

The Canadian Sport Policy

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Contents

	INTRODUCTION	3
CHAPTER ONE	CONTEXT	6
	I Contributions of Sport	6
	II The Policy Development Process	8
	III Realities, Trends and Challenges	9
CHAPTER TWO	SPORT IN CANADA IN 2012	16
	I Vision for Sport	16
	II Principles	16
	III General Roles and Responsibilities	17
CHAPTER THREE	TOWARDS THE VISION	20
	I Enhanced Participation	20
	II Enhanced Excellence	21
	III Enhanced Capacity	22
	IV Enhanced Interaction	23
	CONCLUSIONS AND IMPLEMENTATION	24
	ANNEX 1: Federal-Provincial/Territorial Agreements on Sport and Physical Activity	

INTRODUCTION

The *Canadian Sport Policy* presents a powerful vision for sport in Canada.

Two years in the making, the *Canadian Sport Policy* reflects the interests and concerns of 14 government jurisdictions, the Canadian sport community, and of the countless other organizations and agencies that influence and benefit from sport in Canada. The Policy reflects the extensive collaboration and consultation with all levels of Canadian society that was initiated in January 2000, and included the *National Summit on Sport* in Ottawa in April 2001. That same month, the provincial and territorial governments became formally engaged in the process when Federal-Provincial/Territorial Ministers Responsible for Sport, Fitness and Recreation set themselves a deadline of a year to finalize the *Canadian Sport Policy* and implementation framework for collaborative action in sport.

While recognizing that the articulation of public policy is ultimately a governmental responsibility, many and diverse partners were invited to participate in the development of the *Canadian Sport Policy*. All were driven by a common goal — to make the sport system more effective and inclusive. The Policy challenges all stakeholders to open sport to every segment of Canadian society. It welcomes and seeks to involve all those who do not currently consider themselves a part of either the sport community or the sport system, but have the potential and the desire to contribute.

Above all, the Policy seeks to improve the sport experience of all Canadians by helping to ensure the harmonious and effective functioning, and transparency of their sport system. Concerned with how things are, and determined to make things better, the *Canadian Sport Policy* reflects a new approach to shared leadership and collaboration amongst all stakeholders to achieve the goals of enhanced *participation, excellence, capacity* and *interaction* in sport.

The *Canadian Sport Policy* draws on the broadest definition of sport, reflecting the collective determination of governments and the sport community to ensure that the Policy covers the widest array of activities. The Policy recognizes that for a sport system to foster a smooth transition from entry to excellence, each form of involvement is essential and contributes to the success of the other. The Policy therefore challenges all stakeholders in sport to create and support an integrated athlete/participant-centred sport model that ensures the seamless progress of athletes/participants to the full extent of their abilities and interests.¹

Confident of the whole-hearted commitment of Canada's sport community at all levels, the Policy recognizes the key role of volunteers and professionals in sport and the indispensable contribution of sport organizations and other delivery mechanisms.

¹ For the purposes of this document, “athlete” is generally used to describe people involved in competitive sport, “participant” to those involved in sport for recreation, and “athlete/participant” when referring to both.

The Policy builds on the *National Recreation Statement* (1987) and other existing federal-provincial/territorial government agreements that responded to the realities of their day and to sport trends and challenges that emerged from time to time. Drawing on the experiences of the past, the Policy looks to the future to find new ways to integrate previous agreements. To address the critical challenges that lie ahead, the Policy maintains the existing alignment of governmental responsibilities, as defined in the *National Recreation Statement* (1987) and other agreements, and increases inter-governmental collaboration.

The Policy is unique in comparison to the many previous studies and policies on sport in Canada because it

- represents the shared vision and goals of 14 governmental jurisdictions for sport for the period 2002 to 2012 and challenges the sport community to share in their achievement
- reflects the involvement in the policy development process of stakeholders not previously included
- emphasizes increased communication and collaboration amongst all the stakeholders
- commits all governments to setting targets for enhanced participation and enhanced high performance sport in collaboration with their respective sport communities
- commits governments to strengthening their regular and formal communication with their respective sport communities on issues affecting sport
- will be implemented by complementary Action Plans developed by the governments collectively and individually, bi-laterally and multi-laterally, and by the sport community.

The broad directions:

The Vision of the Canadian Sport Policy is to have by 2012:

A dynamic and leading-edge sport environment that enables all Canadians to experience and enjoy involvement in sport to the extent of their abilities and interests and, for increasing numbers, to perform consistently and successfully at the highest competitive levels.

The Goals of the Canadian Sport Policy are

Enhanced Participation

A significantly higher proportion of Canadians from all segments of society are involved in quality sport activities at all levels and in all forms of participation.

Enhanced Excellence

The pool of talented athletes has expanded and Canadian athletes and teams are systematically achieving world-class results at the highest levels of international competition through fair and ethical means.

Enhanced Capacity

The essential components of an ethically based, athlete/participant-centred development system are in place and are continually modernized and strengthened as required.

Enhanced Interaction

The components of the sport system are more connected and coordinated as a result of the committed collaboration and communication amongst the stakeholders.

CHAPTER ONE: CONTEXT

I Contributions of Sport

Today, sport is widely accepted as a powerful contributor to social and personal development. Nevertheless, the magnitude of sport's influence surprises many Canadians. To develop a comprehensive sport policy and to design actions to make that policy effective, it must be clearly understood that sport's impact and contribution encompasses social and personal development, health and well-being, culture, education, economic development and prosperity, tourism and entertainment.

Social and Personal Development

Sport is fun. Sport pervades the lives of Canadians. Sport is an essential tool for building strong individuals and vibrant communities and for enhancing our collective pride and identity and sense of belonging. Through sport in their respective communities, Canadians learn to volunteer and to accept a sense of responsibility for a civil society.

Sport contributes to individual physical, social, and character development. With the power to be a major influence on marginalized and under-represented groups and individuals at risk, sport develops self-esteem and helps to overcome personal and social challenges. Studies have shown that an increased level of sport participation offers many benefits over and above personal satisfaction and a sense of physical and emotional well-being. For example, an increase in sport activity can result in better marks at school, a decrease in cigarette smoking, reduced crime rates, and reduced use of illicit drugs.

Health and Well-being

As a way to be physically active, participation in sport contributes to the adoption of a healthy lifestyle and prevention of disease and illness. Physical activity is fundamental to positive human development and contributes to healthier, longer, and more productive lives.

Participation in sport and physical activity at all ages increases resistance to such diseases as heart disease, cancer, diabetes, osteoporosis, arthritis, and obesity and to mental health disorders. An increased investment in sport means an increase in health quality and a decrease in health care costs. Conservative estimates suggest that illness due to physical inactivity costs \$2.1 billion annually in direct health care costs in Canada.

Culture

Sport is an important component of culture. We express ourselves and celebrate our communities through sport. We share stories, myths, and lessons derived from sport. Our languages are rich in the terminology of sport. Through sport we learn values and behaviours that we apply to all aspects of our society — hard work, discipline, the value of fun, teamwork, respect for others, and fair play.

Sport is especially important to the development of youth and often provides their first experience with organized activities. Sport brings young people into contact with each other and other communities, teaches leadership skills, provides a constructive outlet, and generally enhances quality of life.

Sport is an essential component in the daily lives of more than eight million athletes/participants. Sport represents the second largest segment of the voluntary sector, after workplace-based organizations. Establishing sport clubs and organizing events are great training grounds for social action. Social capital is built by learning to organize meetings, negotiate for the use of shared facilities, and deal with expectations, triumphs, and failures.

Sport is a popular spectator activity. People in every community across Canada follow teams and individuals from the local level to the world stage. Canadians relax together over sport and it is often a shared topic of common interest.

Education

Access to quality physical education, physical activity and school sport provides many benefits for children, including better health and quality of life, psychological well-being, improved behaviour and ability to learn, higher scholastic performance, good health habits, an appreciation of physical activity and sport. Quality physical education programs can reduce the social, structural, and economic barriers typically faced by children and youth, particularly those in low-income families.

Economic Development and Prosperity

Many Canadians are unaware of the significant contribution sport makes to the economy. In 1996, the average Canadian household spent more than \$700 on sporting goods and services.² Sport and recreation accounted for approximately 1.1% of Canada's Gross Domestic Product and almost 2% of jobs. (In comparison, the agriculture sector accounted for about 1.8% of GDP, logging and forestry 0.68%, and motor vehicles and parts 2.05%.)³

Significant construction of infrastructure is associated with sport, and millions of dollars are spent on sport sponsorship and advertising. Sport generates substantial revenues, whether from professional sport or from hosting national or international events. Hosting sport events can also have a vital long-term impact on local and regional economies.

In 1999, sport activity was associated with more than 38 percent of all overnight trips taken by Canadians. More than 80 percent of Americans who reported staying in Canada

² Statistics Canada. *Family Expenditure in Canada 1996*.

³ Statistics Canada. CANSIM matrix 3472 and 4677 and *The Vitality of the Sport Sector in Canada*, Culture, Tourism and Center for Education Statistics Division, April 1998.

during their travels participated in sport and recreation activities.⁴ Tourism is associated with certain professional sports, especially baseball, basketball, and hockey. At home, the hosting of the Canada Games and major international events and Games has profound and lasting economic impacts.

Entertainment and Leisure

Canadians spend a sizeable portion of their disposable income and leisure time on sport. Whether participants, spectators at live events, or viewers of broadcast events, Canadians regard sport as a valuable source of entertainment and a worthwhile way to spend their leisure time.

II The Policy Development Process

The *Canadian Sport Policy* has grown out of an extensive consultation process launched in January 2000 by the federal Secretary of State (Amateur Sport). Federal, provincial and territorial governments worked together to ensure the involvement of major stakeholders at all levels of sport.

More than 1000 individuals, including athletes, coaches, parents, officials, volunteers, paid staff, representatives of municipal recreation departments, provincial and national sport organizations, local school boards, business people, and government officials participated in six regional conferences. Working from discussion papers and the results of specific surveys, the delegates provided input on the key themes of resources, ethics and values, leadership and partnership, participation, promotion, and development.

Special discussions were held with the Aboriginal Sport Circle, Athletes CAN, sport officials, and national single and multi-sport organizations. Throughout, specific attention was paid to the issues of inclusion and equity. Representatives of the media were also consulted.

The consultations reached the general conclusion that to be effective, a Canadian sport policy must recognize that

- all forms and practices of sport are interrelated and contribute to a broad array of social and health benefits
- efforts to promote participation in sport activities — whether entry level, recreational, or competitive — affect all other levels
- sport development depends on the effectiveness of programs in sectors such as physical activity and sport in school settings, the promotion of recreation in general, and on the promotion of a physically active lifestyle for the entire population.

⁴ Statistics Canada, *Travel Attitudes and Motivation Survey*, 2001.

In April 2001, the federal government released a discussion paper, *Towards a Canadian Sport Policy*. This paper formed the basis for discussion at the *National Summit on Sport* later that month where participants representing the major stakeholders in the sport community endorsed its basic findings and recommendations. The paper was discussed at the Conference of the Federal-Provincial/ Territorial Ministers Responsible for Sport, Fitness and Recreation, held in Ottawa in April 2001.

The Ministers agreed to develop a Canadian Sport Policy aimed at making the sport system more effective and integrated over the next ten years. An Action Plan would subsequently spell out collaborative government action in support of the Policy. Each jurisdiction, as well as each sport community, would develop complementary action plans to contribute to the goals of the Policy.

III Realities, Trends and Challenges⁵

The consultations revealed significant realities, trends and challenges, which provide direction for the *Canadian Sport Policy*.

Declining Participation

The Canadian Sport Policy calls for an increase in the number of persons participating in sport and physical activity.

Participation in sport has declined significantly in Canada during the last decade. Sport participation of those aged 15 years and older dropped dramatically from 45 percent in 1992 to 34 percent in 1998.⁶

Children's physical activity begins to decline by the age of 12 despite the health advantages of sport participation.⁷ The teenage years are increasingly characterized by reduced participation in physical activity and a corresponding reduction in fitness. The proportion of overweight boys increased from 15 percent in 1981 to 35.4 percent in 1996 and overweight girls from 15 percent to 29.2 percent.⁸ Experts believe this increase is caused by a decrease in physical activity.

⁵ This section draws heavily on the federal discussion paper, *Towards A Canadian Sport Policy*. National Summit on Sport, Ottawa, 2001.

⁶ Statistics Canada for Canadian Heritage, Sport Canada (2000). *Sport Participation in Canada: 1998 Report*.

⁷ Canadian Fitness and Lifestyle Research Institute. 2000 Physical Activity Monitor. *Increasing Physical Activity: Supporting children's participation*.

⁸ M.S. Tremblay & Willms (2001). *Secular Trends in the body mass index of Canadian children*, Canadian Medical Association Journal, 164(7):970.

Barriers to Access

The Canadian Sport Policy calls for barriers to participation in sport to be identified and eliminated, making sport more accessible to all.

The barriers to participation can be social, linguistic, cultural, and economic. Certain groups such as girls and women, people with a disability, Aboriginal peoples, and visible minorities continue to be under-represented in the Canadian sport system as athletes/participants and as leaders. In addition, and despite past efforts, language-based barriers still exist in the sport system for francophones, especially at the national team level.

The availability and accessibility of sport facilities and the provision of a supportive human infrastructure is a difficult challenge given Canada's geography. While there has been some progress, much remains to be done to eliminate all barriers to participation.

Improving School Sport and Physical Activity

The Canadian Sport Policy encourages governments to undertake the necessary steps within their respective jurisdictions to ensure more physical activity and sport programs in schools across Canada.

Strong consensus emerged around the need for action to improve the state of sport and physical activity in schools. Under provincial jurisdiction, this is an area of profound interest to all elements of the sport system.

Twenty-four years ago, in 1978, Canada signed the UNESCO Charter of Physical Education and Sport that states: "Each human being has a fundamental right of access to physical education and sport opportunities essential for the inclusive development of the total child." In 1999, at the Third International Conference of Ministers and Senior Officials Responsible for Physical Education and Sport (MINEPS III), participants (including all UNESCO member states and 11 National Olympic Committees) unanimously endorsed the Declaration of Punta del Este, further emphasizing the value, need, and role of sport and physical education in society. The Declaration of Punta del Este states: "The Ministers reiterate the importance of physical activity and sport as an essential element and an integral part in the process of continuing education and human and social development."

To improve, four key issues must be considered by provincial and territorial governments:

- the quality and exposure to physical education in schools
- the extent of school sport programming
- the opportunity and environment to be physically active
- the accessibility and use of school sport facilities, critically important since schools present a prime opportunity for broad and barrier-free access to sport.

Closing the Gaps in Athlete Development

The Canadian Sport Policy calls for a systematic, analytical, and collaborative approach to the development of high performance athletes.

Factors such as government reorganization, changes in funding levels and structures, and the increasing demands of international sport have caused significant change in the structure of Canada's sport system. In general, fewer resources have been available for the development of high-performance athletes. Moreover, public funding cuts throughout the 1990's have created gaps in the athlete development system between some provincial/territorial and federal areas of programming.

The sport system must provide opportunities for the seamless development of athletes, taking into account their age, maturity, and skill development needs while promoting their health, well-being, and general quality of life.

Upgrading Coaching Development

The Canadian Sport Policy calls upon governments and the sport community to hasten the implementation of the Competency Based and Education Training program, recognizing that coaches and organizations and institutions involved with coaching are a critical component of the sport system.

An essential element of the sport system is the recruitment, preparation, training, and support of coaches. Most coaches are volunteers and require training to meet the needs of their athletes/participants. A high turnover rate places further demands on coaching development. The perception persists that coaching is a hobby. Coaches are generally neither recognized nor valued, a fact that is profoundly inconsistent with their critical influence on young people.

At the other end of the spectrum are those who dedicate their professional lives to coaching high performance athletes, having acquired the requisite competence to do so. However, very few qualified coaches are employed full time. Even at the national level, only half of national team coaches are employed full time. Most experience difficult working conditions and inadequate compensation.

Tremendous progress has been made in coaching education through on-going refinements to the National Coaching Certification Program. However, its evolution into the Competency Based and Education Training program faces significant implementation issues.

Bolstering International Competitive Success

The Canadian Sport Policy calls for the collaborative setting of performance targets to guide the design, monitoring, and evaluation of an effective athlete development system.

In international sporting events, the difference between top performances can be extremely small. The slightest advantage in training, coaching, facilities, or scientific support can dramatically affect outcome. Consequently, the level of incremental resources dedicated to supporting high performance can be crucial to improvements in the international ranking of an athlete. Of equal importance is detailed planning and target setting designed to have an impact on all elements of the high performance development system.

Making Ethical Issues Central to Sport

The Canadian Sport Policy calls for the adoption of the Policy Framework and an action plan of the “Canadian Strategy on Ethical Conduct in Sport”, to enhance ethical conduct at all levels and in all forms of sport in Canada.

Ethical conduct in sport involves the promotion of athlete health and safety; the rigorous struggle against doping, harassment, abuse, and violence; and procedural fairness and transparency in decision making. Because there is not always a shared understanding of what constitutes ethical behaviour in sport, all governments and all sport organizations must work together to provide diligent stewardship of sport ethics and values.

Governments expect sport organizations to adhere to the highest ethical standards. This expectation reflects the demand for integrity in the governance of society as a whole. Private sector corporations, professional associations, international organizations, and government agencies realize the need for adherence to ethical principles and standards in promoting their specific interests and in ensuring public acceptance. These principles and standards are the cornerstones of accountability and transparency in sport.

At their meeting in August 2001, the federal-provincial/territorial ministers adopted the “Declaration on Expectations for Fairness in Sport” as the basis for a *Canadian Strategy on Ethical Conduct in Sport*.

Resolving Disputes in Sport

The Canadian Sport Policy calls for alternative avenues that ensure the orderly, effective, fair, and efficient resolution of sport disputes.

Disputes in sport occur in a variety of situations, including the selection of athletes to national teams, allegations of harassment and abuse, the hiring and firing of coaches, and the disciplining of athletes and officials. The present processes and resources for dispute resolution are insufficient and frequently result in conflicts that damage careers and relationships. Recourse to litigation is expensive, time consuming, and frequently unproductive.

Enhancing the Canada Games

The Canadian Sport Policy calls for enhancing the contribution of the Canada Games to Canada's athlete development system.

For many athletes, the Canada Games provide the first exposure to a multi-sport competitive environment above the provincial/territorial level. The Games also play an important role in the specific development of young athletes, coaches, and officials. Hosting the Canada Games provides cities and towns with opportunities for community development and the creation of sport legacies. The Canada Games are also an inspiring example of governments' long-standing commitment to sport.

Hosting National Championships and International Sport Events

The Canadian Sport Policy calls for a coordinated approach to maximizing the benefits of hosting events.

National championships provide advanced competitive opportunities for developing athletes and hosting opportunities for communities across Canada. However, the decline in participation in national championships, partly due to decreased travel budgets, has led to a decline in the quality of many championships. In addition, this decline deprives high performance athletes and their coaches of the quality competitive opportunities that are essential preparation for the rigours of international competition.

Hosting international sport events provides a wide array of significant benefits for sport including sport programming and facility legacies. Major international events include the Olympic and Paralympic Games, the Pan American Games, Jeux de la Francophonie, the Commonwealth Games, and the World University Games. Special events include the North American Indigenous Games, the Arctic Games, and the Special Olympics. Single sport events include world championships and world cups.

Canada's fragmented approach to hosting sport events has created tremendous pressure on public and private funding sources, prevented the coordination of public funding for such events, and resulted in regional disparities in terms of the significant benefits hosting brings to a community.

Developing Canada's Sport Research and Knowledge Base

The Canadian Sport Policy, recognizing the importance of sport research and knowledge to the advancement of athlete preparation and other technical aspects of sport, calls for a strengthening of these essential components.

Progress requires the systematic development and application of research and knowledge. Sport in Canada requires research in many areas including policy development and applied and basic sport science for athlete/participant development. Collaboration between the sport and research communities is essential.

Optimizing the Impact of Professional Sport

The Canadian Sport Policy, recognizing the powerful influence that professional sport can have on the values of young people and Canadian society at large, calls for action, through the “Canadian Strategy on Ethical Conduct in Sport”, to build upon this potentially positive influence.

A Canadian sport policy would be incomplete without weighing the dominant influence and extremely high visibility of professional sport in Canada. Athletes, coaches, owners, and media commentators exert considerable influence, especially as role models for youth. There are many outstanding sport heroes and exemplary role models at all levels of professional sport. There are also examples of the distortion of the basic values of sport. Frequent media focus on the sensational and entertainment aspects of professional sport runs contrary to the overall efforts of Canada’s sport system to foster ethics and values.

Seeking Innovative Sources of Funding

The Canadian Sport Policy calls for the exploration of alternative approaches to the funding of sport.

Clearly there is a need for more funding to meet the broad objectives for sport in Canada, including enhancing participation.

Sport should be considered as an investment rather than as an expenditure. Available funding needs to be applied as effectively as possible. Accountability for the use of funds must be tied directly to policy objectives and measurable results. Increased efforts must develop and leverage non-traditional sources of funding, especially through private sector and corporate partnerships and sponsorship.

Enhancing Collaboration

The Canadian Sport Policy challenges governments and their respective sport communities to continue their collaboration on a formal, frequent and ongoing basis in order to optimize the sport system.

The governance and management of sport are based on a complex and decentralized system of sport organizations at Canadian and provincial and territorial levels. While allowing for far-reaching networks and opportunities for innovation and customized approaches at all levels, this system presents coordination challenges. National Sport Organizations, Provincial/Territorial Sport Organizations, Multi-Sport Organizations, and governments play a key leadership role in developing new and stronger partnerships amongst themselves and with the other stakeholders in sport to increase sport participation and enhance the high performance athlete development system.

Governments in Canada have been involved in sport since the early part of the twentieth century because they recognized sport as a powerful means to enhancing society's health and well-being. Past decades have been characterized by strong federal-provincial/territorial cooperation in sport. Significant collaborative progress has been made through the National Coaching Certification Program, Canada Games, Aboriginal sport priorities, and the development of national and regional single- and multi-sport centres. These programs require shared governmental involvement throughout the sport continuum.

CHAPTER TWO: SPORT IN CANADA 2012

I Vision for Sport

The Vision of the Canadian Sport Policy is:

A dynamic and leading-edge sport environment that enables all Canadians to experience and enjoy involvement in sport to the extent of their abilities and interests and, for increasing numbers, to perform consistently and successfully at the highest competitive levels.

The vision of the *Canadian Sport Policy* reflects themes that emerged during two years of consultations. The vision is intended to reflect the desired growth in the sport system, to address the sport continuum from entry to excellence, and to move Canadian athletes into the forefront of international sport.

Ten years from now, when the vision is achieved,

- the sport system will ensure that Canadians of all ages and abilities enjoy a broad range of sport experiences, enriched by the presence of dedicated and qualified volunteers, coaches, and staff.
- Canadians will be recognized internationally for their excellence in national and international competitions and for their leadership in sport and social development through sport in Canada and abroad.

II Principles

When achieved, the sport environment the vision describes will incorporate defining principles and characteristics that guide the *Canadian Sport Policy*.⁹

Sport is athlete/participant-centred

The sport system exists for athletes/participants who are the primary focus in the development of policies, programs, and procedures. Athletes/participants are involved throughout the system in decisions that directly relate to them. They share responsibility for participating fairly within an ethical framework.

⁹ These principles have been adopted from the *Planning Framework for Sport in Canada* because they encompass what emerged from this policy development process and provide a link with the document prepared in partnership with the sport community and adopted by the federal-provincial/territorial ministers of sport in 1995.

Sport promotes leadership

Qualified volunteer and professional leaders serve at all levels of the sport system. Sport leaders are recognized and valued, and future leaders are actively recruited and developed. Properly trained and recognized coaches¹⁰ are an essential element of the sport system and ultimately determine the quality of the sport experience for many participants.

Sport is based on equity and access

Sport is welcoming and inclusive, offering an opportunity to participate without regard to age, gender, race, language, sexual orientation, disability, geography, or economic circumstances. Participants have access to affordable sport opportunities that are appropriate to the level of activity chosen and provide opportunities for personal achievement.

Sport is focused on development

Sport is best developed at the local level where participation is provided through sport organizations, school settings, post-secondary institutions, municipal recreation centres, and other community-based organizations. Participants enjoy opportunities for basic skill development, coordinated support services, and appropriate training and competition, in a variety of sports, according to age and stage of growth and development. Essentials include qualified coaching, competent staff support, and a safe and secure environment.

Sport champions excellence

Attaining world-class excellence is recognized as worthy of support. Excellence is a source of community pride and inspires athletes/participants at every level to strive toward their own best personal achievement. Leading edge, integrated technical support services are in place for the athlete and coach. Opportunities to achieve excellence in sport are available in all regions of the country.

Sport serves the public interest

Sport is a powerful vehicle for the enhancement of health, well-being, and community development. Policies and programs are developed in a spirit of collaboration through consultation with their respective sport communities, and take into account the responsibilities of federal and provincial/territorial governments. Sport activities and events and the development of sport infrastructure respect Canada's commitments to protect and preserve the environment.

III General Roles and Responsibilities

All stakeholders in sport — athletes/participants, coaches, officials, communities, organizations, institutions, and governments — have specific roles and responsibilities. The result is a dynamic and multi-faceted partnership that guarantees the overall effectiveness of the sport system.

¹⁰ The term “coach” is intended to encompass instructors and physical educators.

Sport Community

Athletes/participants and *coaches* are central to an athlete-centred and coach-led sport system. Athletes and coaches, like all other participants, are responsible for ethically based behaviour enshrined in codes of conduct.

National Sport Organizations are members of their respective International Federations and have leadership responsibility for excellence and sport participation, in conjunction with Provincial/Territorial Sport Organizations, throughout the country. National sport organizations organize, govern, and regulate their sport in Canada; provide essential services in English and French for the development of athletes, coaches, officials and administrators; determine participation of Canadian athletes in international competitions; represent Canadian sport in the international arena; and collaborate with their counterparts in the international development of their sport.

Provincial/Territorial Sport Organizations oversee the organization of sport in their jurisdiction, encourage participation, and eliminate barriers to participation. Their roles include the promotion of recreational sport, recruitment and development of athletes, staging of competitions, the recruitment, training, and retention of coaches, officials, and volunteers, and the entry of athletes into provincial/ territorial and national competitions. Provincial/Territorial sport organizations support the hosting, staging, and participation of provincial/territorial teams in multi-sport Games.

Multi-Sport Organizations such as the Canadian Olympic Committee, the Canadian Paralympic Committee, and Commonwealth Games Canada work with national sport organizations on the preparation and selection of athletes and teams for international events. The Canada Games Council liaises with national sport organizations and provincial/territorial sport organizations on similar issues.

The Coaching Association of Canada and the Canadian Centre for Ethics in Sport work with international and provincial/territorial counterparts in the development and delivery of specific program expertise in priority areas.

National Sport Centres contribute to the development of athletes in each region of Canada in collaboration with governments, national and provincial/territorial sport organizations, and other partners.

Federal-Provincial/Territorial Governments

The federal government supports high performance athlete, coach, and sport system development through national sport organizations, national sport centres, and multi-sport organizations; provides direct aid to athletes; supports the hosting of national and international events; ensures access to essential services in English and French and the inclusion of targeted under-represented populations in sport; contributes to policy and program coordination amongst governments; and promotes Canadian sport and its values in international circumstances.

Provincial/territorial governments support participation, volunteerism, and athlete development initiatives for the next generation of high performance athletes through provincial/territorial sport organizations, national and regional sport centres and, in some cases, high performance training groups; direct aid to coaching and coach education; and work with the federal government and each other on policy and program coordination.

Within each province and territory, municipal and community administrations and school authorities from the elementary to the university level support community-based participation through programming, building, maintenance and upgrading of sport and recreation facilities, and hosting of sport events.

To define the mutual roles and responsibilities of the federal-provincial/territorial governments, the Canadian tradition identifies and allocates responsibilities for certain actions within the sector in question. Accordingly, over the years, the ministers responsible for sport, fitness, and recreation have developed numerous intergovernmental agreements (see Annex 1). The current federal-provincial/territorial agreement on mutual roles and responsibilities in recreation is encapsulated in the *National Recreation Statement* (1987).

CHAPTER THREE: TOWARDS THE VISION

The four goals of the *Canadian Sport Policy* are

- *Enhanced Participation*
- *Enhanced Excellence*
- *Enhanced Capacity*
- *Enhanced Interaction*

GOAL I: ENHANCED PARTICIPATION

It is a Goal of the Canadian Sport Policy that by 2012 ...

A significantly higher proportion of Canadians from all segments of society are involved in quality sport activities at all levels and in all forms of participation.

To maximize the pleasure and benefits of sport participation for individuals, and the benefits to communities, and organizations in the sport system, the proportion of Canadians practising sport and the quality of services in sport will be significantly increased. Efforts will be made to increase the level and quality of active participation through the three major venues of sport participation — community, school, and sport organizations — and by continuing to foster full participation, in traditional and non-traditional sports, of athletes/participants, coaches, officials, administrators, and volunteers.

Initiatives, programs, and resources will be directed to the broadest possible participation, ensuring quality and accessibility for, and the inclusion of, all communities in Canada. Success in enhancing sport participation will be measured objectively. Future measurable targets will be based on benchmarks collaboratively developed in the first three years.

In pursuit of Goal I, the federal and provincial/territorial governments, in keeping with their level of responsibility, will

1. promote the personal and social benefits associated with participation in sport at all levels and in all forms.
2. support sport organizations, at all levels, to increase participation, by recruiting new participants and reducing dropout rates in their sports, in collaboration with current and potential partners such as municipalities, educational institutions, and national and regional sport centres.
3. increase the exposure of children and youth to sport in the school setting.
4. encourage communities to increase individual and family-based participation.
5. increase access and equity in sport for under-represented groups.

GOAL II: ENHANCED EXCELLENCE

It is a Goal of the Canadian Sport Policy that by 2012 ...

The pool of talented athletes has expanded and Canadian athletes and teams are systematically achieving world-class results at the highest levels of international competition through fair and ethical means.

To maximize the personal and social benefits associated with competing successfully internationally, greater attention will be devoted to a systemic approach to ensure the development of a constant stream of world-class athletes, coaches, and officials in a sport environment characterized by the highest standards of ethics and values.

Special attention will be directed towards ensuring that successive generations of Canadian athletes are performing at increasingly higher levels and consistently achieving world standards. The evolving needs of Canadian athletes and the athlete development systems of other leading sport countries will be constantly monitored to ensure that our high performance athletes receive the support essential to compete successfully at the highest levels. Performance goals for major Games will be established, collaboratively with the sport community, to guide Canada's high performance athlete development system and to monitor and evaluate its effectiveness.

In pursuit of Goal II, the federal-provincial/territorial governments, in keeping with their level of responsibility, will

1. establish performance targets for major Games that guide expectations and assist in evaluating performances and the effectiveness of Canada's sport system.
2. increase the number of qualified, fully-employed female and male coaches working with high performance athletes to provide the requisite coaching expertise, in English or French as desired, to successfully compete at the highest levels of international competition and to strengthen the coaching profession.
3. increase accessibility for high performance athletes to essential services such as financial support, coaching, sport science, and sport medicine, and development opportunities such as competition and training required to successfully compete at the highest levels of international competition, and ensure access to these services in English and French.
4. confirm the role of the Canada Games as a prime means of increasing the quality and numbers of the next generation of national team athletes participating in international competition.
5. identify and recruit talented athletes into the sport system and provide for their systematic and holistic development towards internationally competitive levels.

GOAL III: ENHANCED CAPACITY

It is a Goal of the Canadian Sport Policy that by 2012 ...

The essential components of an ethically based, athlete/participant-centred development system are in place and are continually modernized and strengthened as required.

The policy goals of enhanced participation and enhanced excellence can be achieved by enhancing the capacity of the individuals, communities, and institutions, as well as the financial and material resources that comprise Canada's sport system.

Efforts will focus on identifying and strengthening the weak links in the system at the national, provincial/territorial, and community levels in order to maximize its effectiveness.

In pursuit of Goal III, the federal-provincial/territorial governments, in keeping with their level of responsibility, will

1. ensure that the essential components of the system required to achieve the sport participation and excellence goals of this policy — such as coach/instructor education, facilities, sport medicine, sport science, research and the use of technology — meet the needs of athletes/participants in an ever-changing sport environment.
2. promote safety, fairness in play and decision-making, and ethical behaviour in sport environments for all levels and types of sport, to protect the health of athletes/participants and the ethical basis of sport, and to increase the fun, attraction, and value of participation.
3. develop a long-term strategic approach to the hosting of major national and international sport events to maximize their contribution to sport and community objectives.
4. support the development of volunteer and salaried leadership and organizations at all levels to strengthen their contribution to a healthy and ethically based, athlete/participant-centred sport system.
5. develop a sustainable and diversified public and private resource base for the ongoing development of sport at all levels.

GOAL IV: ENHANCED INTERACTION

It is a Goal of the Canadian Sport Policy that by 2012 ...

The components of the sport system are more connected and coordinated as a result of the committed collaboration and communication amongst the stakeholders.

The goal of *Enhanced Interaction* seeks to increase collaboration, communication, and cooperation amongst the partners in the sport community, government and the private sector, which, in turn, will lead to a more effective Canadian sport system.

An environment will be established where stakeholders' actions affirm the connections between the various parts of the sport system, spelling out the roles and responsibilities of each. Effective interaction will be a priority for the partners in the sport system, requiring that actions or initiatives by one will be made with consideration of their impact on others.

Collaborative approaches will be pursued that further the development and evaluation of the critical linkages that increase the performance, effectiveness, and efficiency of the Canadian sport system.

In pursuit of Goal IV, the federal-provincial/territorial governments, in keeping with their level of responsibility, will

1. strengthen and develop collaboration within governments, between governments, and between sectors to ensure the harmonized growth of the sport system and promote the overall benefits of sport.
2. foster stronger relations between national and provincial/territorial sport organizations and multi-sport organizations to maximize their contribution to their members and the goals of this policy.
3. foster stronger relations between sport organizations and educational institutions, at the appropriate levels, to maximize mutual interests relating to participation, athlete/participant development, coach education and employment, access to facilities, and the provision of other services.
4. strengthen relations between governments and their sport communities, to develop new partnerships, harmonize planning, and increase the overall effectiveness and accountability of the sport system.
5. strengthen international strategies to promote Canadian values and sport programs, to keep abreast of leading-edge developments abroad, and to maximize the benefits of sport.

CONCLUSIONS AND IMPLEMENTATION: FROM POLICY TO ACTION

The future of sport in Canada depends on strong leadership, extensive governmental collaboration, and co-operation with the sport communities built on partnerships, planning, and transparency.

And leadership must come from all who want sport to improve — athletes/participants, coaches, officials, volunteers, sport organizations, private enterprises, communities, the provincial/territorial governments and their municipal and educational administrations, and the federal government.

Systematic planning requires a clear and accepted vision, specific goals, and agreed actions for achieving change. It means being open and transparent for the development and delivery of fair and ethical sport. This includes the measurement of performance and results against agreed targets.

The new *Canadian Sport Policy* responds to current realities and challenges facing sport in Canada and

- represents the shared vision and goals of 14 governmental jurisdictions for sport for the period 2002 to 2012 and challenges the sport community to share in their achievement
- reflects the involvement in the policy development process of stakeholders not previously included
- emphasizes increased communication and collaboration amongst all the stakeholders
- commits all governments to setting targets for enhanced participation and enhanced high performance sport in collaboration with their respective sport communities
- commits governments to strengthening their regular and formal communication with their respective sport communities on issues affecting sport
- will be implemented by complementary Action Plans developed by the governments collectively and individually, bi-laterally and multi-laterally, and by each sport community.

Achieving the vision and goals of the *Canadian Sport Policy* will change sport in Canada and the Canadian sport system. This change requires broadly based collaboration between all stakeholders. Mechanisms will be introduced to provide for dialogue, planning, and coordination between governments and their sport communities to build on the momentum created in this policy development process.

Governments will develop Action Plans, individually and collectively, to guide their efforts towards achieving the vision and goals of the *Canadian Sport Policy*. Progress towards the vision and goals of the Policy will be monitored by federal, provincial and territorial ministers responsible for sport at their annual meetings.

**Federal-Provincial/Territorial
Agreements in Sport and Physical Activity**

Federal-Provincial/Territorial Agreements relating to sport and physical activity, endorsed by Ministers Responsible for Sport, Fitness and Recreation, consist of

- High Performance Athlete Development in Canada (1985)
- The National Recreation Statement (1987)
- The Canadian Policy Against Doping in Sport (1991)
- The Federal-Provincial/Territorial Planning Framework for Sport (1995)
- Physical *In*Activity: A Framework for Action (1996)¹¹
- The Canada Games Governance Documents (1997)
- London Declaration on “Expectations for Fairness in Sport” (2001)
- The Canadian Strategy for Ethical Conduct in Sport: Policy Framework (2002)

The current federal-provincial/territorial agreement on mutual roles and responsibilities in recreation is the *National Recreation Statement* (1987). The current agreement on mutual roles and responsibilities in high performance sport is the *High Performance Athlete Development in Canada* agreement (1985).

The *National Recreation Statement* (1987) recognizes the primacy of the provincial/territorial governments in the area of recreation¹². The key functions are

- developing and implementing a public policy on recreation as well as associated programs
- supporting municipal and educational administrations and local governments in the delivery of recreation services
- influencing the education system so that all students can acquire skills, knowledge, attitudes, and a recreational philosophy
- meeting regularly with other recreation jurisdictions, including the federal government, to plan, coordinate, and share best practices.

The *National Recreation Statement* notes that while the primacy for recreation rests with the provinces and territories, “... there is a clear and necessary role for the federal government in the field of recreation...”

¹¹ For issues relevant to physical inactivity or physical activity, the government of Québec works through the Kino-Québec program.

¹² The broad definition of “recreation” in the *National Recreation Statement* includes “sport”.

Generally, the federal government's role in contributing to the development of recreation in Canada complements the role of the provincial/territorial governments and includes

- contributing to the development of recreation services to which all can participate through the provision of resources and support to national recreation organizations and agencies
- ensuring representation, both internationally and within Canada, in recreation activities that serve a shared objective
- developing and circulating promotional and resource materials that encourage participation in recreation activities.

The *High Performance Athlete Development in Canada* (1985) describes the responsibilities of the federal and provincial/territorial governments to serve as a starting point for a coordinated plan for the development of high performance athletes.

The provincial/territorial primary program areas of support are participation development, the support of research, the support of provincial/territorial sport organizations, which might include team programs for athletes and coaches, championships and Games, and the development of sport facilities.

The primary federal program areas include support for national team programs, team centralization, national coaching programs, national coaches, major Games and championships, research, and international competition. The shared responsibility program areas outnumber those allocated to one level of government.