

# 2010 AND BEYOND PANEL

## CONSULTATION PAPER

August 14, 2009

### A. Overview

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

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

### B. Context of the Panel's Work

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

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

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

the Minister has created a panel on post-2010 high performance sport in Canada known as the *2010 and Beyond* Panel.

### **Mandate**

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

The Panel will conduct its review taking into consideration the following elements of high-performance sport:

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

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

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

### **C. Canada's High Performance System**

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

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

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

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

Annex I: Canadian Sport Legislation Backgrounder

Annex II: Sport Canada Backgrounder

### ***Own the Podium***

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

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

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

Own the Podium's role is to:

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

## D. International Comparisons

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

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

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

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

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

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

## E. Consultation Questions

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

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

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

## **Annex I: Canadian Sport Legislation Backgrounder**

### **A. Physical Activity and Sport Act**

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

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

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

### **B. Canadian Sport Policy**

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

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

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

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

## **Annex II: Sport Canada Backgrounder**

### **A. Overview**

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

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

#### **Athlete Assistance Program**

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

The AAP's objectives are:

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

#### **Sport Support Program**

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

The SSP's objectives are:

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

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

### Hosting Program

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

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

The Hosting Program has four delivery components:

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

The Hosting Program's objectives are:

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

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

## **B. Sport Excellence Strategy**

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

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

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

## **C. Sport Canada Funding for High Performance Sport**

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

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

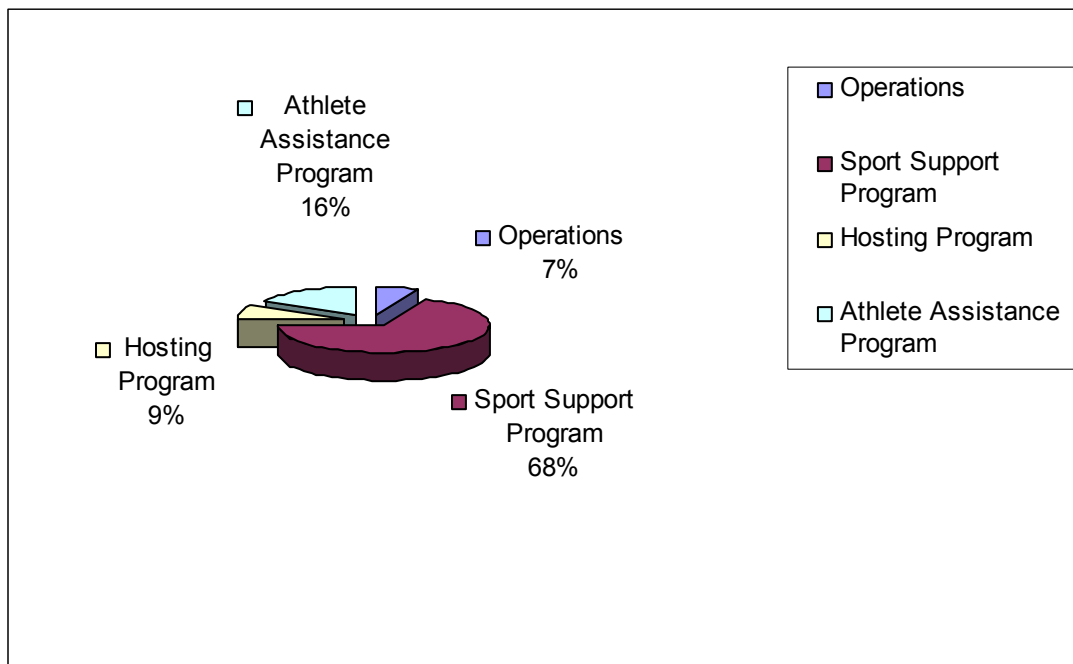
While the Own the Podium - Winter initiative has shown unprecedented success so far, the most pressing concern for high-performance is that after the 2010 Games are over,

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

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

**Table 1**

**2008-09 Sport Canada Budget - \$162.9 million**



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

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

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

**Operations** – covers salaries, goods and services.

**Table 2**

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

	<b>2003-04</b>	<b>2004-05</b>	<b>2005-06</b>	<b>2006-07</b>	<b>2007-08</b>	<b>2008-09</b>	<b>2009-10</b>	<b>2010-11</b>	<b>2011-12 and Beyond</b>
	<b>Actual</b>	<b>Actual</b>	<b>Actual</b>	<b>Actual</b>	<b>Actual</b>	<b>Actual</b>	<b>Forecast</b>	<b>Reference</b>	<b>Reference</b>
Operating Costs	7,666,256	8,266,112	9,336,237	9,042,101	9,181,329	10,677,411	11,071,934	11,942,958	11,883,958
Sport Support Program	55,594,308	81,948,261	91,428,919	92,747,608	102,125,476	111,242,144	100,774,049 <sup>1</sup>	114,684,268 <sup>2</sup>	114,562,354
Hosting Program	25,270,750	21,481,997	17,672,433	20,270,000	10,010,000	14,466,603	20,921,074	16,832,404	19,782,404
Athlete Assistance Program	15,199,569	19,845,324	24,800,000	25,300,000	25,313,598	26,486,000	26,576,161	26,676,000	26,676,000
<b>Total Sport Canada Expenditures</b>	<b>103,752,883</b>	<b>131,541,694</b>	<b>143,237,589</b>	<b>147,359,709</b>	<b>146,630,403</b>	<b>162,872,158</b>	<b>159,343,218</b>	<b>170,135,630</b>	<b>172,904,716</b>

**Note**

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

**Table 3**

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

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

**Table 4**

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

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