questionable due to a number of challenges, such as: the decrease at the grassroots level of sport participation levels, the additional leisure options (e.g., screen time), and the decreasing population base. In 2015, the 0-15 age group represented 16% of the Canadian population<sup>28</sup>, a decrease of 1.9% in only a decade (17.9% in 2004)<sup>29</sup>. Sport Canada should continue to monitor these demographic trends as they develop the policies and programs for the benefit of all Canadians.

## **7.2 Undergoing initiatives (evaluations, reviews, etc.)**

There are a number of initiatives underway that may impact Sport Canada and its future actions.

### **7.2.1 Evaluation of CSP 2012 and review of the LTAD approach**

An important document in the Canadian sport system is the CSP 2012. This document, endorsed by the federal government and all P/Ts, lays out the goals for the Canadian sport system between 2012 and 2022. A key understanding within the document is the idea that all members of the Canadian sport system have a role to play in achieving the goals of the CSP 2012, with each member determining where they fit and which objectives speak to them. There is also an understanding within the CSP 2012, as well as through Sport Canada's sport development framework, that in order to develop high performance athletes, efforts are required at the sport participation base (initial LTAD stages) and throughout the sport development pathway. This may become even more important in the years ahead as the number of high performance athletes decreases as does the potential replacement pool of athletes. Supporting the next generation of athletes is becoming an important dossier for Canadian sport system stakeholders if Canada wishes to continue as a world leader in sport over the next 10-20 years.

Although these thematic review results were not known at the time of writing this section, as the evaluation report highlights, community-level LTAD implementation seems to be the weakest part of the LTAD pathway, demonstrating, perhaps, a need to increase efforts at the local level by Canadian sport system stakeholders. The degree to which LTAD implementation is seen not only in non-profit community sport organizations but also in private clubs and academies remains to be ascertained. Certainly, if the LTAD and sport development framework are to be successful, then the community-level implementation becomes an important part of the process.

However, caution may be warranted. As a reaction against early specialization (and some parents pushing their kids too hard in terms of sport participation), the pendulum seems to have swung to everybody wins, nobody loses, and youth only participate in sport to participate. Yet, key life skills taught through sport, such as perseverance, learning to win, and, perhaps most importantly, learning to lose, get pushed aside. It may be worth examining the consequences of this participation-to-participate philosophy in relation to youths' personal development and

<sup>28</sup> Statistic Canada. (2015, September 29). *Population by sex and age group*. Retrieved from <http://www.statcan.gc.ca/tables-tableaux/sum-som/l01/cst01/demo10a-eng.htm>

<sup>29</sup> Canadian Council on Social Development. (n.d.). *A demographic profile of Canada*. Retrieved from <http://www.ccsd.ca/factsheets/demographics/demographics.pdf>

development as productive Canadians, as well as to its impacts on the targeted approach (see below) and the desire to see Canadian medal winners at senior world championships, Olympic and Paralympic Games.

As well, these CSP 2012 evaluations (plus any additional thematic review undertaken) will provide a foundation for the discussions and potential development of a new Canadian sport policy post-2022. As Sport Canada led the previous round of stakeholder consultations and development of the policy – in consultation with P/Ts and other stakeholders – it is encouraged to continue doing so for the next policy iteration and associated activities.

## **7.2.2 Review of the targeted approach**

The Canadian sport system saw the creation of OTP, which has become the technical leader for high performance sport in Canada. As this evaluation report and the SPLISS 2.0 findings highlight, this approach has provided mixed results, with winter sports seemingly seeing more success than the summer sports, due in part, at least, to OTP being initially created for the Vancouver 2010 Games.

Moreover, it would difficult to attribute solely to OTP (and its funding recommendations) the success in winter sport. There are many variables that should be considered when assessing such a targeted approach. In addition, as this evaluation report highlights, there is a perception of mission creep, whereby OTP has grown in size and seems to have broadened its role from offering high performance funding recommendations to wanting to identify and support Canada's next generation of athletes, undertaking research/innovation activities, as well as monitor NSOs' high performance sport programs.

As such, Sport Canada has appropriately undertaken a targeted approach review to determine a) the degree of achievement of this targeted approach; b) the intended and unintended impacts of the targeted approach's implementation, as well as of OTP's role within the Canadian sport system as an technical leader or expert advisory group; and c) "opportunities for improving the targeted excellence approach."<sup>30</sup> Results are expected out later in 2016 and are expected to have an impact on OTP's position and role within the Canadian sport system in relation to other system stakeholders.

A collaborative approach, including OTP, Sport Canada, and COC/CPC was developed for high performance sport. It will be important, in light of current (and future) trends, priorities (e.g., participation) and evaluations/reviews, this collaboration continue and grows to include other relevant stakeholder so as to minimize redundancies and maximize benefits, effectiveness and efficiency of the Canadian sport system. Sport Canada will likely be called upon to provide leadership and continued coordination.

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<sup>30</sup> Sport Canada. (2015). *Targeted excellence approach review: Statement of work* (p. 1)

## **7.3 Sustaining success in sport excellence**

Government priorities have, over the past few years, focussed on sport excellence and especially international success. To this end, Sport Canada saw its funding increase, as noted above. Yet, as this evaluation report noted, challenges remain for Canadian athletes.

### **7.3.1 Challenges for high performance athletes**

Earlier, this evaluation report highlighted the need for sustained, if not increased athlete funding. Although certain athletes are able to support themselves once they are successful, for example through sponsorships, most will require support throughout the sport development pathway, before they “make it big,” win medals and potentially attract other sources of funding. This support refers to both training and living expenses.

As such, the Canadian sport system is encouraged to continue exploring additional, innovative ways to support athletes as they move through the sport development pathway. Innovations may be financial in nature or they may be in-kind. Sometimes, organizations find it easier to provide in-kind support (e.g., “free” services, products) than financial payments.

As the Canadian sport system continues to engage with the LTAD principles, and attempt to retain elite athletes longer, athletes face life decisions, such as education and family decisions. One particularity of the Canada system is the jurisdictional aspect of sport as well as education. Some provinces, such as Quebec and Alberta, offer sport-school programs. However, they vary in approach/philosophy and extent. Higher-education costs also vary across provinces, but they are generally rising. Some countries, like France, incorporate dual-career (education + sport) throughout their sport system and support both aspects. Thus, federal and P/T governments are encouraged to continue exchanging best practices and coordinating efforts in this regard to provide the optimal (sport and education) learning environment for athletes who are also students.

In Canada, high performance athletes need to train full-time to maximize their potential, thus often negating the option of working to garner funds. While the financial burden on athletes may have lessened somewhat over the last decade, AAP athletes’ average annual income appears to be near the Canadian low-income cut-off. Given the extensive costs associated with competing internationally to represent the country, Sport Canada and other Canadian sport system stakeholders are encouraged to explore innovative approaches and solutions to support these athletes. As an example, other countries consider their elite athletes so important to the country they become employees of the State, receiving payment by the State to train full-time; then, in the off-season and/or post-athletic career, they have work options (e.g., army, postal service).

In addition, seeing an older median age for Canadian elite athletes means other life occurrences, such as having children, are likely to occur. Thus, if Canada wishes to keep athletes competing longer, such occurrences should be considered.

As such, Sport Canada, in conjunction with relevant stakeholders (e.g., P/Ts, OTP, and Canada Revenue Agency) should consider updating the athlete financial support formula to consider the current realities of the high performance athlete. However, financial support is not the only form

of support. Through innovative approaches, such as bilateral agreements with P/Ts or international governments/organizations, it may be possible to obtain in-kind (e.g., training, competing) support that could alleviate the financial burden of competing internationally.

### 7.3.2 Challenges for Aboriginal athletes

One F-P/T identified priority for collaboration action has been to work with Aboriginal communities in order to identify priorities and develop Aboriginal sport development initiatives. Beyond bilateral agreements between Sport Canada and P/T governments, the *Aboriginal Sport for Life* long-term participant development pathway was published on the heels of the Truth and Reconciliation Commission.<sup>31</sup> The LTAD pathway was adapted to reflect the realities of Aboriginal peoples across Canada, who live diverse experiences, with some living on reserves, whereas others live off reserves and who may or may not travel between towns/cities and reserves, and some moving up the socio-economic ladder, whereas others are not. Nevertheless, many experience significant poverty, health problems, substance and alcohol abuse, discrimination (e.g., racism), and have lower educational outcomes. Moreover, Aboriginal peoples have different values and beliefs systems, and see “sport” in different ways. However, as the *Aboriginal Sport for Life*<sup>32</sup> points out, “For many Aboriginal people, the primary purpose of sport is to build self-esteem among youth. Sport and activity gives youth a sense of purpose and direction, and, in some cases, helps them to engage in more appropriate activity during their free time while they find their way in the world.”

The limited opportunities Aboriginal peoples have may be due to a lack of infrastructure and a lack of local, culturally appropriate programming. Such infrastructure and programming requires funding, coaches, and other resources, which remain insufficient in NSOs/MSOs and P/TSOs. With the Truth and Reconciliation Commission, the government’s promises, and the *Aboriginal Sport for Life* framework, Sport Canada has an opportunity and a culturally-appropriate framework to continue addressing the underrepresentation of Aboriginal peoples throughout the sport development pathway, and in other aspects of sport (e.g., coaching, officials, and administrators), with the help of other Canadian sport system stakeholders, such as P/Ts and the Aboriginal Sport Circle. However, Canadian sport system stakeholders should also consider the availability, need and appropriateness of recreational/sport infrastructure to deliver programming. As for other populations, sport participation is hindered when facilities are not appropriate, difficult to access (e.g., too far) or non-existent.

### 7.3.3 Challenges for athletes with a disability (AWAD)

Though Canada has been seen internationally as a leader regarding AWAD, with a growing percentage of AWAD among overall athletes, issues remain. As this evaluation report pointed out, despite the number of AWAD increasing, the percentage of carded AWAD remains

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<sup>31</sup> Truth and Reconciliation Commission of Canada. (2015). *Truth and Reconciliation Commission of Canada: Calls to Action*. Retrieved from [http://www.trc.ca/websites/trcinstitution/File/2015/Findings/Calls\\_to\\_Action\\_English2.pdf](http://www.trc.ca/websites/trcinstitution/File/2015/Findings/Calls_to_Action_English2.pdf)

<sup>32</sup> Canadian Sport For Life. (2015). *Aboriginal sport for life: Long-term participant development pathway 1.0* (p. 2). Retrieved from <http://canadiansportforlife.ca/sites/default/files/ALTPD-FINAL-Web.pdf>



relatively stable. Moreover, there seems to have been fewer sport event opportunities for AWAD athletes over the past few years.

As sport management research has demonstrated,<sup>33</sup> it is challenging to provide appropriate sport and physical activity opportunities for underrepresented groups. These groups face additional funding, facility, and coaching/training challenges. It also becomes a vicious cycle for these athletes to obtain the necessary support in order to be successful given their lack of visibility, which in turn decreases private funding opportunities, which then affects their ability to train, compete and ultimately reach the podium. It is therefore perhaps not surprising that of the 4.4 million of Canadians with disabilities, only about 3% participate in sport/physical activities.<sup>34</sup>

Given the mandate of the Minister of Sport and Persons with Disabilities to support the delivery of recreational infrastructure, to celebrate the achievements of AWAD, and to lead the development and passage of a Canadians with Disabilities Act, all done in conjunction with federal and provincial counterparts, there may be opportunities for addressing the issues noted above and help Canada be an AWAD leader.

## 7.4 Encouraging sport participation

Decreasing sport participation rates and fewer next generation athletes have been highlighted earlier as critical issues and trends in the Canadian sport system. To increase sport participation at various levels of the sport development pathway, funding, facilities (appropriate, updated as well as accessible), and coaches are just three pieces of the puzzle.

There has been increased attention placed on safety in sport recently, due at least in part to the media's focus on concussion cases and their consequences. Some sports, such as ice hockey or football, have faced a certain degree of backlash, resulting in decreased membership numbers due to parents' fears for their children's health and safety. In order to foster sport participation, Sport Canada and other Canadian sport system stakeholders should consider this issue in their policies, programming and activities.

Research also demonstrates the influence of parents and siblings in a child/youth's initial and sustained sport participation, demonstrating the importance of a whole-family approach.<sup>35</sup> With the advent of technologies, some youth do not know how to play, as some ParticipACTION ads have demonstrated and community-based physical activity research has found;<sup>36</sup> youth/children need to be taught. This can be undertaken by a parent, sibling, coach or educator.

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<sup>33</sup> See: Frisby, W., Crawford, S., & Dorer, T. (1997). Reflections on participatory action research: The case of low-income women accessing local physical activity services. *Journal of Sport Management*, 11(1), 8-28.; Frisby, W., & Millar, S. (2002). The actualities of doing community development to promote the inclusion of low income populations in local sport and recreation. *European Sport Management Quarterly*, 2(3), 209-233; Frisby, W., Thibault, L., & Kikulis, L. (2004). The organizational dynamics of under-managed partnerships in leisure service departments. *Leisure Studies*, 23(5), 109-126.

<sup>34</sup> Standing Senate Committee on Human Rights. (2012, June). *Level the playing field: A natural progression from playground to podium for Canadians with disabilities*. Retrieved from <http://www.parl.gc.ca/Content/SEN/Committee/411/ridr/rep/rep07jun12-e.pdf>

<sup>35</sup> Berger, I. E., O'Reilly, N., Parent, M. M., Séguin, B., & Hernandez, T. (2008). Determinants of sport participation among Canadian adolescents. *Sport Management Review*, 11, 277-307.

<sup>36</sup> Parent, M.M., Harvey, J., Faubert, C., & Cardin-Tremblay, J. (2006, September 25). *Kids in Shape annual report 2005-2006*. Ottawa: Research Centre for Sport in Canadian Society.

As this evaluation report noted, coaches feel they must explain the LTAD model to parents and have them “relax about their child’s sport development” (p.74). This only serves to highlight the importance of parents and family being properly educated about sport and physical activity, as well as their importance in the sport development pathway. Involving families can only serve to increase their overall health, with subsequent benefits in terms of the healthcare system (e.g., decreased healthcare costs).

Thus, families, the sport system and the education system (and therefore P/Ts) should interact if sport participation is to increase throughout the sport development pathway. The CSP 2012 recognizes the importance of the sport system interacting with the education system. It therefore becomes incumbent on Canadian sport system stakeholders to find innovative ways to come together if sport participation rates are to increase in any significant manner.

One aspect to consider in such a discussion, however, is that different bodies hold the “sport participation” portfolios. Although a national sport participation approach would be ideal to address declining sport participation rates and increased obesity, it would need to take into account regional differences, such as differences in P/T capacity/resources and objectives. Efforts, such as those made during the development of the CSP 2012, could be one way to foster such a national sport participation approach or strategy.

This jurisdictional issue also makes it difficult when comparing “sport” participation rates, as Sport Canada uses different sources (e.g., NSO membership, General Social Survey results, etc.) to determine and report participation rates in its Departmental Performance Report. Only with a standardized way of measuring active participation and healthy living across the country can we have true benchmarks to compare longitudinally and to understand where efforts need to be targeted most when developing a sport participation strategy.

## 7.5 Building partnerships, collaborations and relationships

Clearly, relationships, collaborations and partnerships are key for Sport Canada and the Canadian sport system to meet program objectives and foster an effective and efficient Canadian sport system. Beside the importance of Sport Canada’s three programs, this evaluation report highlighted Sport Canada’s experience in building the sport system, its knowledge of our complex sport system, and its successful P/T partnerships.

It is clear in the development of sport event multipartite agreements (such as for Vancouver 2010<sup>37</sup>), in the development of national policies or in bilateral agreements, for example, Sport Canada demonstrates leadership. Such formalized relationships, collaborations and partnerships allow for:

- **A decrease in role and/or activity overlap between stakeholders.** To wit, there appears to be jurisdictional overlap with PHAC in regards to the physical activity/grassroots sport participation – as it relates to the CSP 2012. For example, a youth entering a community

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<sup>37</sup> See *Multi-party Agreement for the 2010 Winter Olympic and Paralympic Games*  
<http://www.fin.gov.bc.ca/reports/MultipartyagreementEnglish.pdf>

sport organization to “participate” in sport could do so either as the start of further engagement with the sport (sport development pathway) towards the elite level and/or as a means to improve his/her level of physical activity and overall health. In this instance, who of Sport Canada or PHAC has jurisdiction? Should it not be both? This example may be a rather simple one, but it demonstrates the importance of collaborating PHAC, where possible, into discussions and actions.

- **More effective and efficient coordination of joint files and complex issues.** For example, coordination is required regarding youth who represent Canada at the increasingly popular slew of youth Games (e.g., Youth Olympic Games, Commonwealth Youth Games, and Universiade). Sport participation occurs at the community level and therefore should ideally be bottom-up, where local organizations come together, assisted with funding from the Government of Canada, P/T governments and foundations, to create partnerships to develop synergies and foster sport participation and physical literacy. For structural and funding examples, see Québec en Forme (<http://www.quebecenforme.org/en.aspx>), the Community Cup and the Kids in Shape projects.<sup>38</sup> It takes time to develop partnerships. Although the communities are best placed to determine what they need to help their youth, addressing sport participation rates requires multi-jurisdictional and multi-sectoral effort coordination. Sport Canada’s expertise in this regard would be valuable.
- **Informed decision making.** Sport Canada’s ability to work with other bodies, such as SSHRC, OTP, COC and CPC, demonstrates a willingness and ability to obtain the necessary knowledge for making informed decisions. Informed, evidence-based decisions are a cornerstone of today’s public policy context.
- **Increased transparency and accountability.** Formalized partnerships within a sport context have been found to be an important strategy for coordinating multi-sectoral and multi-jurisdictional stakeholders, which can result in increased transparency, accountability, and overall performance (effectiveness, efficiency, economy).<sup>39</sup>

Going forward, partnerships seem to be a critical piece in the successful delivery of the Canadian sport system. Sport Canada is encouraged to continue existing partnerships, develop new ones, and help other sport system stakeholder to do so. For example, Sport Canada is encouraged to continue P/T (and other) bilateral agreements and seek additional creative partnership and funding approaches, such as with PHAC, CIC, CPC, CAC, and other key organizations that can foster local action for increasing sport participation among underrepresented groups, as well as increase participation in other roles (e.g., coaching, officials and management).

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<sup>38</sup> See: <http://cciottawa.ca/services/community-cup/>; <http://health.uottawa.ca/sports-research/kids-shape>; Faubert, C., Parent, M. M., & Harvey, J. (2012). Community mobilization development related to children sport and physical activity : A case study of kids in shape. *Loisir et Société / Society and Leisure*, 35, 211-242; Parent, M.M. & Harvey, J. (2016). A partnership-based evaluation of a community-based physical activity and sport program for youth. *Sport in Society*, <http://dx.doi.org/10.1080/17430437.2015.1124561>

<sup>39</sup> See Parent, M.M. & Séguin, B. (2007). Factors that led to the drowning of a world championship organizing committee: A stakeholder approach. *European Sport Management Quarterly*, 7, 187-212; Parent, M.M., Rouillard, C. & Leopkey, B. (2011). Issues and strategies pertaining to the Canadian governments' coordination efforts in relation to the 2010 Olympic Games. *European Sport Management Quarterly*, 11, 337-369.

## 7.6 Roles, responsibilities and leadership

The complexity of the system and the importance of partnerships result in a need to clearly lay out roles, responsibilities and leadership. The federal government's priorities, Sport Canada program mandates and objectives, and the *Physical Activity and Sport Act* point to having both participation and excellence prongs for the system. To link the two, Sport Canada has laid out a sport development framework.<sup>40</sup>

This evaluation report noted the mission creep in OTP's approach. Despite the policies in place, there remain some overlaps and gaps between the various key stakeholders of the Canadian sport system regarding roles and responsibilities, such as responsibility for high performance athlete financial support/funding – not only for OTP-targeted athletes, progress through the sport development pathway (e.g., talent identification, talent development and post-career preparation/support), coaching and high performance director support, Canadian university sport, infrastructure, research/innovation, para-sport, and ethics and doping in sport.<sup>41</sup>

In order to maximize effectiveness and efficiency, and avoid effort duplication, it becomes even more important to ensure open lines of communication and clearly laid out roles/responsibilities for all key partners – if not all stakeholders – of the Canadian sport system. Although having more than one organization offer funding and support for a particular target group (e.g., high performance, youth, or next generation athletes) provides options for athletes and organizations, this can result in additional administrative tasks and paperwork for funding recipients (e.g., NSOs).

Sport Canada, along with OTP, the COC/CPC, P/Ts, and other key funding partners are encouraged to continue to review funding accountability requirements to avoid effort duplication. A concerted governance and management approach can help minimize administrative duties and maximize sport system performance activities. A designated technical body for the Canadian sport system, whether OTP, Sport Canada or another organization, could assist in this regard.

## 7.7 Coaching in Canada

As noted above, qualified coaching is seen as not only a critical piece for a successful sport system, but also one that seemingly requires attention by Sport Canada and other sport system stakeholders. It is qualified coaching that allows for positive experiences at the grassroots, to engage youth in sport, as well as keep them in the sport development pathway and foster lifelong active healthy living through the various LTAD stages.

Canada is seen as a world leader in coach education, with the Coaching Association of Canada's National Coaching Certification Program. Despite this professionalization effort, there remains a lack of support for many coaches to take on this profession full-time. This is due to a number of factors, from the time (and often travel) needed to take certification programs to the costs

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<sup>40</sup> See <http://canada.pch.gc.ca/eng/1414510238789>

<sup>41</sup> Sport Canada (2014, December 31). *Sport Canada environmental scan 2014: The state of sport*.

involved.<sup>42</sup> An adequate salary may also be an obstacle, leaving potentially excellent coaches to coach only part-time, as they need another income source.

Coaches understand the athletes' needs. To help them through the sport development pathway, coaches can hold multiple roles, such as technical experts, psychologists, nutritionists, managers, agents, and/or mentors. They may even, as this evaluation report highlighted, need to temper parental involvement by explaining the LTAD process to parents so as to maximize children/youths' experiences in sport and nurture deeper engagement in the sport system. However, their expertise resides mainly in the technical, sport science sphere. Thus, the degree to which coaches utilize the LTAD approach, as opposed to pushing for early development, is unclear. The LTAD thematic review due out later in 2016 will hopefully provide some direction in this regard. Regardless, the outcome of the LTAD and physical literacy thematic review, as well as the CSP 2012 formative evaluation, should allow Canadian sport system stakeholders to have a better understanding of this situation and provide information for further evidence-based decision making regarding the Canadian sport system.

## 7.8 Hosting events, economic and social impacts, and legacies

The *Horizontal Summative Evaluation of the Government of Canada's Investment in the 2010 Olympic and Paralympic Winter Games*<sup>43</sup> highlighted 87% of Canadians believed the Vancouver 2010 Games to have had a positive impact for Canada internally, and 95% for Canada's image abroad. Canadians also believe the Games positively impacted national unity (80%) and national identity (45%, an increase of 7% from the year before).<sup>44</sup>

Although this evaluation report noted the importance of major sports events for Canadian society (e.g., networking, skills building, pride, etc.), it is also important to point out they can help promote deeper engagement in sport by pushing athletes further into the sport development pathway. Major sports events have not, however, been found to be a vehicle for transforming people from passive to active sport participants.<sup>45</sup> This is not to say it is not possible, but that sport organizations' lack of capacity and resources (e.g., infrastructure, human resources and funding), as well as qualified coaching, all needs highlighted in this evaluation report, become barriers to increasing entry into active sport participation.

Events can have both positive and negative outcomes, impacts and legacies, and fall within a multitude of areas, including: cultural, environmental/sustainability, educational, economic, image, political, psychological (e.g., pride), social issues, sport, and urban (e.g., infrastructure) legacies.<sup>46</sup> Although positive outcomes may touch upon intangible legacies, such as skills,

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<sup>42</sup> Sport Canada (2014, December 31). *Sport Canada environmental scan 2014: The state of sport*.

<sup>43</sup> Canadian Heritage (2012). *Horizontal Summative Evaluation of the Government of Canada's Investment in the 2010 Olympic and Paralympic Winter Games*. Retrieved from <http://canada.pch.gc.ca/eng/1414510238789>  
<http://www.pch.gc.ca/eng/1343397261050/>

<sup>44</sup> Sport Canada (2014, December 31). *Sport Canada environmental scan 2014: The state of sport*.

<sup>45</sup> Taks, M., Green, B.C., Misener, L. & Chalip, L. (2014) Evaluating sport development outcomes: the case of a medium-sized international sport event. *European Sport Management Quarterly*, 14, 213-237.

<sup>46</sup> Leopkey, B. & Parent, M.M. (2012). Olympic Games legacy: From general benefits to sustainable long-term legacy. *International Journal of the History of Sport*, 29, 924-943; Preuss, H. (2007). The conceptualisation and measurement of mega sport event legacies. *Journal of Sport & Tourism*, 12, 207-228.

networking or pride, more than economic impact, the more obvious legacies are infrastructure-based, such as stadia or new public transportation lines (e.g., light rail trains).<sup>47</sup>

New/updated infrastructure can help Canadians, generally, and elite athletes, more specifically, access quality facilities to learn and train. It can also help increase Canada's chances of hosting events, with their subsequent benefits and legacies. Hosting international-level competitions can also decrease elite athletes' travel costs associated with competing at the international level, as athletes must usually travel to other countries (notably the United States and European countries) to train and compete due to lack of facilities and appropriate competitions on home soil.

Thus, with the 150<sup>th</sup> anniversary of Confederation around the corner, Sport Canada, other federal departments, P/T governments, and local municipalities are encouraged to examine the state of the sport infrastructure and the needs in this regard, using a long-term perspective, that is, one that does not focus only on the immediate, local needs, but also looks to potential opportunities of having international-level facilities that could host elite competitions, thereby attracting elite athletes for competitions, tourists/spectators for economic impacts, and fostering further engagement in the sport development pathway for local residents.

## 7.9 Innovations in the Canadian Sport System

Beyond the points raised earlier, a number of opportunities, potential innovations and alternatives exist to maximize the effectiveness and efficiency of the Canadian sport system. Sport Canada is encouraged to continue on the path of innovations with all its programs and strategies.

First, athlete support at all levels of the sport development pathway is required if Canada wishes to have healthy Canadians as well as international podium success. Although Canada has been found to be efficient in its resource-use, a number of gaps and overlap were noted above. Partnerships with PHAC, the COC/CPC, OTP, and private organizations, for example, may allow for additional, innovative forms of support for not only elite athletes, but also the next generation of athletes and those at the grassroots.

One possible innovation would be to consider charitable status for Canadian sport organizations, which in turn may help them obtain additional non-governmental funding and be able to “compete” with art, culture and other organizations that can provide tax receipts. This could then decrease sport organizations' dependence on public funding. Another alternative could be to provide tax credits for companies that support athletes and integrate them into their companies (such as the RBC example in this evaluation report), which, consequently, would become an additional potential source of athlete support.

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<sup>47</sup> See Preuss, H. (2015). A framework for identifying the legacies of a mega sport event. *Leisure Studies*, 1-22. doi: 10.1080/02614367.2014.994552; Preuss, H. (Ed.). (2007). *The Impact and Evaluation of Major Sporting Events*. Oxon, UK: Routledge; Ritchie, J. R. B., & Smith, B. H. (1991). The impact of a mega-event on host region awareness: A longitudinal study. *Journal of Travel Research*, 30, 3-10; Taks, M., Kesenne, S., Chalip, L., Green, B. C., & Martyn, S. (2011). Economic Impact Analysis Versus Cost Benefit Analysis: The Case of a Medium-Sized Sport Event. *International Journal of Sport Finance*, 6, 187-203

Finally, new technologies (e.g., social media) are now part of sport organizations' operating environment. Some sponsors even expect social media activity over and above a website as part of a sport organization's offerings. However, compared to many professional sport organizations, non-profit sport organizations (e.g., NSOs, MSOs and CSCs) are not usually as active on social media, due to a lack of capacity, which in turn can affect their ability to obtain sponsors, thereby making it a vicious cycle. In addition, official language requirements are a condition of Sport Canada funding. Canadian sport organizations' lack of capacity often means they cannot maximize the benefits offered by social media platforms and provide communications (instantaneously) in both official languages at the same time. Therefore, Sport Canada, as well as other sport funders, could consider examining their official language requirements for funding in relation to social media communications.

This evaluation established that Sport Canada's three programs are important for the Canadian sport system and meeting their stated objectives for the period under review. Nevertheless, the Canadian sportscape is in flux, and the ongoing CSP 2012, LTAD/physical literacy and targeted funding evaluations will impact the activities and processes of not only Sport Canada but also other key stakeholders within the Canadian sport system.

In the coming years, it is therefore critical that Sport Canada continue its leadership role within the Canadian sport system, maintain a consistent vision for itself and for the sport system, and undertake its activities through a variety of partnerships with the country's experts, be they individuals, other federal departments (e.g., PHAC and CIC), other governments (e.g., P/Ts), non-profit organizations (e.g., COC/CPC), or private organizations.

Canadians believe sport to be important and see it as a vehicle for many other files, such as for health, education and positive social and economic outcomes. For sport to be such a vehicle, continued monitoring and adjustment on Sport Canada's part will allow the sport system to perform successfully for the benefit of Canadians domestically and internationally.

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## ***Appendices***

## **Appendix A: Review of the Toronto 2015 Pan/Parapan American Games**

Approved by the Deputy Head, Canadian Heritage on May 12, 2016

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## List of acronyms and abbreviations

ADM	Assistant Deputy Minister
ADMSC	Assistant Deputy Minister Steering Committee
AWAD	Athletes with a disability
CA	Contribution Agreement
CAMP	Contribution Agreement Monitoring Plan
CATSA	Canadian Air Transport Security Authority
CCI	Concours Complet International
CCP	Celebration and Commemoration Program
CIC	Citizenship and Immigration Canada
COC	Canadian Olympic Committee
CPC	Canadian Paralympic Committee
CSI	Canadian Sport Institute
CSIO	Canadian Sport Institute Ontario
CSIS	Canadian Security Intelligence Service
DFATD	Department of Foreign Affairs, Trade and Development
DFO	Department of Fisheries and Oceans
DPR	Departmental Performance Report
ECCC	Environment and Climate Change Canada
EFSWG	Essential Federal Services Working Group
ERM	Enterprise Risk Management
ESD	Evaluation Services Directorate
FCN	Federal Communicators Network
FCS	Federal Cultural Strategy
FINA	Fédération Internationale de Natation
GoC	Government of Canada
GTA	Greater Toronto Area
HP	Hosting Program
HPFSD	Hosting Program and Federal Secretariat Division
IBF	International Baseball Federation
IC	Industry Canada
ICF	International Canoe Federation
IMMG	International Major Multisport Games
IPC	International Paralympic Committee
IRMF	Integrated Risk Management Framework
ISF	International Softball Federation
ISSF	International Sport Shooting Federation
ISU	Integrated Security Unit
ITAC	Integrated Terrorism Assessment Centre
ITF	International Tennis Federation
MEC	Major Events, Commemorations and Capital Experience
MOC	Main Operations Centre
MOU	Memorandum of Understanding
NCLA	Non-Commercial License Agreement
NSO	National sport organizations
OCA	Ontario Cycling Association

OFMAR	Operational Framework for Mutual Aid Requests
OL	Official languages
OPP	Ontario Provincial Police
OTP	Own the Podium
PASO	Pan American Sports Organization
PAWG	Parapan Am Accreditation Working Group
PIM	Project and Information Management
PMF	Performance Measurement Framework
PSO	Provincial sport organization
RCMP	Royal Canadian Mounted Police
RPP	Report on Plans and Priorities
SC	Sport Canada
SSP	Sport Support Program
SSWG	Safety and Security Working Group
TA	Threat assessment
TBS	Treasury Board of Canada Secretariat
TC	Transport Canada
TF	Toronto Foundation
TOR	Terms of Reference
TPASC	Toronto Pan Am Sports Centre (formerly, the CIBC Pan Am/Parapan Am Aquatics Centre and Field House)
UCC	Unified Command Centre
UCI	Union Cycliste Internationale

## Executive summary

### Overview of the Toronto 2015 Pan/Parapan American games

In July and August 2015, Canada hosted the Pan American and Parapan American Games (hereafter the “2015 Games” or “the Games”) in Toronto and the Greater Golden Horseshoe region of Ontario. The Games fall under the International Major Multisport Games category of Sport Canada’s (SC’s) Hosting Program (HP). The Games are held once every four years, and involve athletes from 41 countries and territories in the Americas and the Caribbean. The Pan American Sports Organization (PASO) awarded the 2015 Games to Canada in 2009. The 2015 Games were Canada’s third Pan American Games and first Parapan American Games.

The Toronto 2015 Pan American and Parapan American Games Organizing Committee (TO2015) was the host organization for the 2015 Games. TO2015’s budget for the 2015 Games was set at \$1.4 billion. Of this total, the Government of Canada was expected to contribute up to \$500 million over a six-year period, from 2010-11 to 2015-16, the bulk of which was administered by SC’s HPFSD. Canada’s contribution to the 2015 Games was intended to support five key areas: sport infrastructure, the Toronto 2015 Sport Legacy Fund, Essential Federal Services (EFS), a Federal Cultural Strategy (FCS), and Team Canada preparation. A brief description of each of these key areas is provided below.

- ▶ **Sport infrastructure.** The HP was responsible for delivering up to \$377.1 million for capital projects, including renovating existing infrastructure and building new sports facilities to stage the 2015 Games.
- ▶ **2015 Games Legacy.** The HP was responsible for investing up to \$65 million, delivered as a contribution agreement, to help ensure that designated legacy facilities are properly maintained and accessible for both high performance and grassroots athletes. This investment, together with a \$5 million contribution from the Government of Ontario, formed the Toronto 2015 Sport Legacy Fund.
- ▶ **EFS.** To support the staging of the 2015 Games, the Government of Canada provided up to \$48.9 million for the provision of EFS in four key service areas: emergency preparedness, security, border security and accreditation support, and weather forecasting and environmental assessments.
- ▶ **FCS.** The Government of Canada repurposed up to \$6 million toward an FCS to “maximize the impact of the Games through investments which promoted Canadian culture, history, heritage, and official languages while showcasing Canadian values and enhancing engagement in the Americas.”
- ▶ The Government of Canada repurposed up to \$3 million, delivered through the Sport Support Program (SSP), to further prepare Canadian teams leading up to the Games.

The contribution to sport infrastructure, legacies, and EFS was part of the Government of Canada’s commitment via the Multiparty Agreement (MPA) with other Games partners.

## **Approach and methodology**

The Evaluation Services Directorate (ESD) of the Department of Canadian Heritage (PCH) conducted a review of the federal government's investment in the 2015 Games. The scope of the review covers the total Government of Canada investment of up to \$500M. Findings and conclusions of the review feed into the evaluation of the HP, part of the Grouped Evaluation of the Sport Canada Programs (HP, SSP, and Athlete Assistance Program). The review does not include a full-scale stand-alone evaluation of the federal government's investment in the 2015 Games; rather, it targets areas of performance and lessons learned for the management of the Government of Canada's involvement in future major international multisport events.

The methodology for conducting the review includes several data collection methods, including a document review, file and database reviews, literature review, key informant interviews and an expert panel.

## **Findings**

### **Relevance**

Support for the 2015 Games contributed to HP outcomes by bringing top-tier sport events to Canada and providing Canadian athletes with opportunities to participate in world-class competitions in Canada. Supporting the 2015 Games also contributed to the construction and upgrading of facilities, which are expected to provide Canadians with access to state-of-the-art training and competition facilities leading up to and after the delivery of the Games.

### **Performance**

Findings suggest that the federal government fulfilled all of its MPA commitments — delivery of EFS, support for capital projects, as well as federal coordination.

#### **Oversight and coordination**

A variety of measures were put in place to provide oversight and assist with the management of the Government of Canada's contribution to the 2015 Games. This included:

- ▶ the requirements and relationships established through the MPA;
- ▶ the financial and activity reporting requirements of the Contribution Agreements (CAs);
- ▶ PCH's participation in the two coordinating committees related to the MPA and led by the host organization (CC1 and CC2); and
- ▶ various committees established to coordinate the delivery of the EFS commitments to the 2015 Games.

Furthermore, the Federal Secretariat (FS) had units dedicated to specific functions and implemented several tools to assist in fulfilling its management roles.



Evidence suggests that requirements in the area of official languages (OL) were generally well understood by TO2015. PCH provided ongoing advice and assistance to TO2015 and, as a result, there was only one OL complaint related to tickets for the opening ceremony, which is an indication of a high level of adherence to their OL obligations. The review yielded a few suggestions for the future:

- ▶ explain requirements in detail in CAs;
- ▶ establish the responsibility and accountability for implementing OL requirements at the executive level of the hosting organization;
- ▶ require that an OL policy and plan be developed by the host organization earlier; and
- ▶ provide additional funding to the host organization specifically to assist them in meeting translation requirements for written material.

### **EFS**

SC and EFS department/agency representatives were generally satisfied with the resources allocated for the EFS, confirming that no gaps occurred in federal support for the Games. However, it was noted that some departments and agencies encountered challenges several years before the Games in accurately projecting the services required and costs to be incurred. To accommodate the provision of some services that were not initially planned, PCH facilitated the transfer of unused funds between departments/agencies.

The FS developed a governance framework for the horizontal elements of GoC's contribution to the Games, which clearly outlines roles and responsibilities and identifies various committees and working groups to assist in the coordination of GoC's commitment to the Games. Stakeholders were generally satisfied with these collaborative efforts. However, the evidence points to some areas for improvement, including: stronger communication early on in the planning process, so that all EFS departments understand their roles and responsibilities, as well as expectations related to the Games; and a Performance Measurement Framework (PMF) to be developed earlier, in order to measure the achievement of outcomes identified for the delivery of EFS.

Documents confirm that the contribution by the 2015 FS and EFS partners was recognized and budgeted for in policy and planning documents. However, due to the timing of the review, it was not possible to determine whether total FS and EFS actual expenditures were within planned expenditures. Furthermore, interviews and documents confirmed that FS and EFS departments and agencies will report the actual expenditures in their respective DPR, as required, this summer.

Similarly, because of the timing of the review relative to the completion of the Games and the reporting cycle, the review does not benefit from up-to-date performance measurement data on the achievement of expected results by EFS departments and agencies.

However, based on data gathered from key informant interviews, meeting minutes and a Lessons Learned document prepared by the EFSWG, EFS departments and agencies produced their required outputs on time and aligned with their mandates. The only issue identified by EFS

partners was the delay in the implementation of the accreditation system and the preparation of accreditation materials.

### **Capital projects**

The federal government's contribution supported the construction of 10 new sports facilities as well as renovations and improvements to 17 existing facilities, for a total of 27 projects. These facilities were constructed or renovated to meet international federation standards and specifications, and all were built or upgraded in time for the 2015 Games. In accordance with the contribution agreement, the audited financial statements are to be received by October 2016; however, based on the current financial data provided to PCH, total capital expenditures should be within budget.

Further, the Sport Legacy Fund is in place and will support programming and maintenance at the three designated legacy facilities for a minimum of 20 years. The Sport Legacy Fund was established to manage the long-term maintenance and operations of the designated legacy venues, as well as to ensure facility access for high performance sports. According to the available documentation, qualified high performance athletes will be receiving between 35% and 44% of the hours available at each facility. High performance athletes will also benefit from discounted rates for accessing the facilities.

### **Legacy planning**

The Legacy Fund Allocations Committee (LFAC) was established to review and propose annual allocations from the Sport Legacy Fund and to facilitate ongoing monitoring of fund activities. The terms of reference for the LFAC are described in the TO2015 Sport Legacy Fund Plan Approval and Agreement.

The evidence underlines a challenge associated with the negotiation and implementation of individual legacy facility use terms and conditions with each of the facility owners. The negotiations for each agreement required time and effort, and the agreements had to be signed before the government's contribution agreement with the Toronto Foundation was finalized and signed, which, in turn, delayed the establishment of the fund and contributions.

According to findings from some key informant interviews, the approach of using a contribution agreement (as opposed to a grant) to deliver the federal government's investment in the designated legacy facilities and the implementation of a "draw down" fund (as opposed to a traditional endowment fund) worked well. However, at the time of the review, it was too early to draw any lessons learned from this new approach.

### **Risk management**

The FS Integrated Risk Management Framework (IRMF) and associated registry structure were effective in order to identify, assess and develop mitigation plans for risks related to the 2015 Games for the majority of EFS. PCH and EFS partners reviewed and revised risks and their mitigation strategies on a regular basis leading up to and during the 2015 Games, and ensured there were no unexpected risks. The review also indicated that the registry was useful and allowed for a focused approach, and included a point person within the majority of departments/agencies for each of their risks. The review found that all major risks were identified and that engaging the key subject matter experts, including experts on

“weather-related” risks, early in the development is important.

### **Efficiency and economy**

The 2015 FS implemented several coordination and monitoring mechanisms that contributed to the efficient and effective management of GoC’s contribution to the 2015 Games. Evidence suggests that a FS is critical, as it helps maintain corporate knowledge, expertise, experience and knowledge transfer.

Although the most recent information available on the largest portion of the budget — capital expenditures — is limited to actual and projected expenditures as of January 2016, there is enough reliable information available to state that the federal government’s contribution to the Games is under the maximum amount of \$500 million.

## **Recommendations**

### **Recommendation 1 – Expertise and knowledge transfer – Federal secretariat**

Some stakeholders suggested the establishment of a permanent FS as a way of increasing efficiency by ensuring the retention of expertise and documenting experience, and of ensuring knowledge transfer going forward. Although the review does not have evidence to conclude that a permanent FS is essential to deliver major sport events, the review recognizes that the organizational entity in place (i.e., the FS implemented for the Toronto 2015 Games) allowed SC to play its coordinating, liaison and communications roles well with all parties involved.

It is recommended that the Assistant Deputy Minister (ADM) of the Sport, Major Events and Commemorations Sector explore various strategies and the best approaches for maintaining and building specific in-depth Games knowledge and expertise, including the option of a permanent FS, within Sport Canada.

### **Recommendation 2 – Performance measurement framework**

Although it is understood that the development of a PMF to measure achievements of objectives for all federal parties involved is difficult to develop in the first few years of the planning process as it is dependent on the plans of external players (e.g., in the case of the 2015 Games, the Province and the Organizing Committee), it is suggested that the PMF be available as early in the process as possible.

Therefore, it is recommended that the ADM Sport, Major Events and Commemorations Sector examine options that would ensure that a PMF is in place as early as possible and is kept updated as the project evolves.

## **1. Introduction**

### **1.1 Purpose**

*See Grouped Evaluation of Sport Canada Programs report*

## 2. Profile of the 2015 games

In July and August 2015, Canada hosted the Pan American and Parapan American Games (hereafter “2015 Games”) in Toronto and the Greater Golden Horseshoe region of Ontario. The Games fall under the International Major Multisport Games category of the Hosting Program (HP). The Games are held once every four years, and involve athletes from 41 countries and territories in the Americas and the Caribbean. The Pan American Sports Organization (PASO) awarded the 2015 Games to Canada in 2009. The 2015 Games were Canada’s third Pan American Games and first Parapan American Games (Canadian Heritage, 2014f).

The Toronto 2015 Games involves the coordination and collaboration of many departments and agencies with varying roles and responsibilities before, during and after the 2015 Games. The planning and implementation of the Games began with the signing of a Multiparty Agreement (MPA) in 2009 between the Government of Canada, the Government of Ontario, the City of Toronto, the Canadian Olympic Committee (COC), the Canadian Paralympic Committee (CPC) and the Ontario 2015 Pan American Games Bid Corporation. The Bid Corporation was later replaced with the Toronto 2015 Pan American and Parapan American Games Organizing Committee (TO2015), which assumed the same responsibilities of the former Bid Corporation (BidCo). The MPA outlines the roles and responsibilities of these parties related to the Games and includes several municipalities in the Greater Golden Horseshoe region via joinder agreements to host additional training and competition venues (Canadian Heritage, 2014f). The following is an overview of the signatories to the MPA and their role (Canadian Heritage, 2014f):

- ***The Ontario 2015 Pan Am Games Bid/Toronto 2015 Games Organizing Committee:*** The 2015 Bid Corporation was responsible for organizing the Toronto 2015 Pan American and Parapan American Games bid. It is a signatory to the MPA; however, as mentioned above, TO2015 assumed the roles and responsibilities of the Bid and Host corporations.
- ***City of Toronto:*** Toronto was the identified Host City for the 2015 Games and the location of most Games events. The City Manager’s Office was responsible for the coordination of Toronto’s participation in the Games.
- ***Government of Ontario:*** The Government of Ontario was a major funder of the Toronto 2015 Games, and played a role to establish a Pan/Parapan American Secretariat, which oversaw the province’s investment and coordinated their involvement in the Toronto 2015 Games. It was also the lead in the area of safety and security for the Games.
- ***Canadian Olympic Committee:*** The COC is a private, not-for-profit corporation that provides financial support and services to the Canadian high performance sport community and is responsible for Canada’s involvement in the Olympics. It is the Canadian member of the PASO, which is responsible for overseeing and awarding the hosting of the Pan and Parapan American Games.
- ***Canadian Paralympic Committee:*** the CPC is a private, not-for-profit corporation responsible for developing and growing the Paralympic Movement in Canada.

Specifically, the CPC provides financial support and services to the Canadian high performance sport community and is responsible for Canada's involvement in the Paralympics and Parapan Am Games.

- ***Government of Canada:*** The federal government was a major funder of the Toronto 2015 Games, and provided support, advice and guidance to both the Government of Ontario and TO2015.

TO2015's budget for the Games was set at \$1.4 billion, which excludes costs associated with the main Athletes' Village and the incremental security and transportation costs managed by the Province of Ontario (Canadian Heritage, 2014f, 2015n). Of this total, the Government of Canada expected to contribute up to \$500 million over the six-year period of 2010-11 to 2015-16 to support the following key areas: sport infrastructure, Toronto 2015 Sport Legacy Fund, Essential Federal Services (EFS), Federal Cultural Strategy (FCS), and Team Canada preparation. Close to 90% of this funding was administered by Sport Canada (SC) HP (Canadian Heritage, 2014c). Table 1 describes the expected Government of Canada contributions in each of these areas. In accordance with the Terms and Conditions of the HP, the Government of Canada's contribution is no more than 50% of public funding (from all levels of government) and 35% of total event costs (Canadian Heritage, 2014f). Canadian Heritage (PCH) is the lead department for the Government of Canada's investment in the Games, creating a Federal Secretariat (FS) within the SC HPFSD to coordinate involvement of the MPA parties and the Government of Canada, conduct project management (e.g., reporting, evaluation, official language monitoring, communications coordinating), and manage the government's contribution agreement (CA) with TO2015 with PCH (Canadian Heritage, 2015e, p. 1).

**Table A1: Federal government investment allocation for the Games**

Department	Area of investment	Resources
Canadian Heritage (PCH) <sup>48</sup>	Federal coordination	A-base only
	Sport infrastructure	\$377.1 million
	TO2015 Sport Legacy Fund	\$65 million
	Federal Cultural Strategy	\$6 million
	Team Canada preparation	\$3 million
Canada Border Services Agency (CBSA)	Essential Federal Services	\$9.5 million
Citizenship and Immigration Canada (CIC)		\$6.8 million
Transport Canada (TC)		\$4.9 million
Canadian Air Transport Security Authority (CATSA)		\$1.4 million
Health Canada (HC)		\$5.8 million
Public Health Agency of Canada (PHAC)		\$5.3 million
Environment and Climate Change Canada (ECCC) <sup>49</sup>		\$5.2 million
Department of Fisheries and Oceans (DFO)		\$3.8 million
Canadian Security Intelligence Service (CSIS) and Integrated Terrorism Assessment Centre (ITAC)		not available*
Royal Canadian Mounted Police (RCMP)		\$2.3 million
Public Safety and Emergency Preparedness (PSEP)		\$1.2 million
Industry Canada (IC)		\$0.1 million

\*Note: Given the classified nature of the report, CSIS and ITAC resource information has been excluded from the evaluation.  
Source: (Canadian Heritage, 2015n, p. 8)

Since the signing of the MPA, federal departments and agencies have worked with their provincial counterparts and TO2015 to plan EFS/support for the 2015 Games. This integrated planning has informed the final scope of federal activity and EFS, as well as departments and agencies' key deliverables in the Toronto 2015 Performance Measurement Framework.

The current Review of the 2015 Games focusses on the Government of Canada's investment. The remainder of this section provides a more detailed description of each of the areas of the Government of Canada's contribution.

### Sport infrastructure

The HP is responsible for delivering up to \$377.1 million for capital projects, which includes renovating existing infrastructure and building new sport facilities to stage the Games. This sport infrastructure was, by far, the largest portion of the Government of Canada's total investment in the 2015 Games (Canadian Heritage, 2013a, 2014f).

<sup>48</sup> Funding towards the FCS is managed by the Major Events, Commemorations and Capital Experience Division under the authority of the Commemorate Canada Program (CCP) (Canadian Heritage, 2015k), while funding to prepare Canadian teams leading up to the Games is managed by SC through the SSP. Support for these activities had not been originally identified in the MPA, with the decision to repurpose \$9 million of the existing budget for capital projects made in 2013. These investments align with the existing outcomes and objectives of the Celebration and Commemoration Program and of the SSP, and are not included in the Toronto 2015 Games Logic Model.

<sup>49</sup> Note that Environment and Climate Change Canada (ECCC) is the new name for Environment Canada (EC).

In March 2011, the first CA of \$18.1 million was signed between TO2015 and PCH, providing funding toward the planning and design phase of the Capital Venue Plan. Subsequently, in June 2012, a second CA between PCH and TO2015 was signed, providing a maximum \$368 million from FY 2012-13 to FY 2015-16 for “the acquisition, construction, and renovation of facilities identified to host test events, training, and competition for the Games” (Canadian Heritage, 2014e, p. 1). In addition to this CA, TO2015 has agreements in place with other parties to support the implementation of the sport infrastructure component, including a memorandum of understanding (MOU) with the Ontario Infrastructure and Lands Corporation and the MPA (Canadian Heritage, 2014e, p. 2).

### **2015 Games legacy**

The HP is responsible for investing up to \$65 million to help ensure that designated legacy facilities are properly maintained and accessible for both high performance and grassroots athletes (Canadian Heritage, 2014c). The financial support to the legacy facilities is delivered as a CA and is combined with a \$5 million contribution from the Ontario government. Together, this \$70 million investment formed the Toronto 2015 Sport Legacy Fund (the Legacy Fund), which was set in motion upon signing of the MPA.

The Legacy Fund is managed by the Toronto Foundation (TF), which is responsible for the investment and growth of the Fund (TO2015, 2013). The Legacy Fund investments are expected to have direct benefits for the general public, including the following (Canadian Heritage, 2015m):

- ▶ access to additional recreational space (e.g., pools, cycling tracks, gymnasias); facilities include the Toronto Pan Am Sports Centre (TPASC)<sup>50</sup>, the York Lions<sup>51</sup> Stadium and the Mattamy National Cycling Centre<sup>52</sup>; and
- ▶ enhanced community engagement resulting from national and provincial teams being based in designated legacy facilities.

### **Essential federal services**

The Government of Canada provided up to \$48.9 million for the provision of EFS to support the staging of the Games (e.g., security, weather forecasting). These activities align with the mandates of the 13 federal departments and agencies delivering these services. Government of Canada funding for EFS supports four service areas: emergency preparedness, security, border security and accreditation support, and weather forecasting and environmental assessments (Canadian Heritage, 2014c). Additional federal departments and agencies not receiving incremental federal funding, but whose services are integral or impacted by EFS are engaged as required in EFS planning and delivery (Canadian Heritage, 2014f).

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<sup>50</sup> TPASC known in the context of the Games as the CIBC Pan Am/Parapan Am Aquatics Centre and Field House

<sup>51</sup> York Lions Stadium known in the context of the Games as the CIBC Pan Am/Parapan Am Athletics Stadium

<sup>52</sup> Mattamy National Cycling Centre known in the context of the Games as the Cisco Milton Pan Am/Parapan Am Velodrome



### **Federal cultural strategy**

The Government of Canada is providing up to \$6 million toward an FCS, which was announced in April 2014, to “maximize the impact of the Games through investments which promoted Canadian culture, history, heritage, and official languages (OLs) while showcasing Canadian values and enhancing engagement in the Americas” (Canadian Heritage, 2015k, p. 1). PCH’s Major Events, Commemorations and Capital Experience (MEC) Division is leading the FCS, with support from the Department of Foreign Affairs, Trade and Development (DFAT-D) and the Department of Citizenship & Immigration (CIC).

The \$6 million invested to implement the FCS includes approximately \$1 million to extend the reach of the Toronto 2015 Pan American Torch Relay beyond Ontario, \$1.4 million to enhance programming at the main public celebration site in Toronto, and \$3.6 million to provide community-based activities that allow Canadians across the country to experience and celebrate the Games (Canadian Heritage, 2015k, p. 1).

### **Team Canada preparation**

The Government of Canada is providing up to \$3 million, delivered through the Sport Support Program (SSP), to prepare Canadian teams leading up to the Games, in alignment with the objectives of the SSP. This includes support for athletes, coaches and officials (Canadian Heritage, 2014c).

## **2.1 Logic model of the contribution to the games<sup>53</sup>**

Figure A1 describes the logic model outlining the inputs, activities, outputs and outcomes associated with the Government of Canada contribution to the hosting of the Games and the Toronto 2015 Sport Legacy Fund.

The activities of the Government of Canada flow into three immediate outcomes. Two of these outcomes result from HP activities (ensuring the Toronto 2015 Sport Legacy Fund is in place and the Toronto 2015 Games sport venues are built or upgraded on time and on budget). The remaining immediate outcome is shared across the departments and agencies providing essential services in support of the Games (Canadian Heritage, 2014f).

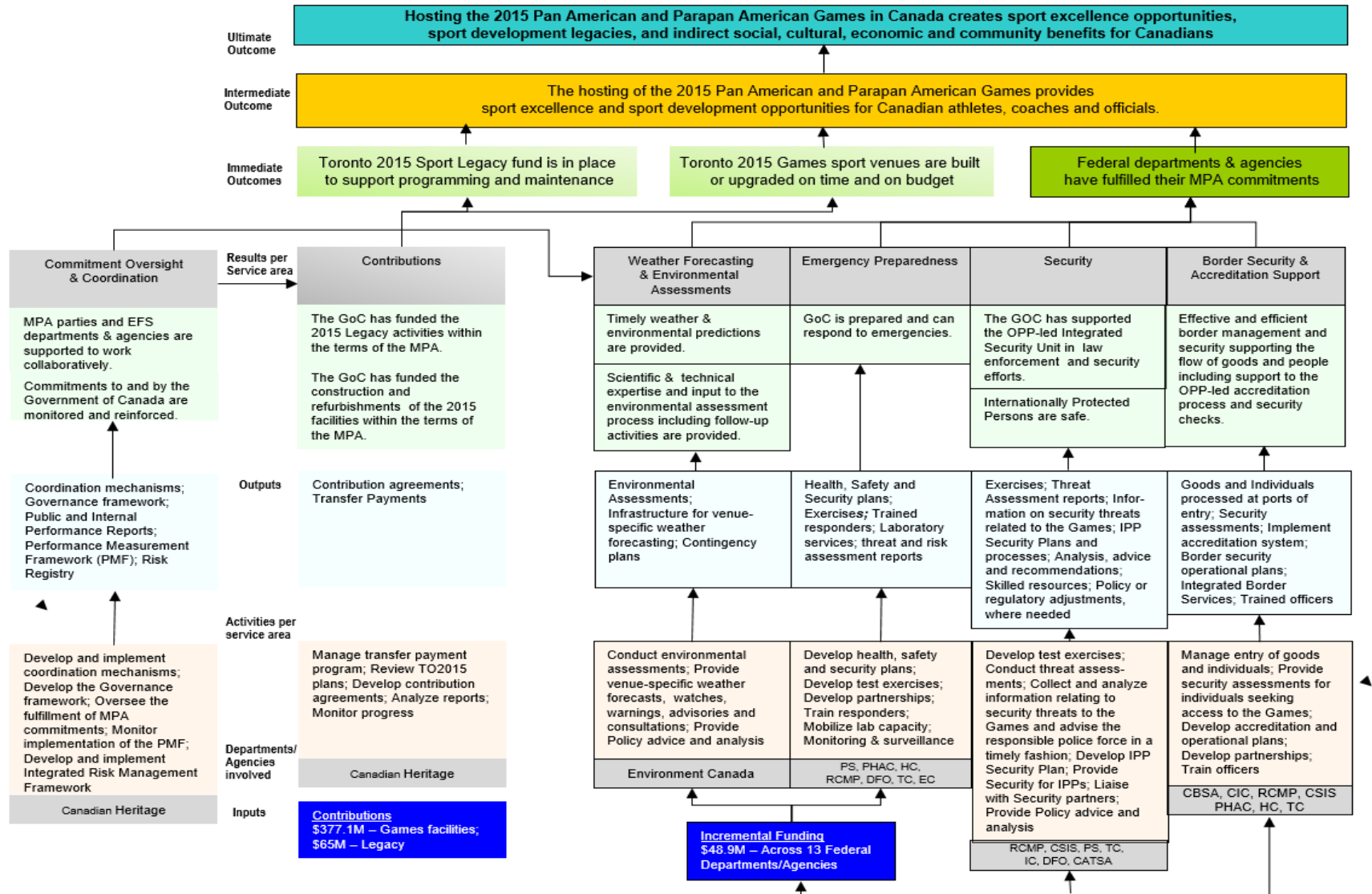
The ultimate outcome associated with Government of Canada contributions is that hosting the Games “creates sport excellence opportunities, sport development legacies, and indirect social, cultural, economic and community benefits for Canadians” (Canadian Heritage, 2014f). In support of creating sport excellence opportunities, the 2015 Games supported Canadian athletes, coaches and officials. Further, for some sports, the Games are an opportunity to qualify for the 2016 Summer Olympic or Paralympic Games. In support of creating sport development legacies, the 2015 Games created new sport venues, upgraded existing sport venues and established the

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<sup>53</sup> Note that Environment and Climate Change Canada (ECCC) is the new name for Environment Canada (EC).

Toronto 2015 Games Legacy Fund to help ensure that sport development remains strong after the Games (Canadian Heritage, 2014f). The ultimate outcome also describes indirect socio-economic benefits to Canadians from the 2015 Games (Canadian Heritage, 2014f).

Figure A1: Toronto 2015 Games and Toronto 2015 Sport Legacy Fund Logic Model for Government of Canada Contributions



## 2.2 Governance

PCH is the lead department for the government's investment in the Games (Canadian Heritage, 2015n). Beyond the investments in culture, team preparation, capital and legacy, PCH is responsible for supporting horizontal coordination of the provision of EFS to the Toronto 2015 Games. PCH is also responsible for communication coordination across federal departments and agencies and the seamless flow of information and coordination between federal organizations and the MPA parties on Games-related issues, activities and events (Canadian Heritage, 2014f).

As such, PCH created a FS within the SC HPFSD to “coordinate and monitor the implementation of the Government of Canada's commitments according to the MPA” (Canadian Heritage, 2015n). The FS acts as the overall federal file-lead interfacing with the MPA signatories and EFS departments and agencies to support delivery of the 2015 Games (Canadian Heritage, 2015n). The FS also is responsible for project management (e.g., reporting, evaluation, official language monitoring, communications coordinating, along with PCH's Communications Directorate) and takes responsibility along with the other HPFSD units to manage the \$377.1 million CA with TO2015 (Canadian Heritage, 2015e, p. 1).

The FS was created specifically to deal with the management of the federal investment for the Games (with the exception of the FCS managed by the Major Events, Commemorations and Capital Experience Division (MEC) under the authority of the Celebration and Commemoration Program (CCP), and the Team Canada Preparations managed by SSP) and followed lessons learned from past major games hosted in Canada. It is structured as part of the HPFSD so it can potentially be involved in all major sporting events hosted by Canada in the future (Canadian Heritage, 2014c). Ultimately, the Minister of PCH is assigned responsibility for capital and legacy investments, as well as supporting the horizontal coordination of EFS. Accountability lies with the Assistant Deputy Minister, Sport, Major Events and Commemorations Sector.

The IMM Unit was responsible for managing the Government of Canada's \$377.1 million contribution towards TO2015's Capital Program and monitoring TO2015's commitments under the CA (e.g. official languages requirements, Government of Canada's financial contribution recognition).

Consistent with the *Federal Accountability Act*, the Deputy Minister/Deputy Head of each EFS department is responsible for ensuring the fulfillment of the Government of Canada's commitments and obligations falling under the purview of their organization (Canadian Heritage, 2014f). As PCH coordinates the efforts to access the incremental funding committed for the horizontal elements of this initiative, federal departments and agencies are responsible for providing reliable financial information about their activities to Canadian Heritage (Canadian Heritage, 2014f). PCH compiles financial information on behalf of all participating federal departments and agencies annually in the Horizontal Initiatives tables with Canadian Heritage's Report on Plans and Priorities (RPP) and the Departmental Performance Report (DPR). Furthermore, each EFS department and agency is responsible for ensuring the quality and accuracy of the program-level information collected, stored and shared in relation to EFS and are responsible for providing information in support of the Performance Measurement Framework and related reporting (Canadian Heritage, 2014f).

The planning and coordination governance structures in place for the Toronto 2015 Games included several GoC-led federal committees established for oversight and advice (Canadian Heritage, 2014f):

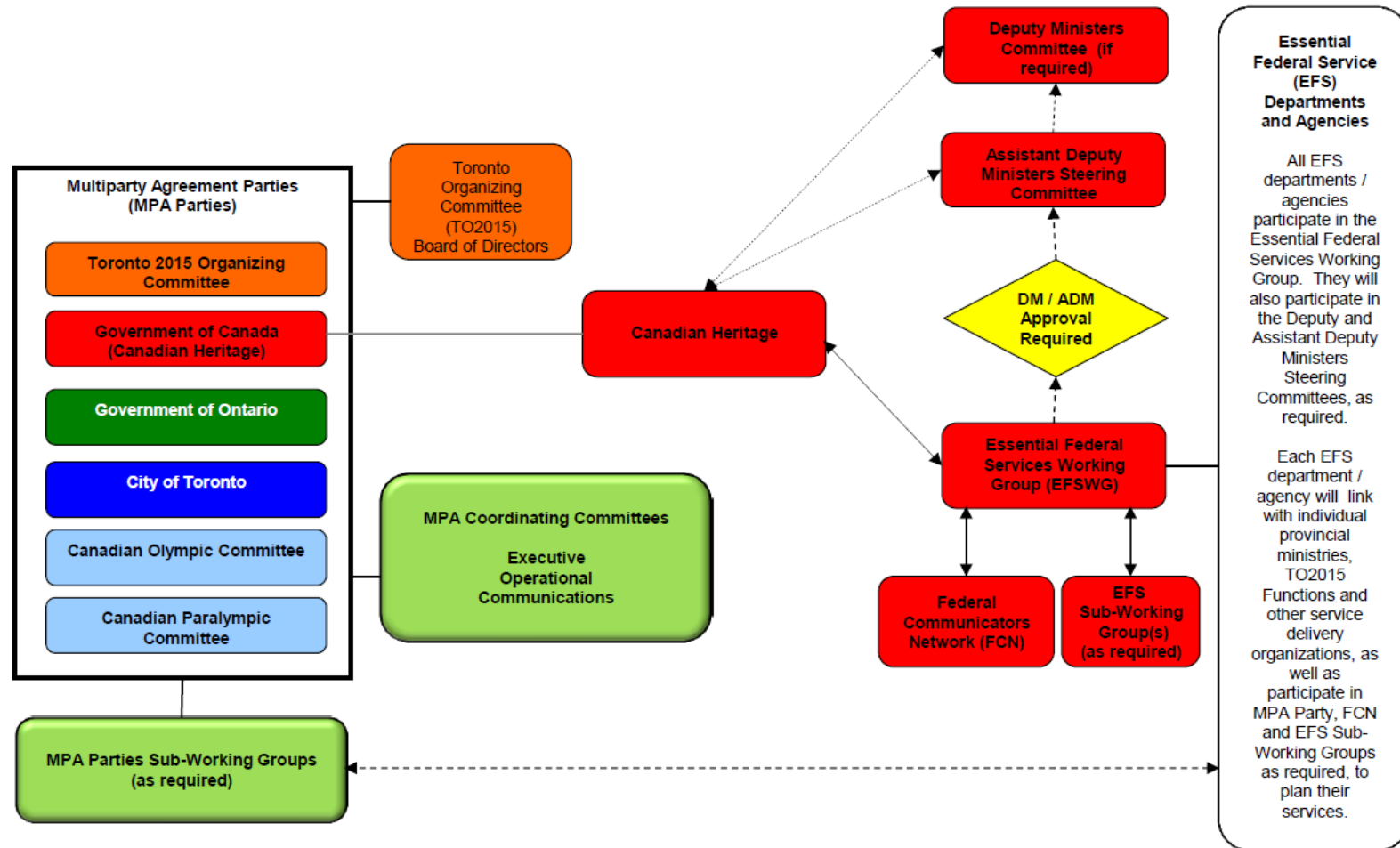
- ***The Assistant Deputy Minister-level Steering Committee***, chaired by the Canadian Heritage's Assistant Deputy Minister of Sport, Major Events and Commemorations, is composed of representatives from each of the participating federal organizations and reports to the Deputy Minister Committee, if required, on the provision of EFS related to the Toronto 2015 Games.
- ***The Essential Federal Services Working Group (EFSWG)*** is comprised of directors and senior officers from participating federal organizations. The EFSWG is chaired by the HPFSD Executive Director responsible for the Toronto 2015 Games within Canadian Heritage. The final approved Terms of Reference for the EFSWG and the Assistant Deputy Minister's Steering Committee were developed, as a single Terms of Reference, by Canadian Heritage, in consultation with participating departments and agencies.
- ***The Interdepartmental Federal Communicators Network (FCN)*** coordinates federal messaging and promotion of the Toronto 2015 Games. The efforts of the FCN are guided by the Horizontal Communications Strategy for the Toronto 2015 Games which includes oversight of the Non-Commercial License Agreement and federal use of the Host Country logos and marks for the Toronto 2015 Games.
- ***Interdepartmental/agency Sub-Work Groups*** are established as required to support the work of the EFSWG and other governance committees. Sub-work groups may be chaired or co-chaired by a representative from Canadian Heritage and/or another participating federal organization. In the event that sub-work groups are deemed necessary, the Terms of Reference for the sub-work groups will be developed, with input from participating departments and agencies.

Furthermore, several coordination committees at the executive, operations and communications levels were created through the MPA. Each of these committees consists of one representative from each of the six MPA signatory organizations, and PCH participates on these committees on behalf of the GoC (Canadian Heritage, 2014f, 2015n). The main purpose of these committees is to provide coordination and oversight to MPA implementation, forums for sharing information between MPA parties to plan for the Games, forums to identify issues arising from the MPA, mechanisms to resolve issues between MPA parties, coordination of public affairs/marketing/promotion across MPA parties, and clarifying reporting and monitoring requirements of MPA parties (Canadian Heritage, 2014f).

In addition to these committees, TO2015 established a Board of Directors (12 members) to oversee the planning and delivery of the 2015 Games (Canadian Heritage, 2014c). Members are nominated by each MPA signatory, including four persons from the COC, three from the GoC, three from the Government of Ontario (one of which acts as Board Chair), one from the City of Toronto, and one from the CPC (Canadian Heritage, 2014f). The HPFSD Executive Director was an observer to the Board.

Figure A2: provides a visual description of the governance structure for the Toronto 2015 Games.

**Figure A2: Governance framework for the Horizontal Elements of the Government of Canada Contribution to the 2015 Games**



### 3. Methodology for the review

#### 3.1 Review scope, purpose and objectives

In accordance with the requirements of the 2018-19 Evaluation Plan, the Evaluation Services Directorate (ESD) at PCH conducted a Review of the Federal Government investment in the Toronto 2015 Pan and Parapan American Games. Findings and conclusions of the review are taken into account in the evaluation of the HP, part of the grouped evaluation of the SC programs (HP, SSP and Athlete Assistance Program). The review does not include a full-scale stand-alone evaluation of the federal government investment in the 2015 Games; rather, it targets areas of performance and capturing of lessons learned for the management of the Government of Canada's involvement in future major international multisport events. ESD did not conduct an evaluation of activities undertaken by participating departments and agencies.

The scope of the review covers the total Government of Canada investment of up to \$500 million, including the repurposed \$9M in 2013 to support a FCS (up to \$6 million managed by the MEC under the authority of the CCP) and Team Canada preparation (up to \$3 million managed by the PCH SSP). It is based on the core issues outlined in the *2009 Directive on the Evaluation Function* with primary focus on targeted areas of performance (effectiveness, efficiency and economy), as follows:

- ▶ fulfillment of PCH's monitoring and coordination role for this initiative;
- ▶ achievement of results by the participating departments and agencies in each of the service areas related to the provision of EFS;
- ▶ achievement of immediate and intermediate outcomes identified in the 2015 Pan American and Parapan American Games Logic Model; and
- ▶ economy and efficiency.

Since the 2015 Games took place concurrently with the review, the focus of the research was on the activities and outputs of the Games rather than on long-term outcomes and impacts. In particular, the review covered three periods although more emphasis was on the planning phase:

- ▶ **Pre-Games:** This period includes 2009 to March 31, 2015, covering the planning and preparation phase for the Toronto 2015 Games.
- ▶ **Games time:** This period includes April 1, 2015 to August 31, 2015, covering the delivery of the Toronto 2015 Pan and Parapan American Games.
- ▶ **Post-Games:** This period includes September 1, 2015 to December 15, 2015, covering the post-delivery period of delivery of the Toronto 2015 Games up to the end of data collection for this review.

The methodology for conducting the review of the 2015 Games was based on the methodology for the grouped evaluation of the sport funding programs, and included several components in

order to address the research questions described in the matrix in Appendix B: a document review, a file review, a literature review, key informant interviews and an expert panel.

### **3.2 Document review**

A review of relevant documents addressed a wide variety of evaluation questions, provided context for the review and provided background information on the 2015 Games. Documentation spanned the following areas:

- ▶ objectives and requirements of the contribution to the Games (e.g. Multi-party Agreement, CAs, Governance Framework, etc.);
- ▶ PCH SC planning documents;
- ▶ PCH SC summaries of internal lessons learned discussions resulting from group sessions;
- ▶ other PCH SC documents (e.g., performance reports, presentations, background documents, etc.); and
- ▶ audits, Integrated Risk Management Framework (spreadsheets).

### **3.3 File review**

A review of interim and final activity reports and financial data generated by PCH, EFS partners and TO2015 was conducted to assess the achievement of expected results.

### **3.4 Literature review**

The literature review covers relevant information sources to address the questions related to performance and efficiency. It focussed on information related to legacy funding, design and delivery, and cost and funding for hosting major events. Research sources were found on websites or in official government documents for the 2015 Games. Other sources included books, academic articles, or theses focusing on the 2015 Games, studies of the previous two Pan Am Games, or on major sports events in general.

### **3.5 Key informant interviews**

The review of the 2015 Games focussed on a combination of pre and post-Games interviews completed with 41 key informants from the following groups:

- ▶ EFS departments and agencies (n=27)
- ▶ FS and SC management (n=7)

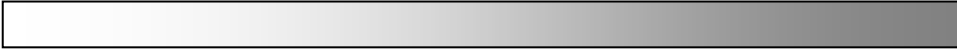


- ▶ TO2015 (n=5)
- ▶ PCH representatives involved with the FCS (n=2)

This assessment was a review and the methodology was calibrated when possible. Therefore, the focus was on the achievements of the FS and the results of the EFS. Consequently, because of time restrictions, other representatives of the Government of Ontario were not interviewed.

Interview guides were drafted for each stakeholder group. All potential participants received an email inviting them to participate. All key informants received the interview guides in advance to allow them to acquaint themselves with the questions and to prepare considered responses. Interviews took place in the participants' official language of choice and were audio-recorded with the participant's permission.

Once the interviews were completed, interviews were organized and analyzed using NVivo — a software package for qualitative data organization, coding, and analysis. For the convenience of the reader, consistency in terminology is provided using the following scale in reporting on key informant interviews. Approximate proportions are indicated for each term.



A few (10-25%)	Some (25- 50%)	Many (50- 75%)	Most (75%- 90%)	Almost all (90%+)
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### 3.6 Expert panel

An online forum of experts (n=5) obtained input on a range of questions related to the grouped evaluation of the sport funding programs, and in the process, addressed some issues related to the review of the Games.

The online forum was set up using phpBB forum software and hosted the forum for two consecutive weeks, from October 26 to November 6, 2015. The forum allowed participants to join the discussion by posting comments and responding to comments and other questions. The forum was actively moderated by creating an initial series of questions for the participants to answer to, based on the data collected to date and findings emerging from the grouped evaluation of the sport funding programs, and by actively exploring topics raised by experts over the course of the virtual panel discussion as well.

## 4. Findings — Relevance

### Evaluation Question:

How does supporting the 2015 Games contribute to the HP outcomes?

### KEY FINDINGS

Support for the 2015 Games contributes to HP outcomes by bringing top-tier competition to Canadian athletes, as well as constructing and upgrading facilities that are expected to promote Canadians' access to world-class training and competition facilities leading up to and after the delivery of the Games.

The HP provides support to Canadian organizations engaged in bidding for or hosting sport events, with the goal of enhancing development in high performance sport, strengthening the international profile of Canadian sporting organizations and investing in the Canadian sport system infrastructure through legacy projects. The outcomes of the HP, as outlined in the logic model for the three sport funding programs, are as follows:

- ▶ **Immediate:** Canadian communities bid for and host international sport events and the Canada Games.
- ▶ **Intermediate:** Canadians have access to legacy programs and venues.
- ▶ **Ultimate:** Canadian athletes, coaches and officials have opportunities to participate in sport events in Canada funded by SC.

The HP, delivered through SC, is responsible for administering close to 90%<sup>54</sup> of the Government of Canada's financial contribution to the Games — mainly overseeing the capital expenditures and the Toronto 2015 Sport Legacy Fund. As such, the fulfillment of related obligations contributes to the HP's outcomes and expected results. Furthermore, SC representatives indicated that the HP contributes to the development of high performance athletes and excellence. Specifically, key informants noted that supporting the 2015 Games has contributed to achieving both the intermediate and ultimate HP outcomes outlined above.

Key informants described several specific examples of how the 2015 Games contributed to these outcomes:

- ▶ providing a greater number of Canadian athletes and coaches with opportunities to participate in a major international sports events in Canada;
- ▶ financing the construction of new sports infrastructure and the renovation of existing infrastructure, which has provided athletes with increased opportunities to train, and also with sports facilities that will be open to the general public after the Games;
- ▶ contributing to a cost savings for NSOs and athletes, noting that hosting a major event in Canada significantly reduces travel costs;

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<sup>54</sup> See Table 1 in Section c)2 for more detail about the parties responsible for administering the Government of Canada's financial contribution to the Toronto 2015 Games.

- ▶ ensuring the protection of legacies post-Games, indicating that part of the federal government’s investment will be used for the maintenance of sports infrastructure after the event; and
- ▶ contributing to increased access to sports science and medicine for athletes, noting that the Canadian Sport Institute (CSI) of Ontario would be relocated to the TPASC once the construction of the facility was completed.

A few key informants also mentioned that supporting the Games has contributed to other impacts on a social level, such as increasing volunteering capacity; promoting diversity, celebrating culture and a sense of pride among Canadians; and greater involvement of youth in sport. Key informants did not provide any specific examples, nor did they quantify these social impacts. Additionally, it was mentioned that the hosting of the Games resulted in the construction of affordable housing — the Canary District — which would be made available after the event. This is an indirect benefit of hosting the Games, and the GoC did not invest in this.

The database review provided some further-data on projected and actual participation in the 2015 Games, supporting the logic of positive impacts of the Games and legacies (Table A2 below). Section 5.2.5 d provides further information on the extent to which the 2015 Games provided sport excellence and sport development opportunities for Canadian athletes, coaches and officials.

<b>Table A2: 2015 Games results</b>		
	<b>Projected</b>	<b>Actual</b>
<b>Games Participants</b>		
Able-bodied athletes	6,000	6,123
Canadian able-bodied athletes	500	718
Athletes with a disability	1,500	1,607
Canadian athletes with a disability	150	205
Coaches and team officials (Pan Am Games)	3,300	3,396
Coaches and team officials (Parapan Am Games)		932
Volunteers (Pan Am Games)	20,000	16,146
Volunteers (Parapan Am Games)		6,688
Staff (Pan/Parapan Am Games)	370	564*
<b>Venues</b>		
Completed new venues	8	10
Improved venues	23	17
Source: (Canadian Heritage, 2012a, p. 27; TO2015, 2015e)		
*Source: (TO2015 Business Plan V3, page 4)		

## 5. Findings — Performance

### 5.1 Design, delivery and effectiveness

#### **Evaluation Question:**

Is the contribution by the 2015 FS and EFS departments and agencies recognized and budgeted in the policy and planning documentation? Are there expenditures not identified?

#### **KEY FINDINGS**

The contribution by the 2015 FS and EFS partners is recognized and budgeted in policy and planning documents. PCH developed a business case for the FS (including an amendment) that outlined the annual budget requirements for the FS, with a total of \$9.47 million over 2011-12 to 2015-16. Canada's financial contribution for the EFS is identified in many of the foundational documents for the Games, with the financial commitment of just over \$48 million remaining consistent throughout the documentation.

The FS actual expenditures were within planned expenditures. Planned and actual expenditures by EFS partners are reported in PCH's DPR's, with the most recent ones available being 2012-13 and 2013-14. Total actual expenditures were less than planned by \$1 million in 2012-13 and \$2.3 million in 2013-14. Departments/agencies were able to carry over funds to the next year and several departments also transferred unneeded funds to other departments.

SC and EFS department/agency representatives were generally satisfied with the resources allocated for the FS and EFS, confirming that for the most part expenses were accurately budgeted for and that no gaps occurred in federal support for the Games. Areas where support was beyond original estimates were: assessments of foreign applicants into Canada and weather forecasting services. As well, support from the Canadian Air Transport Security Authority was not part of original budgeting.

A review of official documents illustrate that the contribution by the 2015 FS and EFS departments and agencies were recognized and budgeted in policy and planning documentation. Table A3 outlines how the Government of Canada's planned \$500 million contribution to the Games was allocated to partner departments and agencies providing EFS (\$48.9 million), as well as to sport infrastructure (\$377.1 million), legacy (\$65 million), cultural strategy (\$6 million) and Team Canada preparation (\$3 million). GoC's \$500 million financial commitment to the Games has remained consistent since the signing of the MPA and subsequent Treasury Board of Canada Secretariat (TBS) approvals for the disbursement of funds.

- ▶ Following Cabinet approval, through the November 2009 MPA, Canada committed \$500 million to be allocated as the following:
  - up to \$386.1 million for sport venues;
  - \$65 million for the Toronto 2015 Legacy Fund;
  - \$48.9 million for EFS, with the agreement also outlining the public safety-related services and the support each of the identified federal departments and agencies would provide in accordance with federal responsibilities;

- not more than 35% of total event costs and not more than 50% of total government assistance (TO2015, 2009).
- ▶ Government disbursement of funds for the capital budget are as follows:
  - \$ 4.64 million in 2010-11
  - \$13.46 million in 2011-12
  - \$14.39 million in 2012-13
  - \$122.27 million in 2013-14
  - \$194.89 million in 2014-15
  - \$37.45 million in 2015-16
- ▶ By February 2012, the government had identified \$48.5 million over 2012-13 to 2015-16 for EFS in support of the Games and outlined the service commitments made as part of the MPA.
- ▶ By March 2014, the government had identified the \$65 million multi-year contribution to the TCF in fulfillment of Canada's commitment to the Toronto 2015 Sport Legacy Fund in the form of a CA.
- ▶ In 2013, Cabinet approved the repurposing of unused funds that had been committed to sport infrastructure to cultural activities (\$6 million) and support Team Canada preparation (\$3 million).

The FS was established in response to the lessons learned from the 2010 Games, and for the first time managed aspects of the federal government's investment in the Games. It was intended to "help ensure continuity of operations, transfer of knowledge, coordination, efficiencies and cost savings in the management of all international sporting events hosted in Canada requiring EFS support" (Canadian Heritage, 2014c, p. ii).

SC developed a business case for the human resource, operation, and management requirements for the FS. Total identified financial requirements for the FS, as identified in the business case and a March 2012 amendment, is \$9.47 million over 2011-12 to 2015-16 — an average of close to \$1.9 million per year (see Table A3). While the initial business case identified 19 new positions for the FS, a post-Games Lessons Learned document observed that the planned human resources for the FS were not fully developed due to budgetary issues, and that some positions were lost due to the Deficit Reduction Action Plan (DRAP) (Canadian Heritage, 2015b, n.d.-b). According to key informants, unlike the FS for the Vancouver 2010 Games, the FS for the Toronto 2015 Games was much smaller with 12 as opposed to 55 full-time equivalent personnel, and unique in that they are all indeterminate staff of the department with existing positions in addition to their 2015 Games responsibilities, as opposed to employees of an external secretariat.

<b>Table A3: Budgeting to the Federal Secretariat for human resources, operations and management</b>		
	<b>Projected</b>	<b>Actual</b>
<b>Year</b>	<b>\$ million*</b>	
2011–12	\$2.38	\$1.44
2012–13	\$1.80	\$1.78
2013–14	\$1.74	\$1.63
2014–15	\$1.75	\$1.50
2015–16	\$1.79	\$1.56
<b>Total</b>	<b>\$9.47</b>	<b>\$7.92</b>

\*Includes salaries, operating, EBP and accommodations  
Sources: (Canadian Heritage, 2012b, n.d.-b)

The Performance Measurement Framework (PMF) for the Games includes some reporting by service area on activities achieved for 2012-13 and 2013-14, but does not report on expenditures (Canadian Heritage, 2014a). An EFSWG Lessons Learned document, however, notes that most EFS departments and agencies were able to provide the planned services within the expected budget. As well, some departments/agencies did not require their full allocated budgets and were able to transfer their unused funds to those departments/agencies that did incur budgetary shortfalls (Canadian Heritage, 2015j). The Lessons Learned document identified several areas where services were planned, but not required, for Transport Canada, PHAC and DFO/Canadian Coast Guard, as well as areas where services were not planned for, but were delivered by the RCMP, Environment and Climate Change Canada (ECCC), TC and Shared Services Canada. ECCC contributed departmental resources to augment services in order to meet unforeseen requirements. These resources were leveraged to further contribute to the legacy of improvements for meteorological forecasting services in general. More detail on the nature of the changes in services provided by these departments is presented in relation to Section 5.2.3.

Planned and actual expenditures by EFS partners are reported in PCH's DPRs, with the most recent ones available being 2012-13 and 2013-14. As shown in Table A4, no partner department/agency had actual expenditures in excess of planned expenditures for either of the two years. Total actual expenditures were less than planned by \$1 million in 2012-13 and \$2.3 million in 2013-14. Both CIC and TC carried over unused funds from 2012-13 for use in 2013-14. The change in allocation for 2013-14 was due to both CIC and TC transferring some of their allocated funds to the RCMP. TC also carried forward \$1.2 million in 2013-14, to use in 2014-15. It should be noted that the majority of expenditures were planned for FY 2015-16, when services would actually be delivered (at Games time).

**Table A4: EFS partners planned and actual spending for 2012-13 to 2013-14<sup>55</sup>**

Partner	2012-13				2013-14			
	Total allocation	Planned	Actual	Variance (actual-planned)	Change in allocation	Planned	Actual	Variance (actual-planned)
	<b>\$000</b>							
CBSA	\$9,471	\$100	\$100	-	-	\$1,464	\$1,009	-\$455
CSIS*	N/A	-	-	-	-	-	-	-
CIC	\$7,208	\$743	\$338	-\$405	-\$375	\$722	\$593	-\$128
ECCC	\$5,206	\$2,010	\$2,010	-	-	\$1,275	\$1,229	-\$46
DFO	\$3,767	-	-	-	-	-	-	-
HC	\$5,817	\$32	-	-\$32	-	\$880	\$622	-\$258
IC	\$94	-	-	-	-	-	-	-
PHAC	\$5,310	-	-	-	-	-	-	-
PSEP	\$1,194	-	-	-	-	\$153	\$11	-\$142
RCMP	\$1,319	\$240	\$247	\$7	\$814	\$538	\$538	-
TC	\$5,476	\$871	\$218	-\$653	-\$439	\$1,799	\$528	-\$1,271
CATSA	\$1,408	-	-	-	-	-	-	-
<b>TOTAL</b>	<b>\$46,270</b>	<b>\$3,996</b>	<b>\$2,913</b>	<b>-\$1,083</b>	<b>-</b>	<b>\$6,831</b>	<b>\$4,530</b>	<b>-\$2,300</b>

\*Note: Given the classified nature of the report, CSIS resource information has been excluded from the evaluation.  
Sources: (Canadian Heritage, 2013c, 2014b)

Many SC and EFS department/agency representatives were satisfied with the resources allocated for the FS and EFS, reporting that expenses were accurately budgeted for and that no gaps occurred in federal support for the Games. The budget forecasting exercise for federal partners was conducted primarily based on previous experiences where the federal government was the lead. As such, some EFS departments/agencies that had participated in the Vancouver 2010 Olympic and Paralympic Games believed that the experiences gained from those Games — as well as the 2015 Games — positions them well for planning for future Games, including for predicting costs (Canadian Heritage, 2015j); while other partners over-budget based on their experiences as leads, which was not the case for the Pan Am Games.

The EFSWG lessons learned document also indicates that several factors identified by key informants that challenged the ability of some departments/agencies in forecasting their costs include an incomplete understanding of their roles and responsibilities for the Games, as well as the fact that the forecasting had to occur so far in advance of the Games. A few key informants commented that the unpredictable nature of certain events (e.g., threat levels and number of visitors) could impact the volume and, therefore, the overall cost of services. For safety and security, it should be noted that many EFS departments /agencies based their initial forecasts on their experiences with the Vancouver 2010 Winter Games, where the federal government was the lead in this area. For 2015 Toronto Games, where the Province of Ontario was the lead, EFS departments/agencies still carried out their mandated responsibilities but the Province led safety and emergency management and security planning – via Emergency Management Ontario, for safety, and the OPP-led Integrated Security Unit, for security. Both EMO and the ISU made

<sup>55</sup> Further, the RCMP identified a requirement to complete an in-depth After Action Report, as is typically done for all major events, which would also be beneficial for all security stakeholders. This required an additional \$300,000 investment (also transferred from DFO).

requests for federal support from EFS depts. /agencies, which were initiated and coordinated through Public Safety Canada, for safety, and through the RCMP FSC-DOC, for security. For the Pan Am Games, the level of 'ask' by the province and ISU was less than what was initially forecasted by the EFS departments /agencies, with some exceptions.

## 5.2 Results per service area

### 5.2.1 Commitment oversight and coordination

#### **Evaluation Question:**

Has the 2015 FS been successful in fulfilling its monitoring and coordination role? Has the federal government, as embodied by the 2015 FS, communicated effectively with MPA parties? Has the 2015 FS supported EFS departments to work collaboratively? Has the 2015 FS monitored commitments to and by the Government of Canada?

#### **KEY FINDINGS**

PCH implemented a number of measures and processes to facilitate the monitoring and coordination of Canada's contribution to the 2015 Games and stakeholders generally show a high level of satisfaction with the collaborative efforts and communications that took place.

PCH collaborated with a number of parties for the delivery of the Games, such as the signatories to the MPA and the other federal departments and agencies providing EFS to the Games. The FS developed a governance framework for the horizontal elements of Canada's contribution to the Games, which outlines roles and responsibilities and identifies various committees and working groups to assist in the coordination of Canada's commitment to the Games. One of these groups, the EFSWG supports the coordination and integrated planning of the EFS to the Games. Key informants indicated that the various working groups/committees contributed to effective coordination and kept partners informed.

The FS also implemented various measures and tools to facilitate the monitoring and coordination process, such as a Contribution Agreement Monitoring Plan (CAMP) and a PMF. An audit of the FS identified many of the above as strengths with respect to control processes for the GoC contribution to the Games. However, it noted in 2014 that the PMF was not finalized. This was subsequently addressed by the FS.

The evaluation found that the federal government and the FS put a number of measures in place to facilitate fulfillment of their monitoring and coordinating role, for communicating with MPA parties, and for working collaboratively with the EFS departments and agencies.

#### **a) Recipient reporting requirements**

A detailed and stringent set of reporting requirements for recipients was put in place for the Games through the MPA and CAs and which assisted the federal government to monitor and ensure the funds provided were used as planned. The MPA specifies that TO2015 is responsible for developing and providing the signatories with a comprehensive business plan that includes milestones and timetables, and for providing quarterly updates of the business plan as well as



financial updates (TO2015, 2009, pp. 12–15). The CAs between Canada and TO2015 build upon the MPA and outline Canada’s requirements in relation to the funding provided. These requirements include the following:

- ▶ quarterly cash flow and quarterly interim activity reporting,
- ▶ annual audited financial statements,
- ▶ TO2015 official language policy and plan,
- ▶ TO2015 communication plan,
- ▶ business plan updates, and
- ▶ final activity report (Canadian Heritage, 2012d).

Cash flow reporting is to include actual and forecasted cash receipts and disbursements, with PCH funding identified separately from other public funding sources (Canadian Heritage, 2012d, p. 14). Interim activity reports are to provide an update on the status of capital projects, a risks report, financial controls, procurement activities, communication activities, and how Canada’s requirements are being met with respect to environmental assessment, Government of Canada recognition and visibility, and OLs (Canadian Heritage, 2012a, p. 26). The final activity report is to follow a similar format, in addition to including reporting on performance indicators with respect to the numbers of participants in a variety of areas and the number of new and completed venues (Canadian Heritage, 2012a, p. 27).

As noted above, a communication plan and an official language policy and plan were also required from TO2015. According to HPFSD representatives, the CA refers back to the MPA requirement, which states that TO2015 must prepare “an official languages plan that details how TO2015 will deliver on Canada’s Official Languages Requirements” and “a communications plan which includes details on how TO2015 will advertise and promote the Games, manage community relations, media relations and Internet content.” According to key informants, TO2015 did not finalize their Games-time version of the OL plan in time, which was because TO2015 did not have sufficient information up front regarding the OL requirements, and there was a lot of back and forth with FS representatives over the plan.

#### **b) Governance structure**

As previously indicated, PCH collaborates with a number of parties for the delivery of the Games, such as the signatories to the MPA and the federal departments and agencies providing EFS to the Games. The governance structure for the Games was shown in Figure A2, and highlights PCH as providing a central coordinating function for Canada’s involvement in the Games. This governance structure assisted PCH in its coordinating functions through facilitation of collaboration and communications throughout the Games planning period, during the Games, as well as post-Games.

The HPFSD is responsible for strategic coordination, project management, PCH coordination and federal family coordination with respect to the Games (Canadian Heritage, n.d.-b). Strategic coordination responsibilities include negotiating and monitoring the MPA and the CA with TO2015. As indicated in Section 2 (Profile), the governance structure for the Games includes the following:

- ▶ The TO2015 Executive Coordination Committee (CC1), the TO2015 (operation-level) Coordination Committee (CC2) and the Strategic Communications Coordination Committee to ensure a collaborative approach and effective coordination across the Games. CC2 monitors service area/function working groups to ensure collaborative planning and service delivery in key Games areas. A few key informants provided positive comments regarding both committees, noting that they were helpful or important and that regular meetings were organized.
- ▶ The TO2015 Board of Directors, which met monthly or bi-monthly to oversee the planning and delivery of the Games (Canadian Heritage, 2014c, pp. 4–5).

Key informants also indicated that the collaboration between the HPFSD and TO2015 and the monitoring function were facilitated by:

- ▶ the inclusion of the ADM as a member of the CC1 Committee, the Manager of Federal Coordination and Stakeholder Relations as a member of the CC2 Committee, and the Executive Director of HPFSD as an observer on the TO2015 Board of Directors; and
- ▶ frequent, direct contact between counterparts in HPFSD units/functional areas and TO2015 working groups.

Interviews also underline the positive relationship between the HPFSD and TO2015, including good communication and regular (telephone) meetings; positive interaction over EFS', infrastructure contracts and other activities. Furthermore, members of TO2015 added that HPFSD personnel were experienced, could anticipate issues before they occurred and conducted themselves with a high degree of professionalism. However, at the executive level, a single point of contact within PCH would have been preferred.

The HPFSD project management responsibilities also include managing deliverables and reporting, and to that end, the organization established and assigned responsibilities among three units to assist it in fulfilling its monitoring and coordinating role, as follows:

- ▶ Federal Coordination and Stakeholder Relations unit (FS) coordinates the EFS and TO2015 Organizing Committee/MPA interactions.
- ▶ International Major Multisport Games (IMMG) unit monitors the CA with TO2015.
- ▶ Project and Information Management (FS) conducts the day-to-day management functions (Canadian Heritage, 2014c, p. 6).

As well, further steps were taken to ensure ongoing and responsive communications and decision-making during the Games.

- ▶ Interviews indicate that the HPFSD and its FS Unit developed a departmental Games-time Concept of Operations — a document laying out a plan as to how the FS and other resources within PCH (e.g. SC, MEC or the Communications branch) would pull together, in a coordinated fashion, to deliver on the department's responsibilities during Games time. This plan was shared during five departmental information sessions, and tested in four tabletop exercises. FS led two of the four tabletop exercises.

- ▶ TO2015 established the TO2015 Main Operations Centre (MOC) to serve as a 24 hour/7 days per week hub to oversee all Games time operations and serve as a single point of contact for key MPA parties. The MOC became operational as of May 1, 2015 and, as a command centre, was responsible for monitoring decisions made at venues during the Games and becoming involved in any serious or crisis situations. Daily reports were to begin June 22, 2015 and MPA parties, including PCH, would participate in daily briefings/calls with the MOC (TO2015, 2014a). Interviews indicate that the HPFSD participated in the daily call with the MOC, prior to the daily call of the EFSWG, and that this cycle of briefing and reporting also included daily, end of day reporting by EFS partners.

PCH also developed a governance framework for the horizontal elements of Canada's contribution to assist with planning and delivering EFS services to the Games. The governance framework outlined roles and responsibilities specifying that, as the federal lead for the Games, PCH is responsible for supporting horizontal coordination and acting as the interface between MPA parties and the federal partners involved in the provision of EFS. Federal partners contributed to the MPA through outlining the services they would commit to the Games. Several committees and working groups consisting of representatives of PCH and other federal partners have been struck, in order to assist in the overall coordination of Canada's EFS commitment to the Games (Canadian Heritage, 2014f). These groups include the following:

- ▶ Interdepartmental/agency Committee of Deputy Heads: This committee was to be formed if required and its role was to ensure that all partner departments/agencies meet performance and accountability requirements. No documentation was provided that indicated whether the committee was required and formed.
- ▶ Assistant Deputy Minister Steering Committee (ADMSC): This is a coordination committee for EFS, comprised of representatives from federal departments and agencies involved in the delivery of EFS. The ADMSC is chaired by the ADM of Sport, Major Events and Commemorations, and it reports and provides recommendations to deputy ministers on the provision of EFS related to the 2015 Games.
- ▶ Essential Federal Services Working Groups: PCH has developed a Terms of Reference (TOR) for the EFSWG, with the working group's objective as providing "a forum to support coordination and integrated planning and reporting across federal departments/agencies for the horizontal elements of Canada's investment in EFS" (Canadian Heritage, 2013b, p. 2). This group is comprised of representatives from each federal department and agency receiving incremental funding for the delivery of EFS to the Games, and also some that did not receive incremental funding. The EFSWG may also create sub-work groups, as required. The FS provides support to the EFSWG. The ToR specifies that the EFSWG is to meet as required and, at a minimum, quarterly in 2013. The FS also developed TOR for the deputy ministers and ADMs committees for EFS.
- ▶ Interdepartmental FCN: Members include representatives from federal departments and agencies involved in the delivery of EFS, as well other federal departments and agencies covered by the NCLA or other Commercial License Agreements with TO2015. The mandate of the FCN is to "coordinate federal messaging and promotion of the Toronto 2015 Games" (Canadian Heritage, 2014f, p. 5).

### **c) Controls**

PCH also developed and implemented several tools to assist in fulfilling their monitoring and coordination role, such as the following:

- ▶ A Contribution Agreement Monitoring Plan (CAMP) itemizes the components of the CA that require monitoring and lists tools for monitoring compliance. The IMMIG unit uses the CAMP to monitor CA recipient's compliance, as well as to follow up on any issues identified (Canadian Heritage, 2014c, p. 6). A few key informants saw the CAMP as an effective tool for monitoring funding commitments from Canada.
- ▶ PCH also developed a PMF for measuring the achievement of objectives. The PMF identifies performance indicators, data sources and the frequency of data collection for expected outcomes, as well as expected results for EFS partners. As well, PCH was to work with federal departments/agencies receiving incremental funding for EFS to develop the horizontal components of the PMF (Canadian Heritage, 2014f, p. 8).

Some key informants commented that the PMF clearly described each department's and agency's roles, responsibilities, objectives and activities, and a few indicated that the framework was useful. As indicated in relation to Section 5.2.3, some EFS department and agencies indicated that it would have been beneficial if roles and responsibilities had been made clear earlier in the Games planning process. Some key informants also commented that the development of the PMF was an inclusive process, whereby each EFS department and agency was given an opportunity to review it and provide comments. Due to the timing of this review, the latest PMF that was provided only includes targets for 2015-16 and no actual measures of achievement of expected outcomes; however, it does include reporting on EFS progress toward expected results for FY 2012-13 and 2013-14.

### **d) Federal Secretariat**

A November 2014 audit of the HPFSD with respect to the Games also mentioned most of the above structures and identified these as contributing to strong control processes for the Games. The following are some of the specific findings of the audit, with respect to the HPFSD having effective mechanisms and controls in place.

- ▶ Effective internal controls were in place to monitor TO2015 compliance. The HPFSD's IMMIG unit was conducting its monitoring responsibilities regarding the recipient's compliance with the CA, plus the recipient was complying with financial and activity reporting requirements.
- ▶ PCH management receives and reviews the recipient financial and activity reports, and senior management is kept informed through biweekly status updates.
- ▶ Effective risk management mechanisms were in place through the implementation of an Integrated Risk Management Framework, as well as a risk registry for tracking Games-related risks (Canadian Heritage, 2014c, p. 10). More discussion on risk management is provided in relation to Section 5.2.5.

While the governance of the horizontal elements for the Games was clearly laid out, the governance and coordination internally within PCH with respect to the Games were not as clear, with the exception of the roles and responsibilities of the FS. Specifically, a lessons learned

session on PCH coordination identified that a FS coordination unit had existed but was disbanded in fall 2013, after which units became responsible for coordination. This impacted effective coordination (Canadian Heritage, 2015d). The same Lessons Learned document also identified issues regarding a lack of governance, internal collaboration and role clarity within PCH. Recommendations included the need for a clear logic model and governance structure to assist with decision-making, reporting to senior management and unit work coordination, and that all pertinent PCH staff be brought together as the Project Team (Canadian Heritage, 2015d). Further supporting this recommendation, HPFSD representatives indicate that this Project Team model was implemented in order to plan and deliver activities for the Games-time period and proved quite effective.

Interviewees were generally very positive about the measures put in place for coordination and monitoring, and with the FS's role in those activities. Some of the positive measures reported include that the HPFSD:

- ▶ clearly outlined its own roles and responsibilities, as well as those of EFS departments and agencies;
- ▶ conducted the ongoing monitoring of costs;
- ▶ provided accurate data on investments in facilities and venues and other expenditures;
- ▶ engaged all relevant partners early on in the planning process;
- ▶ ensured that EFS departments and agencies worked collaboratively (not in silos);
- ▶ organized regular meetings with relevant partners; and
- ▶ responded to requests in a timely fashion.

#### **e) TO2015**

As well, whether due to the FS' effective management and oversight or to TO2015's due diligence, or a combination of both, two audits of recipient compliance for the TO2015 CAs found that TO2015 was complying with reporting requirements and the terms and conditions of their CAs (Canadian Heritage, 2012c, 2014d).

#### **f) Essential federal services**

Some of the specific findings of the 2014 audit of the HP/FS with respect to the strengths of the management and coordination of EFS are summarized below.

- ▶ Oversight committees were in place to oversee EFS delivery and clearly communicated roles and responsibilities.
- ▶ Committees participated in regular meetings for receiving updates.
- ▶ The MPA identified the federal departments and agencies involved in providing EFS to the Games and outlined the roles and responsibilities of each of the EFS partners (Canadian Heritage, 2014c, p. 5,11).

An assessment of the minutes of meetings that were provided for this review of the Games (2013-15) further confirms the second bullet point above. Based on the minutes, EFSWG meetings were well attended by partner federal departments and agencies and updates occurred.

Items of discussion typically included status of action items from previous meetings, updates by PCH on progress areas for the Games, communications updates, service area updates by representatives of partner departments/agencies, and general PCH updates on federal horizontal governance for the Games. The EFSWG Lessons Learned document also indicates that the EFSWG was a good process for information sharing, understanding the roles of partner departments and agencies, both for the period leading to the Games and during the Games, and relationship development, and that this process facilitated issue management. One lesson that was identified is the need for early finalization of working group/subcommittee TOR (Canadian Heritage, 2015j).

However, one area identified by the 2014 audit of the HPFSD that needed attention was with the PMF, and in providing a standard and consistent monitoring process for the delivery of EFS. The audit observed that no final PMF for measuring the delivery of EFS was in place and recommended that SC finalize and approve the EFS component of the PMF.<sup>56</sup> The audit also recommended that, in addition to supporting the monitoring of the EFS, they should “implement a standard and consistent process to obtain and consolidate information” from EFS partners on their progress in delivering expected services” (Canadian Heritage, 2014c, p. 6). The PMF has since been finalized, and the FS developed a process of filling out templates for DPR reporting purposes and having them completed and/or validated by EFS partners. Key informants indicated that this process was appreciated by the EFS partners, but that it was onerous for the HPFSD.

Also, a 2015 internal SC project management lessons learned session concluded that project management for the Games was working well and that reporting targets were being met (Canadian Heritage, 2015b). The same Lessons Learned document also identified that, while good internal tracking and/or reporting tools were developed, they were not always used to their full extent due to lack of time and/or resources or lack of clarity on how to use the tools.

Key informants reported that the committees and working groups that were established assisted in ensuring the coordination of and regular communication with EFS partners, as outlined below:

- ▶ The EFS Working Group held monthly meetings before the 2015 Games and weekly or biweekly meetings in the lead-up to the Games. Key informants indicated that the working group was essential to ensuring the effective coordination of EFS departments and agencies, noting that the working group ensured that all partners were informed of their respective roles and responsibilities and allowed regular updates and reporting on activities. Furthermore, a few key informants mentioned that an Extranet system was established to facilitate information sharing among working group members.
- ▶ A Safety and Security Working Group (SSWG) was established to clarify roles and responsibilities and to coordinate the activities of those EFS departments and agencies involved in safety, security and emergency preparedness. A significant “kick-off” meeting was held at RCMP headquarters in January 2012 which included EFS partners, the ISU security unit and the EMO planning lead, which allowed the province to provide an overview

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<sup>56</sup> Representatives of the FS indicated that this was at least partly due to the fact that the needs with regard to EFS had not yet all been defined in 2014 by TO2015 and the Government of Ontario.

of their expectations and needs from EFS departments/agencies. A full department/agency review was later held in June 2012 to clarify EFS expected activities. The working group provided an efficient liaison function between the EFS and the province through regular quarterly, then monthly meetings and correspondence to all working group members. The working group also facilitated meetings between individual EFS partners and the ISU in order to provide departmental subject matter expertise (e.g. Transport Canada).

- ▶ The Federal Communications Network met quarterly and included representatives from all members of the EFS Working Group and observers from the FS.
- ▶ The Council of the Network of Official Languages Champions convened regular meetings to discuss official languages issues and to share information on official languages related to the 2015 Games.

Although a few EFS stakeholders felt that they did not have a full understanding of their roles and responsibilities for the Games and/or they were not understood early enough in the pre-Games period, the HPFSD indicated that information was provided by the HPFSD to EFS departments and agencies as soon as it was made available by TO2015 and the Province of Ontario.

Similarly, throughout the planning process and after the creation of the Safety and Security Working Group, information and requests from the province and the ISU were relayed to the EFS departments/agencies by PSC and the RCMP. According to many interviewees, the regular SSWG meetings ensured that all EFS partners were seamlessly coordinated and had the knowledge they needed to perform this roles.

In December 2012, although Sport Canada and PSC were working together, it was identified that there was a gap with law enforcement partners, and greater federal coordination was necessary. As such, the RCMP took on a great federal role and assumed a Federal Security Coordination role, as is typical for all federally-led major events. Additionally, the RCMP then co-chaired the SSWG, the sub-committee of the EFSWG, along with PSC.

A few EFS department and agency representatives felt that there was some overlap between the SSWG and EFSWG, noting that members of the SSWG also participated in the EFSWG and that many of the same issues were discussed by both working groups. According to other interviewees, it was to be expected that some overlap would occur between the two committees since the SSWG was a subcommittee of the EFSWG, and as such, similar issues (especially the very important ones) would be discussed at both. Although, a few key informants also reported that the mandate of the SSWG and the roles and responsibilities of its membership were not clear to them at the outset, other interviewees felt that the initial kick-off meeting in January 2012, the subsequent individual departmental reviews in June 2012, and the quarterly and monthly meetings held up until the Games provided all stakeholders with a clear understanding of overall roles and responsibilities. During the June 2012 meetings, a full review of the forecasted roles, responsibilities and costs for each EFS department/agency was carried out at individual meetings with each department/agency with PSC and the RCMP, and monitored by Sport Canada, to ensure forecasts were aligned with actual requests from Emergency Management Ontario and the ISU. Interviewees also clarified that at each SSWG meeting, provincial requests and processes for carrying out those requests were highlighted with decisions /discussions with

implicated departments/agencies made or held outside of the meetings. Although the draft ToR were never formally approved, the role of the SSWG was to inform, update and coordinate requests from the ISU and the Province (EMO) in relation to security and safety.

## 5.2.2 Contributions

### **Evaluation Question:**

Did Sport Canada/HPFSD manage the Government of Canada's contribution to the 2015 Games effectively and efficiently: 2015 Legacy activities and construction and refurbishment of facilities were within the terms of the MPA?

### **KEY FINDINGS**

A variety of measures were put in place to provide oversight and assist with the management of the Government of Canada's contribution to the Games. This included the requirements and relationships established through the MPA, the financial and activity reporting requirements of the CAs, PCH's participation in the two coordinating committees related to the MPA (CC1 and CC2), and the various committees established to coordinate the delivery of the EFS commitments to the Games. Furthermore, the HPFSD had units dedicated to specific functions, and implemented several tools to assist in fulfilling its management roles. These various governance and coordination structures that PCH put in place and/or participated in can be viewed as contributing to the efficient and effective management of GoC's contribution.

While not a definitive measure of HPFSD's efficient management of GoC's contribution to the Games, two audits (2012 and 2014) of recipient compliance with the TO2015 CAs found that TO2015 was complying with reporting requirements and terms and conditions of the CAs for the periods examined by the audits, and that funds dispersed were being used for the intended purposes.

As for the second part of the question, the Government of Canada is investing up to \$65 million to help ensure that designated legacy facilities are properly maintained and accessible for both high performance and grassroots athletes. A Legacy Fund has been established to manage the long-term maintenance and operations of the facilities. Key informants did not comment on whether they believed SC/HPFSD were efficiently and effectively managing Canada's contribution with respect to the legacy activities. However, a few pointed to the CAMP and the Legacy Fund Plan as tools for ensuring that legacy activities occurred as expected.

The CA signed by the Government of Canada and TO2015 is a commitment to upgrade and construct specific sport and event venues as part of the Games. The resulting capital projects are planned to be in full compliance with International Sport Federation specifications, leaving a lasting physical legacy within their communities as sites for high-level sport development available to athletes, coaches and officials. National, provincial and community sport organizations will be able to access the venues at the conclusion of the Games. "Other domestic legacies include the transfer of knowledge and information in planning future sport hosting, sport development activities and a pool of qualified and skilled volunteers who will represent the next generation of volunteers in their sport community" (Canadian Heritage, 2012d, p. 5). In addition, the Games will also "contribute to the international legacy of improving and promoting sport in



the Pan American nations” (Canadian Heritage, 2012d, p. 5).

The initial CA — for \$18 million in funding to be used toward the planning and design phase of the Capital Venue Plan — was signed between TO2015 and PCH in March 2011. In June 2012, a second one was signed between PCH and TO2015 to provide a maximum of \$368 million in funding from FY 2012-13 through 2015-16 for assistance to host the Games (Canadian Heritage, 2014e). The updated budget for the capital projects portion is \$377.1 million.

As was noted earlier in Section 5.2.1, a variety of measures were put in place to provide oversight and assist with the management of the Government of Canada’s contribution to the Games. This included the requirements and relationships established through the MPA; the financial and activity reporting requirements of the CAs; Canada’s participation in the two committees (CC1 and CC2) established to facilitate effective collaboration and coordination for the Games; and the various committees established to coordinate the delivery of the EFS commitments to the Games. Furthermore, the HPFSD had units dedicated to specific functions, specifically INTER, PIM and IMMIG. The HPFSD also implemented several tools to assist in fulfilling its management roles, such as the CAMP that was used to monitor TO2015’s compliance with the requirements of the CA.

These various governance and coordination structures that PCH put in place to facilitate coordination and monitoring can be viewed as contributing to the efficient and effective management of GoC’s contribution. As was mentioned earlier in Section 5.2.1, key informants reported that the committees/working groups and meetings assisted in clarifying roles and responsibilities, provided stakeholders with accurate data on investments and expenditures, and contributed to collaborative working relationships between the relevant partners, all of which could be expected to contribute to efficiency and effectiveness. Also noted in Section 5.2.1, the 2014 audit of HPFSD with respect to the Games found that PCH had put effective internal controls in place for monitoring TO2015 compliance, and that the HPFSD/IMMG was conducting its monitoring responsibilities. The audit also revealed that close to half of the HPFSD staff had participated in previous major Games (Canadian Heritage, 2014c, p. 6). The knowledge gained by staff through those experiences would be expected to contribute to more effective and efficient management for the 2015 Games.

The positive findings of the two audits of TO2015 compliance mentioned earlier could also be viewed as an indicator of SC’s/HPFSD efficient and effective management of Canada’s contribution to the Games or of TO2015’s commitment to due diligence, or a combination thereof. These 2012 and 2014 audits found that TO2015 was complying with the reporting requirements and the terms and conditions of the CAs for the periods examined by the audits, that funds dispersed were being used for their intended purposes, and that PCH funded project expenses were eligible project-related expenses and were properly reported (Canadian Heritage, 2012c, 2014d).

#### **a) Toronto 2015 sport legacy fund**

The Government of Canada invested up to \$65 million to help ensure that designated legacy facilities are properly maintained and accessible for both high performance and grassroots athletes. The Government of Ontario contributed another \$5 million. A CA is in place between the

Government of Canada and the TF to allocate funding for the three designated legacy facilities. According to a key informant, the CA provided more control for the government, and it was unique in that it is set up as a multi-year contribution to a capital investment “drawdown” fund, as opposed to a more traditional one-time grant to a pure endowment fund (one can “draw down” on the capital, not just the interest). Representatives of SC explained that the funds have effectively been transferred to the TF, which is managing the annual allocations to the three facilities. In general, the Legacy Fund was to provide improved access “to world-class high performance sport facilities and services for training and competition,” including guaranteed preferred rates for high performance user groups (Canadian Heritage, n.d.-a, p. 7). Long-term results include the permanent physical legacy of updated sport infrastructures and capital maintenance projects to ensure that the three designated legacy facilities can continue to operate.

The Legacy Fund has been established to manage the long-term maintenance and operations of the facilities for at least 20 years, as well as the availability of these for high performance sports. Legacy facilities have legacy use terms and condition agreements that include a plan for funding and high performance sports access to the facilities for the life of the Legacy Fund (a minimum of 20 years).<sup>57</sup> More detail is provided in relation to Section 5.2.5. According to a key informant, it proved challenging to negotiate the legacy use terms and condition agreements mainly because it was difficult for individual facility owners to forecast the demand for the facilities from various groups and estimate some of the operational costs related to the potential uses (e.g. high performance athlete and community use of a large aquatic centre which impacts the estimated water heating costs).

Most stakeholders who were interviewed did not comment directly on whether SC was efficiently and effectively managing GoC’s contribution with respect to the legacies, but a few noted the following:

- ▶ The CAMP and the Legacy Fund Plan were intended to ensure that the 2015 legacy activities adhered to the terms of the MPA.
- ▶ The CAMP allowed for greater oversight and control over project activities, mainly through weekly or biweekly meetings and quarterly reports on the status of capital projects.
- ▶ The LFAC was established to review and propose annual allocations from the Legacy Fund and to facilitate ongoing monitoring of Fund activities. The terms of references for the LFAC are described in the TO2015 Sport Legacy Fund Plan Approval and Agreement. Interviews indicate that the committee was comprised of a relatively small group of representatives of MPA signatories and that members worked well together. Pre-Games, two representatives of

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<sup>57</sup> For the period of 2014-2016, special provisions were put in place due to the fact that in 2014 most facilities were still under construction. In 2015, there were major disruptions with the Games black out period (facilities owners do not have access during the Games). 2016 was supposed to be the first “normal” year of operation but with some facilities, deficiencies are still being addressed.

the Government of Canada sat on the committee. At a minimum, a representative of SC will continue to liaise with the committee for at least three years post-Games.<sup>58</sup>

### 5.2.3 Essential federal services

#### **Evaluation Question:**

Have results per service area been achieved? Did ECCC, PS, PHAC, HC, RCMP, DFO, TC, CSIS, ITAC, CIC, CBSA and IC produce required outputs on time to support the 2015 Games?

#### **KEY FINDINGS**

While the final round of performance measurement information by EFS departments and agencies (via the DPR) was not available in time for the review, overall, stakeholders indicate that departments/agencies produced their required outputs on time to support the Games, and that they did so within their budgets.

The interviews with the EFS departments/agencies indicated that some departments and agencies encountered challenges in delivering EFS mandate, including the following:

- ▶ insufficient reliable information and data to plan and provide accurate cost estimates for the Games; and
- ▶ a lack of a full understanding of some department and agency's roles and responsibilities with regards to the Games at the early outset of the planning process.

There were also issues with the TO2015 accreditation system and accreditation materials.

At the early outset of the planning process where roles and responsibilities were being determined and budgets forecasted, some interviewees noted that they did not have a full understanding of their department/agency's role and responsibilities which proved to be challenging when developing an accurate budget. However, as the planning process evolved, roles and responsibilities as well as budgets were clarified as requests from the Province and the ISU were relayed to the EFS departments and agencies through the PSC and RCMP. Through SSWG meetings, as well as individually, outside meetings, departments/agencies clarified their roles and budgets. In June 2012, a full review of the forecasted roles and responsibilities for each EFS department and agency was carried out with PSC and RCMP, with the monitoring of SC to align forecasts with actual requests. This work continued through quarterly then monthly SSWG meetings leading right up to the Games.

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<sup>58</sup> The terms of reference state that the LFAC is comprised of seven members: two selected by each of the funding parties (GoC and Province of Ontario) and one selected by each of City of Toronto, COC and CPC. The TF is an observer of the LFAC to provide secretariat functions. A post-Games liaison role was created to allow for Sport Canada and the Ontario Ministry of Culture, Tourism and Sport to have a direct voice (without voting rights) on the committee.

As indicated in Section 2.1 (Governance), the HPFSD is responsible for coordinating project management (e.g., reporting, evaluation, official language monitoring, communications coordinating) and to manage the \$377.1 million CA with TO2015 (Canadian Heritage, 2015e, p. 1). However, it is not responsible for evaluating the EFS departments/agencies' strategies and operations. Thus, the review focuses on the achievement of expected results, and not on how they were achieved by each EFS department/agency. The findings presented in this section are based on data gathered through the key informant interviews and a Lessons Learned document regarding the EFSWG, prepared by the FS.

Various aspects of EFS are also documented in EFSWG meeting minutes. The minutes consulted as part of the review<sup>59</sup> provide information on activities undertaken by EFS departments and agencies prior to the 2015 Games and indications as to the progress of their preparations toward the achievement of their respective results. Although they do not provide hard evidence as to whether the departments or agencies achieved their expected results, we can surmise from these documents and interviews as well as public information (the press) that the expected results were indeed achieved.

Furthermore, most EFS department and agency representatives and some SC representatives interviewed as part of this review indicated that EFS departments and agencies produced their required results on time to support the 2015 Games. The Lessons Learned document prepared by the EFSWG indicates that most departments and agencies were able to deliver planned services within their budgets. Departments that experienced financial pressures were able to have this alleviated through transfers from departments that had unused funds, and that this process was facilitated by PCH (Canadian Heritage, 2015j).

A brief description of outputs achieved in each service area, as well as challenges encountered in delivering the EFS mandate, is provided below.

### **TO2015 Accreditation System**

Interviewees noted that approximately six weeks prior to the Games' commencement, it was identified that the TO2015 accreditation process, and the creation of the accreditation card and laminate, were vastly inadequate; causing major challenges for federal partners. These failures meant that federal partners had to take on an unanticipated and massive work load to rectify the issues. As a result, the ISU, RCMP, CIC, CBSA and CSIS dedicated significant human resources and time to resolve the issues.

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<sup>59</sup> The most recent minutes available date from March 2015.

**a) Safety, security and emergency preparedness**

**Strategies employed to ensure safe and secure Games**

Information related to safety and security is sensitive in nature. However, interviews and official documents indicate that much was accomplished by departments and agencies involved in those areas. Although the Review did not examine the strategies and processes used, the following tasks should be noted:

- ▶ hired additional staff to support operations or reduced staff numbers when operational requirements were lower than expected (such as the use of smaller boats and fewer staff for maritime surveillance);
- ▶ provided training for staff to improve their understanding of the accreditation process; and
- ▶ engaged and exchanged information with partners as part of the SSWG.

**Outputs**

Interviews and documents indicate that, overall, EFS departments and agencies involved in safety, security, emergency preparedness, and border security and accreditation support achieved their expected outputs. Examples of outputs achieved are provided below:

- ▶ Border security and accreditation support outputs were achieved on time.
  - processing and facilitating entry for accredited individuals;
  - providing clearance for sports equipment, firearms, medical devices and medications;
  - delivering accreditation training in partnership with security partners; and
  - delivering expedited arrival processes for dignitaries and VIPs.
- ▶ Security outputs were met, including:
  - providing full EFS support, technology, and expertise to the Ontario Provincial Police (OPP)-led Integrated Security Unit and all law enforcement partners;
  - providing accreditation technology and expertise from RCMP, and EFS partners from CBSA, CIC and CSIS ensured all Games family (120,000 persons) were security cleared and accredited, contributing to safe and secure Games;
  - providing weather forecasting support from ECCC for the ISU Unified Command Centre during Games operations;
  - providing 24-hour support to the OPP Joint Intelligence Group;
  - providing additional support staff when required;
  - providing required equipment and ships for maritime safety component; and
  - conducting airport security screenings.

Overall, the evidence suggests that the fact that the Games were safe and secure, and law enforcement agencies continue to improve their preparedness for subsequent major events as a result of the findings of the After Action Report produced internally.

Evidence also confirms that some departments were required to adjust the level of services

provided to add activities that were not originally funded, given that TO2015 was not fully aware of the complement of services required for the Games until later in the planning process. As a result, some EFS departments and agencies delivered additional services which they did not originally plan for, including the RCMP, TC, ECCC and Shared Services Canada. ECCC had to deliver additional, unplanned services, namely the support to the UCC. It is important to underline again that the GoC was supporting services plans developed by the Province and TO2015, and requests needed to come from the Province, following its own planning, to identify which services would be required. A brief description of the additional services provided by each department is provided below (Canadian Heritage, 2015j).

#### **Shared Services Canada**

- ▶ Shared Services Canada provided emergency IT support during the Games on behalf of the Government of Canada, due to new software introduced in July 2015.

#### **Transport Canada**

- ▶ Additional services included the following: provision of TC exercise design and development experts to support the Province in its Games transportation testing and readiness program; Torch Relay planning and vehicle licensing; and expanded oversight activities in Marine Safety and Surface and Intermodal Security, which resulted in increased overtime and travel expenses that were not planned for.

#### ***RCMP***

The RCMP is typically the security lead for major events in Canada, and as such, obtains direct funding from the federal government. In the case of the PAN AM Games, the OPP was the designated security lead. As a result, the RCMP did not expect to participate in the capacity that was necessitated and therefore did not originally seek funding for certain positions that were created. As the planning process began, significant security planning gaps were recognized as well as a lack of a liaison role between the Province and the Government of Canada, which the RCMP would normally fulfill. As a result, the RCMP sought additional funding to address these gaps.

Originally, the RCMP was funded to provide a Federal File Coordinator and RCMP Security Accreditation Management System Technical Expert. The RCMP then received an additional \$813,000 from CIC and TC, which was then approved by the government to be dispersed equally over a three year period (approximately \$271,000 each year).

Overall, the RCMP's outputs were as follows:

- Federal File Coordinator (originally funded): The Federal File Coordinator monitored the conception and implementation of the Major Events Operations Plan, was on-site during operations, and supported the role of the Federal Security Coordinator-Division Operations Commander once developed.
- RCMP Security Accreditation Management System Technical Expert (originally funded): The RCMP Security Accreditation Management System Technical Expert facilitated the use of the RCMP's SAMS technology which allowed the RCMP and federal partners to process all Games-related security background checks for accreditation.

- Federal Security Coordinator-Division Operations Commander (additional funding): Initially, there was no RCMP Federal Security Coordinator–Division Operations Commander (FSC-DOC) assigned to the Games by the RCMP Headquarters Protective Policing, as the OPP were the security lead. This changed, as it was determined that there was a requirement not only for a FSC function but also for the RCMP DOC function. As a result, both the FSC and DOC functions were implemented and combined.
- An Accreditation Operations Expert (additional funding): The RCMP FSC-DOC also identified a requirement for additional accreditation expertise. As such, an Accreditation Operations Expert position was created to provide subject-matter expertise and to attend quarterly accreditation meetings. This position was later seconded to the OPP’s Integrated Security Unit (ISU) on a full-time basis to lead the Pan/Parapan Am Games ISU’s Accreditation Screening and Verification Team.
- RCMP Members (MOU with OPP, full cost-recovery): The RCMP provided 18 RCMP members to staff the ISU Accreditation Screening and Verification Team led by the Accreditation Operations Expert.
- RCMP Threat Assessment (additional funding): With the RCMP playing a greater role, it was necessary to complete an RCMP Threat Assessment, which required an additional \$125,000 (transferred from DFO) in FY 2014-15.
- RCMP Event Management System technology (EMS) (MOU with OPP, full-cost recovery): The RCMP provided the OPP with RCMP Event Management System technology, and an RCMP EMS Information Administrator, which allowed all ISU partner law enforcement agencies to utilize EMS and track all security-related incidences across all Games venues and jurisdictions.
- Major Event Planning Resources: The RCMP provided the OPP with their major event planning expertise, including venue operational plans and major event private security procurement plans from both the V2010 Olympics and the G8/G20 Summits to assist them in leading security operations for the PAN AM Games. This resulted in major cost-savings for the OPP.
- RCMP Perimeter Intrusion Detection System (MOU with full-cost-recovery): The RCMP provided its Perimeter Intrusion Detection System to its ISU partners for use at the Athletes Village and at the Shooting venue.
- After Action Report (additional funding): The RCMP identified a requirement to complete an in-depth After Action Report, as is typically done for all major events, which would also be beneficial for all security stakeholders. This required an additional \$300,000 investment (also transferred from DFO).

**b) Weather forecasting and environmental assessments**

Interviews indicate that weather forecasting outputs were produced on time and without any major challenges. Although ECCC was prepared to provide advice and assistance to authorities responsible for conducting environmental assessments for the 2015 Games, these services were not required. ECCC’s equipment and instrumentation installed on sites were temporary and were not on federal lands. Also, federal Environmental Assessments (EA) were not called for in the

development of Games infrastructure as they too were not built on federal lands. Provincial EAs were required instead. Further, according to a Lessons Learned document prepared by the EFSWG, ECCC delivered more meteorological services than planned. The department had not foreseen that there would be a required presence in the UCC. As a result, the department's expenditures exceeded its original budget; however, ECCC contributed departmental resources to augment services in order to meet unforeseen requirements. These resources were leveraged to further contribute to the legacy of improvements for meteorological forecasting services in general. Provision of these additional services did not result in any reduction of originally planned services from ECCC.

### c) Challenges in delivering on EFS mandate

Some departments and agencies encountered challenges in delivering EFS when planning for and during the Games. Interviews yielded a number of challenges, including:

- ▶ **Lack of reliable information and data to plan and provide accurate cost estimates for the Games.** There was a lack of data on the US market and ticket sales by geographic region, which supports estimates of the number of foreign visitors and traffic at the border and airports. Additionally, data on flight schedules was made available only one year prior to the Games, at which point budgets were already finalized. The overall threat assessment (TA) for the 2015 Games was delayed, which resulted in delays in releasing the Security Plan and impacted departments and agencies' ability to provide accurate cost estimates for safety and security activities.
- ▶ **Awareness of multiple players' roles and responsibilities.** With such a large number of departments and agencies involved in the planning and delivery of the Games, a few key informants noted that it was difficult to gain a full understanding of each of their roles and responsibilities.
- ▶ **Issues with the accreditation system and accreditation materials.** The testing of the accreditation system, which was supposed to take place in July and August 2014, was postponed until December 2014 and January 2015, overlapping the actual processing of requests and resulting in delays in planning, data quality issues with and a loss of efficiency in processing, as well as unexpected overtime for the staff of some departments and agencies. Additionally, following a review and inspection by the Pan/Parapan Am Accreditation Working Group (PAWG), it was determined that accreditation cards and materials did not adhere to Government of Canada requirements for particular security features. It was mentioned that that was a consequence of a decision by TO2015 to lower costs, and that federal partners were not consulted for clarification on this issue before the decision was made, which was probably the result of a lack of understanding of accreditation requirements among TO2015 personnel. Furthermore, a Lessons Learned document indicates "too much cost cutting at TO2015" with regards to the accreditation process (Canadian Heritage, 2015j).

Additionally, EFS departments and agencies were concerned that some TO2015 personnel and representatives from the Province were inexperienced and did not fully understand the federal services required for the Games. As a result, this required guidance on the part of EFS providers. Further, many EFS departments indicated that there was a need to be "more assertive" with the



host society and to clearly communicate requirements, given that, for example, security requirements in the accreditation process are non-negotiable (Canadian Heritage, 2015j).

**d) Measurement of the achievement of results**

As indicated in relation to Section 5.2.1, an audit of the HPFSD conducted in July 2014 found gaps in the measurement of objectives and results identified for the delivery of EFS (Canadian Heritage, 2014c, p. 5). To remedy the situation, the EFS portion of the 2015 Games PMF was developed and approved by November 2014 (TO2015, 2014b).

Further, many EFS departments and agencies are preparing After Action/Lessons Learned reports to ensure that knowledge transfer occurs within their group (Canadian Heritage, 2015j). It should be noted that these reports will not form part of this review, as they are outside the scope of the review. However, the reports will be included in each EFS department and agency's own internal review process.

**Evaluation Question:**

Have any financial or action lapses in support by any federal partner occurred?

**KEY FINDINGS**

Key informants provided mixed perspectives on the occurrence of financial or action lapses by federal partners. If financial lapses did occur, this was the result of a change or reduction in requirements for the planned services.

The review found that there were mixed perspectives from key informants on the occurrence of financial or action lapses by federal partners, with many indicating that no financial or action lapses occurred while others reported that financial and/or action lapses did in fact take place. In some cases, key informants reported that the level of operations for their respective department or agency was lower than originally anticipated, which led to a financial lapse. A few key informants indicated that their department or agency was able to reallocate funds internally to support additional services.

The EFSWG Lessons Learned document confirms that some financial lapses did occur. The review found that three EFS departments and agencies reported that they did not deliver planned services due to changes to TO2015 EFS needs, including the following (Canadian Heritage, 2015j):

- ▶ *Transport Canada* did not deliver all planned services because certain services were not required. For example, TC had previously identified a possible requirement for regulatory modifications; however, neither the province nor law enforcement agencies requested these services.
- ▶ *PHAC* was no longer required to deploy medical personnel due to reorganization in the Agency's business practices. This function is now coordinated through their Operational Framework for Mutual Aid Requests (OFMAR) which the Agency helps coordinate, but does not fund.
- ▶ *DFO* and the *Canadian Coast Guard* planned and budgeted to deliver both marine safety and security during the Games, however, the security services were not required. Ontario's ISU anticipated a low emergency management risk level for the Games and indicated that

requirements for federal maritime security support were minimal, as a result, than originally envisaged. In addition, according to DFO representatives, since moderate on-water security requirements were expected for the Games, the Canadian Coast Guard reduced the scope of its operational plans and focused largely on its maritime safety mandate (i.e., search and rescue, traffic management, marine pollution). Thus, out of its original budget, the Coast Guard's actual costs for services to the Games was a total of \$1,322,923 (\$773 thousand in 2014/15 and \$550 thousand in 2015/16).<sup>60</sup>

## 5.2.4 Achievement of immediate outcomes

### **Evaluation Question:**

Have the immediate outcomes been achieved?

#### **KEY FINDINGS**

The Sport Legacy Fund is in place to ensure programming and maintenance for a minimum of 20 years. The Games sport venues were built or upgraded on time; however, it is not possible to state at this time whether they were all completed within their budget. Finally, the federal government fulfilled all of its MPA commitments — capital projects and EFS — the biggest financial commitments — and federal coordination (no direct financial commitment).

Immediate outcomes are threefold, as per the sub-questions below.

### **Evaluation Question:**

Is the 2015 Games Sport Legacy Fund in place to support programming and maintenance?

#### **KEY FINDINGS**

As indicated in relation to Section 5.2.3 (Results per service area — legacy contributions), the Legacy Fund has been established to manage the long-term maintenance and operations of the three legacy venues for at least 20 years, as well as the availability of these for high performance sports. Legacy venues have legacy use terms and conditions that include a plan for funding and high performance sports access to the facilities for 2014, 2015 and 2016. More detail is provided regarding the conditions for access for each of the facilities, pre-Games test events, under Section 5.2.5 — Achievement of Intermediate Outcomes.

Furthermore, according to experts who were consulted as part of this review, the approach to legacies (under the Legacy Fund) for the 2015 Games is indeed based on lessons learned from Vancouver (and Calgary before that), which have been shown to be among the better models of Olympic legacy management. Also, looking forward, experts expect that the model for legacy funding and management post-2015 Games may change in some ways due to the following

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<sup>60</sup> As agreed to by the Department of Canadian Heritage, the Canadian Coast Guard also transferred a surplus of \$1,335,000 to Environment and Climate Change Canada & the RCMP as part of the 2015/16 Supplementary Estimates C process. Consequently, there is a balance of \$1,108,802 which DFO will lapse in fiscal year 2015/16 and return to the Fiscal Framework.

innovative aspects in place for these Games:

- ▶ The TO2015 Sport Legacy Fund Plan and Approval Agreement was put in place to manage the Legacy Fund, and the TF was selected to manage the Fund.
- ▶ The Legacy Fund has a minimum life expectancy of 20 years.
- ▶ The Legacy Fund Allocations Committee will provide oversight for the Legacy Fund.

**Evaluation Question:**

Were the 2015 Games sport venues built or upgraded on time and on budget?

**KEY FINDINGS**

While it is not possible to comment on individual venues being built or upgraded within budget, based on the March 31, 2015 forecasted contribution, venues were completed on time for the Games. Due to the timing of this review, evaluators do not have information pertaining to FY 2015-16 nor the final, total amount spent per venue. Interviews contribute to underline that as of March 2015, capital-related expenditures were not all accounted for since up to 18 facilities required (planned) post-Games completion or modification for future use.

The FY 2014-15 last quarter Capital Project Report indicates that there were some delays in venue completion or upgrading due to winter weather conditions, which put construction on hold for several projects (TO2015, 2015c). Interviews indicate that delays were exacerbated by the fact that some of the capital projects were bundled together into single, larger contracts and that led contractors – when facing delays and penalties on several fronts - to prioritize the completion of certain venues before others. However, all venues were ready on time.

More detail is provided regarding the venues themselves, venue certification and venue agreements in relation to Section 5.2.5 Achievement of Intermediate Outcomes.

**Evaluation Question:**

Have the federal departments and agencies fulfilled their MPA commitments?

**KEY FINDINGS**

The federal government fulfilled its MPA commitments, which were threefold: the two significant financial commitments, i.e. to contribute to capital projects, including legacy facilities and the Legacy Fund, and to provide EFS to the Games, and also to provide federal coordination.

- ▶ As discussed (Section 5.2.4, above), the federal government’s contribution to capital projects was fully realized.
- ▶ In addition, as already discussed in relation to Section 5.2.3 — Results per service area, departments and agencies were able to deliver the planned services, and to do so largely within the predicted budgets for each. Some departments did adjust the level of service provided to add activities not originally planned or funded. A process whereby unused funds from some EFS departments and agencies were transferred to those who faced budgetary pressures was facilitated by the FS.

## 5.2.5 Achievement of intermediate outcomes

### **Evaluation Question:**

Have the intermediate outcomes been achieved? a) Did the hosting of the 2015 Games provide sport excellence and sport development opportunities for Canadian athletes, coaches, and officials? b) To what extent was the additional funding provided useful for improving Team Canada's performance?

### **KEY FINDINGS**

As indicated in relation to review question A.1, hosting the 2015 Games provided sport excellence and sport development opportunities for Canadian athletes, coaches and officials. The federal government's contribution supported the construction of 10 new sports facilities as well as renovations and improvements to 17 existing facilities, nearly all of which were constructed or renovated to meet IF standards and specifications.

Further, stakeholders agree that hosting the Games has provided opportunities to Canadian athletes, coaches and officials in general to participate in sport at a high performance level. While it is not an objective of hosting games to guarantee opportunities for Indigenous high performance athletes, in accordance to surveys conducted by ESD, nearly half of NSOs indicated that the Games provided opportunities only to a small or moderate extent for Indigenous people.<sup>61</sup>

Based on plans for hours and rates for high performance access, qualified high performance athletes have access to the three legacy facilities between 35% and 44% of the hours available. Discounted rates range from \$11.86 per hour at the TPASC to \$125 per hour at the Mattamy National Cycling Centre.

Additionally, NSOs will have a presence at each of the three legacy facilities, while the Canadian Sport Institute Ontario (CSIO) will have a presence at two of the facilities, through rental/lease agreements for office space and/or training purposes.

In order to assess whether the Games provided sport excellence and sport development opportunities for athletes, coaches and officials, this section includes a number of indicators from the review framework:

- ▶ the number of facilities newly built or renovated for the Games, as well as the types of facilities;
- ▶ the pre-Games events hosted at each venue; and
- ▶ the expected post-Games access to legacy facilities for high performance athletes and coaches, including reserved hours and preferred rates for high performance use of the facilities.

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<sup>61</sup> Challenges related to the Sport development pathway of Indigenous are further discussed in the Grouped Evaluation of Sport Canada programs.

Since comments are of a more general nature, this section ends with an analysis of stakeholder opinions regarding whether the Games provided sport excellence and sport development opportunities to Canadian athletes, coaches and officials.

**a) New and upgraded facilities for the 2015 Games**

The Games are creating opportunities for sport excellence and sport development for Canadian athletes and coaches through accessing high calibre facilities. The Government of Canada provided \$377.1 million of funding for the upgrading and construction of specific sport and event venues for the 2015 Games, representing just over half of the \$721.1 million total in capital investments. The MPA between the Government of Canada and other participating parties projected participation from 500 able-bodied Canadian athletes and 150 Canadian athletes with a disability (AWAD) who will have the opportunity to compete in the Games and benefit from new and upgraded facilities in Ontario's Greater Golden Horseshoe Region.

As shown in Table A5 below, the federal government's contribution supported the construction of 10 new sports facilities, as well as renovations and improvements to 17 existing facilities, for a total of 27 projects.

**Table A5: New and upgraded facilities for the 2015 Games, including projected capital projects costs, as of March 31, 2015**

<b>Venues</b>	<b>Forecasted costs as of January 31, 2016</b>	<b>Federal contribution (up to)</b>
<b>New construction</b>		
TPASC	\$205,123,855	\$114,869,359
Terrain Tim Hortons Field <sup>62</sup>	\$145,667,589	\$69,085,850
Markham Pan Am Centre <sup>63</sup>	\$78,518,000	\$31,924,800
Mattamy National Cycling Centre	\$56,000,000	\$38,400,000
York Lions Stadium	\$45,450,000	\$25,452,000
University of Toronto Field Hockey <sup>64</sup>	\$9,545,000	\$5,345,200
Pan Am Shooting Centre at the Toronto Internal Trap & Skeet Club	\$6,202,630	\$6,202,630
Centennial Park <sup>65</sup>	\$3,965,223	\$2,220,525
Burlington Soccer Park	\$2,000,000	\$1,120,000
U of T Scarborough Tennis Centre <sup>66</sup>	\$1,300,000	\$728,000
<b>Total</b>	<b>\$553,772,297</b>	<b>\$295,348,364</b>
<b>Renovations and upgrades</b>		
Etobicoke Olympium	\$20,000,000	\$11,200,000
Caledon Equestrian Park <sup>67</sup>	\$11,712,500	\$6,559,000
Welland International Flatwater Centre <sup>68</sup>	\$10,000,000	\$5,600,000
Audley Recreation Complex <sup>69</sup>	\$9,000,000	\$5,040,000
Track replacements (Birchmount Stadium, Centennial Park, Toronto Track and Field Centre)	\$6,301,318	\$3,528,738
Road Cycling	\$5,536,720	\$3,100,563
West Channel <sup>70</sup>	\$5,500,000	\$3,080,000
York University Track and Field Centre	\$5,000,000	\$5,000,000
Purchase of court surfaces (Direct Energy Centre <sup>71</sup> )*	\$2,400,620	\$2,400,620
Nathan Phillips Square	\$4,146,400	\$2,321,984
Will O'Wind Farm <sup>72</sup>	\$500,000	\$500,000
Royal Canadian Henley <sup>73</sup>	\$829,280	\$464,397
Fletcher's Fields	\$721,232	\$403,890

<sup>62</sup> Known in the context of the Games as CIBC Hamilton Pan Am Soccer Stadium

<sup>63</sup> Known in the context of the Games as Atos Markham Pan Am/Parapan Am Centre

<sup>64</sup> Known in the context of the Games as Pan Am/Parapan Am Fields

<sup>65</sup> Known in the context of the Games as Centennial Park Pan Am BMX Centre

<sup>66</sup> Known in the context of the Games as University of Toronto Scarborough Tennis Centre

<sup>67</sup> Known in the context of the Games as OLG Caledon Pan Am Equestrian Park

<sup>68</sup> Known in the context of the Games as Welland Pan Am Flatwater Centre

<sup>69</sup> Known in the context of the Games as President's Choice Ajax Pan Am Ballpark

<sup>70</sup> Known in the context of the Games as Ontario Place West Channel

<sup>71</sup> Known in the context of the Games as Exhibition Centre

<sup>72</sup> Known in the context of the Games as Pan Am Cross-Country Centre

<sup>73</sup> Known in the context of the Games as Royal Canadian Henley Rowing Centre

Minden Wild Water Preserve	\$625,000	\$350,000
Roller Sports	\$209,808	\$209,808
<b>Total</b>	<b>\$82,482,878</b>	<b>\$49,759,000</b>
<b>Other</b>		
Other costs (incl. sports equipment, overlay expenses, etc.)	\$ 26,390,922	\$ 26,390,922
Unassigned capital costs	\$ 58,461,526	\$ 5,601,715
<b>Grand total</b>	<b>\$ 721,107,623</b>	<b>\$ 377,100,001</b>
*Note: Includes purchase of basketball, squash and racquet ball courts for the Exhibition Centre. Source: (Canadian Heritage, 2015).		

As shown in Table A6 (next page), activity reports for 22 venues indicate that the facilities were built to meet IF standards and specifications, while the activity reports for the remaining five facilities did not specify whether the facilities met IF standards or whether any certifications had been received.



<b>Table A6: Facilities that meet IF standards</b>	
<b>Venues</b>	<b>IF standards</b>
<b><i>New construction</i></b>	
TPASC	Includes two internationally sanctioned 10-lane, 50-metre pools (including bulkheads).
Terrain Tim Hortons Field	Includes synthetic turf system with under-drainage that meets FIFA & CFL standards for international competition and FIFA Quality Testing Standards for FIFA 2-star rating and certification.
Markham Pan Am Centre	Most recent activity report does not specify whether certifications have been received.
Mattamy National Cycling Centre	Includes Category 1 indoor 250 metre timber track which meets all <i>Union Cycliste Internationale</i> (UCI) regulations and specifications.
York Lions Stadium	Includes IAAF Class 1 certified athletics facility, which includes a 400 metre oval track with interior field for throwing and jumping disciplines.
University of Toronto Field Hockey	Includes two outdoor <i>Fédération Internationale de Hockey sur Gazon</i> (FIH) regulation field hockey pitches.
Pan Am Shooting Centre at the Toronto International Trap & Skeet Club	Ranges meet International Sport Shooting Federation (ISSF) specifications.
Centennial Park	Includes BMX course designed and constructed to meet international UCI certification standards.
Burlington Soccer Park	Includes three soccer fields with artificial turf, which have all received FIFA 1 certification.
U of T Scarborough Tennis Centre	Includes eight tennis courts built in accordance with International Tennis Federation (ITF) regulations.
<b><i>Renovations and upgrades</i></b>	
Etobicoke Olympium	Includes Olympic-sized swimming pool upgraded to meet <i>Fédération Internationale de Natation</i> (FINA) requirements.
Caledon Equestrian Park	Includes upgraded Grand Prix Competition Ring that meets <i>Fédération Équestre Internationale</i> (FEI) standards.
Welland International Flatwater Centre	Course improvements met all International Canoe Federation (ICF) standards.
Audley Recreation Complex	Includes two International Baseball Federation (IBF) competition baseball diamonds meeting all IF and MLB standards and two International Softball Federation (ISF) Competition softball diamonds meeting all international requirements.
Track replacements (Birchmount Stadium, Centennial Park, Toronto Track and Field Centre)	The three facilities include a 400 metre outdoor oval track while TTFC also includes 200 metre indoor oval track. Most recent activity reports did not indicate whether the facilities received IAAF certification.
Road Cycling	Course meets all IF standards and UCI specifications.
West Channel	Most recent activity report does not specify whether certifications have been received.
York University Track and Field Centre	Most recent activity report does not specify whether certifications have been received.
Purchase of court surfaces (Direct Energy Centre)*	Two FIBA Level 1 modular wooden basketball courts were purchased and installed. Most recent activity reports did not specify whether the squash and racquet ball courts received IF certifications.
Nathan Phillips Square	N/A — served as main festival site for the 2015 Games.
Will O'Wind Farm	Upgraded course met requirements for <i>Concours Complet International</i> (CCI) rating level 2 (confirmed)

	by Equine Canada).
Royal Canadian Henley	Includes an improved <i>Fédération Internationale des Sociétés d’Aviron</i> (FISA) Category A international rowing course.
Fletcher’s Fields	Facility meets World Rugby (IRB) standards and specifications.
Minden Wild Water Preserve	Includes a new removable gate system to meet IF standards. An accessibility lift was also added at the Parsons Centre to bring the building up to International Paralympic Committee (IPC) standards.
Roller Sports (University of Toronto Pan Am Complex)	Asphalt race track meets all IF standards.
*Note: Includes purchase of basketball, squash and racquet ball courts for the Direct Energy Centre. Source: Individual venue activity reports for FY 2014-15.	

A few key informants indicated that plans were in place to ensure that an evaluation of each 2015 Games venue would be conducted to ensure that they comply with IF standards. This certification process ensures that each facility meets the needs of high performance athletes. Key informants did not provide any further details about whether facilities were, in fact, evaluated for compliance with IF standards or when this evaluation would occur.

**b) Pre-Games test events**

A total of 49 test events across 40 different sports were expected to be held at various venues before the start of the Games. Over half of the events were international level competitions (27). The remaining events were national (16) and provincial (6) level competitions. The number of pre-Games sports events expected to be held at each venue is provided in Table A7 below.

<b>Table A7: Planned pre-Games test events</b>		
<b>Venues</b>	<b># of test events</b>	<b>Sports</b>
Abilities Centre	2	Parapan Am — Boccia Pan Am — Judo
Angus Glen Golf Club	1	Pan Am — Golf
Markham Pan Am Centre	2	Pan Am — Badminton Pan Am — Water polo
Bill Crothers Secondary School	1	Pan Am — Archery
Caledon Equestrian Park	2	Pan Am — Equestrian
Cedar Springs Health and Racquet Sports Club	1	Pan Am — Racquet Ball
York Lions Stadium	1	Parapan Am — Athletics
TPASC	5	Pan Am — Fencing, swimming, diving, and synchronized swimming Parapan Am — Swimming
Mattamy National Cycling Centre	2	Parapan Am — Cycling Pan Am — Cycling
Fanshawe College	1	Parapan Am — Wheelchair rugby
University of Guelph	1	Pan Am — Modern pentathlon
Hardwood Mountain Bike Park	1	Pan Am — Cycling
Marathon Beach	1	Pan Am — Volleyball
Minden Wild Water Preserve	1	Pan Am — Canoe
Mississauga Sports Centre	7	Pan Am — Wrestling, volleyball, and gymnastics Parapan Am — Goalball
University of Toronto	1	Pan Am — Handball
Nathan Phillips Square	1	Pan Am — Marathon
West Channel	1	Pan Am — Triathlon
Ontario Racquet Club	1	Parapan Am — Wheelchair tennis
Pan Am Bowling Centre	1	Pan Am — Bowling
Will O'Wind Farm	1	Pan Am — Equestrian
Pan Am Shooting Centre at the Toronto International Trap & Skeet Club	1	Pan Am — Shooting
University of Toronto Field Hockey	2	Parapan Am — Football Pan Am — Field hockey
Audley Recreation Complex	1	Pan Am — Baseball
Professors Lake	1	Pan Am — Open water swimming
McMaster University	1	Pan Am — Football
Royal Canadian Henley	1	Pan Am — Rowing
Royal Canadian Yacht Club	1	Pan Am — Sailing
Ryerson Athletic Centre	2	Parapan Am — Wheelchair basketball Pan Am — Basketball
Spray Lake Watersports and Activity Centre	1	Pan Am — Water ski
Westin Harbour Castle	2	Pan Am — Taekwondo and karate
White Oaks Conference Centre	1	Pan Am — Squash
<b>Total</b>	<b>49</b>	

Source: (TO2015, 2014d).

Additionally, some of the 2015 Games venues provided athletes with opportunities to qualify for the Rio 2016 Summer Olympic and Paralympic Games. Available documents indicate that 17 out of 36 Pan Am sports and 26 out of 52 disciplines were qualifiers for the Rio 2016 Olympic Games, while all 15 Parapan Am sports were qualifiers for the Rio 2016 Paralympic Games (TO2015, 2015e).

### c) Legacy facilities

Three new facilities were identified as legacy beneficiaries to receive funding from the Legacy Fund managed by the TCF to ensure continued availability for high performance user groups for a 20-year period (Canadian Heritage, 2014c). A brief description of each facility is provided below.

#### Mattamy National Cycling Centre

The Mattamy National Cycling Centre (“Velodrome”) is owned by the Town of Milton. The facility hosted the cycling competitions during the Games. The Velodrome consists of a Category 1 indoor 250 metre timber track, built in accordance with all *Union Cycliste Internationale* (UCI) regulations and specifications. The facility also includes an infield area that can support other recreational activities, such as basketball and volleyball, following the Games (Canadian Heritage, 2015i, p. 1). Further, it is estimated that the Velodrome would host one to two C1/World Cup events per year and one Canadian championships event per year, as well as provincial and local events (TO2015, 2014c). The planned operational budget for the Velodrome for the period of 2014 to 2016 is outlined in Table A8.

**Table A8: Mattamy National Cycling Centre forecasted revenue and expense summary (\$ in thousands)**

	2014	2015	2016
<b>Revenues</b>			
Facility	\$ 124	\$ 271	\$ 509
Programs	\$ 51	\$ 137	\$ 183
Other	\$ 32	\$ 81	\$ 177
Legacy Fund recovery	\$ 736	\$ 736	\$ 736
<b>Total</b>	<b>\$ 943</b>	<b>\$ 1,225</b>	<b>\$ 1,604</b>
<b>Expenditures</b>			
Salaries and benefits	\$ 388	\$ 701	\$ 690
Purchased goods, services and corporate support	\$ 342	\$ 906	\$ 962
Capital reserve	\$ 203	\$ 622	\$ 610
<b>Total</b>	<b>\$ 933</b>	<b>\$ 2,229</b>	<b>\$ 2,262</b>
<b>Grand total</b>	<b>\$ 11</b>	<b>(\$ 1,004)</b>	<b>(\$ 657)</b>

Source: Toronto Foundation, 2014a, p. 4.

#### Hours and rates for high performance athletes

Following the Games, the Velodrome will provide reserved track hours for high performance athletes. A total of 2,012 hours were expected to be made available exclusively for high performance athletes in 2014-15; this represents approximately 43% of the 4,659 total track hours available. For 2015-16, 1,426 hours are expected to be made available for high performance athletes, representing approximately 46% of a total 3,106 hours available at the facility. Available data did not provide details on the actual number of hours allocated to high performance use during this period. Table A9 below provides additional details. To be eligible for high performance time, users must be HP1-, HP2- or HP3-level athletes or coaches (TO2015, 2014c, p. 5).

<b>Table A9: Projected hours available for high performance use — Mattamy National Cycling Centre</b>				
	2014–15		2015–16	
	#	%	#	%
Hours for high performance use	2,012	43%	1,426	46%
Total hours available	4,659	100%	3,106	100%
Source: (Canadian Heritage, 2014a)				

As presented in Table A10 below, the rate for high performance athletes using the facility was \$125 per hour in 2014-15.

<b>Table A10: Hourly rates for high performance athletes and public users – Mattamy National Cycling Centre</b>				
	2014–15		2015–16	
	Target	Actual	Target	Actual
<b>Pools</b>				
Hourly rate for high performance users	\$ 125.00	\$ 125.00	\$ 125.00	-
Hourly rate for public users	\$ 232.45	\$ 232.45	\$ 232.45	-
Source: (Canadian Heritage, 2014a)				

The Legacy Use Terms and Conditions Agreement for the facility stipulates that a High Performance Cycling Users Committee be established to advise the Town of Milton on issues relating to high performance priority access, hours and rates for high performance cycling users. Members of the committee will include representatives from the following groups (TO2015, 2014c, p. 4):

- ▶ one representative from the Canadian Cycling Association;
- ▶ one representative from the Ontario Cycling Association;
- ▶ one representative from the Milton Cycling Academy;
- ▶ two representatives from the Town of Milton; and
- ▶ one more representative as agreed to by the committee.

#### **Sport organizations (including NSOs) using the facility**

The facility has two offices available for lease. In 2014, the Town of Milton finalized lease agreements with the Ontario Cycling Association (OCA) for their complete organization relocation to the Velodrome. The lease includes provisions for the OCA to provide certain services to complement the programs, certification and coaching activities at the facility. The second office has been leased to the CSIO, which will provide services to local residents and athletes on a fee-for-service basis as part of the lease obligations. The CSIO satellite office will also provide aid and athlete system support with the daily training environment for cycling athletes. Over time, it is expected that the CSIO's services and programs could also support other high performance athletes from various sports that train west of the Greater Toronto Area (GTA) by providing a more accessible location to access specific services (Toronto

Foundation, 2014b, pp. 11-12). In addition, Cycling Canada has moved its National Track Cycling Team to the facility.

### **Pre-Games test events**

A 2015 Games test event consisting of two component events — the Milton International Challenge, followed by the Canadian Track Championships — was planned and expected to be held at the Velodrome in late 2014 and early 2015. The events were meant to “test” many functional areas of the facility to host national and international events in the future, supporting Canada’s high performance athletes while developing a core team of trained staff and volunteers (Toronto Foundation, 2014b, p. 14). The Velodrome’s Activity Report for FY 2014-15 indicates that “successful test events” were held following the substantial completion of the facility in January, 2015 (Canadian Heritage, 2015i, p. 2). Additional details regarding both test events are presented in Table A11 below. Note that the data below present projected results, not realized results.

**Table A11: Expected pre-Games test events at the Mattamy National Cycling Centre, March 215**

<b>Name of events</b>	<b>Athlete participation</b>	<b>Sports</b>	<b>Disciplines</b>	<b>Estimated # of athletes</b>	<b>Event owner</b>
Milton International Challenge	International — UCI Class 1 event, by invitation to Pan Am countries	Cycling	Track	80	TO2015
2014 Canadian Championship	Canadian national level athletes	Cycling and Paracycling	Track	200	TO2015

Source: (TO2015, 2014d).

### **York Lions Stadium**

The York Lions Stadium (“the Stadium”) is owned by York University and consists of a new IAAF Class 1 certified athletics facility that includes a 400 metre track and interior field for throwing and jumping disciplines. This new facility is located adjacent to the existing Toronto Track and Field Centre at York University, the home training facility of the Canadian National Athletics Team. The facility hosted the Pan Am and Parapan Am track and field events during the Games (Canadian Heritage, 2015h, p. 1). The planned operational budget for the Stadium for the period of 2014 to 2016 is provided in Table A12.

<b>Table A12: York Lions Stadium revenue and expense summary (\$ in thousands)</b>			
	<b>2014</b>	<b>2015</b>	<b>2016</b>
<b>Revenues</b>			
University track & field	-	-	-
Private rentals	-	\$ 6	\$ 25
Events	-	\$ 1	\$ 5
High performance sport	-	\$ 9	\$ 35
Legacy Fund recovery	\$ 57	\$ 288	\$ 288
<b>Total</b>	<b>\$ 57</b>	<b>\$ 304</b>	<b>\$ 354</b>
<b>Expenditures</b>			
Building maintenance and repairs	\$ 15	\$ 175	\$ 179
Custodial services	\$ 6	\$ 72	\$ 73
Grounds, fleet and waste	\$ 10	\$ 124	\$ 126
Utilities	\$ 8	\$ 95	\$ 97
Security	\$ 5	\$ 63	\$ 64
Sport and recreation costs	\$ 10	\$ 114	\$ 116
Other expenses	\$ 3	\$ 38	\$ 38
Capital reserve	\$ 72	\$ 860	\$ 860
<b>Total</b>	<b>\$ 128</b>	<b>\$ 1,541</b>	<b>\$ 1,555</b>
<b>Grand total</b>	<b>(\$ 72)</b>	<b>(\$ 1,237)</b>	<b>(\$ 1,201)</b>

Source: (Toronto Foundation, 2014a, p. 4)

### Hours and rates for high performance athletes

Table A13 provides details regarding the number of hours available for high performance and public use at the Stadium in 2014-15 and 2015-16. As presented in Table A13 below, a total of 468 hours are expected to be available for high performance use over a 13 week period (six hours per day, six days per week), which represents approximately 44% of the 1,054 total hours available. While the Stadium was built in time for the 2015 Games, it was not built early enough to become available for use during FY 2014-15 prior to the event (Canadian Heritage, 2014a).

<b>Table A13: Projected hours available for high performance use — York Lions Stadium</b>				
	<b>2014-15</b>		<b>2015-16</b>	
	<b>#</b>	<b>%</b>	<b>#</b>	<b>%</b>
Hours for high performance use	468	44%	468	44%
Total hours available	1,054	100%	1,054	100%

Source: (Canadian Heritage, 2014a)

According to that business plan, a Stadium User Group Committee would be established to advise York University on Stadium access protocol for high performance athlete and community users, as per the objectives and requirements stated within the Legacy Use Terms and Conditions Agreement (Toronto Foundation, 2014a).

The Legacy Use Terms and Conditions Agreement for the facility indicates that high performance users must be HP1-, HP2- or HP3-level coaches or athletes, and the program must be under the direction of Athletics Canada and/or Athletics Ontario to qualify for high performance time (TO2015, 2014e, p. 6). Further, the business plan for the Stadium provides



information regarding the estimated rates for using the facility in 2016. For example (Toronto Foundation, 2014a):

- ▶ The rate for high performance use of the facility is \$75 per hour.
- ▶ The rate of private track club rentals and hosting sports events at the facility is \$150 per hour.
- ▶ The rate of renting the facility for school board meets and sporting events is \$100 per hour.

#### **Pre-Games test events**

A pre-Games test event, managed by TO2015, was expected to be held at the Stadium in May 2015. The event was an international competition open to all countries. It was estimated that approximately 200 athletes would participate in the event (TO2015, 2014d). However, the facility was not ready in time for the pre-Games test event, and therefore the event did not take place.

#### **Toronto Pan Am sports centre**

The TPASC is owned by the City of Toronto and the University of Toronto and contains high-quality aquatic and dry land training facilities. Specifically, the facility includes an aquatics centre with two internally sanctioned long course 10-lane, 50-metre pools, and a 5-metre deep diving tank with 3-metre, 5-metre, 7.5-metre, and 10-metre platforms. The TPASC also includes a field house with flexible gymnasium space for training and competition, with an indoor recreational track and fitness area, including cardio and weightlifting facilities (Canadian Heritage, 2015g, p. 1). During the Games, the facility hosted the swimming, diving, synchronized swimming, fencing, modern pentathlon and sitting volleyball events. The facility's planned operational budget for the period 2015 to 2017 is provided in Table A14.

<b>Table A14: TPASC forecasted revenue and expense summary (\$ in thousands)</b>			
	<b>2015</b>	<b>2016</b>	<b>2017</b>
<b>Revenues</b>			
City of Toronto (incl. office space rental)	\$ 2,440	\$ 3,770	\$ 3,886
UTSC (incl. administrative and student clubs)	\$ 1,267	\$ 1,917	\$ 1,978
TPASC	\$ 614	\$ 1,220	\$ 1,434
High performance users	\$ 535	\$ 828	\$ 854
CSIO rental	\$ 918	\$ 941	\$ 965
Fitness centre	\$ 1,087	\$ 2,363	\$ 3,048
Ancillary revenue	\$ 337	\$ 517	\$ 528
High performance Legacy Fund recovery	\$ 4,076	\$ 4,188	\$ 4,303
<b>Total</b>	<b>\$ 11,273</b>	<b>\$ 15,744</b>	<b>\$ 16,998</b>
<b>Expenditures</b>			
Aquatics	\$ 1,083	\$ 1,129	\$ 1,171
Field house	\$ 1,137	\$ 1,180	\$ 1,219
Central administration	\$ 2,039	\$ 2,127	\$ 2,214
Building operations	\$ 1,472	\$ 1,508	\$ 1,545
Annual maintenance	\$ 430	\$ 438	\$ 447
Utilities	\$ 1,534	\$ 1,588	\$ 1,645
Contracted services	\$ 2,496	\$ 2,560	\$ 2,640
Fitness centre	\$ 1,232	\$ 1,292	\$ 1,440
Lifeguard	\$ 348	\$ 533	\$ 543
Major maintenance reserve	\$ 2,840	\$ 2,910	\$ 2,969
Capital replacement reserve	\$ 1,101	\$ 1,117	\$ 1,138
<b>Total</b>	<b>\$ 15,712</b>	<b>\$ 16,383</b>	<b>\$ 16,971</b>
<b>Grand total</b>	<b>(\$ 4,439)</b>	<b>(\$ 639)</b>	<b>\$ 27</b>
Source: Toronto Foundation, 2014c, p. 4.			

### Hours and rates for high performance athletes

Table A15 presents the number of hours available for high performance athletes. In 2014-15, a total of 17,528 hours were reserved for high performance access to the TPASC, representing approximately 35% of the 50,510 total hours available during this period. Hours available for high performance use are expected to increase to 40,063 in 2015-16, representing approximately 35% of the 115,447 hours available. Available data did not provide the actual number of hours available for high performance use for FY 2015-16.

<b>Table A15: Hours available for high performance use — TPASC</b>								
	<b>2014-15</b>				<b>2015-16</b>			
	<b>Target</b>		<b>Actual</b>		<b>Target</b>		<b>Actual</b>	
	<b>#</b>	<b>%</b>	<b>#</b>	<b>%</b>	<b>#</b>	<b>%</b>	<b>#</b>	<b>%</b>
Hours available for high performance use	17,528	35%	17,528	35%	40,063	35%	-	-
Total hours available	50,510	100%	50,510	100%	115,447	100%	-	-
Source: (Canadian Heritage, 2014a)								

Organizations that will be using the high performance hours include Swim Canada, Swim Ontario, Water Polo Canada/Ontario and Dive Canada (TO2015, 2014f). The Legacy Use Terms and Conditions Agreement for the facility indicates that high performance users must be HP1-, HP2- or HP3-level athletes or coaches, or must be part of the Ontario High Performance Sport Initiative. Further, the program must be under the direction of a NSO or provincial sport

organization (PSO), as established by the NSO or PSO in consultation with Own the Podium (OTP) and CSIO (TO2015, 2014f, p. 7). The facility will also provide discounted rates to high performance athletes. As shown in Table A16, the hourly rate for high performance users in 2014-15 was \$11.81 to access the pools, and \$25.49 to access the field house.

<b>Table A16: TPASC hourly rates for high performance athletes and public users</b>				
	<b>2014-15</b>		<b>2015-16</b>	
	<b>Target</b>	<b>Actual</b>	<b>Target</b>	<b>Actual</b>
<b>Pools</b>				
Hourly rate for high performance users	\$ 11.81	\$ 11.81	\$ 11.81	-
Hourly rate for public users	\$ 58.65	\$ 58.65	\$ 58.65	-
<b>Fieldhouse</b>				
Hourly rate for high performance users	\$ 25.49	\$ 25.49	\$ 25.49	-
Hourly rate for public users	\$ 123.26	\$ 123.26	\$ 123.26	-
Source: (Canadian Heritage, 2014a)				

The Legacy Use Terms and Conditions Agreement for the facility includes requirements for the creation of three user group committees to negotiate terms and conditions on an annual basis with respect to hours and rates for daily use and events hosting. The committees include the following (TO2015, 2014f, p. 5):

- ▶ *TPASC User Group Committee* will assist with the coordination of high performance sports users, university, city and community users on matters regarding the use of the facility. Committee membership will include the Managing Director of TPASC, a representative from the HP Sports Council and a representative from the Community Sports Council.
- ▶ *HP Sports Council* will be comprised of a representative from each of the high performance sports users that train at the TPASC and the CSIO. The Council will have the authority to approve the allocation of facility time provided to high performance sports users.
- ▶ *Community Sports Council* will provide input, advice, and guidance on issues affecting communities and users served by TPASC.

#### **Sport organizations (including NSOs) using the facility**

According to the business plan for the TPASC, a number of organizations are responsible for organizing sports-related activities and hosting events at the facility (Toronto Foundation, 2014c, p. 4):

- ▶ **TPASC Inc.** is responsible for overseeing facility operations, fitness centre operations (including fitness programming), rental opportunities (including pools, gyms, building amenities, special events, sporting competitions) and various specialized programs. Additionally, TPASC Inc. is responsible for the coordination of all high performance sport users, as well as leases and agreements.
- ▶ **CSIO, NSOs and PSOs** are responsible for training and development of high performance athletes. Programming in the pool will include high performance aquatics training and competitions (e.g., swimming, diving, synchronized swimming and water polo). The field house will be used for wheelchair basketball, judo and rhythmic gymnastics.

- ▶ **University of Toronto Scarborough** will move their Athletics and Recreation Department to the facility and will offer student programming, intramural programs, mentorship opportunities, specialized summer camps and student club space.
- ▶ **City of Toronto — Parks, Forestry and Recreation** will use the facility to offer swimming lessons for all ages and abilities, preschool and child programming, youth programs, introductory sports programs, arts and dance instructional programs, general interest and social programs, aquatic leadership programs, and drop-in community programming.

#### **Pre-Games test events**

A total of five pre-Games test events were expected to be held at the Toronto Pan Am Sport Centre for various sports, including diving, swimming, synchronized swimming and fencing. Three of the events were international competitions, one of which was a qualifying event for the Fencing World Championships. The remaining two events were Canadian national championships, one of which was a qualifying event for the 2015 Games for swimming. The estimated number of athletes expected to participate in each event varied, ranging from 60 to 500. Additional details regarding the pre-Games test events are included in Table A17 below. Note that the data below present expected results, not realized results.

**Table A17: Expected pre-Games test events at TPASC, February to April 2015**

Name of events	Athlete participation	Sports	Disciplines	Estimated # of athletes	Event owner
2015 Winter Senior National Diving Championships (Pan Am Qualifier)	Canadian National Championship	Aquatics	Diving	60 – 70	Diving Canada
2015 Junior/Cadet Pan American Fencing Championships	International — Qualifier for World Championships and D level SC carding. Pan Am countries include Brazil, USA and Canada	Fencing	N/A	300	Canadian Fencing Federation
CanAm event	International — National athletes from Canada and the US. Selection of Canadian and US Parapan Am Games Team, other countries by invitation	Aquatics	Swimming	250	Swim Canada
2015 Canadian Swimming Trials	National athletes — selection trial for Pan Am Games team	Aquatics	Swimming	500	Swim Canada
Canadian Open Synchronized Swimming Championships	International — Eight countries by invitation	Aquatics	Synchronized Swimming	356	Synchro Canada

Source: (TO2015, 2014d).

#### d) Perceptions regarding opportunities for Canadian athletes, coaches and officials

Interview and survey questions as part of this review were not specific to any of the facilities or to aspects of high performance access. Hence, this sub-section presents general comments that emerged from these two lines of evidence.

A few key informants reported that hosting the Games provided sport excellence and sport development opportunities for Canadian athletes, coaches and officials. By hosting the Games in Canada, travel costs are lessened, which allows for a greater number of Canadian athletes to participate in a major international sporting event that contributes to high performance development. Also, by supporting the construction of new and renovated facilities, this provides greater training opportunities for Canadian athletes, many of whom are required to travel and/or live abroad to train.

As well, respondents to the coaches' survey reported that opportunities are being provided to both male and female athletes and coaches; nearly two thirds of coaches (65%) indicated that the hosting of the Games provided opportunities to a great or moderate extent to both male and female able-bodied athletes, while over half reported that they provide opportunities to a great or moderate extent to female coaches (55%) and male coaches (56%). Results below in Table A18.

<b>Table A18: Survey of coaches. To what extent does hosting the 2015 PanAm/ParapanAm Games in Toronto provide the following groups of Canadians with opportunities to participate in sport at a high performance level?</b>		
	<b>(n=134)</b>	<b>%</b>
<b>Female able-bodied athletes</b>		
Not at all	1	1%
To a small extent	7	5%
To a moderate extent	24	18%
To a great extent	63	47%
Don't know	16	12%
N/A	23	17%
<b>Male able-bodied athletes</b>		
Not at all	1	1%
To a small extent	7	5%
To a moderate extent	23	17%
To a great extent	64	48%
Don't know	15	11%
N/A	24	18%
<b>Female AWAD</b>		
Not at all	9	7%
To a small extent	5	4%
To a moderate extent	15	11%
To a great extent	44	33%
Don't know	31	23%
N/A	30	22%
<b>Male AWAD</b>		
Not at all	8	6%
To a small extent	6	5%
To a moderate extent	15	11%
To a great extent	44	33%
Don't know	31	23%
N/A	30	22%
<b>Female Indigenous athletes</b>		
Not at all	8	6%
To a small extent	7	5%
To a moderate extent	10	8%
To a great extent	16	12%
Don't know	58	43%
N/A	35	26%

<b>Male Indigenous athletes</b>		
Not at all	8	6%
To a small extent	7	5%
To a moderate extent	10	8%
To a great extent	15	11%
Don't know	59	44%
N/A	35	26%
<b>Female coaches</b>		
Not at all	3	2%
To a small extent	11	8%
To a moderate extent	23	17%
To a great extent	51	38%
Don't know	22	16%
N/A	24	18%
<b>Male coaches</b>		
Not at all	5	3%
To a small extent	11	8%
To a moderate extent	18	13%
To a great extent	58	43%
Don't know	19	14%
N/A	23	17%
Note: Totals may not sum to 100%, due to rounding.		

Similarly, 65% of NSOs, MSOs, and CSOs surveyed reported that hosting the 2015 Games provides opportunities to a great extent for athletes and coaches in general, as well as for female athletes and coaches specifically. Further, 59% of sport organizations indicated that the Games provide opportunities to a great extent for officials, and half indicated that they provide opportunities to a great extent for persons with a disability. Results are shown in Table A19 below.

<b>Table A19: Survey of sports organizations. To what extent does hosting the 2015 PanAm/ParapanAm Games in Toronto provide the following groups of Canadians with opportunities to participate in sport at a high performance level?</b>		
	<b>(n=34)</b>	<b>%</b>
<b>Athletes and coaches in general</b>		
Not at all	-	-
To a small extent	1	3%
To a moderate extent	10	29%
To a great extent	22	65%
Don't know	1	3%

<b>Female athletes and coaches</b>		
Not at all	-	-
To a small extent	2	6%
To a moderate extent	9	26%
To a great extent	22	65%
Don't know	1	3%
<b>Persons with a disability</b>		
Not at all	4	12%
To a small extent	3	9%
To a moderate extent	7	21%
To a great extent	17	50%
Don't know	3	9%
<b>Indigenous people</b>		
Not at all	2	6%
To a small extent	11	32%
To a moderate extent	6	18%
To a great extent	2	6%
Don't know	13	38%
<b>Officials</b>		
Not at all	-	-
To a small extent	1	3%
To a moderate extent	12	35%
To a great extent	20	59%
Don't know	1	3%
Note: Totals may not sum to 100% due to rounding.		

However, nearly half of respondents from the coaches' survey did not know whether the Games provide opportunities for female (43%) and male (44%) Indigenous athletes to participate in sport at a high performance level. Half of sports organizations surveyed (50%) indicated that the Games provide opportunities only to a small or moderate extent for Indigenous people, while another 38% did not know whether the Games provide opportunities for that group.<sup>74</sup>

NSOs related to summer sports were asked an additional question specifically regarding funded legacies associated with the 2015 Games. They were divided, with half indicating that the hosting of the 2015 Games and funded legacies have contributed to a great or moderate extent to providing opportunities in the pre-Games period for athletes to participate in sport events in Canada, while 44% reported that the contribution was small or non-existent. Results are presented in Table A20 below.

<sup>74</sup> Issues surrounding the development pathway of Indigenous athletes are discussed further in the grouped evaluation of sports funding programs.



<b>Table A20: To what extent is the hosting of the 2015 PanAm/ParapanAm Games and the funded legacy facilities/venues and equipment contributing to provide opportunities in the pre-Games period for the athletes you work with to participate in sport events in Canada?</b>		
	<b>NSO (n=32)</b>	<b>%</b>
Not at all	9	28%
To a small extent	5	16%
To a moderate extent	5	16%
To a great extent	11	34%
Not applicable (venues are not geared to our sport)	2	6%

**Evaluation Question:**

To what extent was the additional funding provided useful for improving Team Canada’s performance?

**KEY FINDINGS**

Team Canada ranked second place overall in the medal count for both the Pan Am Games and the Parapan Am Games. However, it is not possible to assess whether the Government of Canada’s additional contribution of \$3 million to prepare Team Canada for the Games had a direct impact on its performance.

The Government of Canada invested in Canada’s high performance athletes, coaches and officials with \$3 million of additional funding intended to prepare Team Canada for the Games (Canadian Heritage, 2014c).

According to representatives of the Excellence Division of SC, the process for awarding these funds was based on OTP recommendations and external consultations. Of note is that this was a ‘special set of recommendations’ from OTP, as it involved some NSOs that would not necessarily receive targeted excellence funding normally, but did so because of the 2015 Games. As shown in Table A21 and Table A22 below, Canada finished second overall in the medal count for both the Pan Am Games and the Parapan Am Games, with a total of 217 and 168 medals respectively.

Based on available evidence, it is not possible to assess whether the \$3 million in additional funding had a direct impact on Team Canada’s performance. This would require some way of distinguishing it and its impact from the remainder of the financial support to sports organizations and athletes.

The Excellence Division also indicated that there are separate reporting requirements for NSOs that received funding, but reporting was not yet submitted at the time of the review (planned for July 1, 2016).

<b>Table A21: 2015 Pan Am Parapan Am Games medal count and rankings, Pan Am results</b>					
<b>Rank</b>	<b>Countries</b>	<b>Gold</b>	<b>Silver</b>	<b>Bronze</b>	<b>Total</b>
1	United States	103	81	81	265
<b>2</b>	<b>Canada</b>	<b>78</b>	<b>69</b>	<b>70</b>	<b>217</b>
3	Brazil	41	40	60	141
4	Cuba	36	27	34	97
5	Colombia	27	14	31	72
6	Mexico	22	30	43	95
7	Argentina	15	29	31	75
8	Venezuela	8	22	20	50
9	Ecuador	7	9	16	32
10	Guatemala	6	1	3	10
11	Chile	5	6	18	29
12	Peru	4	4	6	14
13	Dominican Republic	3	11	10	24
14	Jamaica	3	4	2	9
15	Trinidad & Tobago	3	3	2	8
16	Bahamas	2	2	2	6
17	Puerto Rico	1	1	13	15
18	Uruguay	1	1	3	5
19	Saint Lucia	1	0	0	1
20	Barbados	0	1	2	3
21	Bolivia	0	1	2	3
22	El Salvador	0	1	2	3
23	Paraguay	0	1	2	3
24	Panama	0	1	1	2
25	Antigua & Barbuda	0	1	0	1
26	Grenada	0	1	0	1
27	Honduras	0	1	0	1
28	Bermuda	0	0	1	1
29	Costa Rica	0	0	1	1
30	Saint Kitts & Nevis	0	0	1	1
31	Saint Vincent & the Grenadines	0	0	1	1

Source: (TO2015, 2015a)

<b>Table A22: 2015 Pan Am Parapan Am Games medal count and rankings, Parapan Am results</b>					
<b>Rank</b>	<b>Countries</b>	<b>Gold</b>	<b>Silver</b>	<b>Bronze</b>	<b>Total</b>
1	Brazil	109	74	74	257
<b>2</b>	<b>Canada</b>	<b>50</b>	<b>63</b>	<b>55</b>	<b>168</b>
3	United States	40	51	44	135
4	Mexico	38	36	39	113
5	Colombia	24	36	30	90
6	Cuba	19	15	13	47
7	Argentina	18	25	24	67
8	Venezuela	8	14	25	47
9	Chile	4	2	6	12
10	Jamaica	2	2	1	5
11	Trinidad & Tobago	2	0	0	2
12	Ecuador	1	0	4	5
13	Bermuda	1	0	0	1
14	Uruguay	1	0	0	1
15	Nicaragua	0	0	4	4
16	Costa Rica	0	0	2	2
17	Puerto Rico	0	0	2	2
18	Dominican Republic	0	0	1	1
Source: (TO2015, 2015b)					

**Evaluation Question:**

To what extent was the Federal Cultural Strategy associated with the 2015 Games useful to maximize the impact of the Games?

**KEY FINDINGS**

While it is not possible to examine the impact of the FCS with the limited information available, it appears to have expanded the reach of the Games, at least in terms of audiences locally and across Canada.

The FCS was part of the Government of Canada's plan to maximize the impact of the Games and enhance Canadians' pride and sense of identity as a nation. As indicated previously, \$6 million in funds were repurposed for the Strategy<sup>75</sup> — \$1 million for torch relays, \$1.4 million for the main official celebration site in Toronto (Nathan Phillips Square), and \$3.6 million for community celebrations across Canada. This funding was to “promote Canadian culture, history, heritage, and official languages while showcasing Canadian values and enhancing engagement in the Americas” leading up to and during the Games (Government of Canada, n.d., p. 1). In addition, the Department of Foreign Affairs, Trade and Development Canada (DFATD) and

<sup>75</sup> As noted earlier, the evaluators do not have information regarding the rationale behind the decision to repurpose funds toward cultural activities.

Citizenship and Immigration Canada (CIC) “[provided] support through raising awareness and supporting intercultural events” (Government of Canada, n.d.).

Key informants noted that a key priority under the Strategy was the promotion of Francophone and Anglophone cultures across Canada, and specifically the promotion of Francophone culture in Canada, according to some of them. CAs as part of the Strategy included official language requirements, requirements for balanced programming in both languages and involving artists from both cultures. Another key priority according to key informants was to ensure a pan-Canadian scope to the Torch Relay.

The \$3.6 million of funding intended for community celebration across Canada was dispersed through the *Toronto 2015 Pan & Parapan American Games — Community Celebrations Fund*, a two-year funding initiative that ended on August 15, 2015. The Fund provided support in the form of grants and contributions to activities and events across Canada which met the following objectives:

- ▶ “raise awareness of the 2015 Pan and Parapan American Games and provide Canadians with opportunities to participate in the celebrations;
- ▶ enhance Canadians' awareness of their country's place in the Americas and the importance of the Americas to Canada;
- ▶ celebrate the diverse cultures of Canadian diaspora communities from the Americas;
- ▶ showcase Canadian values, culture and identity to the over 250,000 tourists who will attend the 2015 Games in the Greater Golden Horseshoe region of Ontario; and
- ▶ commemorate Canada's shared history and heritage in summer sports” (Canadian Heritage, n.d.-d, p. 7).

Based on the latest CCF project database (December 4, 2015), of the 116 project applications that were submitted, 111 were approved (three rejected and two withdrawn). Of the 111 approved projects, 20 were funded via contributions, which ranged from \$20,000 to \$1.4 million (for the main celebration site) per project. The remaining 91 projects were funded through grants, and ranged from \$3,500 to \$50,000 per project. Almost all of the recipients have fulfilled the reporting requirements (14 of the 111 had not submitted a report as of December 4, 2015). The following sub-sections summarize the activities as per the indicators in the evaluation matrix: Torch Relay and community involvement, support to festival sites, and community celebrations and branded events.

### **Torch Relay and community involvement**

According to the report on the Strategy prepared by the Major Events, Commemorations and Capital Experience (MEC) Division of PCH, “(t)he Toronto 2015 Pan Am Games’ Torch Relay took place over 40 days, involving 3,000 torchbearers who brought the Torch to 130 communities across Ontario and five cities outside of Ontario. The Toronto 2015 Parapan American Games’ Torch Relay took place over five days, and involved two torches journeying toward one another from Niagara and Ottawa along Lake Ontario’s waterfront. The torches were carried by 150 torchbearers and the routes included 13 main celebrations. There were no stops or

celebrations outside of Ontario for the Parapan Relay.” Approximately \$1 million was allocated to the national component of this relay, and over \$500,000 was awarded to 51 municipalities within Ontario who were hosting day and/or evening celebrations for the Pan and Parapan Am Relays (Canadian Heritage, 2015k, pp. 2–3). Even though it was not planned in the Service Level Agreement between ECCC and TO2015, weather forecasting services were provided from the Ontario Storm Prediction Centre even when the torch left the province. Every day, a 3-day outlook was provided according to where the torch would be in the subsequent days.

The report prepared by the MEC Division highlights the positive relationships with, and engagement of cultural event partners, the event management knowledge and expertise of the Special Projects Team of the Division, and the engagement of PCH regional office personnel, all of which proved essential to the success of the implementation of the Strategy and monitoring of the various events. On a less positive note, it indicates that underspending by TO2015 was a factor in the limited amount of local promotion of Torch Relay events, but the report does not identify the consequence, if any, of the limited promotion (Canadian Heritage, 2015k, p. 3).

### **Festival sites**

Through the CCF, PCH contributed \$1.4 million to the City of Toronto for the main celebration site at Nathan Philips Square and the associated 23 day long, all-day, free programming known as PANAMANIA LIVE. This contribution represented approximately 16% of the total \$8.4 million budget. The MEC Division negotiated specific priorities for this site/event with the City and the other partners. According to the report on the Strategy prepared by MEC, “[t]he final PANAMANIA LIVE program reflected these priorities, giving a good profile to performers from all regions of Canada, both official languages groups and Indigenous communities during the Pan and Parapan Am Games. In addition, approximately 40% of the program featured artists with ties to other countries in the Americas, including many Canadians from diaspora communities” (Canadian Heritage, 2015k, p. 4).

However, PCH expectations “were communicated in general terms [...], without specific quantifiable quotas attached to each priority [...]. As such, there was a considerable amount of dialogue and changes made to the program as the event producers attempted to fulfill their commitments and meet the exact level of diversity envisioned.” In addition, the private sponsor-produced component (CIBC Victory Celebrations) “fell generally outside the purview of the PANAMANIA LIVE producers, while still being subject to the broader official languages requirements [...]. As such, official languages issues posed more challenges, took longer to resolve and, in some instances, produced less satisfactory results” (Canadian Heritage, 2015k, p. 5).

Attendance numbers are not yet available at the time of the preparation of this evaluation report, but they are expected to exceed the target of 250,000 (Canadian Heritage, 2015k, p. 4).

### **Community celebrations and branded events**

The CCF also supported several community-led celebrations and cultural events in the GTA and across Canada, including:

- ▶ Expanded Franco-fête, which complimented PANAMANIA LIVE;
- ▶ Aboriginal Pavilion at the Games;

- ▶ Celebrations and cultural events held by the eight Games host municipalities in the GTA; and
- ▶ Another 43 projects across Canada inspired by the Games.

The report prepared by the MEC Division does not speak to the level of participation or success of these events. It does highlight one area where the community celebration component was not successful. The Aboriginal Pavilion attendance did not meet expectations. At the time of the preparation of this evaluation report, it was estimated at 12,000, as opposed to the original estimate of 40,000 (Canadian Heritage, 2015k, pp. 6–8).

#### Achievement of expected results

Broadly, MEC’s Lessons Learned report on the Strategy concludes that “the broader emphasis of the federal investment in the 2015 Games on generating cultural, sport, social and economic benefits was achieved, leaving a legacy of the Government of Canada being recognized as an essential and effective partner in the hosting of major celebrations and international sporting events” (Canadian Heritage, 2015k, p. 10).

More specifically, key informants reported that the reach of the Games was expanded due to the support via the FCS:

- ▶ the Strategy extended the reach through a key component — the Torch Relay — across Canada;
- ▶ provided free access to cultural events locally as part of the Games, which otherwise would not have been free or would not have taken place at all; and
- ▶ created a sense of engagement across Canada by supporting cultural events inspired by the Games across the country, which would also likely not have taken place otherwise.

The challenges and lessons learned identified by the MEC Division are mostly in the category of event management and monitoring, internal coordination, and communication with partners, and, as such, do not provide an indication of the impact of the Strategy or its role in maximizing the impact of the Games.

#### **Evaluation Question:**

Were all key risks identified and monitored? If not, what risks were not identified, and did PCH, other federal Partners and signatories to the Multiparty Agreement respond effectively to unforeseen risks?

#### **KEY FINDINGS**

The FS Integrated Risk Management Framework and associated registry structure were effective in order to identify, assess and develop mitigation plans for risks related to the Games for the majority of the EFS.

PCH and EFS partners reviewed and revised risks and their mitigation strategies on a regular basis leading up to and during the Games. The registry was considered useful because it was continually updated, allowed for a focussed approach, and included a point person within the majority of departments/agencies for each of their risks.

The Enterprise Risk Management function of TO2015 used a similar risk tracking system for risks associated with the facilities and venues for the Games (outside of the Government of Canada's purview but related to its sizeable contribution).

The review found that all major risks were identified and that engaging the key subject matter experts, including experts on "weather-related" risks, early in the development is important.

In its audit of the HP and the FS in July 2014, the internal audit team "found that effective mechanisms [were] in place to identify, assess, and develop mitigation plans for risks related to the [Games]" (Canadian Heritage, 2014c, p. 7). An Integrated Risk Management Framework (IRMF) was developed to identify, monitor, and guide actions that "reduce the likelihood and/or impact of risks, prevent risks from becoming issues, or mitigate the impact of risks or issues" (Canadian Heritage, 2014f, p. 8). PCH prepared an extensive risk registry. It compiled risks related to the entire Government of Canada contribution to the Games, which were "identified through a number of means, including internal as well as third party review of TO2015's Business Plan, review of activity reports provided by TO2015, results of recipient compliance audits, quarterly meetings of the EFSWG, [FS] participation in key Games working groups, as well as ongoing communications between MPA parties and members of the EFSWG" (Canadian Heritage, 2014c, p. 8).

The IRMF rated both the likelihood of a risk and its potential impact (on Games delivery, finances, compliance, reputation) to create an overall risk rating. Risks fell into one of five zones: very low, minor, moderate, high and extreme. The Master Tracker List indicates that there are 63 themes (including individual Games venues as distinct themes), and risks are clearly identified with a point person, unit within PCH and federal department or agency responsible (if not PCH). Furthermore, there are two types of risks in the IRMF (Canadian Heritage, n.d.-c):

- ▶ **Global risks:** The Global Risk Registry includes risks that are the responsibility of various units within SC, such as PIM or IMMIG groups. The registry includes the risk, the likely cause(s) of the risk, SC primary owner, overall ownership (multiparty, federal family, PCH), likelihood and impact rating, factors influencing the impact rating, and PCH response (mitigate, monitor, and ongoing action).
- ▶ **Operational risks:** INTER, PIM, and IMMIG all have ownership of individual operational risks. Details provided about identified risks include: the risk cause (if applicable), foreseeable impact dates (where applicable), risk likelihood and impact rating, status (issue, mitigation, or monitor), next risk response action, and target date for next response.

Since the IRMF was continuously built on and updated up to and including the Games, "new" risks and "closed" risks were listed separately, as was a "mitigation report" on mitigated risks to date.

PCH and the participating federal department or agency reviewed and revised risks and their mitigation strategies on a regular basis leading up to and during the Games. Key informants indicated that as part of the EFS Working Group, departments and agencies were able to provide risk assessments and discuss any risks associated with governance, funding or Games-related

activities, while the SSWG enabled member departments and agencies to discuss any risks related to safety and security based on their respective TAs before and during the 2015 Games. This was done on a quarterly basis, and closer to the Games, risks were assessed and reviewed on a biweekly or weekly basis.

A few key informants commented that the registry was useful, namely because it was continually updated and allowed for a very focussed approach in identifying, monitoring and mitigating risks by describing the potential impact, likelihood and rating of risks, as well as including the contact information of a point person within the majority of departments and agencies responsible for any given risk. The internal SC lessons learned exercise indicates that responsibility for populating and maintaining parts of the risk registry was assigned to units which, in some cases, were not the most familiar with the subject-matter area, nor the most dependent on the maintenance of a quality risk registry (Canadian Heritage, 2015b, p. 2). However, the Lessons Learned documents do not report any consequences arising out of this. Some participants in this exercise indicate that tracking tools such as the risk registry and work plan are good, while others indicate they are overly complex, time consuming or not practical.

The 2014 audit indicated that based on the review of the registry, risks had been identified and assessed, and that action items and follow-up had been identified and assigned (Canadian Heritage, 2014c, p. 8). With the exception of ECCC, key informants did not provide comments on unforeseen or unidentified risks before or during the 2015 Games. ECCC indicated that they had provided input on the weather component but felt they were asked too late in the process to make their expertise meaningful. It was noted during interviews that engaging the key subject matter experts early in the development of the registry is important, including experts on “weather related risks”.

As for risks outside of the Government of Canada’s purview but related to the sizeable contribution toward facilities and venues by governments, TO2015’s ERM function was “responsible for identifying, reporting, and monitoring risks, and providing recommended remediation activities in order to mitigate personnel and property losses, health and safety, and claims management” (TO2015, 2015d, p. 2). The ERM function developed a strategic risk identification system known as its Risk Tracker — highly similar to the FS’s IRMF, and a regularly updated Operational Risk Assessment, and venue operating risk assessments (TO2015, 2015d, p. 4). The Risk Tracker was reviewed monthly by the TO2015 Senior Leadership Team (TO2015, 2015d, p. 5). The most recent information available for the review was the Q1-2015 (April to June 2015) tracker.



**Evaluation Question:**

What lessons have been learned in the design and delivery of this horizontal initiative?

**KEY FINDINGS**

Examples of lessons learned and good practices in the design and delivery of this initiative emerged from interviews and the post-Games “lessons learned” discussions among the various parties within PCH, mostly in the following areas:

- ▶ defining roles and responsibilities clearly and early;
- ▶ providing flexibility in funding allocation;
- ▶ continuing to ensure that mechanisms are in place for effective coordination and communication within the federal family; and
- ▶ continuing to have a clear governance and decision-making structure within PCH.

Regarding defining roles and responsibilities, it does not mean that the process was inadequate, as planning assumptions can change significantly for every Games (major events), affecting the roles and responsibilities of departments and agencies. The lessons to be understood are that good planning includes the ability to adapt to the changing environment.

Individual departments conducted their own lessons learned exercises — or, in the case of the safety and security portfolio, After Action reports. As such, several lessons learned in the design and the delivery of such a horizontal initiative emerged from a few key informant interviews as part of this review, as well as from the EFSWG Lessons Learned and the PCH Coordination Lessons Learned documents. Not surprisingly, lessons drawn from those documents consist of fairly general comments, since they are a summary of the group discussions that took place. Nonetheless, the key lessons are grouped as follows.

**Flexibility in funding allocation**

The EFSWG Lessons Learned document (Canadian Heritage, 2015j, pp. 1–3) indicates that:

- ▶ “Departments and agencies that experienced financial pressures were able to have this alleviated through transfers from those who experienced a surplus.” This was confirmed by key informants as indicated in Section 5.2.3. They also indicated that this was facilitated by the FS.
- ▶ Also, “[d]epartments and agencies appreciated having the funds in advance, and the ability to move funds around as needed.”
- ▶ “Some departments adjusted the level of service provided in order to add activities that were not originally anticipated and funded.” Again, this was confirmed by key informants as indicated in Section 5.2.3.
  - Not all EFS departments and agencies had a full understanding of their roles and responsibilities, as well as expectations for the Government of Canada with regards to the Games, which impacted their ability to properly and accurately plan.
- ▶ “However, the funding mechanisms used to secure funds from the Treasury Board of Canada implied that the funds were not provided by special purpose allotment, which defines

the possible use(s) of funds”, so the departments/agencies technically had some flexibility in allocating the funds.

### **Coordination and communication within the federal family**

The same document also highlights the following key lessons:

- ▶ “The EFSWG, chaired by PCH, was a beneficial forum for sharing information and understanding the federal family’s activities, leading up to and through Games time.” This was confirmed by key informants, as indicated in Section 5.2.1.
- ▶ “The EFSWG also allowed for relationships to develop between service delivery partners (including PCH), which facilitated issue management and “knowing who to call” at Games time.”
  - Again, this was confirmed by key informants among the FS, who also indicated that in the future, for similar undertakings, even if there were staff turnover in other departments and agencies, they would generally know where to direct their enquiries, and this would likely save time and effort.
- ▶ Based on both sources, an off-shoot of the EFSWG, the FCN, was deemed useful, especially closer to the Games.
- ▶ “Through the Safety and Security Working Group (SSWG), both the Pan Am ISU and the province were better engaged with the Federal partners and vice versa. This included TO2015 as well.”
- ▶ However, the Lessons Learned document also underlines that the “Terms of Reference for working groups and subcommittees should be finalized early on” in order to provide greater clarity regarding roles.
  - Key informants also underlined the importance of defining roles and responsibilities of partner departments, agencies and committees early in the planning process to ensure that there is a common understanding of roles and responsibilities, as well as expectations and requirements for the event.
- ▶ “Constant, ongoing communication across and within WGs is key to ensure members have information on each other’s role, regulatory requirements, restrictions, and contact points for questions.” Knowing where to direct enquiries was also underlined as an important aspect by key informants, as stated above.
- ▶ “It is critical to embed [representatives of federal departments and agencies] with [the] host committee in order to convincingly communicate Government of Canada requirements, and share their significant experience.”
  - Key informants also underline the importance of: 1) having a Government of Canada representatives with a seat on the host committee in order to be in a position to share information strategically; and 2) appointing specific staff to subcommittees in order to oversee contractual requirements related to communications, particularly with regards to official language requirements.

### **Coordination and decision-making within PCH**

- ▶ “A dedicated Federal Secretariat is important for developing experience and competencies which will carry over to the next Games.”
  - Key informants also underlined this. As indicated below in relation to Section 5.3, some indicated that having a permanent FS within the department would be beneficial in terms of maintaining corporate knowledge, expertise and experience from one major event to another. A few underlined that the Vancouver 2010 FS was dismantled shortly after the Vancouver 2010 Games, which resulted in a loss of knowledge and experience. Interviews also revealed a drawback associated with a temporary FS, in that personnel were in determinate positions specifically created for the 2015 Games, which is not conducive to the transfer of knowledge.
- ▶ “A clear logic model and governance structure which contains all implicated parties is required to facilitate decision making, reporting to senior management and unit work coordination.” In relation to Section 5.3 (below), some key informants described governance challenges that impacted the delivery of the FS mandate specifically.
- ▶ Furthermore, the Lessons Learned document states that “[a]t the onset of games planning, all potential parties should be brought together (...) regardless of funding allocation (...) Hosting, Sport Excellence, Culture, Communications, Official Languages (...)” Strong internal collaboration across units is also desirable to build on each unit’s efforts, successes, and lessons learned.”
- ▶ In addition, “[a] general Project work plan based on the phases of the project supported by individual unit work plans would enhance coordination and efficiency”.
  - As indicated earlier, key informants indicated that the HPFSD developed its own work plans and tracking tools specific to each area, which can also be adapted for future similar undertakings. Representatives of the FS add that the Secretariat had a general work plan that included other units’ plans.

Finally, a few key informants warned against using the term “horizontal initiative” for an undertaking such as this one, since within the Government of Canada, and with the TBS, that typically refers to a multi-departmental initiative that is associated with new funding, whereas the contribution to the Games involved multiple departments and agencies that provided essential services that are already part of their existing business lines, and received incremental funding to provide more or slightly adapted services for the Games.

Lessons learned and good practices in the area of budgeting are discussed below.

Some departments highlighted examples of their lessons learned as a results of these Games. For instance, the Security component noted the following: – it was a good decision to have ECCC on the security team – the RCMP high level of support to the OPP was beneficial, as the OPP was able to access well developed and tested tools used during the 2010 Vancouver Games.

Each major event allows partners to build their body of knowledge on how to properly plan for secure major events. Several departments mentioned during the interviews that they now have processes and staff in place that have the knowledge and experience to contribute to

the delivery of these major events.

### 5.3 Demonstration of efficiency and economy

#### Evaluation Question:

Did the Government of Canada contribution to the Games remain within the original budget identified in the MPA and TB submissions? If there were changes, what factors accounted for cost variation?

#### KEY FINDINGS

The data available indicate that the Government of Canada contributions remain within original budgets. However, the data on actual contributions are limited and date back to the pre-Games period.

Potential contributors to cost variances include the following:

- ▶ unexpected changes in resource requirements; and
- ▶ difficulties for EFS departments and agencies to provide accurate cost estimates seven to eight years before the Games took place.

As described in previous sections, the Government of Canada expected to contribute up to \$500 million over the six-year period of 2010-11 to 2015-16 to support the following key areas: capital expenditures (up to \$377.1 million), 2015 Games Legacy (\$65 million), EFS (up to \$48.9 million), FCS (up to \$6 million), and Team Canada preparation (up to \$3 million). Overall, the actual Government of Canada expenditures data available suggest actual expenditures fall within planned contribution amounts. The information on actual contributions to date within each of the categories is as follows:

- ▶ **Capital expenditures, FCS and Team Canada preparation:** A document on projected capital project costs (including SC repurposing), dated March 2015, indicates that the projected federal capital cost for the Games was \$386.1 million, which includes \$6 million for the FCS (labelled as “Non-TO2015 Cultural Activities”) and \$3 million for Team Canada preparation (labelled as “Pan Am Athlete Development” and “Parapan Am Athlete Development”). This suggests that actual contributions within these categories were equal to planned contributions. These figures represent projected costs.
- ▶ **EFS:** Supplementary information tables in the FY 2012-13 and FY 2013-14 Canadian Heritage DPRs indicate that actual EFS contributions totalled \$7.5 million up to that point in time; this only includes EFS expenditures for those two fiscal years, whereas the total was expected to reach \$48.9 million post-Games (Canadian Heritage, 2013c, 2014b). The majority of departmental expenditures took place during the 2015-16 fiscal year, at Games time, when most service delivery took place. These will be documented as part of the FY 2015-16 DPR.
  - A few key informants provided some context, noting that in some instances resource requirements were lower than originally anticipated. For example, there were minimal requirements for maritime security support from the Canadian Coast Guard due to a low emergency management risk level anticipated by Ontario’s ISU for the 2015 Games.

Although these activities were included in the original budget, the Canadian Coast Guard reduced the scope of its operational plans and focused largely on its maritime safety mandate. In some cases, others indicated that resource requirements were higher than originally anticipated (e.g., there was a need for the increased surveillance of railways in Toronto's downtown core). A few others simply reported that their respective department or agency came in under budget. EFSWG's Lessons Learned further outline the services that were planned for but not delivered and services not planned for but delivered (Canadian Heritage, 2015j). As described in earlier sections, key informants explained that accurate cost estimates seven to eight years before the Games proved challenging for some EFS departments and agencies, which may have resulted in budgetary pressures or underspending.

- ▶ **Legacy funds:** A FY 2014-15 investment report on the Toronto 2015 Sport Legacy Fund indicates that the Fund received the expected contributions from the Government of Canada of \$65 million and the funds are currently under management (Toronto Foundation, 2015).

#### **Evaluation Question:**

Was the 2015 FS efficient in its operations?

#### **KEY FINDINGS**

The HPFSD implemented several monitoring and coordination controls that can be viewed as contributing to the efficient and effective management of Canada's contribution to the 2015 Games.

Some areas for improvement were identified which relate to efficiency, including the need for the PMF to measure the achievement of objectives for the delivery of EFS identified by Games organizers, a need for EFS departments to better understand their roles and responsibilities and expectations related to the Games, and high staff turnover.

There is evidence supporting the concept of a permanent FS, as a way of increasing efficiency going forward, as it could help with knowledge transfer, and maintain corporate knowledge, expertise and experience.

#### **Controls**

As described under Section 5.2.1, the 2014 audit of the HPFSD describes many controls implemented by the HPFSD to date for coordination and monitoring, indicating that they were properly designed and applied effectively. These include: an IRMF; a Project Management Toolset (PMT); CAMP; a Governance Framework for the Horizontal Elements of the Government of Canada Contribution to the 2015 Games; several committees and working groups; 12+ FTEs within the FS; regular required monitoring reports and recipient compliance audits; and a Legacy Fund Plan (Canadian Heritage, 2014c). These coordination and monitoring mechanisms can be viewed as contributing to the efficient and effective management of GoC's contribution to the Games. Further, key informants also noted that the FS was crucial to ensuring that the coordination of all departments and agencies involved in the planning and delivery of the Games.

As previously mentioned, the audit identified one key area for improvement regarding governance, in that there was no final PMF in place to measure the achievement of the objectives

identified for the delivery of EFS. Some monitoring and follow-up took place, but the audit noted a lack of a standard and consistent approach to measuring and monitoring the performance of EFS delivery partners. Although this primarily relates to coordination and monitoring (in Section 5.2.1), it also relates to efficiency, as it affects the ability to determine efficiency through the measurement of outcomes, and determining whether outputs were produced as expected (Canadian Heritage, 2014c). In fall 2014, a final PMF was approved.

### **A permanent FS**

Some key informants indicated that having a permanent FS within the SC branch would be beneficial, especially in terms of maintaining corporate knowledge, expertise and experience, as well as knowledge transfer — such as good practices and lessons learned — from one major event to another. The Vancouver 2010 FS was dismantled shortly after the Vancouver 2010 Games, at which point SC sought funding through a business case to establish a 19-person FS for the 2015 Games. The department granted \$656,289 of Operations and Maintenance funding through to FY 2015-16 and SC allocated internal resources to fill remaining FS positions (Canadian Heritage, 2015e). The loss of the FS after the 2010 Games resulted in a loss of knowledge and experience, according to a few key informants. Internal SC Project Management and PCH Coordination Lessons Learned further indicate a need for a permanent FS to maintain corporate memory and provide a built-in lessons learned process (Canadian Heritage, 2015b). Finally, the 2014 Audit of the HPFSD similarly adds that “the existence of a permanent entity for the Games would enable the department to identify and leverage lessons learned and leading practices from previous major Games hosted in Canada, thereby improving overall efficiencies” (Canadian Heritage, 2014c, p. 3). Without permanent funding, the efficiencies, expertise, and synergies of the current structure may be lost after the Games are complete.

**Evaluation Question:**

What lessons and good practices have been learned about cost and funding models for hosting major international sports events?

**KEY FINDINGS**

Key lessons learned and recommendations related to cost and funding models have emerged:

- ▶ Effective MPA negotiation ensures all appropriate parties are involved, includes face-to-face meetings, clarifies roles and priorities of each party to the MPA, and includes all parties and secures their participation before bidding, which in turn also increases the speed of MPA negotiations and drafting.
- ▶ Funds should be directly tied to each of the specific outcomes in MPAs/CAs, to make them easier to monitor and enforce.
- ▶ Lessons Learned also include a detailed examination of CAs, MPAs and of template document used for each, with a view to clearly indicate the level of detail required, and to avoid misalignment or confusion in the future.
- ▶ Official languages requirements included in the CA were not described in sufficient detail to allow TO2015 to prepare accordingly.
- ▶ Separate, additional funding should be made available to support translation services to relieve budgetary pressures on the host organization with regard to official language requirements.
- ▶ EFS departments and agencies should continue to be encouraged to reassess their budget estimates two to four years ahead of a major event, as they provide information to the FS for the RPP and DPR.

Many key informants noted that they have learned from their experiences in planning for and delivering past major events, including the 2010 Vancouver Olympic Games, the 2010 G-20 Summit held in Toronto, and the 1999 Pan Am Games held in Winnipeg. Key informants indicated that they were able to apply this past experience to the 2015 Games for operational and strategic planning and use tools that were developed for past events. However, they did not specify which tools were used.

They also provided some lessons learned and recommendations for the improvement of cost and funding models, resulting from the 2015 Games. One point, noted previously under Section 5.3, is a need for more flexibility in the process to allow EFS departments and agencies to reassess their budget estimates two to four years ahead of a major event. Key informants explained that some EFS departments and agencies experienced challenges in accurately estimating costs seven to eight years ahead. Recognizing this challenge, the FS recommended that EFS departments/agencies revised their planned expenditures twice yearly as part of the reporting process feeding into PCH's RPP and DPR. The difference between expected and actual EFS contributions described in Section 5.3 provides some evidence that EFS departments and agencies had particular difficulties projecting budgets that far in advance; however, as indicated in that section, the information on actual EFS expenditures only includes FY 2012-13 and FY 2013-14, and therefore does not reflect the actual EFS expenditures to date.

A few key informants noted that additional funding or direct translation support should be made available by the Government of Canada to support translation, in order to relieve budgetary pressures on the host organization and to avoid risks with regards to official language requirements, especially when the host organization has its own requirements relative to multiple languages (in the case of TO2015, trilingual Games under the auspices of an umbrella organization whose official languages are Spanish and English). A lack of both Canadian official languages on opening ceremony tickets for the Games resulted in one official complaint to the Office of the Commissioner of Official Languages. Corrective measures were taken by TO2015 where materials did not meet the requirements. A key informant indicated this could have been preempted if a fully approved official languages plan had been in place ahead of the Games (see page 23). Key informants added that this additional federal support should be provided, given that official language requirements is a TO2015 obligation under the federal government's contribution agreement. However, a few individuals within the FS explained the issue differently. In their view, the issue was two-fold: the requirements with regard to official languages were not described in sufficient detail in the CAs or elsewhere for TO2015 to prepare accordingly, hence they had to be informed and/or reminded along the way during the preparations and the Games (also as TO2015 grew rapidly); and no portion of the funding from the government was directly tied to meeting the official language requirements, which did not provide a clear indication for TO2015 to budget accordingly. A few indicated that, in the future, having a representative of the government with specific responsibilities for educating and monitoring the hosting organization on their official languages obligations would provide a more proactive means of ensuring these requirements are met. It was also suggested by SC that it could be more efficient to appoint a senior executive with the proper authority to implement clear OL directives within the Hosting Corporation and be accountable for meeting GC requirements.

Multiparty Management and Contribution Management Lessons Learned documents provide some further lessons learned and recommendations related to cost and funding models. These lessons learned focus on the design and implementation of MPAs and CAs. They include the following:

- ▶ a need to ensure that MPA and CA clauses can effectively be monitored and amended as required;
- ▶ difficulties in monitoring and enforcing MPAs and CAs since funds may not be directly tied to each outcome, which did not enable the government to withhold funds until the fulfillment of some of the requirements (Canadian Heritage, 2015c);
  - more specifically, setting aside specific funds for issues of concern to the Government of Canada, such as official languages and communications, so that holdbacks are in place and compliance enforced without unnecessarily delaying the project as a whole (Canadian Heritage, 2015a);
- ▶ a need for the clarification of the linkages between CAs and MPAs, as in the case of the Games, there were related clauses between CAs and MPAs that appeared contradictory or confusing;
  - attributed partially to difference in the level of detail between the two documents (MPA too specific, while CAs could be more specific in some areas);



- more specifically, greater use of “in principle” language is recommended in the MPA where issues do not need to be firmly entrenched and/or detailed (i.e., non-negotiable Government of Canada priorities) and the details can be worked out in the CAs (Canadian Heritage, 2015c);
  - a detailed examination of CAs, MPAs and of template documents used for each were recommended (Canadian Heritage, 2015a);
- ▶ positive aspects of how MPA negotiation proceeded for the Games include the following:
  - good collaboration with the province;
  - having the appropriate individuals involved in the negotiations;
  - face-to-face meetings;
  - ensuring clear priorities for each party of the MPA; and
  - getting all parties on board ahead of time before bidding, which increases the speed of negotiation and the drafting of the MPA (Canadian Heritage, 2015a).

## 6. Conclusions and recommendations

### 6.1 Conclusions

#### Relevance

Support for the 2015 Games contributes to HP outcomes by bringing top-tier competition to Canadian athletes, as well as constructing and upgrading facilities which are expected to promote Canadian's access to state-of-the-art training and competition facilities leading up to and after the delivery of the Games.

#### Performance

The federal government has fulfilled all of its MPA commitments — EFS, capital projects and legacy funds representing the most significant financial commitments — and federal coordination (no direct financial commitment provided).

A variety of measures that were put in place to provide oversight and assist with the management of the Government of Canada's contribution to the Games contributed to its success. These included the requirements and relationships established through the MPA; the financial and activity reporting requirements of the CAs; PCH's participation in the two coordinating committees related to the MPA (CC1 and CC2); and the various committees established to coordinate the delivery of the EFS commitments to the Games. Furthermore, the HPFSD established units dedicated to specific functions, and implemented several tools to assist in fulfilling its management roles successfully. These various governance, coordination and monitoring structures that PCH put in place and/or participated in can be viewed as contributing to the efficient and effective management of Canada's contribution.

Federal coordination with the host organization was positive overall. In addition, while the department built upon lessons learned as part of the Vancouver 2010 Games, evidence suggests that requirements in the area of official languages were generally well understood by TO2015. PCH (HPFSD and MEC) provided sustained advice and assistance to TO2015 and, as a result, there was only one OL complaint related to tickets for the opening ceremony, which is an indication of a high level of adherence to their OL obligations. The review yielded a few suggestions for the future:

- ▶ Explain requirements in detail in CAs in the future. Make part of the funding conditional on meeting those requirements.
- ▶ Require that an OL policy and plan be developed by the host organization earlier.
- ▶ Provide additional funding to the host organization specifically to assist them in meeting translation requirements for written material, to be tied to the approval of the plan developed by the host organization.
- ▶ Establish the responsibility and accountability for implementing OL requirements at the executive level of the hosting organization.

## **EFS**

SC and EFS department/agency representatives were generally satisfied with the resources allocated for the HPFSD and EFS, confirming that no gaps occurred in federal support for the Games. However, planning for these major events always starts several years (often 7 years) before the Games; forecasting so early in the process requires that mechanisms be in place to accommodate the changing environment. Hence PCH ensured that unused funds between departments/agencies could be transferred.

The FS developed a governance framework for the horizontal elements of Canada's contribution to the Games, which clearly outlines roles and responsibilities and identifies various committees and working groups to assist in the coordination of Canada's commitment to the Games. Stakeholders were generally very satisfied with the collaborative efforts (e.g., working groups) and communication that took place. However, the evidence points to some areas for improvement that relate to efficiency:

- ▶ the need for a PMF to measure the achievement of objectives identified for the delivery of EFS; and
- ▶ the need for improved communication early on in the planning process, so that all EFS departments understand their roles and responsibilities, as well as expectations related to the Games.

Documents confirm that the contribution by the HPFSD and EFS partners was recognized and budgeted for in policy and planning documents. However, due to the timing of the review, it is not possible to determine whether total HPFSD and EFS actual expenditures were within planned expenditures, as final reports have not yet been received.

Similarly, because of the timing of the review relative to the completion of the Games and the reporting cycle, the review does not benefit from up-to-date performance measurement data on the achievement of expected results by EFS departments and agencies. As a result, the review cannot accurately assess whether expected results were achieved in the end for each service area/department. However, the findings presented here are mainly based on data gathered from key informant interviews, minutes of meetings and a Lessons Learned document prepared by the EFSWG, according to which EFS departments and agencies produced their required outputs on time and aligned with their mandates. All lines of evidence indicate that expected results were mostly achieved. The one area that was affected by issues and delays was the accreditation system and accreditation materials.

### **Capital projects and legacy planning**

The federal government's financial contribution supported the construction of 10 new sports facilities as well as renovations and improvements to 17 existing facilities, for a total of 27 projects constructed or renovated to meet IF standards and specifications. In accordance with the contribution agreement, the audited financial statements are to be received by October 2016, however based on the current financial data provided to PCH, total capital expenditures should be within budget.

The Sport Legacy Fund is in place as planned to ensure programming and maintenance for a minimum of 20 years at the three legacy venues. The Legacy Fund Plan has been established to

manage the long-term maintenance and operations of the legacy venues, as well as the availability of these for high performance sports. According to the venue plans, qualified high performance athletes are, and will be, receiving between 35% and 44% of the hours available. Discounted rates also apply to them.

The LFAC was established to review and propose annual allocations from the Sport Legacy Fund and to facilitate ongoing monitoring of Fund activities. The terms of reference for the LFAC are described in the TO2015 Sport Legacy Fund Plan Approval and Agreement.

A key challenge in terms of the Legacy Fund Plan itself was related to the condition of having individual legacy facility use terms and conditions in place with each of the facility owners. The negotiations over each of the use terms and conditions agreements required time and effort, and the agreements had to be signed before the government's CA with the Toronto Foundation was finalized and signed, which delayed the latter.

From some key informant interviews we can conclude that the aspect of using a CA to deliver the Government's investment in designated legacy facilities and the implementation of a "draw down" fund worked well. It was perceived as being innovative. However, at the time of the review, it is too early to draw any evidence-based lessons learned from this approach.

### **Federal cultural strategy**

While it is not possible to examine the impact of the FCS with the limited information available, it is reasonable to conclude that the strategy contributed to expanding the reach of the Games locally and across Canada in terms of audiences.

### **Risk management**

The FS's IRMF and associated registry structure were effective in identifying, assessing and developing mitigation plans for risks related to the Games for the majority of the EFS. PCH and EFS partners reviewed and revised risks and their mitigation strategies on a regular basis leading up to and during the Games, ensuring that unexpected risks did not occur. The registry was considered useful and allowed for a tightly focused approach, and included a point person, within the majority of departments/agencies, for each of their risks. With the exception of ECCC, key informants did not provide comments on unforeseen or unidentified risks before or during the 2015 Games. ECCC indicated that they had provided input on the weather component but felt they were asked too late in the process to make their expertise meaningful. It was noted that engaging the key subjects matter experts, including experts on "weather related risks", early in the development is important.

### **Efficiency and Economy**

The data available at the time of the review indicate that the Government of Canada contributions were in all likelihood going to remain within original budgets. Due to the timing of the review, the most recent information available on capital expenditures is limited to the realized capital expenditures up to March 2015, and projected expenditures beyond this date.

The HPFSD implemented continuous learning, adjusting and reviewing of plans and processes as lessons were discussed in the various working groups. This ability to continuously challenge and learn was noted as an essential ingredient for innovation and success.

Finally, the HPFSD implemented several coordination and monitoring mechanisms that can be viewed as contributing to the efficient and effective management of Canada’s contribution to the 2015 Games. The evidence supports a FS as a way of increasing efficiency going forward, and to help maintain corporate knowledge, expertise, experience and knowledge transfer.

## 6.2 Recommendations

### Recommendation 1 – Expertise and knowledge transfer – Federal Secretariat

Some stakeholders suggested the establishment of a permanent FS as a way of increasing efficiency by ensuring the retention of expertise, of documenting experience, and of ensuring knowledge transfer going forward. Although the review does not have evidence to conclude that a permanent FS is essential to deliver major sport events, the review recognizes that the organizational entity in place (i.e., the FS implemented for the Toronto 2015 Games) allowed SC to play its coordinating, liaison and communications roles well with all parties involved.

It is recommended that the Assistant Deputy Minister (ADM) of the Sport, Major Events and Commemorations Sector explore various strategies and the best approaches for maintaining and building specific in-depth Games knowledge and expertise, including the option of a permanent FS, within Sport Canada.

### Statement of Agreement /Disagreement

Management agrees with this recommendation.

### Management Response

Management will explore strategies and approaches for maintaining and building specific in-depth Games knowledge and expertise, including various options for the FS. The Government of Canada is the only consistent stakeholder across major sport events hosted in Canada, as the province, city, organizing committee and franchise holders change with each event. Thus, maintaining and increasing this knowledge and expertise within the federal government is key to ensuring sound governance, operations and management across multi-million dollar sport events and in preserving Canada’s hosting reputation.

This recommendation is consistent with the value-added the FS provides by fulfilling its role in an effective manner in areas such as: information management, risk and issue management, multiparty engagement, federal coordination, reporting and governance, operations coordination and planning, and knowledge transfer. This role is essential in the pre-event, Games-time and post-event periods.

The exploration of strategies and approaches would take into account the fact that it is in the Government of Canada’s best interest to maintain the acquired Games knowledge and expertise

within Sport Canada. Should an option to expand on the current role of the existing FS be preferred, implementation will be dependent on the availability of incremental resources.

Deliverable(s)	Timelines	OPI
The ADM will identify options, taking into account the availability of additional resources, for maintaining in-depth Games knowledge and expertise related to bidding for and hosting of major sport events in Canada.	March 31, 2017	Director General, Sport Canada

**Recommendation 2 – Performance measurement framework**

Although it is understood that the development of a PMF to measure achievements of objectives for all federal parties involved is difficult to develop in the first few years of the planning process, as it is dependent on the plans of outside players (e.g., in the case of the 2015 Games, the Province and the Organizing Committee), it is suggested that the PMF be available as early in the process as possible.

Therefore it is recommended that the ADM Sport, Major Events and Commemorations Sector examine options that would ensure that a PMF is in place as early as possible, and is kept updated as the project evolves.

**Statement of Agreement /Disagreement**

Management agrees with this recommendation.

**Management Response**

This recommendation is consistent with the HPFSD intent to explore options for and the impacts of developing a PMF earlier in the pre-Games planning period, recognizing that the PMF would need to be revised and updated closer to the Games when more concrete plans are in place.

While this recommendation could result in a federal PMF being developed sooner, it is unlikely that it would result in other Games parties completing their plans and providing information any sooner to EFS departments and agencies. As noted in the Review, federal plans, and thus the PMF that articulates them, are dependent on the lead organizations having their plans in place. For the Toronto 2015 Games, federal family plans were dependent on the lead organizations, TO2015 and the Province of Ontario having developed their plans, so that they could formally request the specific federal services required, or provide the information that would enable federal departments and agencies to complete their plans. As noted in the Review, a number of factors influence the ability of the lead organizations to develop their plans. While Games may differ in terms of the lead organizations and the planning approaches used by each, due to key factors such as human resource budgets, threat assessments, venue simulations and test events,

plans are often clarified and confirmed in the year before a Games.		
<b>Deliverable(s)</b>	<b>Timelines</b>	<b>OPI</b>
The ADM will provide options to better align the timing of a PMF with the accountability and operational requirements of major hosting projects.	September 30, 2017	Executive Director, Hosting Program and Federal Secretariat Division, Sport Canada

## Appendix B: Framework for Pan and Parapan American Games

Review of the Federal Government Investment in the Toronto 2015 Pan and Parapan American Games			
Issues/ Questions	Indicators	Data Sources	Data Collection Methods
<b>A. Relevance</b>			
<b>A.1. How supporting the 2015 Games contributes to the Hosting Program outcomes?</b> (related to Grouped Sport Programs Evaluation matrix Issues B.1.1 & B.1.2)	<ul style="list-style-type: none"> <li>➤ Perceptions of senior PCH and federal government officials</li> <li>➤ Opinions of athletes, coaches and NSOs as to how the 2015 Games contribute to providing opportunities for athletes, coaches and officials to participate</li> <li>➤ Athletes' appreciation/use of new or upgraded sport facilities developed for the 2015 Games</li> <li>➤ Impacts of the 2015 Games on athlete performance and development in the context of an overall assessment of athlete performance at national and international events                             <ul style="list-style-type: none"> <li>a. Number of competition opportunities for Canadian athletes, coaches and officials at funded events</li> <li>b. Number of athletes from under-represented groups participating at funded events</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>➤ Rankings of participating athletes</li> <li>➤ Hosting Program's PMERS</li> </ul>	<ul style="list-style-type: none"> <li>➤ Document Review</li> <li>➤ Interviews</li> <li>➤ Surveys of athletes and coaches (past and new one)</li> <li>➤ Expert Panel</li> </ul>
<b>B. Performance</b>			
<b>B.1. Design, Delivery and Effectiveness: Achievement of Expected Outcomes</b>			
B.1.1. Is the contribution by the 2015 Federal Secretariat and EFS departments and Agencies recognized and budgeted in the policy and planning documentation?  Are there expenditures not identified?	<ul style="list-style-type: none"> <li>➤ -Financial flows (commitments by department)</li> <li>➤ -Perceptions, opinion, and analysis from 2015 FS and EFS Partners</li> </ul>	<ul style="list-style-type: none"> <li>➤ Public reports from FS and participating EFS departments/ agencies</li> <li>➤ Internal audits</li> <li>➤ TB submissions</li> </ul>	<ul style="list-style-type: none"> <li>➤ Document review</li> <li>➤ Interviews</li> </ul>
<b>Result per Service Area – Commitment Oversight &amp; Coordination</b>			
B.1.2. Has the 2015 FS been successful in fulfilling its monitoring and coordination role? <ul style="list-style-type: none"> <li>➤ Has the federal government, as embodied by the 2015 FS, communicated effectively with MPA parties?</li> <li>➤ Has the 2015 FS supported EFS departments to work collaboratively?</li> <li>➤ Has the 2015 FS monitored commitments to and by the GoC?</li> </ul>	<ul style="list-style-type: none"> <li>➤ Communication mechanisms in place</li> <li>➤ Communication between FS and participating departments and agencies</li> <li>➤ Attendance at meetings</li> <li>➤ Perceptions of TO2015 and other 2015 Partners</li> <li>➤ Perceptions of 2015 FS staff</li> <li>➤ Perceptions of the federal Partners about the coordination and communication from the FS</li> <li>➤ Number of interdepartmental meetings (Deputy Minister/ADM Level, EFS Working Group, and other interdepartmental committees)</li> </ul>	<ul style="list-style-type: none"> <li>➤ Communication material; Tools developed by FS to facilitate coordination and performance reporting; documents prepared for meetings</li> </ul>	<ul style="list-style-type: none"> <li>➤ Document review</li> <li>➤ Interviews</li> </ul>



Review of the Federal Government Investment in the Toronto 2015 Pan and Parapan American Games			
Issues/ Questions	Indicators	Data Sources	Data Collection Methods
<b>Result per Service Area – Contributions</b>			
<p>B.1.3. Did Sport Canada/2015FS manage GoC's contribution to the 2015 Games effectively and efficiently?</p> <p>2015 Legacy activities, construction and refurbishment of facilities were within the terms of the MPA?</p>	<ul style="list-style-type: none"> <li>➤ Perceptions of TO2015 and other 2015 Partners</li> <li>➤ Perceptions of 2015 FS staff</li> <li>➤ Outputs produced on time</li> <li>➤ Funds are secured from Treasury Board and transferred to recipient(s)</li> </ul>	<ul style="list-style-type: none"> <li>➤ TB Submissions; Contribution Agreements; Review of recipient plans;</li> <li>➤ Audit Reports</li> </ul>	<ul style="list-style-type: none"> <li>➤ Document review, review of administrative database</li> <li>➤ Interviews</li> </ul>
<b>Results per Service Area – Essential Federal Services</b>			
<p>B.1.4 Have results per service area been achieved?</p> <ul style="list-style-type: none"> <li>➤ Weather forecasting and Environmental Assessments (EC):</li> <li>➤ Timely weather and environmental predictions are provided;</li> <li>➤ Scientific and technical expertise and input to the environmental assessment process including follow-up activities are provided</li> <li>➤ Information available/provided for informed decisions to protect health, safety and security and economic prosperity in the face of changing weather and environmental conditions.</li> </ul> <p>Emergency Preparedness (PS, PHAC, HC, RCMP, DFO, TC, EC):</p> <ul style="list-style-type: none"> <li>➤ GoC is prepared and can respond to emergencies</li> </ul> <p>Security (RCMP, CSIS, ITAC, PS, TC, IC, DFO, CIC, CATSA):</p> <ul style="list-style-type: none"> <li>➤ The GoC has supported the OPP-led Integrated Security Unit in law enforcement and security efforts; Internationally Protected Persons are safe.</li> </ul>	<ul style="list-style-type: none"> <li>➤ Have relevant federal parties coordinated, developed, and executed effective strategies aligned with their mandates to ensure athletes, participants, and the public experience secure Games?</li> <li>➤ Did EC, PS, PHAC, HC, RCMP, DFO, TC, CSIS, ITAC, CIC, CBSA and IC produce required outputs on time to support the 2015 Games?</li> </ul>	<ul style="list-style-type: none"> <li>➤ Public reports from FS and participating EFS (for e.g. Reports on Plans and Priorities (RPP); Departmental Performance Reports (DPR))</li> <li>➤ Other public and available reports</li> </ul>	<ul style="list-style-type: none"> <li>➤ Document review</li> <li>➤ Interviews</li> </ul>

<b>Review of the Federal Government Investment in the Toronto 2015 Pan and Parapan American Games</b>			
<b>Issues/ Questions</b>	<b>Indicators</b>	<b>Data Sources</b>	<b>Data Collection Methods</b>
Border Security and Accreditation support (CBSA, CIC, RCMP, CSIS, PHAC, HC, TC): <ul style="list-style-type: none"> <li>➤ Effective and efficient border management and security supporting the flow of goods and people including support to the OPP-led accreditation process and security checks.</li> </ul>			
<ul style="list-style-type: none"> <li>➤ B.1.4.1 Have any financial or action lapses in support by any federal partner occurred?</li> </ul>	<ul style="list-style-type: none"> <li>➤ Evidence of any financial or action lapses</li> </ul>	<ul style="list-style-type: none"> <li>➤ Financial database; Project Management tools and database</li> </ul>	<ul style="list-style-type: none"> <li>➤ Document review</li> <li>➤ Interviews</li> </ul>
<b>Immediate Outcomes</b>			
B.1.5. Have the immediate outcomes been achieved?  B. 1.5.1. Is the 2015 Games Sport Legacy Fund in place to support programming and maintenance?	<ul style="list-style-type: none"> <li>➤ Output: Toronto 2015 Sport Legacy Fund</li> <li>➤ Output: Toronto 2015 Legacy Plan</li> <li>➤ Number of pre-Games sport events hosted at each legacy facility</li> <li>➤ Number of pre-Games sport events hosted at PAAC</li> <li>➤ Number of pre-Games sport events hosted at Milton Velodrome</li> <li>➤ Number of pre-Games sport events hosted at York Athletic Stadium</li> <li>➤ Total amount contributed to 2015 Games (Legacy)</li> <li>➤ Number of legacy facilities that received disbursements</li> <li>➤ Percentage of announcements / publications / other regarding the Legacy Fund that comply with Contribution agreement requirements related to federal visibility</li> <li>➤ Percentage of announcements / publications / other regarding the Legacy Fund that comply with OL requirements</li> <li>➤ Perception of the NSOs, MSOs and CSCs regarding access to legacy programs and venues of the 2015 PanAm Games by Canadians - including challenges and opportunities, if any (Sub-question to Grouped Sport Evaluation matrix question B.1.1.)</li> </ul>	<ul style="list-style-type: none"> <li>➤ NSOs and IMMIG data</li> <li>➤ TCF client submission</li> <li>➤ Contribution agreements</li> <li>➤ Data bases</li> </ul>	<ul style="list-style-type: none"> <li>➤ Document review</li> <li>➤ Literature review</li> <li>➤ Interviews</li> <li>➤ Survey</li> </ul>
B.1.5.2 Were the 2015 Games sport venues built or upgraded on time and on budget?	<ul style="list-style-type: none"> <li>➤ Number and percentage of facilities built on or under budget</li> <li>➤ Government of Canada contribution towards capital project expenditures did not exceed \$377.1M</li> <li>➤ Number of facilities</li> <li>➤ Number of facilities built on or under budget</li> <li>➤ Total capital Project Expenditures</li> <li>➤ Number and percentage of facilities, overall, built on time (ready for the Games)</li> <li>➤ Number of new &amp; improved venues</li> <li>➤ Percentage of venue agreements in place</li> </ul>	<ul style="list-style-type: none"> <li>➤ Recipient reports</li> <li>➤ IMMIG</li> <li>➤ Contribution agreements</li> <li>➤ Data base</li> </ul>	<ul style="list-style-type: none"> <li>➤ Document review</li> <li>➤ Interviews</li> </ul>

Review of the Federal Government Investment in the Toronto 2015 Pan and Parapan American Games			
Issues/ Questions	Indicators	Data Sources	Data Collection Methods
	<ul style="list-style-type: none"> <li>➤ Number of venues requiring a venue agreement</li> <li>➤ Number of venue agreements in place</li> <li>➤ Total \$ contributed to 2015 Games (Capital projects)</li> <li>➤ Percentage of GoC funding on total event cost (&lt;= 35%) on total government assistance (&lt;=50%)</li> </ul>		
B.1.5.3 Have the federal departments and agencies fulfilled their MPA commitments?	<ul style="list-style-type: none"> <li>➤ Total \$ contributed to EFS for the 2015 Games</li> <li>➤ Total lapsed EFS funding (not re-profiled)</li> <li>➤ Percentage of EFS service commitments met</li> <li>➤ Perceptions of TO2015 and other 2015 Partners, athletes, coaches and officials</li> <li>➤ Percentage of accountability requirements met as per the governance framework</li> </ul>	<ul style="list-style-type: none"> <li>➤ Activity Reports, Project</li> </ul>	<ul style="list-style-type: none"> <li>➤ Document review</li> <li>➤ Interviews</li> <li>➤ Survey</li> <li>➤ Expert Panel</li> </ul>
<b>Intermediate Outcomes</b>			
<p>B.1.6. Have the intermediate outcomes been achieved?</p> <p>a) Did the hosting of the 2015 Games provide sport excellence and sport development opportunities for Canadian athletes, coaches and officials?</p> <p>b) To what extent was the additional funding provided useful for improving Canada Team's performance?</p>	<ul style="list-style-type: none"> <li>➤ Perception of athletes regarding the importance of the "top up" funding</li> <li>➤ Percentage of facilities built to IF standards</li> <li>➤ Total number of facilities (new and upgraded)</li> <li>➤ Total number of facilities that meet IF standards</li> <li>➤ Percentage of hours available for the public for facilities receiving Legacy Funds</li> <li>➤ PAAC - Total hours available</li> <li>➤ PAAC – Number of hours available to public</li> <li>➤ Milton Velodrome - total hours available</li> <li>➤ Milton Velodrome – Number of hours available to public</li> <li>➤ York Athletics Stadium - Total hours available</li> <li>➤ York Athletics Stadium – Number of hours available to public</li> <li>➤ Difference between the rate charged to each HP user group vs rate charged to the public for facilities receiving Legacy Funds</li> <li>➤ Rate for HP user</li> <li>➤ Rate for public user</li> <li>➤ Number of NSOs using each of the 3 Legacy Fund facilities / by facility</li> <li>➤ PAAC</li> <li>➤ Milton Velodrome</li> <li>➤ York Athletics Stadium</li> <li>➤ Percentage of available hours used by HP sports for facilities receiving Legacy Funds</li> <li>➤ Total of hours available at the facility (note: this captures multi-use of full facility fields of play)</li> <li>➤ Number of hours used by HP sports</li> </ul>	<ul style="list-style-type: none"> <li>➤ Recipient reports</li> <li>➤ TCF client submission</li> <li>➤ NSO reports</li> <li>➤ TCF model</li> <li>➤ Actual data will be available in March 2015 or 2016</li> <li>➤ Rankings of participating athletes</li> </ul>	<ul style="list-style-type: none"> <li>➤ Document review</li> <li>➤ Literature Review</li> <li>➤ Interviews</li> <li>➤ Survey</li> <li>➤ Expert Panel</li> </ul>

Review of the Federal Government Investment in the Toronto 2015 Pan and Parapan American Games			
Issues/ Questions	Indicators	Data Sources	Data Collection Methods
	<ul style="list-style-type: none"> <li>➤ Total \$ by which the interest exceeds annual disbursement</li> <li>➤ Total \$ of interest generated through the Legacy Fund</li> <li>➤ Total Disbursement (over all 3 facilities)</li> <li>➤ Number of years that the Legacy Fund is projected to last</li> <li>➤ Performance of Canada Team: number of medals; overall ranking</li> </ul>		
B.1.7. To what extent was the Federal Cultural Strategy associated with the 2015 Games useful to maximize the impact of the Games?	<ul style="list-style-type: none"> <li>➤ Support Festival sites</li> <li>➤ Torch relay and community involvement</li> <li>➤ Community Celebrations and Branded Events</li> <li>➤ Number and type of cultural events funded</li> <li>➤ Participation in the Torch Relays</li> <li>➤ Participation in cultural events</li> </ul>	<ul style="list-style-type: none"> <li>➤ Celebration and Commemoration Program database and performance reports</li> </ul>	<ul style="list-style-type: none"> <li>➤ Document review</li> <li>➤ Interviews</li> </ul>
B.1.8. Were all key risks identified and monitored?  If not, what risks were not identified and did PCH, other federal Partners, and signatories to the Multi-Party Agreement respond effectively to unforeseen risks?	<ul style="list-style-type: none"> <li>➤ Risks identified /mitigation strategies implemented</li> <li>➤ Unidentified risks</li> </ul>	<ul style="list-style-type: none"> <li>➤ Risk registry</li> <li>➤ Project database</li> </ul>	<ul style="list-style-type: none"> <li>➤ Document review</li> <li>➤ Interviews</li> </ul>
B.1.9. What lessons have been learned in the design and delivery of this horizontal initiative?	<ul style="list-style-type: none"> <li>➤ Perception of PCH officials and FS staff</li> <li>➤ Perception of EFS partners and MPA signatories</li> </ul>	<ul style="list-style-type: none"> <li>➤ Project database</li> <li>➤ Reports FS</li> </ul>	<ul style="list-style-type: none"> <li>➤ Document review</li> <li>➤ Literature Review</li> <li>➤ Interviews</li> <li>➤ Expert Panel</li> </ul>
<b>B.2. Demonstration of Efficiency and Economy</b>			
B.2.1. Did the GoC contribution to the Games remain within the original budget identified in the MPA and TB Submissions? If there were changes, what factors accounted for cost variation?	<ul style="list-style-type: none"> <li>➤ Comparison of actual vs planned costs as it relates to delivering on MPA commitments (Infrastructure, Legacy Plan, EFS)</li> </ul>	<ul style="list-style-type: none"> <li>➤ Financial documents and database</li> </ul>	<ul style="list-style-type: none"> <li>➤ Document review</li> <li>➤ Interviews</li> </ul>
B.2.2. Was the 2015FS efficient in its operations?	<ul style="list-style-type: none"> <li>➤ Perception of PCH officials, EFS partners and MPA signatories</li> <li>➤ Outputs produced as expected</li> <li>➤ Coordination mechanisms implemented on time</li> </ul>	<ul style="list-style-type: none"> <li>➤ Project database</li> <li>➤ FS Documents</li> </ul>	<ul style="list-style-type: none"> <li>➤ Document review</li> <li>➤ Interviews</li> </ul>
B.2.3. What lessons have been learned about cost and funding models for hosting major international sports events?	<ul style="list-style-type: none"> <li>➤ Perception of PCH senior management, EFS partners and MPA parties</li> <li>➤ Perception of subject matter experts</li> </ul>	<ul style="list-style-type: none"> <li>➤ Project database</li> </ul>	<ul style="list-style-type: none"> <li>➤ Document review</li> <li>➤ Literature Review</li> <li>➤ Interviews</li> <li>➤ Expert Panel</li> </ul>

## Appendix C: Bibliography for Pan and Parapan American Games

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## Appendix D: Framework for Grouped evaluation of sport Canada programs

Grouped Evaluation of Sport Canada Programs (Hosting Program, Sport Support Program and Athlete Assistance Program – Annotated by ESD April 29, 2015 in order to clarify expectations for file review)				
Issues/Questions	Indicators	Data Sources	Data Collection Methods	Programs
<b>Grouped Evaluation of Sport Canada Programs: Evaluation Matrix <sup>76</sup></b>				
<b>A) RELEVANCE</b>				
<b>A1. Continued Need for the Programs</b>				
A1.1 What evidence exists that Canadians consider participation and excelling in sport important?	<ul style="list-style-type: none"> <li>➤ Number of Canadians participating in sport activities – demographic and time trends</li> <li>– Data on level of participation per group, per sport (type, organized or not, etc.)</li> <li>– Number of Canadians participating in sport through sport organizations’ membership, special projects and P/T bilateral agreements.</li> <li>– Requirement to report on levels of participation is also outlined in the SSP Terms and Conditions.</li> <li>➤ Canadians’ perceptions of the importance of participation and excelling in sport</li> <li>➤ Opinions of SC management, F-P/T partners, NSOs/MSOs/CSCs/Other non-government organizations/subject-matter experts</li> <li>➤ Emerging needs of Canadians and trends in the field of sport</li> </ul>	<ul style="list-style-type: none"> <li>➤ Annual reports from bilateral agreements, special project reports (SSP)</li> <li>➤ SC management, F-P/T partners, NSOs/MSOs/CSCs</li> <li>➤ Available polling data</li> </ul>	<ul style="list-style-type: none"> <li>➤ Document review</li> <li>➤ Key Informant interviews</li> <li>➤ Literature Review</li> <li>➤ Expert Panel</li> <li>➤ Survey (General Social Survey, new survey)</li> </ul>	<ul style="list-style-type: none"> <li>➤ SSP</li> <li>➤ HP</li> <li>➤ AAP</li> </ul>

<sup>76</sup> Where an indicator refers to the opinions or perceptions of SC management, it is understood that their opinions will be gathered via key informant interviews, and *not* via the survey.



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Grouped Evaluation of Sport Canada Programs (Hosting Program, Sport Support Program and Athlete Assistance Program – Annotated by ESD April 29, 2015 in order to clarify expectations for file review)				
Issues/Questions	Indicators	Data Sources	Data Collection Methods	Programs
A1.2 To what extent is federal support needed to achieve participation and excellence in sport?	<ul style="list-style-type: none"> <li>➤ Historical sport program funding from federal, provincial, and non-governmental sources</li> <li>➤ Comparable international Sport funding models</li> <li>➤ Proportion of overall funding from federal sources</li> <li>➤ Opinions of SC management, F-P/T partners, NSOs/MSOs/CSCs /subject-matter experts</li> <li>– Perception of the importance of federal funding in achieving participation and excellence.</li> </ul>	<ul style="list-style-type: none"> <li>➤ Federal/Provincial/Territorial budgets and public accounts</li> <li>➤ Amount of private funding to sports</li> <li>➤ SC management, F-P/T partners, NSOs/MSOs/CSCs</li> </ul>	<ul style="list-style-type: none"> <li>➤ Document Review</li> <li>➤ Key informant interviews</li> <li>➤ Literature Review</li> <li>➤ Expert Panel</li> <li>➤ Survey</li> </ul>	<ul style="list-style-type: none"> <li>➤ SSP</li> <li>➤ AAP</li> <li>➤ HP</li> </ul>
<b>A2. Alignment with Government Priorities</b>				
A2.1 To what extent are the mandates and objectives of each funding program consistent with federal policies and priorities, and specifically with Canadian Heritage’s strategic outcomes?	<ul style="list-style-type: none"> <li>➤ Alignment of each program’s objectives with government/ departmental goals and PCH strategic outcomes</li> <li>➤ Opinions of SC management, F-P/T partners</li> </ul>	<ul style="list-style-type: none"> <li>➤ PAA and program descriptions</li> <li>➤ SSP, AAP and HP reports</li> <li>– File review: focus on eligibility requirements. Are the activities and expenditures of organizations and projects funded by SC aligned with the objectives of the sport programs?</li> <li>➤ TBS documentation on programs (e.g., Ts and Cs),PCH’s RPP, DPR</li> <li>➤ F-P/T partners’ agreements</li> <li>➤ SC management</li> <li>➤ F/P/T partners</li> </ul>	<ul style="list-style-type: none"> <li>➤ Document review</li> <li>➤ Key informant interviews</li> </ul>	<ul style="list-style-type: none"> <li>SSP</li> <li>HP</li> <li>AAP</li> </ul>

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<b>A3. Alignment with Federal Roles and Responsibilities</b>				
<p>A3.1 How does provision of federal funds to sport programs align with federal roles and responsibilities?</p>	<ul style="list-style-type: none"> <li>➤ Type of role played by Federal, P/T and local governments, non-governmental organizations and the private sector in supporting participation and sport excellence.</li> <li>➤ Opinions of SC management, F-P/T partners</li> <li>➤ Opinions of subject-matter experts</li> <li>➤ Current legislation pertaining to federal role and responsibilities in Sport</li> </ul>	<ul style="list-style-type: none"> <li>➤ Bilateral agreements with P/T</li> <li>➤ SC management, and F-P/T partners</li> <li>➤ National Recreation Statement</li> <li>➤ Canadian Sport Policy</li> <li>➤ PA&amp;S Act</li> <li>➤ Federal Hosting Framework</li> <li>➤ Clear Lake Resolution, Maskwache Declaration, London Declaration</li> </ul>	<ul style="list-style-type: none"> <li>➤ Document review</li> <li>➤ Key informant interviews</li> <li>➤ Literature review</li> <li>➤ Expert Panel</li> </ul>	<ul style="list-style-type: none"> <li>➤ SSP</li> <li>➤ HP</li> <li>➤ AAP</li> </ul>

Grouped Evaluation of Sport Canada Program – final report

<b>B) PERFORMANCE - Achievement of Expected Outcomes</b>				
<b>B1. Intermediate Outcomes</b>				
B1.1 To what extent Canadians have access to legacy programs and venues?	<ul style="list-style-type: none"> <li>➤ Number of sport legacy plans that have been approved</li> <li>➤ Number of new or improved venues that became available for athletes' development and hosting competitions</li> <li>➤ Number and percentage of Sport Canada funded events which staged cultural events in conjunction with hosting project</li> <li>➤ Number of NSO using the new venues as a training centre<sup>77</sup></li> <li>➤ Number of hours dedicated to National Sport Organization high performance training and development in the new venues</li> <li>➤ Evidence of hosting projects that realized their sport legacy plans</li> <li>➤ Opinions of NSOs &amp; Toronto Foundation representatives</li> <li>➤ Perception of the NSOs, MSOs and CSCs of access to legacy programs and venues by Canadians, including challenges and opportunities, if any.</li> </ul>	<ul style="list-style-type: none"> <li>➤ HP reports and databases</li> <li>➤ NSO &amp; Toronto Foundation representatives</li> </ul>	<ul style="list-style-type: none"> <li>➤ Document review</li> <li>➤ Survey</li> <li>➤ Key Informant Interviews</li> </ul>	<ul style="list-style-type: none"> <li>➤ HP</li> </ul>

<sup>77</sup> According to the program, data will potentially be available only for 2014-15. The two indicators should be addressed in the survey, i.e.: ask NSO and MSOs if they use the new venues as training centres, and approx. how many hours were dedicated to NSOs High Performance training and development.

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<p>B1.2 What evidence exist that sport programs provided Canadians, including identified under-represented groups, with opportunities to participate in sport?</p>	<ul style="list-style-type: none"> <li>➤ Percentage of supported events that provided extra competition opportunities to Canadians due to the event being held in Canada</li> <li>➤ Percentage of supported events for Under-Represented Groups that provided extra competition opportunities to Canadians from Under-represented Groups due to being held in Canada (Subset of Total)</li> <li>➤ Level of funds HP has spent on paralympic events</li> <li>➤ Number of SPD, PWAD and P/T bilateral projects supported by Sport Canada</li> <li>➤ Opinions or perceptions of SC, NSOs, MSOs, CSCs, other non-government organization and P/T governments on the extent to which opportunities are provided to participate in sport</li> <li>➤ Percentage of NSOs, MSOs and CSCs partially or fully meeting Sport Canada’s participation and access related accountability standards since previous evaluation<sup>78</sup></li> <li>➤ Number of Canadian aboriginal people and PWAD participating in sport as an athlete, coach or volunteer, through sport organizations’ special projects and P/T bilateral agreements</li> </ul>	<ul style="list-style-type: none"> <li>➤ SSP (Internal documentation)</li> <li>➤ Annual reports from bilateral agreements, special projects reports (SSP)</li> <li>➤ NSOs/MSOs/CSCs annual and year end reports <ul style="list-style-type: none"> <li>- Identify examples of opportunities and barriers to participation for under-represented groups.</li> </ul> </li> <li>➤ HP (Internal documentation)</li> <li>➤ Event final reports</li> <li>➤ CFLRI surveys</li> <li>➤ Statistics Canada, General Social Survey</li> <li>➤ OL profile of carded athletes <ul style="list-style-type: none"> <li>- Excellence Division, AAP</li> </ul> </li> <li>➤ Sport Canada accountability standards data</li> </ul>	<ul style="list-style-type: none"> <li>➤ Document review</li> <li>➤ Survey</li> <li>➤ Key Informant interviews</li> <li>➤ Case studies</li> </ul>	<ul style="list-style-type: none"> <li>➤ HP</li> <li>➤ SSP</li> </ul>
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<sup>78</sup> Although the program informed ESD that the accountability standards were changed, the evaluators would prefer to keep this indicator to better understand the changes between the old and the new accountability standards, among others.

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<p>B1.3 To what extent are Canadian interests, values and ethics in sport advanced at home and abroad?</p>	<ul style="list-style-type: none"> <li>➤ Number of tests of Canadian athletes conducted by the Canadian Centre for Ethics in Sport</li> <li>➤ Percentage of Canadian athletes who tested positive for a doping infraction</li> <li>➤ Number of NSOs with an Alternate Dispute Resolution Policy in place</li> <li>➤ Number of international sport declarations, conventions, resolutions, etc. influenced by Sport Canada and/or its designates and/or endorsed by Canada.</li> </ul>	<ul style="list-style-type: none"> <li>➤ Reports                             <ul style="list-style-type: none"> <li>- Canada is regarded as a world leader in anti-doping. Is there evidence in the Recipient final reports of NSOs and also WADA re. the level of advancement of anti-doping and other aspects of ethics in sport.</li> </ul> </li> <li>➤ Program documents</li> <li>➤ SC management and Staff</li> <li>➤ NSOs, MSOs, CSCs and other non-government organizations</li> </ul>	<ul style="list-style-type: none"> <li>➤ Document review</li> <li>➤ Key Informant Interviews</li> <li>➤ Case Studies</li> <li>➤ Survey</li> </ul>	<ul style="list-style-type: none"> <li>➤ SSP</li> </ul>
<p>B1.4 Was the Program/policy collaboration expanded and strengthened?</p>	<ul style="list-style-type: none"> <li>➤ Number of policy consultation and program collaboration initiatives with Sport Canada and: federal departments, PT governments, international governments and NGOs</li> <li>➤ Number of FPT priorities where there has been FPT Agreement.</li> </ul>	<ul style="list-style-type: none"> <li>➤ Sport Policy renewal resources</li> <li>➤ SC documents</li> <li>➤ SC management and staff &amp; PT partners</li> </ul>	<ul style="list-style-type: none"> <li>➤ Document review</li> <li>➤ Key Informant Interviews</li> </ul>	<ul style="list-style-type: none"> <li>➤ SSP</li> </ul>
<p>B1.5 To what extent do Canadian athletes advance through the carding system?</p>	<ul style="list-style-type: none"> <li>➤ Percentage of athletes first carded 8 years ago who have progressed to the next carding level (Quadrennial measure. Due end of fiscal 2015)</li> <li>➤ Number of new cards awarded for the 1st time</li> <li>➤ Average length of time SR-1 and SR-2 athletes have held this level of carding (years)</li> <li>➤ Perception of extent to which the system is effective, including challenges and opportunities, if any.</li> </ul>	<ul style="list-style-type: none"> <li>➤ Program database</li> <li>➤ Athletes, coaches and SC management</li> </ul>	<ul style="list-style-type: none"> <li>➤ Document review</li> <li>➤ Survey</li> </ul>	<ul style="list-style-type: none"> <li>➤ AAP</li> <li>➤ SSP</li> </ul>

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<p>B1.6 To what extent have Canadian athletes improved performances at Olympics, Para, and Sr. World Championships?</p>	<ul style="list-style-type: none"> <li>➤ Number of Olympic/Paralympic events with Canadian carded athletes achieving top 3 and top 8 at Senior World Championships and Olympic/ Paralympic Games</li> <li>➤ Number of Canadian Athletes achieving top 1-3, top 4-8, top 8</li> <li>➤ Canada’s rank on the Sport Canada's international sport ranking indices</li> <li>➤ Changes in world rankings (2010-2018)</li> <li>➤ Performance of targeted sports in competitions, by gender</li> <li>➤ Overall standings in targeted sports relative to historical standings</li> <li>➤ Opinions of athletes and High Performance coaches and/or directors, senior PCH and federal government officials</li> </ul>	<ul style="list-style-type: none"> <li>➤ Sport Canada’s International Sport Ranking Indices</li> <li>➤ Medals and top 8 successes of Canadians relative to other countries</li> <li>➤ NSOs, MSOs, CSCs and SC management</li> <li>➤ Own the Podium representatives*</li> <li>➤ Review and ongoing analysis of Own the Podium*</li> <li>➤ SC analysis titles “Technical Papers”</li> </ul>	<ul style="list-style-type: none"> <li>➤ Document review</li> <li>➤ Database review</li> <li>➤ Survey</li> <li>➤ Key informant review</li> <li>➤ Case Studies*</li> </ul>	<ul style="list-style-type: none"> <li>➤ SSP</li> <li>➤ AAP</li> </ul>
<p>B1.7 To what extent was the financial barrier for athletes to access academic opportunities during or post competitive career lessened?</p>	<ul style="list-style-type: none"> <li>➤ Number of formerly carded athletes accessing deferred tuition</li> <li>➤ Percentage of carded athletes using tuition during their competitive career (over the quadrennial)</li> <li>➤ Opinion of athletes and High performance coaches and/or directors</li> <li>➤ Opinion of SC management</li> </ul>	<ul style="list-style-type: none"> <li>➤ Program database</li> <li>➤ Athletes, coaches and SC management</li> </ul>	<ul style="list-style-type: none"> <li>➤ Document Review</li> <li>➤ Survey</li> <li>➤ Interviews</li> </ul>	<ul style="list-style-type: none"> <li>➤ AAP</li> </ul>

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<b>B2. Ultimate Outcomes</b>				
<p>B2.1 To what extent do Canadian athletes, coaches and officials have opportunities to participate at sport events in Canada funded by Sport Canada?</p>	<ul style="list-style-type: none"> <li>➤ Number of competition opportunities for Canadian athletes, coaches and officials at funded events</li> <li>➤ Number of athletes from under-represented groups participating at funded events</li> <li>➤ Opinions of athletes, coaches and NSO, MSO, CSC and other non-government organizations' management</li> </ul>	<ul style="list-style-type: none"> <li>➤ Ts and Cs</li> <li>➤ PMERS Excel sheet</li> <li>➤ HP &amp; SSP (internal documents &amp; recipient reports)                             <ul style="list-style-type: none"> <li>- Identify examples of opportunities and barriers to participation for these groups</li> </ul> </li> <li>➤ SC databases</li> <li>➤ Athletes, coaches and NSO, MSO, CSC and other non-government sport organizations management</li> </ul>	<ul style="list-style-type: none"> <li>➤ Document review</li> <li>➤ Database review</li> <li>➤ Key Informant Interviews</li> <li>➤ Survey</li> <li>➤ Expert Panel</li> <li>➤ Case Studies</li> </ul>	<ul style="list-style-type: none"> <li>➤ HP</li> <li>➤ SSP</li> </ul>

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<p>B2.2 To what extent funding provided through Sport Canada contributes to provide Canadians with access to quality sport programs and services?</p> <p>➤ Assess final reports from various groups of recipients in order to demonstrate that funding provided through Sport Canada contributes to provide Canadians with access to quality sport programs and services, or not.</p>	<ul style="list-style-type: none"> <li>➤ Percentage of funded National Sport Organisations that have their coaching programs aligned with Long-Term Athlete Development (LTAD) tenets</li> <li>➤ Percentage of funded Organisations that have adopted the Canadian Anti-Doping Program (CADP)</li> <li>➤ Number of projects that are completed, as proposed in domestic bilateral agreements.</li> <li>➤ Number of trained coaches, by sport and gender over the evaluation period.</li> <li>➤ Number of paid full-time and part-time certified and trained coaches (by sport and gender) over time</li> <li>➤ Number and type of recruitment and training offered to coaches (by NSOs, MSO, CSCs)</li> <li>➤ Usage data of nationally carded athletes who utilized the services of one of the CSCs<sup>79</sup></li> <li>➤ Ratio of athletes who reported satisfaction with the services received through one of the CSCs (data available in March 2015 for FY 2014-15)<sup>80</sup></li> <li>➤ Opinions of SC, NSO and MSO management, coaches and athletes</li> <li>➤ Evidence that LTAD is integrated into PSO/NSO/MSO programming</li> </ul>	<ul style="list-style-type: none"> <li>➤ SC, NSO and MSO management, coaches and athletes</li> <li>➤ Status of the High Performance Athlete Survey (SAS)</li> <li>➤ SFAF and CAC databases</li> <li>➤ F-P/T bilateral agreement reports</li> <li>➤ Survey or LTAD Experts</li> <li>➤ Sport Canada accountability standards data</li> <li>➤ Annual basis data on national team coaches by NSOs</li> <li>➤ CAC semestrial profile for trained coaches</li> </ul>	<ul style="list-style-type: none"> <li>➤ Key informant interviews</li> <li>➤ Document review</li> <li>➤ Databases review</li> <li>➤ Survey</li> <li>➤ Case Studies</li> </ul>	<ul style="list-style-type: none"> <li>➤ SSP</li> <li>➤ HP</li> <li>➤ AAP</li> </ul>
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<sup>79</sup> These two indicators were originally positioned under Question B1.6 as in the related section of the SC'S PMERS. The Program noted that it kept them to track historical information. For the purposes of this evaluation framework, ESD placed



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<p>B2.3 To what extent do Canadian athletes have the financial resources to achieve higher levels of athletic performance.</p>	<ul style="list-style-type: none"> <li>➤ Percentage of athletes agreeing that AAP has made it possible to achieve higher levels of athletic performance.</li> <li>➤ Percentage of sport related expenses covered by AAP</li> <li>➤ Percentage of currently and formerly carded athletes using tuition grants (incl. deferred tuition)</li> <li>➤ Amount of Enhanced Excellence funding provided to funded organizations             <ul style="list-style-type: none"> <li>- file review can help understand whether there was targeted funding to NSOs and/or MSOs for enhancing excellence and for enhancing participation, and if so, when there was targeted funding (which years), and when this segregation was eliminated</li> </ul> </li> <li>➤ Opinions of SC management, NSOs, MSOs, CSCs, other non-government organizations, athletes and coaches</li> </ul>	<ul style="list-style-type: none"> <li>➤ Status of the High Performance Athlete Survey (SAS)</li> <li>➤ Athletes' opinion and self-reported satisfaction with financial support</li> <li>➤ AAP internal documents</li> <li>➤ Sport Canada Contribution Database</li> <li>➤ Sport Canada Contribution Budget</li> <li>➤ NSOs, MSOs, CSCs reports.</li> <li>➤ AAPMIS</li> <li>➤ SC management, NSOs, MSOs, CSCs, other non-government organizations and coaches</li> <li>➤ Sport Canada accountability standards data</li> </ul>	<ul style="list-style-type: none"> <li>➤ Document review</li> <li>➤ Database review</li> <li>➤ Survey</li> <li>➤ Key Informant interviews</li> </ul>	<ul style="list-style-type: none"> <li>➤ AAP</li> </ul>
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these indicators under Question B2.2 as they could help assess the contribution to quality sport services. ESD is aware that these indicators have limitations, but would like to keep them at this point, in order to explore other options for obtaining information via other sources, e.g Status of High Performance Athlete Survey.

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<p>B.2.4. What were the social and economic outcomes of the Hosting Program, if any?</p>	<ul style="list-style-type: none"> <li>➤ Estimates of direct and indirect social and economic benefits of hosting sport events</li> <li>➤ Number of Tier II International Single Sport Events that exceeded the economic impact threshold established by Sport Canada<sup>81</sup></li> <li>➤ Economic benefit in \$ by event (Tier II and above)<sup>82</sup></li> <li>➤ 10-25 calendar developed listing potential hosting events that were endorsed by P/T governments and the sport community<sup>83</sup></li> <li>➤ Perception of the extent to which social and economic benefits are generated when hosting sport events</li> <li>➤ Types of social and economic benefits generated locally, regionally and nationally<sup>84</sup></li> <li>➤ Perception of challenges and opportunities in realizing outcomes among stakeholders who participate in the hosting of events             <ul style="list-style-type: none"> <li>– Via file review, identify challenges and opportunities in measuring and reporting on direct and indirect social economic benefits of hosting sport events.</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>➤ Economic Assessments commissioned by recipients or other bodies</li> <li>➤ Reports from event hosts and sponsors</li> <li>➤ SC management and MSOs/NSOs/CSCs and P/T government representatives, coaches</li> </ul>	<ul style="list-style-type: none"> <li>➤ Document review</li> <li>➤ Survey<sup>85</sup></li> <li>➤ Key Informant interviews</li> <li>➤ Case Studies</li> <li>➤ Literature review</li> </ul>	<ul style="list-style-type: none"> <li>➤ HP</li> </ul>
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81 ESD is aware that the program did not measure these indicators in the last 5 years but would, at this point, keep these indicators in order to explore other options for obtaining information via other sources.

82 Idem

83 Idem

84 Mostly from literature and document reviews, and may validate in interviews.

85 Include examples of benefits in survey question(s).

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<b>B3. Other</b>				
B3.1 What have been the unintended consequences of Sport Canada programs, both positive and negative?	<ul style="list-style-type: none"> <li>➤ Perceptions/evidence of unintended impacts of Sport Canada (both positive and negative)</li> <li>➤ Evidence and views of key informants regarding the extent to which conditions have changed and how the Sport Canada kept abreast.</li> </ul>	<ul style="list-style-type: none"> <li>➤ SC management and MSOs/NSOs/CSCs and P/T government representatives, coaches</li> <li>➤ Experts</li> </ul>	<ul style="list-style-type: none"> <li>➤ Document review</li> <li>➤ Key informant interviews</li> <li>➤ Expert panel</li> </ul>	<ul style="list-style-type: none"> <li>➤ HP</li> <li>➤ SSP</li> <li>➤ AAP</li> </ul>
B3.2 What was the impact of the federal government contribution in the 2015 PanAm and Parapan Am Games?	<ul style="list-style-type: none"> <li>➤ See indicators planned in matrix of the 2015 PanAm Games review</li> </ul>	<ul style="list-style-type: none"> <li>➤ Review of 2015 PanAm Games</li> </ul>	<ul style="list-style-type: none"> <li>➤ Multiple lines of evidence</li> </ul>	<ul style="list-style-type: none"> <li>➤ HP</li> </ul>
<b>C) DEMONSTRATION OF EFFICIENCY AND ECONOMY</b>				

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<p>C.1 What evidence exists on whether the programs are managed efficiently?</p> <p>a) What internal management changes would improve program planning and delivery?</p>	<ul style="list-style-type: none"> <li>➤ Timing of application receipt and funds disbursement</li> <li>➤ Opinions of NSOs/MSOs/CSCs/ P-T/host societies and other non-government organizations</li> <li>➤ Management (SC) opinions</li> <li>➤ Evidence of clear internal communication</li> <li>➤ Capacity to manage unforeseen events</li> <li>➤ Sound planning of resource allocation</li> <li>➤ Average time to process an application for the SSP</li> <li>➤ Average time to process NSOs applications for the SSP</li> <li>➤ Average time to process MSOs applications for the SSP</li> <li>➤ Average time to process CSCs applications for the SSP</li> <li>➤ Average time to process a grant application for the Athlete Assistance Program</li> <li>➤ Average time to process an application for Tier 1 International Single Sport Events</li> <li>➤ Number &amp; Percent of applications processed within the service standard (NSOs/MSOs/CSCs/AAP/Tier 1 International Single Sport Events)</li> </ul>	<ul style="list-style-type: none"> <li>➤ Data/information originated by the Centre of expertise and GCIMS (Approval process)</li> <li>➤ Review of applications/award and agreement signing</li> <li>➤ SSP/HP reports             <ul style="list-style-type: none"> <li>- Via file review, examine whether the files are well documented (paper and electronic) in accordance with the reporting requirements of the Contribution Agreement</li> <li>- Assess the possibility of reducing the administrative burden on recipients and whether data that is collected is useful to support the achievement of results as per SC's PMS</li> <li>- Assess the impact of changes in accountability requirements for recipients over last 5 years</li> </ul> </li> <li>➤ NSOs, MSOs, CSCs, P/Ts, host societies, other non-government organizations</li> <li>➤ SC managers</li> </ul>	<ul style="list-style-type: none"> <li>➤ Document review</li> <li>➤ Key informant interviews<sup>86</sup></li> <li>➤ Survey</li> </ul>	<ul style="list-style-type: none"> <li>➤ HP</li> <li>➤ SSP</li> <li>➤ AAP</li> </ul>
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<sup>86</sup> Interviews should focus on providing context to the existing data on timing, resource allocation for the various events.

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<p>C.2 Does Sport Canada's organizational structure enables achievement of results in an efficient manner?</p> <p>b) Were the resources consumed reasonable for the outcomes achieved in light of context, priorities and/or alternatives?</p>	<p>Year over year trends per programs in:</p> <ul style="list-style-type: none"> <li>➤ Planned budget versus Actual budget</li> <li>➤ Administrative costs</li> <li>➤ Ratio of administrative costs to total annual resources</li> <li>➤ Number of FTE</li> <li>➤ Salary costs</li> <li>➤ Level of discrepancy between planned and utilized financial resources</li> <li>➤ Relationship between resources consumed and outcomes</li> <li>➤ Perception regarding amount of PCH contribution funding provided to Sport Canada Programs</li> <li>➤ Ability to attract corporate and other non-government financial support.</li> </ul>	<ul style="list-style-type: none"> <li>➤ SC management</li> <li>➤ AAP,SSP,HP financial reports</li> <li>➤ Financial services</li> <li>➤ SAP, GCIMS databases</li> <li>➤ Experts</li> <li>➤ NSO, MSO, CSC, other non-government organizations, coaches and athletes</li> </ul>	<ul style="list-style-type: none"> <li>➤ Document review</li> <li>➤ Key informant interviews</li> <li>➤ Expert panel</li> <li>➤ Survey</li> </ul>	<ul style="list-style-type: none"> <li>➤ HP</li> <li>➤ SSP</li> <li>➤ AAP</li> </ul>
<p>C.3 Do the programs duplicate, overlap or complement with other programs or initiatives delivered by other stakeholders?</p> <p>Specifically, to what extent do the investments and programming of the federal and provincial/territorial governments align and complement each other to support the goals of excellence and participation?</p>	<ul style="list-style-type: none"> <li>➤ Areas of duplication/overlap</li> <li>➤ Opinions of SC management, NSOs/MSOs/CSCs/Other non-government organizations and P/T sports organizations, P/T government reps.</li> </ul>	<ul style="list-style-type: none"> <li>➤ SC management, NSOs, MSOs, CSCs, other non-government organizations, P/T government representatives</li> <li>➤ P/T government reports</li> <li>➤ Annual Bilateral Reports</li> </ul>	<ul style="list-style-type: none"> <li>➤ Document review</li> <li>➤ Literature review</li> <li>➤ Key informant interviews</li> <li>➤ Survey</li> </ul>	<ul style="list-style-type: none"> <li>➤ SSP</li> <li>➤ HP</li> <li>➤ AAP</li> </ul>
<p><b>D) OTHER QUESTIONS</b></p>				

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<p>D.1 What is the impact of OTP funding recommendations on the performance of athletes?</p>	<ul style="list-style-type: none"> <li>➤ Opinion of High Performance coaches and athletes</li> <li>➤ Opinion of PCH senior officials and OTP representatives*</li> </ul>	<ul style="list-style-type: none"> <li>➤ SC management, NSOs, MSOs, CSCs, P/T government representatives</li> <li>➤ P/T government reports</li> <li>➤ Own the Podium review</li> </ul>	<ul style="list-style-type: none"> <li>➤ Document review</li> <li>➤ Key Informant interviews</li> <li>➤ Survey</li> <li>➤ Expert panel</li> <li>➤ Case study*</li> </ul>	<ul style="list-style-type: none"> <li>➤ SSP</li> <li>➤ HP</li> <li>➤ AAP</li> </ul>
<p>D.2 What actions has Sport Canada taken to support the relevant goals of the Canadian Sport Policy 2012?</p>	<ul style="list-style-type: none"> <li>➤ Tools developed or under development</li> <li>➤ Opinion of PCH senior officials, NSOs, MSOs, CSCs, Other non-government organization, P/T government representatives</li> </ul>	<ul style="list-style-type: none"> <li>➤ SC management, NSOs, MSOs, CSCs, P/T government representatives</li> <li>➤ SC documents, tools and databases</li> </ul>	<ul style="list-style-type: none"> <li>➤ Document review</li> <li>➤ Key Informant interviews</li> </ul>	<ul style="list-style-type: none"> <li>➤ SSP</li> <li>➤ HP</li> <li>➤ AAP</li> </ul>
<p>D.3 Is the current performance measurement framework effective at capturing the results of the program?</p>	<ul style="list-style-type: none"> <li>➤ Evidence and views of key informants on the extent to which performance monitoring and measurement activities were sufficient and supported result reporting and evaluation</li> <li>➤ Evidence and views of key informants on possible improvements to the performance monitoring and measurement activities</li> </ul>	<ul style="list-style-type: none"> <li>➤ Feasibility study</li> <li>➤ SC management, NSOs, MSOs, CSCs, P/T government representatives</li> <li>➤ NSOs, MSOs, CSCs, P/T reports</li> <li>- Via file review: Analyse the consistency and adequacy of requirements outlined in Terms and Conditions, Contribution Guidelines, Contribution Agreements per recipient group, per program, and the Final reports.</li> <li>- Overall, how performance information provided by recipients supports the PMS and reporting on results? Is there information required by SC, but not used?</li> </ul>	<ul style="list-style-type: none"> <li>➤ Document review</li> <li>➤ Key informant interviews</li> </ul>	<ul style="list-style-type: none"> <li>➤ HP</li> <li>➤ SSP</li> <li>➤ AAP</li> </ul>

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<p>D.4 Do Sport Canada programs take measures to respect Canada’s commitment to official languages?<sup>87</sup></p>	<ul style="list-style-type: none"> <li>➤ Challenges encountered and impact of funded activities</li> <li>➤ OL best practices and/or successes for advancing linguistic duality within their organization</li> </ul>	<ul style="list-style-type: none"> <li>➤ Annual reports from bilateral agreements/special projects reports (SSP)</li> <li>➤ Reports from NSOs, MSOs, CSCs and other non-government organizations</li> <li>➤ SC management, NSOs, MSOs, CSCs, P/T government</li> </ul>	<ul style="list-style-type: none"> <li>➤ Document review</li> <li>➤ Key informant interviews</li> </ul>	<ul style="list-style-type: none"> <li>➤ SSP</li> <li>➤ AAP</li> <li>➤ HP</li> </ul>
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<sup>87</sup> New question as of April 29, 2015.

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