



A World Best Opportunity

Submission to the “2010 and Beyond” Panel

September 2009

Presented by the Management of Own the Podium (OTP)

ROGER JACKSON, Chief Executive Officer

ALEX BAUMANN, Chief Technical Officer

CLAIRE BUFFONE-BLAIR, Director of Planning and Corporate Operations

Note: this submission is presented by management of OTP and is not a submission of any of the four OTP Steering Committee partners. The COC and CPC will present their own submissions, and VANOC and the Government of Canada will not submit a submission.

BACKGROUND

We have waited for decades for an organization like Own The Podium (OTP) to be established to lead, coordinate and finance Canada's high performance sport initiatives. Whereas the initial purpose of OTP was to prepare winter athletes for the 2010 Games, in the fall of 2006, summer sports were added to OTP's responsibilities. The goals of OTP are twofold:

1. to establish excellent, sustainable Canadian performances at Olympic and Paralympic Games; and
2. to strengthen, coordinate and harmonize the Canadian high performance sport system.

Goal 1: Athlete performances have significantly improved.

In winter sport, Canadian athletes have moved from 4th in world rankings (84 countries) in 2002 to first in 2009 - from 17 medals at the Salt Lake City 2002 Olympic Winter Games to 29 World Championship medals in 2009. The goal in 2010 for the winter Paralympic team is to finish in the top three nations in the Gold medal count. Canadian Paralympians had 6 Gold medals at the 2002 Games, 5 Gold medals at the 2006 Games, and 12 Gold medals at the 2009 World Championships, finishing second to Russia (14 Gold medals). In summer sport, Canadian Olympic athletes at the Beijing Olympic Games were tied for 13th of 204 countries, an improvement from 19th position at the previous Olympic Games in Athens in 2004. In Paralympic sports, Canada placed 7th in Gold medal count in Beijing.

Goal 2: OTP has demonstrated a better way for Canadian sport excellence.

Canada broke new ground when OTP 2010 was established. For the first time, a full-time national high performance sport leadership structure (OTP) has been created; and it has operated by principles and actions required to achieve the stated goals. These include:

- a. a total **national commitment to achieving excellence** at Olympic and Paralympic Games
- b. **posted national goals** for excellence providing focus and high expectations for the system
- c. strong and **internationally experienced** OTP technical and corporate leadership
- d. a **highly accountable** OTP operation, with excellent strategic and business plans
- e. **funding pooled** from a variety of sources for a single allocation process
- f. **improved business processes** –funding applications; review processes; evaluation; communication; harmonization with certain Sport Canada policies
- g. **efficient OTP operations** with operating costs less than 6% of budget
- h. excellent **responsiveness** by being outside government
- i. **effective partnerships** achieved with NSOs, CSCs, CAC, COC, CPC certain provinces and Olympic legacy organisations, universities, multi-sport Games organisations and others
- j. **strong commitment to develop LTAD** by working with NSOs, PSOs and provinces
- k. required comprehensive, realistic **multi-year technical planning** by NSOs and CSCs
- l. a **rationalized investment** in various clients only if they meet standards
- m. regular and extensive **critical review** of NSO and CSC plans and implementation
- n. OTP **mentoring and intervention** with clients to ensure progress and goals are met
- o. **new or expanded programs and services** established (e.g. sport science, medicine, technology, Top Secret, more coaches, competitions, training camps, etc.)

Whereas these have been important improvements, much more needs to be done, as described by the following answers to Question 2.

1. *What strategies need to be implemented to improve the performances of Canadian athletes?*

Some strategies in OTP's Strategic Plan (for both Olympic and Paralympic athletes) include the following:

- a. **Strengthen the quality and quantity of technical and corporate leaders** delivering the national team programs (HPDs, coaches, IST personnel, NSO leadership, CSC services staff), and increase the number of full-time appointments. This is the highest priority. We are planning with the CAC to introduce several extensive and national 'professional development' initiatives to improve coaches and HPDs, some involving university undergraduate and graduate programs.
- b. **Significantly increase the development of junior athletes** by improving the resources, leadership and implementation of national LTAD programs, and to establish a national athlete development system and talent pool (equally critical as 'a') in partnership with the provinces, LTAD and sports.
- c. **Create four Canadian Sport Institutes** (BC, Calgary, Montreal and Toronto) to improve central delivery of high quality sport science/medicine and technical services; to hire and train Institute coaches to train developmental athletes; and to create/access to needed facilities.
- d. **Fully fund NSO Junior national teams** (coaches, support staff, training and competition programs).
- e. **Have key provinces commit to establishing comprehensive provincial 'excellence' programs**, coordinated with the national OTP program - specifically to provide additional support for full-time provincial coaches, for CSC services, for LTAD, for individual athlete financial support, for increased hosting of provincial and national competitions and for PSO operations. Provinces need to extensively promote and support the development of Paralympic sport. OTP has had great success in opening a dialogue with BC, Quebec and Ontario.
- f. **Strengthen the partnerships** with the provinces, CAC, CSCs, Canada Games, multi-sport Games federations (including CGAC and CIS) and others for greater efficiencies and success.
- g. **Strategically use Multi-sport games for national athlete development.** Specifically, OTP needs to build partnerships with the CGAC and (CIS) to ensure the priority athletes are given these experiences.
- h. **Increase national competition opportunities** for Olympic and Paralympic junior athlete development, such as by working with the Canada Games to create new and better opportunities; increasing provincial competitions and games; strengthening college and university sport; and by strategically hosting junior and senior international events that will benefit key sports.
- i. The Sport Canada **Athlete Assistance Program needs to be revised and to become the responsibility of the new Agency** (see later), and there needs to be better coordination with similar corporate and provincial athlete funding programs.
- j. Significantly **extend the Performance Technology/Analysis services** and Top Secret applied research.
- k. Where needed, **assist financing the use of the Olympic legacy facilities** (Calgary, Vancouver, Montreal), and others, to ensure that they remain accessible for high performance sport.
- l. **Integrate Canada's international hosting strategy with Canada's high performance sport strategy**, including CSI development (e.g. Pan Am Games 2015), to strategically build the needed sport infrastructure for priority sports in appropriate locations.

2. Would changes to the design, structure, accountability, governance and/or leadership of high performance sport in Canada help to deliver on these strategies?

- a. Yes. The most important resolution coming from the Panel deliberations would be to amalgamate Sport Canada programs, funding and personnel outside government with OTP, in the form of a new legally incorporated Agency, with an expert independent Board. (see Question 3).
- b. OTP itself has been a corporate success - well organized in its two offices, with excellent policies, financial and other administrative controls and processes. It has created new technical and corporate tools, and ensures good communication with clients and media. OTP currently is one of the most highly accountable sport organisations in Canada, having several opportunities for the clients and the funding parties to be involved in and scrutinize the allocation of resources and the evaluation of its operations, strategic and business plans and other disclosures.

3. What approaches to governance and leadership would improve the high-performance system?

- a. ***We need the federal government to create an independent, legally incorporated national High Performance Agency externally from government but connected to it.*** After four years of development, OTP is capable of operating independently. It has all the necessary business systems, strategic and business plans and policies in place. It is currently limited as it is not an incorporated Agency. 'Independent' means: a) without conflict in decision making; b) separate from any of the partners and single or multi-sport organisations with which the Agency will strike agreements; and c) at arms length from government but with a clearly defined relationship and accountability to it, in accordance with the principles of public interest.

Sport Canada recognized the limitations of its bureaucracy by encouraging the creation of OTP externally from Sport Canada, and financing it. In doing so, their goal was to achieve strong, independent technical assessment of NSO programs, to intervene with sports and CSCs when needed, and to establish full-time strategic leadership for the high performance program. Such an external agency would also be better placed to build necessary partnerships with corporations and other governments and sport partners. This approach has proven very successful.

Policy analysis by the Sport Matters Group has developed a series of papers on the subject of 'alternate service delivery' which provide a baseline public policy framework, clear rationale for change, and various options that provide a 'one window' experience for service providers and that meet the public interest test established by the Treasury Board of Canada.

- b. **The new Agency (OTP + SC) should have an independent stellar Board** including members with political access, corporate access and experience and knowledge of HP sport. The Board would be an 'expert' Board, not a representative Board or a 'Partner' Board, in order to eliminate self-interest, or conflict of interest. If deemed necessary, 'partners' can be part of Advisory Committee(s) to the new organisation.
- c. **National policies and programs need to be harmonized into a 'One Window' approach.** An outside Agency would resolve the most significant issue preventing the cohesion and harmonization of the national sport system. We are operating two major funding systems in parallel, serving the same constituents. Sport Canada itself allocates as much funding to sports (\$60m) as it allocates to OTP (\$45m) for the same sports, and it does so with different processes, timing, criteria and duplication of staff. ***OTP and Sport Canada need to consolidate their policies, programs, funding and funding processes.*** It has been difficult for Sport Canada to change because of exhausting government change processes, and multiple leadership

changes (five Ministers and three DG changes in the four year period of OTP). There are several Sport Canada experts who could make a bigger contribution in an outside Agency.

4. *How can service delivery of high performance programming to athletes be improved?*

See answer to Question 1. Briefly, we need to establish four CSIs, and these will provide significantly enhanced services. We need more full-time and better trained coaches, HPDs and service providers. We need to considerably improve partnerships, and better utilize what is available. We need to improve the implementation of LTAD with NSOs, PSOs and the provinces.

5. *Performance targets for future Games*

National performance goals can only be determined by OTP following extensive review of current performances, of NSO quad plans, and knowledge of available resources. The 2014 and 2018 winter sport performance goals will be established after the 2010 Games results and NSO future plans have been presented and reviewed (May 2010). The goals for summer sport are established - achieve top 12 status by 2012, and top 10 by 2016 for the Olympic team, and top eight ranking for 2012 for the Paralympic team.

6. *What strategies should be undertaken to develop future HP resources?*

The new Agency requires substantial sustainable new funding, 2-3 times what is currently being provided. Realistically, the Government of Canada will always be the major funder. For 2010/11, the COC has indicated that it would provide OTP about 10% of confirmed funding, the government 90%. If Canada is to maintain its position among other countries, there is also need for additional non-government funding, through channels such as philanthropy, the corporate sector and the provinces and territories in partnership with OTP.

- a. The government of Canada is the only realistic source for the required core long-term sustainable funding.
- b. If Sport Canada's current internally-allocated funding and OTP's current funding (also from Sport Canada) are amalgamated, there can be a re-distribution of those funds (more than \$100 m) to more effectively achieve value for investment. This could sustain the transition for a year or more to a new Agency. When the opportunity arises to request new funding, the levels and distribution would be along the lines of the chart below.
- c. Meanwhile, OTP has recently submitted a request (in harmony with other organisations) to the federal government Parliamentary Committee on Finance, for \$22 million per annum to replace funding that might be lost after the 2010 Games, including the VANOC \$11 million, the 'sunsetting' of Sport Canada's \$5 million, and \$6 million for the loss of BC government funding.
- d. The management of OTP believes that cost-sharing programs with the provinces, specifically for hiring provincial and developmental coaches, LTAD, Sport Institutes, coach education and other areas are an excellent opportunity for both shared-financing, and meeting provincial athlete and coach development goals.
- e. We need to consider better ways to attract the interest and involvement of private citizens and corporate Canada, and one good place to start is to consider how best to harness the marketing and sponsorship expertise of VANOC who have achieved superb world and national results.

The following Table outlines current 2009/10 OTP funding, and known revenue commitments for 2010/11. It identifies new financial needs to achieve the performance goals outlined above. This table does not reflect the significant improvement in value attained by the pooling and re-allocation of all existing Sport Canada funds if such were placed in an outside Agency, or of creating better partnerships for better use of existing pools of funding to achieve greater efficiencies.

OTP Summer and Winter Allocations			Additional New Annual Funding Requirements to advance the National HP System	
	2009/10 Expenditure \$M	2010/11 Revenue \$ M	Additional annual new \$ M	
NSO Summer	26.5	34	20	Jr. & Sr. National team programs & staff
NSO Winter	21.9	11	25	Jr. & Sr. National team programs & staff
CSI	3		25	Coaches, athlete programs, increased IST services
Technology & Research	1.7		3	Research, technology, training of specialists
Projects	1		3	Access to other facilities; equipment
Coaching Education	0.3		4	Coaches, HPDs
Operations	3.4		1.6	
	57.8	45-50	81.6	

Given the current \$45 million available to OTP in 2010/11, and approximately \$60 million existing in Sport Canada for similar clients, and the need of \$82 million of new funding, this total (\$187M) would place Canada's financing of high performance sport as roughly equivalent to that of Australia and UK Sport for athlete preparation for the 2012 Games.

World Best High Performance Sport Agency

Establishing a permanent, independent high performance incorporated organisation, led by an expert and independent Board of Directors and reporting to government via the Minister for Sport is one critical piece to the legacy puzzle. Having certain Sport Canada programs, financing and personnel join OTP to create a new Agency to lead and manage this initiative, to create a 'one window' operation, is the remaining requirement.

Recommendations to the Panel

1. Identify, justify and describe the preferred model(s) for an independent, incorporated, 'alternate service delivery' Agency that combines the current OTP and Sport Canada.
2. Identify the Sport Canada programs and related funding for that Agency, and the part that would remain within government. Justify these conclusions.
3. Describe the relationship this new Agency would have with the government.
4. Recommend the creation of an independent transitional Board for OTP, to be appointed by the Minister by December 2009, with a new independent Chair and certain new members. This new Board would complete the remaining work of OTP until March 2010 and provide oversight of the planning for integration of OTP and Sport Canada.
5. Recommend the immediate formation of a working committee of OTP management and Sport Canada to plan the transition of programs, funding, people for the amalgamation and creation of the new Agency, and to develop new appropriate policies and procedures for operating the Agency by April 1, 2010. The new Chair of the Board would be on this committee.