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Evaluation of the National Sport Organizations Support Program: Multi-Sport/-Service Organization Component

Final Report

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Annex A: Sport Canada Management Response



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EXECUTIVE SUMMARY

Study Objectives

An evaluation was conducted of the Multi-Sport/-Service Organizations (MSO) Support component of the National Sport Organization (NSO) Support Program to assess the rationale and continuing need for services provided by the MSOs and for funding the organizations, the degree of consistency between MSO and Sport Canada objectives, the adequacy of administrative data systems to measure performance, MSO awareness of government expectations of them, the attainment of MSO-specific outcomes, the attainment of Sport Canada objectives, and cost-effectiveness and alternatives.

Methodology

The unique nature of each MSO, and the services funded by Sport Canada under the MSO initiative, dictated that a case study methodology be employed in this evaluation. Across the 12 case studies, a total of about 80 key informant interviews were conducted. These were conducted with the Sport Canada consultant for each organization, persons directly associated with the MSO, and representatives of sport organizations such as National Sport Federations and other MSOs considered “clients” of the organization. The information gathered was supplemented by a review of Sport Canada and MSO administrative data, interviews with two Sport Canada officials with a broad perspective of the program, and a survey of 115 athletes and 56 coaches.

For purposes of reporting results, the 12 MSOs studied were grouped into six types as follows: the Canadian Centre for Ethics in Sport (CCES); the Coaching Association of Canada (CAC); the Sport Information Resource Centre (SIRC); Advocacy MSOs (the Aboriginal Sport Circle (ASC), Athletes CAN, and the Canadian Association for the Advancement of Women and Sport and Physical Activity (CAAWS)); Education MSOs (Canadian Interuniversity Services (CIS), formerly the Canadian Interuniversity Athletic Union (CIAU)), and the Canadian Colleges Athletic Association (CCAA)); and Games MSOs (the Canada Games Council (CGC), the Canadian Olympic Association (COA), the Canadian Paralympic Committee (CPC), and the Commonwealth Games Association of Canada (CGAC)).

Need for MSO Services

The vast majority of individuals interviewed for this evaluation believe that there is a great need for the services provided by the MSOs. Most respondents to the athletes and coaches surveys registered high levels of support for most MSOs; however, only half of the coaches responding to the survey indicated SIRC's services are needed. As well, minor concerns were raised with respect to the mandate of specific organizations and their provision of services to meet the mandate.



Need for Sport Canada Funding of MSO Services

The majority of persons consulted for this evaluation are of the opinion that Sport Canada should continue to fund the services provided by each MSO. Many feel that the very survival of most organizations depends critically on Sport Canada funding. Most, however, also see a need for the organizations to seek alternative sources of funding, but also acknowledge the poor prospects for doing so. The main exception to this finding is the COA, which depends very little on Sport Canada funding, as private sources represent the lion's share of total COA revenues. That being said, some feel that Sport Canada's contributions allow the federal government to keep its "foot in the door" in terms of visibility at Olympic Games. There were relatively modest levels of support expressed by athletes and coaches responding to the surveys for federal funding of SIRC.

Compatibility of MSO Objectives with Sport Canada Objectives

To varying degrees, the objectives of all MSOs are seen as compatible with Sport Canada's objectives of fostering high performance in sport, enhancing sport development, raising the profile and awareness of sport, and increasing access and equity in sport. The particular combination of federal objectives an MSO is most compatible with is dependent on its particular mandate.

MSO Awareness of Government Expectations

The vast majority of MSOs are aware of government expectations. There is a variety of mechanisms to ensure awareness, including the presence of Sport Canada representatives on MSO boards and committees, Sport Canada consultants who work closely with the MSOs, and formal contribution agreements and memoranda of understanding/agreement laying out government expectations. However, in some cases, awareness has been impeded by the lack of a formal document of agreement. As well, it is pointed out that MSO expectations, as presently identified, are really based on what the MSOs were already doing and not really out of a clearly articulated vision of what the government wants MSOs to accomplish.

Adequacy of Administrative Data Systems

Sport Canada's administrative systems are felt to be, at best, only somewhat adequate for analysis of performance measures. Respondents for some MSOs also noted that performance measures have not generally yet been developed. In those cases where performance measures have been developed, they have either not been used for decision making or have been poorly used. Sport Canada representatives working with several different MSOs indicate that no regular, ongoing performance measurement activity takes place. This may be due to the fact that there is a need to develop a national policy for performance measurement and to clearly define the government's expectations if it is to have some basis for knowing whether or not appropriate data are being collected.

Two other problems with administrative data are identified. The first is the lack of coordination among organizations, particularly games associations, in gathering data on athletes, resulting in costly duplication of effort and response burden for athletes. The second is a lack of



information on coaches and on athletes in equity groups (i.e., demographic information on athletes is not collected), and a lack of longitudinal data tracking athletes' performance at games over time and from games to games. A lack of resources is frequently mentioned as a drawback to producing better data.

Adherence to Accountability Requirements (Games Associations)

According to persons interviewed directly associated with the respective games associations, the four games associations adhere to their financial accountability requirements with Sport Canada.

Impact of Technical Sport Programming on Mandate (ASC)

There is mixed views on the extent to which the provision of technical programming by the ASC has impacted on its ability to meet its mandate. On the one hand, the organization has delivered very little technical programming, so the impact on its mandate is minimal. On the other hand, there is concern expressed by those consulted for this case study that the increasing emphasis placed on programming to ensure corporate sponsorship takes the organization's focus away from advocacy.

MSO Outcomes: Sport Ethics Services

Integrity of Canada's Doping Control Program

All interview and survey respondents agree that the CCES has successfully maintained the integrity of Canada's Doping Control Program. This is revealed in the fact that Canada is a world leader in independent, neutral dope testing; has an excellent reputation nationally and internationally; and its test results are upheld on appeal or arbitration. Sport Canada funding for the Doping Control Program is regarded as essential for this achievement.

Confidence in Testing System

This evaluation found that there is a high degree of confidence in Canada's dope testing system among athletes, coaches, and National Sport Federations (NSFs). Interview respondents believe that Sport Canada funding of the Doping Control Program has been essential to this high degree of confidence. Among the concerns expressed are that Canada's strict doping control is "overkill" in comparison to the looser standards in other countries, thereby placing Canadian athletes at a disadvantage internationally. Concerns were also expressed about the need for better anticipation of problem areas and sports, the need to shorten the time frame between the dope test and the final test ruling, and the need for a consistent policy followed by the CCES, the laboratory, and NSOs for the announcement of test results. Most believe that Sport Canada funding has a played an essential role here.

Key Player in International Anti-Doping Initiatives



Interview respondents and most athletes and coaches surveyed agree that the CCES has been a key player and is heavily involved in several international anti-doping initiatives. Examples include: participation in the Drug Free Sport Consortium, Canada being awarded the World Anti-Doping Agency, participation on the International Anti-Doping Arrangement (IADA) Taskforce, involvement in reciprocal testing agreements with IADA partners, and contribution to the Council of Europe Anti-Doping Convention Monitoring Group. Respondents believe that Sport Canada funding is necessary for the CCES's work in these areas. Suggested areas for improvement include a strategic plan for international endeavours and increased efforts for consistent doping control standards world-wide.

Enhanced "Voice" on Fair and Ethical Conduct in Sport

Most interview respondents agree that the CCES has been increasingly involved in ethics and fairness issues in the past few years, providing a strong voice on fair and ethical conduct in sport for the sport community. However, only a minority of coaches surveyed feel the CCES has been involved in effective consultation, though a majority of both athletes and coaches surveyed believe the CCES has become a strong voice on fairness and ethics in sport. Illustrations of how the Centre has initiated or lead consultations (but not frequently enough with provinces, according to some respondents) include: the preparation/distribution of discussion papers and presentations on a range of ethics issues; the running of the Ethics Review Panel composed of ethicists; and working on a National Strategy for Ethics in Sport and on a National Sport Ethics Forum. According to interviewees, Sport Canada funding has played a minor role in the CCES's work in fairness and ethics as federal funding is focussed on the Doping Control Program.

Development of Policies/Initiatives

According to interview respondents, the CCES has been involved in the development of several policies and initiatives related to doping control, fairness and ethics in sport. Key examples include the following: reviewing and revising the doping regulations and the Canadian Policy on Doping in Sport; development of a National Strategy for Ethics in Sport and a National Sport Ethics Forum; participation in consultations on the development of a Canadian Sport Policy; preparation of position papers and participation in fora on issues of doping, violence and harassment in sport; assisting in the development of policies for the Canada Games; and development of resource materials to assist NSOs in implementing major policies within their own organization. In the view of most interview respondents, Sport Canada funding has contributed somewhat to the implementation of these policies and initiatives, particularly those related to doping control.

Development of Strategic Partnerships

Interview respondents agree the CCES has successfully developed numerous strategic partnerships, particularly within but also outside the sport system. A strong emphasis on collaboration and partnerships is a core part of the Centre's organizational culture and strategy. Within the sport system, the CCES has, by operating through its subsidiary organization, the Spirit of Sport Foundation, participated in a number of initiatives in partnership with Athletes CAN, the CGC, the CGAC, the ASC, and the CAAWS. As well, the CCES has worked on the development of a national alternate dispute resolution (ADR) program in partnership with the Canadian Centre



for Sport and Law; worked on the issue of nutritional supplements in partnership with the Centre for Substance Use in Winnipeg; worked in collaboration with the RCMP in Quebec on drug use prevention; and worked with other countries on sport and drug issues. The CCES has participated in initiatives outside the sport system, albeit to a lesser extent; an example is its involvement in the Voluntary Sector Roundtable.

Key factors facilitating partnerships, in addition to MSO funding, include the strong leadership and high level of expertise of the board and staff, a strong belief in the value of collaboration and partnerships, and formal agreements with some NSOs. Negative factors include competition among some NSOs for scarce resources, limited time and resources for NSOs to develop and maintain partnerships, a leadership vacuum in sport in Canada, the fact that the CCES works on the "negative side of the ledger", lack of collaboration with the provinces and territories, and the need to strengthen relationships among the IOC accredited laboratory in Montreal, NSOs, and itself related to dope testing.

Expert Resource for Canadian Sport System

Persons consulted for this evaluation agree that the CCES is an expert resource to the Canadian sport system for doping control and, to a lesser extent, for ethics and fairness issues. Examples include its being consulted for its expertise in policy development; requests for information from athletes, coaches, NSOs, the media, and doping control agencies in other countries; and the large amount of resources the organization maintains on ethics and drugs in sport, which it distributes through its website and a 1-800 Infoline.

It is believed that Sport Canada funding has contributed to the CCES's development as an expert resource in doping control, but less so with respect to ethics and fairness. Moreover, a lack of resources limits the CCES's ability to meet other demands for information, such as in the areas of nutrition and natural/herbal remedies (for purposes of identifying banned substances) and on racism, violence and sexual abuse in sport. Suggested improvements include a reference centre; improved website and e-learning; availability of a 1-800 phone number on weekends; and more emphasis on education in general.

Provision of Leadership, Direction and Vision

Most respondents believe that the CCES provides excellent leadership, direction and vision for the Canadian sport system, in particular, relating to doping control. Sport Canada has contributed indirectly to the CCES's capacity to provide leadership and vision through federal funding of the Doping Control Program, but its contribution is limited because the Centre's educational activities are no longer funded. Moreover, to "get the word out", it is suggested that the CCES more aggressively market its ideals to athletes and coaches; form more provincial and regional strategic partnerships to better reach athletes and coaches; and initiate a comprehensive doping education/prevention program.

MSO Outcomes: Coaching Services



Implementation of a Competency-Based Education and Training (CBET) Certification Program

The documents review and key informant interviews revealed that CAC has taken a number of steps toward the implementation of the Competency-Based Education and Training (CBET) certification program. These steps include: holding planning sessions, developing a transition schedule, choosing an implementation team, hiring contractual staff to assist sports in making the transition, conducting pilot projects, hiring course instructors, and developing course materials. Among the difficulties that must still be overcome before the program can be fully implemented are the time-consuming nature and cost of implementation, the novelty of the approach, the diversity of the target group in terms of needs, and the large number of partners involved.

Increased Access to Coaching Certification Opportunities

Most interview and survey respondents feel the CAC has contributed significantly to increasing access to Levels 1-3 and 4-5 coaching certification opportunities, despite the fact that only a small proportion of coaches participating in the evaluation survey feel to a great extent there has been an increase in the number of certification opportunities. CAC activities seen as contributing to increased accessibility include its work with NSOs to develop the certification program, the creation of the National Coaching Institutes (NCIs) to carry out coaches training, the transition to the CBET certification program, and advocacy efforts encouraging use of paid coaches and pushing to require certification for coaches.

Sport Canada funding is felt to have played a major role here, primarily through the provision of funds to NSF's, both directly and channelled through the CAC, to help them pursue certification opportunities. As well, these funds have been used by the CAC to hire staff to develop the training curriculum and support the National Coaching Certification Program (NCCP).

The evidence is mixed as to whether these efforts to increase access have been realized in increased numbers of certified coaches. Interview respondents feel the CAC has helped increase the number of active certified coaches at all levels in the Canadian sport system. However, only one-half of coaches responding to the coaches survey feel that the CAC has increased the number of active certified coaches to a great extent.

An expectation is for the CAC to support Aboriginal coaches and coaches of athletes with disabilities. Mechanisms to do so include: provincial subsidies, specialised courses, assistance to NSF's to develop specialised programs and improve access, support to the Special Olympics, NCI programs to recruit Aboriginal and disabled student coaches, and involvement in the Aboriginal Sport Circle and the Special Olympics. Increased access for these groups is limited, however, by their lack of a lobby group, the fact that they bear the burden of change, their small numbers, and insufficient human and financial resources.

The evaluation found that NCIs as well have done much to increase access to certification opportunities. Survey results indicated that about three in four coaches believe to a great extent that NCIs have increased access to Level 4 certification training opportunities for coaches. Evidence of this is found in the establishment of a work plan to improve coordination and linkages



to the NSFs; the development of a pilot course for computer-based training technologies; the coordination of NCI and NSF delivery of Level 4 certification for eight sports; the large number of NCI graduates who continue to work with high-performance athletes; and subsidies to cover the costs for coaches to access certification programs. It is generally felt by interview respondents that Sport Canada funding is critical to increasing access to these opportunities through funding support to the NCIs and the coaches themselves, as well as by supporting the presence of Sport Canada representatives on the NCI management group.

To improve access to certification opportunities and increase the number of certified coaches overall, respondents suggest: completion of the transition to CBET; promotion of certification and development of employment opportunities; needs assessments of the target audiences; alternative delivery mechanisms such as distance and e-learning; recognition of equivalency between universities and CAC coaching programs; more scholarship support; and greater coordination among NSFs to create a common curriculum and enhance consistency in the delivery.

Increased Use of Levels 4-5 Certified Coaches by Sports Organizations

The Canadian Professional Coaching Association (CPCA), the professional arm of the CAC, was seen as making efforts to increase the use of Levels 4-5 certified coaches by increasing educational standards for coaches at all Levels and by advocating the adoption Level 4 certification for coaches on Olympic and national teams. However, only about one-half of coaches responding to the evaluation survey indicated the organization has actually increased the use of these coaches. To promote the use of Levels 4- 5 certified coaches, interview respondents suggest public education of the importance of coaches training and education; professional designation; and encouragement of paid coaching positions.

Increased Professional Development, Training and Employment Opportunities

The evaluation found that the CAC has done much to increase the number of professional development opportunities for coaches. Activities in this regard include expenditures of a large sum of money and participation in a number of initiatives on coaching training. Despite these activities, only one-third of coaches who responded to the respective question in the survey believe that the CAC has to a great extent increased the number of professional development opportunities for coaches. The CAC also seeks to increase the number of professional development opportunities for women coaches through participation in the Pan Am Games Apprenticeship Program, professional development grants to women, NCI scholarships and placements, and having NCIs as a focal point for professional development activity at the local level.

Sport Canada is felt by interview respondents to have contributed to enhancing the quality and quantity of professional development and training opportunities for coaches primarily by funding the CAC, NCIs and NSFs to run coaching programs, as well as by lobbying to encourage NSF members to attend the national coaches seminar.

The CPCA is generally thought to have made a small positive contribution to increased professional development and training opportunities for coaches. The principal ways have been through a conference, a seminar, scholarships, and the *Coaches Report* magazine.



It is generally felt that CAC and CPCA contributions to increased employability are modest, despite the assistance of Human Resources Development Canada (HRDC) internship programs, NCI and NSC salary support for coaches, advocacy for employment and employment standards for coaches, improved training and professional development, and the development of employment tools. Despite the modest gains, respondents still suggest that the employability of coaches would be improved by further funding support and increased employment opportunities. They also suggest greater leadership and cohesion within the Canadian sport system and greater recognition of the value of coaches.

Increased Involvement in Key Canadian Sport System Initiatives

Although the CAC is involved in several sport initiatives, a number of respondents believe that this does not represent an increase in the involvement in key sport initiatives, an expected outcome of Sport Canada MSO funding. To increase its involvement, interview respondents suggest: increasing CAC's efforts to improve the quality of employment for top level coaches; enhancing coaching certification and training by creating strategic alliances; exploring new technologies; supporting NSFs to implement CBET; and enhancing funding through government contributions.

Respondents generally agree that there has been some progress in terms of the CPCA's involvement in key Canadian sport system initiatives. Among the specific examples provided, respondents note that the CPCA has increased its representation on various boards and committees (e.g., COA) and has been involved with the COA in pre-Olympic seminars. To enhance its involvement in sport system initiatives, respondents feel the CPCA should emphasize the relevance and importance of professional coaching in Canadian society through increased membership and involvement of coaches to strengthen advocacy.

Voice and Leadership in the Canadian Sport System

A number of interview respondents agree the CAC has become a strong leader in the sport system through its involvement in initiatives and on various committees to express and implement their vision. However, only a minority of coaches in the survey indicated that the CAC has to a great extent become a strong voice on coaching issues and has provided leadership, vision and direction. Sport Canada funding is felt by interview respondents to be very important to support both the operation and existence of the CAC, as well as the employment of the staff necessary to realise a leadership role.



MSO Outcomes: Sport Information Services

Sport-Specific Technical Information

Most persons consulted for this evaluation agree that SIRC has increased the availability and usefulness of technical sport information. This has been done in a number of ways, including: electronic transmission of articles from its large database; doing academic writing, literature reviews, and thumb nail sketches for practitioners; and distributing technical manuals. Sport Canada funding is thought to have contributed to the quality and usefulness of sport-specific technical information by supporting the initial development of SIRC and the SPORTDiscus data base, and by continuing to support SIRC in offering services to the Canadian sport community and evolving into a worldwide clearinghouse.

To further enhance the usefulness of sport information, respondents suggest the need to raise awareness among coaches and athletes at the community level of how and where to access this information and more electronic resources to reduce costs to consumers and to increase the relevance of information searches for SIRCUIIT.

Enhanced Communications with the Sport Community

Evidence from interviews and documentation suggests that SIRC is engaged in a number of activities to enhance communications among the sport community. The activities include the collection and maintenance of e-mail lists for NSOs; broadcasting messages to the sport community on behalf of sport agencies; the provision of free e-mail addresses and accounts to all athletes and coaches; use of Canadian Sport List Serve (CSLS) to solicit input into sport policies (e.g., the Mills Report); to circulate information among members of the sport community and the media; and to post jobs. Sport Canada funding is generally felt to have made a significant contribution to the development of the CSLS. To improve communications with the sport community, respondents suggest offering services beyond regular business hours, providing support services to sport bodies to assist them in writing press releases, and upgrading current systems to allow members to self-serve.

Development of Webmaster Service for NSC Web Pages

Most respondents who are familiar with this service feel that SIRC has done well to develop a webmaster service for National Sport Centres' web pages. A primary advantage of the NSC websites is felt by some to be the links to the SIRC site, which provides a single point of entry for all NSCs to receive international enquiries. Sport Canada funding is felt to be an important support which allows the SIRC to provide this service to NSCs. Nonetheless, many indicate that more could be done in this regard, including increasing the efficiency of the sites and of communications with SIRC by encouraging NSCs to develop a common look and coordinated approach.



MSO Outcomes: Sport Advocacy Services

Involvement in Issues Concerning National Athletes

Key informants interviewed for the respective case studies believe that the respective advocacy organizations are significantly involved in issues of concern to athletes. Athletes CAN has been involved in athlete funding; selection criteria for carded athletes and the Canadian Olympic team; athlete agreements; enhancing the athlete-coach relationship; and dispute resolution for athletes. The CAAWS has been involved in a number of issues of concern to women in sport, including working with sport-related organizations to put gender equity on their agenda and taking the lead in addressing the issue of harassment in sport. The ASC has been involved in key issues of concern to Aboriginal athletes including: increasing Aboriginal athlete participation in mainstream sport, developing an Aboriginal coaching manual, and encouraging Aboriginal athletes to participate in sport. Despite these efforts, only small proportions of non-Aboriginal athletes and coaches in the evaluation surveys feel access for Aboriginal athletes has increased.

Enhanced "Voice" for Targeted Under-Represented Groups in Sport

All organizations are seen to be providing a strong voice for their constituent group. For example, Athletes CAN has worked towards increasing athlete representation at all levels of sport by encouraging athlete participation on boards at the provincial and federal levels, including the NSFs and NSCs. The CAAWS leads the discussion and acts as a consultant in policy formation on issues pertaining to gender equity and harassment in sport, and chaired the Harassment and Abuse in Sport Collective. The ASC has been working with all levels of government, including Aboriginal governments, to place greater emphasis on sport for Aboriginal communities as well as to provide guidance on how to encourage Aboriginal athlete participation in mainstream sport.

Expert Resource for Canadian Sport System

There are many indicators of these organizations' becoming expert resources in the Canadian sport system. Athletes CAN, the CAAWS and the ASC have web sites and distribute brochures that are accessible for their target groups and the general public. These web sites contain publications that would be relevant to their target groups. In addition, individual advocacy organizations have produced expert resource materials. A majority of athletes surveyed indicated that Athletes CAN has become an expert resource.

Involvement in Consultation Initiatives

Athletes CAN, the CAAWS and the ASC participate in many initiatives on behalf of their constituent group. Athletes CAN, working primarily at the national level, was actively involved in regional consultations and the National Summit on Sport. It also has representation on the Canadian Sport Policy Task Force and Sport Matters Working Groups. The ASC is involved in the political arena at all levels of government, while the CAAWS works primarily with sport-related organizations and at the community level within both the sport community and the health and wellness field. Both the ASC and CAAWS work outside sport-related issues, with the latter



in particular working on issues related to physical activity, health and wellness of women in Canada.

Involvement in Partnerships

All organizations have developed strategic partnerships in areas of policy and program development. The ASC is working with Sport Canada, the CAC, the CAAWS and Provincial/Territorial Coaches Councils (P/TCCs) to develop a coaching manual for Aboriginal coaches. Athletes CAN participates in a partnership with the Sports Law Centre at the Faculty of Law at the University of Western Ontario, the Dispute Resolution Centre, and a private law firm, to provide athletes with legal advice and dispute resolution assistance. The CAAWS participates in partnerships with Health Canada, NSOs, and health organizations in the development of policies affecting women in sport.

MSO Outcomes: Sport Education Services

Developmental Opportunities for Athletes and Coaches

Those consulted for this evaluation believe that both the CCAA and CIS are successful in enhancing the number of developmental opportunities available for high performance athletes and coaches. These two MSOs are believed to contribute to developmental opportunities in a number of ways, including competitive events organized by these organizations (particularly, in the case of CIS, the World University Games, the graduates of which often go on to the Olympics). As well, regarding CIS, sport facilities developed and maintained by universities are used extensively by the community and NSF's and in hosting events. However, certain developmental barriers were identified including the reluctance of some universities to partner with colleges, increasing travel costs, and insufficient funds.

Contribution to Coaching Expertise

Both CIS and the CCAA are also believed to make a valuable contribution in terms of coaching expertise to the high performance system. Both the CCAA and CIS contribute to the certification of coaches and post-secondary educational institutions provide employment and a stable salary for coaches. Additionally, university and college coaches serve as Olympic, national team or provincial team coaches. A problem identified by interviewees is that insufficient investment is made in coaching in Canada and that many top coaches leave Canada because they can earn much more elsewhere, though it should also be said there currently are many foreign and returning coaches working in Canada.

Increasing Access to National Championships

Almost all key informants interviewed as part of the CCAA and CIS case studies agree that Sport Canada funding has made a contribution to ensuring access and to reducing the financial burden of educational institutions for attendance at National Championship events. A minority of interview respondents believe that Sport Canada has had only a minor impact in this area.



Leadership, Partnership and Involvement in Sport Initiatives

Both the CCAA and CIS are viewed as leaders in the sport system and to be providing vision, leadership and direction by actively responding to the needs of athletes and coaches. Several interview respondents for CIS note that this MSO plays an important role in the leadership of sport in Canada through their contributions to other associations and bodies and that it has been increasingly effective in its development of strategic partnerships with sport organizations. Both the CCAA and CIS are also believed to be closely involved in key national sport initiatives and policy development by participating in relevant committees, working groups, etc. Examples of CIS's participation nationally and internationally are found in that fact that CIS personnel serve on the boards of Provincial Sport Organizations (PSOs), NSFs, MSOs, International Federations, and the World University Games.

Increased Human Resource Infrastructure Capacity

Both the CCAA and CIS have been able to expand their staff in recent years. In the case of the CCAA, this is attributed to the reinstatement of CCAA funding by Sport Canada.

MSO Outcomes: Games Mission Services

Best Possible Environment for Canadian Teams at Games

Most persons consulted on the games associations believe that the respective associations provide a good environment for athletes and coaches who, in the surveys, expressed their satisfaction with services provided at games and said access to high-quality services has increased in recent years. No sport or group has been particularly dissatisfied or denied services. Satisfaction with services is also apparently revealed in post-mission surveys conducted by most games associations, though the results from such surveys were not readily available to the evaluators. For all organizations but the COA, Sport Canada funding is seen as instrumental in the provision of high-quality services at games. The COA does not depend on Sport Canada funding for the provision of services at games.

Effective Working Relationship with the Federal Government and its Games Mission

The majority, if not all, respondents for all organizations strongly agree that the working relationship between games association mission and the federal government and its games mission is very good. This is observed more at the worker than at the management level, though the latter is seen to be improving. Among the strengths observed are the knowledge, competence and accessibility of Sport Canada consultants, their understanding of athletes' needs, inter-personal relationships, and collaborative debriefing sessions. Areas where the relationship between the missions of the games association and the government is seen as not working well include lack of sharing of information and poor timing of Sport Canada's decision-making and funding announcements.



Development and Implementation of Standards/Policies

All games associations were seen as having implemented and committed/adhered to standards and policies regarding coaching and medical professional standards; dispute resolution; harassment; doping; and official languages. Federal government funding is said to play a major role in the associations' implementation of and/or commitment or adherence to the policies and mechanisms, except in the case of the COA which has implemented such policies as a matter of principle and not necessarily on account of public funding.

The only area where doubt is expressed among key informants is in the area of federal visibility, for which there is no official policy, though it is clearly spelled out in memoranda of understanding. Moreover, interviewees pointed out that there is much visible evidence of the federal government at the games in the form of signage, banners, newsletters etc..

Enhanced Partnerships and Influence

All games associations, but particularly the COA, are making strong efforts to collaborate with other sport organizations. However, there is the sentiment that there is still much duplication of effort and greater coordination of efforts is required, particularly in the collection of performance data from athletes and the provision of mission services at games, which is currently the subject of working groups starting up among organizations. It is suggested that economies of scale and cost savings would result from closer collaboration.

Opinion is mixed on the degree of influence of games associations measured by their participation in initiatives, specifically consultations. Key informants for all games associations feel that the respective association is participating in the development of a new national sport policy. The CPC and the CGAC are seen as being more influential on the international front than domestically while the CGC and the COA are seen to be active in Canada. Some key informants also thought the COA could do more to enhance its international influence. Sport Canada funding is seen as important to the organizations' participation in partnerships and initiatives, except in the case of the COA. Greater involvement by the associations in these initiatives is constrained by limited financial resources.

Enhanced Human Resource Capacity

Representatives of all organizations feel that, in recent years, the respective organization has increased its staff and/or converted part-time or temporary positions to full-time or permanent. Except in the case of the COA, this has been attributed to Sport Canada funding, though the ability to attract non-government funds is also been a factor in this respect. Additionally, many also said that all organizations could do with even more staff and that insufficient funding necessitates reliance on volunteers. There is also concern that, by tying funding to games events, organizations tend to lose staff and expertise between games. It is also noteworthy that the lack of funds is the reason for the CPC's excessive reliance on volunteers, who, because of their limited numbers, burn out.



Developmental Opportunity for Athletes

Most of those interviewed and surveyed for the various games associations feel that developmental games such as the Canada Games, the Commonwealth Games and the Pan-Am Games represent good developmental and learning opportunities for athletes and coaches to progress on to the Olympics and World Championships of particular sports. However, as there are no quantitative data on athlete progression, other than a CGC survey, this is not known for certain. Factors cited that limit progression include the amount and timing of funds for games and the fact that the Canada Games occur every four years (winter and summer), which means that good young athletes peaking between games are missed because of age categories used and the four-year cycle. As well, athletes with a disability face progression difficulties because of their perceived second class status at games.

Provision of Leadership, Direction and Vision

The majority of persons interviewed and surveyed with respect to all games organizations feel that the respective organization has provided leadership, direction and vision in actively responding to the needs of athletes. Potential limiting factors with respect to specific games associations include: difficulty in attracting youth (CGC), and a poor past reputation (COA).

Contribution of MSOs to Sport Canada's Objectives

The majority of persons interviewed for the case studies believe that the respective MSO contributes a great deal to Sport Canada's objectives, but the contribution is limited to the objectives on which it is focussed. For all but one MSO, key informants believe that Sport Canada's funding is the main reason the organization has contributed to the attainment of Sport Canada's objective(s). In the case of the COA, federal funding plays a small role in the organization's contribution to these objectives, because such funding represents a very small proportion of the organization's total funds. Several persons interviewed for most organizations mention the difficulty in attracting funding from private sources.

Factors Affecting MSO Success

The most frequently mentioned factor in the success of the various MSOs being studied for this evaluation is funding. Most organizations depend on Sport Canada funding and would like to seek alternative sources, but acknowledge their limited ability to do so. Frequently mentioned as a success factor for organizations is the quality, dedication and leadership of staff and managers. The support of volunteers, including board members, is also seen as essential to an organization's success, though volunteer burnout is an ever-present danger. Also helpful has been MSO participation in the development of a national sport policy which enables the organization to put its issues on the agenda. Finally, the arm's length relationship that MSOs have with the federal government affords them the desired flexibility in meeting their needs and obligations.

Other frequently mentioned factors that can and do limit the success of an organization include: lack of a clear vision from Sport Canada; lack of coordination among NSOs, including NSFs and NSCs; a mandate that is too narrow, ill-focussed or -defined, or in a state of flux; trying



to do too much, perhaps beyond the mandate; public attitudes and poor media exposure; lack of legal sanctions and enforcement of standards and policies; and increased travel costs.

Cost-Effectiveness and Alternatives

Cost-Effectiveness

Most respondents who have an opinion on this issue feel that the MSOs deliver their services in a cost-effective fashion. Indicators of this include the use of (non-paid) volunteers and the perception that money is well spent by the organizations.

Alternatives and Respondents' Suggestions for Improvement

Few respondents feel a wholesale change in individual organizations is needed, but many feel there should be better coordination of service delivery among MSOs and between the MSOs and other sport organizations. Suggestions heard in this regard include: provision of mission services by games associations through a single director of games missions in a separate games mission facility; merging or better coordination of service delivery between the education organizations; better coordination with NSCs; better coordination of data collection with games mission services; coordination with provincial/territorial governments and NSFs; and the establishment of a super MSO or high-performance sport council dealing with all sport agencies.

Several respondents expand the concept of coordination to include greater cooperation with other federal departments and with other levels of government in other areas relevant to sport, such as health and education. The Australian Sport Institute is frequently mentioned as a model of this concept, which delivers a greater number of services and which forges strong links with education and health functions. The greater connection to the education system may not be amenable to Canada, however, where education is a provincial/territorial responsibility.

Interview respondents made a number of specific suggestions for improving the cost-effectiveness and the effectiveness of service delivery by the specific organization. Common suggestions include: (1) greater reliance on information and communications technology to reduce travel costs and to distribute information among partners and to athletes and coaches; (2) raising fees to NSOs for CCES services; (3) minimizing legal costs by relying as much as possible on alternate dispute resolution; (4) strengthening and better utilizing the board and committee structure and maintaining contact with alumni (Athletes CAN); and (5) centralizing services where possible and improving efficiency of internal management practices (CGC).

Recommendations for Improvement

A number of suggestions for program improvement flow from the results of this evaluation. These comprise the following:

- Clearer expectations:*** While the MSOs are aware of Sport Canada's expectations of the MSOs, as iterated, Sport Canada must be clearer and more visionary in its specification



of the roles to be played by the different MSOs in the Canadian sport system. This includes clearer specification of performance standards for some organizations.

- Better data:** There is a need for better administrative data in terms of: (1) greater sharing and distribution of information and using the Internet to do so; (2) greater detail on athletes; (3) ability to track athlete performance over time; and (4) ability to measure progression of athletes from development games to the pinnacle of their sport.
- Increase funding:** The federal government should consider increased funding to most organizations. Representatives of most MSOs expressed a need for greater funding to facilitate monitoring and data collection. Also, with increased funding, organizations could hire persons to carry out more marketing and fund raising, potentially leading to increased self-sufficiency.
- Greater coordination among organizations.** A great deal of collaboration and partnering were observed between MSOs and other sport organizations; however, many feel the sport system has to be better integrated. While tentative efforts made by games associations (with the support of Sport Canada) to work more closely together were lauded, many feel there needs to be far greater coordination in medical mission services among games associations and in the collection and analysis of data on athletes performance, as well as in regard to other functions. Sport Canada should further facilitate greater coordination efforts by MSOs by, among other ways, funding cross-MSO working groups and considering a “super games MSO”.
- CCES: Greater emphasis on ethics/fairness:** Greater emphasis should be placed on the ethics/fairness side of the CCES, and efforts to increase awareness of the organization’s involvement in fairness/ethics issues among coaches, such as through the re-instatement of funding for educational activities in the area of sport ethics. The evaluation found there was relatively greater appreciation and more activity focussing on the anti-doping arm of the organization.
- CAC: Increase number/use of certified coaches and employment of coaches.** Though the CAC has accomplished a lot in the area of increased training and certification opportunities, it still has work to do to increase access to certification opportunities, to increase the numbers and use of certified coaches, and to increase employment opportunities and employment for coaches. Possible ways to do this include: (1) completing the implementation of the CBET certification program, (2) increasing awareness of the importance of certified coaches, and (3) increasing access to training through alternative delivery mechanisms.
- SIRC: Increase awareness:** SIRC produces numerous information products, but awareness of them is low. Awareness of SIRC information products should be raised.
- ASC and Other MSOs: Increase access for Aboriginal coaches and athletes:** The evaluation found that access to high-performance sport for Aboriginal athletes and coaches is not high. Greater effort, therefore, must be made to increase access to sports for these persons, particularly with respect to NSF’s working more closely with the ASC to attain this outcome.
- Advocacy MSOs: Clarification of advocacy role:** Sport Canada needs to be clearer about the relative roles of advocacy and sport programming in the ASC mandate and in fact



must be clearer about the definition of advocacy in all such organizations, taking care to consider conflict of interest implications of the government funding advocacy organizations.

- ***Games Associations: Conduct post-mission surveys and disseminate results.*** All games associations should conduct post-mission surveys. The results should be disseminated widely, especially to other games associations, to corroborate claims of high levels of satisfaction with mission services and to enable organizations to learn from each other. Collaborative efforts to develop common indicators and collection and analysis strategies should be encouraged and funded by Sport Canada.

1 INTRODUCTION

1.1 Background

The mission of Sport Canada is to support the achievement of high-performance sport excellence and the development of the Canadian sport system in order to strengthen the unique contribution that sport makes to Canadian identity, culture and society. Toward these ends, Sport Canada administers three funding programs: the National Sport Organizations (NSO) Support Program, the Athlete Assistance Program, and the Hosting Program. With funds of \$42.6 million, the NSO Support Program is the largest Sport Canada program, accounting for just over half of the department's total program funding of \$83 million.

The Multi-Sport/-Service Organizations (MSO) Support initiative is a component of and, therefore, shares the objectives of the NSO Support Program. The three main objectives of the initiative are to: (1) enhance high-performance of Canadian athletes and coaches through fair and ethical means; (2) enhance the programming, coordinating and integration of development activities aimed at advancing the Canadian sport system, through working with key partners; and (3) increase access and equity in sport for targeted under-represented groups. In addition to the MSO component, the NSO Support Program has four other components: the National Sport Federation (NSF) Support initiative, New Funding for Sport initiative, Domestic Sport initiative, and the National Sport Centre (NSC) initiative. With \$8.4 million in funding, the MSO initiative represents almost one-quarter of all NSO Support Program funds for 2000-2001.

The MSO initiative assists Multi-Sport/-Service Organizations (MSOs) that share the same objectives as Sport Canada. The funds assist the MSOs to deliver programs and services catering to numerous sports sharing common needs (as opposed to National Sport Federations (NSFs) which serve a single sport). MSOs promote and maintain the national sport community in Canada, on a cross-sport basis, affecting amateur sporting from the local to the high-performance athlete level. Sport Canada provides financial contributions to these sport organizations as a more cost-efficient means of supporting the needs of the sport community, compared to funding individuals or individual sports.



The MSO Support initiative funds several organizations, including 12 that are the subject of this evaluation. These 12 fall into four organizational categories according to the activities that the MSO initiative funds, i.e., service, advocacy, education, and games; the service category, in turn, embraces three types of sport organizations: information, ethics and coaching. Support for the first three categories of MSOs is for programs, services and administration; support for the latter category is for major games missions only, covering travel, accommodations, meals, medical and paramedical services, and administration. For purposes of this evaluation, the 12 MSOs will be treated according to this categorization, as discussed below.

Service: Canadian Centre for Ethics in Sport (CCES), Coaching Association of Canada (CAC), and Sport Information Resource Centre (SIRC)

The three organizations falling under the category of Service are very different in the services they offer, and in fact will be treated separately. First, the *Canadian Centre for Ethics in Sport (CCES)*, formed in 1996 as a result of a merger between the Canadian Centre for Drug-Free Sport and Fair Play Canada, uses a comprehensive approach involving research, education, prevention, detection and deterrence for doping control and the promotion of ethical conduct in all aspects of sport in Canada. Second, the *Coaching Association of Canada's (CAC's)* main objective is to ensure high quality of coaching in Canada in order to enhance the experiences of all Canadian athletes. Third, the *Sport Information Resource Centre (SIRC)* describes itself as the “world’s leading bibliographic database producer of sport, fitness and sports medicine information”. It recently shifted its mandate from “resource centre” to “database producer” with increased focus on its products – SPORTDiscus, SIRCDetective, SIRCRetriever, SIRCEXpress and SIRCUIT. Its subscribers range from universities, libraries and hospitals to coaches, athletes, professors and medical practitioners worldwide. The National Coaching Institutes (NCIs) across Canada became subscribers of SPORTDiscus in January 2000, thereby enabling athletes and coaches from coast to coast to gain access to various sport-related documentation.



***Advocacy: Aboriginal Sport Circle (ASC),
Athletes CAN, and Canadian Association for
the Advancement of Women in Sport and
Physical Activity (CAAWS)***

There are three organizations dedicated to the interests of athletes and persons under-represented in sport. Athletes CAN represents all of Canada's national team athletes and acts as the collective voice for Canadian athletes within the sport system, with the government and with the media, and it also promotes athletic leadership. The *Aboriginal Sport Circle (ASC)* ensures that the voice of Aboriginal sport is heard in the context of national sports. The *Canadian Association for the Advancement of Woman in Sport and Physical Activity (CAAWS)* is working toward gender equity in the national sport community.

***Education: Canadian Interuniversity Services
(CIS, formerly the Canadian Interuniversity
Services (CIS), and Canadian Colleges
Athletic Association (CCAA)***

This category covers sport in the two levels of post-secondary institutions: universities and colleges. *Canadian Interuniversity Services (CIS, formerly CIAU)* represents over 12,000 athletes and 550 full- and part-time coaches who are training and working in universities across Canada. The *Canadian Colleges Athletic Association (CCAA)* is the sole coordinating body for college sport in Canada, representing five regional athletic associations, comprising 9,000 intercollegiate athletes, 700 coaches and 150 sport administrators in total. This evaluation's treatment of CIS's coordination role in the World University Games is considered with that of Games Association (see the next group).

***Games: Canada Games Council (CGC),
Canadian Olympic Association (COA),
Canadian Paralympic Committee (CPC), and
Commonwealth Games Association of
Canada (CGAC)***

The MSO initiative contributes to the funding of the services provided on major games missions by four games organizations, which are the major games franchise holders in this country. The *Canada Games Council (CGC)* is the governing body of the Canada Games, and as such is responsible for the philosophy, objectives and rules of the Games which involve young Canadians,

as well as for the Games mission. The Council's Board of Directors includes representatives of the federal government, provincial/territorial governments, and National Sport Organizations. The *Commonwealth Games Association of Canada (CGAC)* the franchise holder for the Commonwealth Games, is dedicated to strengthening sport in Canada and throughout the Commonwealth by participation in the Commonwealth Games and by using sport as a development tool. The *Canadian Paralympic Committee (CPC)* is a private corporation recognized by the International Paralympic Committee since 1989 as the National Paralympic Committee in Canada. The specific mandate of the organization is to provide professional management to Canada's Paralympic Teams. The *Canadian Olympic Association (COA)* is responsible for all aspects of Canada's involvement in the Olympic and the Pan American Games. The COA is the largest private sector funder of amateur sport in Canada, providing financial assistance to Canadian athletes, coaches and National Sport Federations, as well as to sport administrators involved in the Olympic Games and the Pan American Games.

Note that Sport Canada provides funding to the COA under a Memorandum of Agreement which does not tie it to the requirements of the National Sport Organizations Support Program Results-Based Management and Accountability Framework (RMAF) which is serving as the basis for this evaluation for all other MSOs. However, the organization will be assessed on these performance outcomes in this evaluation because of its similarity to the other organizations in this category.

Each year, MSOs seeking funding from Sport Canada must make a formal application for funding under the MSO initiative¹. Applications must be fully supported by technical, operational, and financial documentation demonstrating the organization's past year's achievements and future plans. Specifically, the documentation includes a progress report indicating last year's achievements and contribution to achieving Sport Canada objectives, a statement of priorities and goals for the next year, current financial statements, and a statements of projected revenues and expenses. A Sport Canada program officer reviews the application by considering the organization's reported progress against its objectives, as laid in the Results-Based Accountability Framework. Also verified is whether or not the MSO has met its financial reporting requirements

1. For details of this process, see *Sport Canada Contributions Guidelines, 2000-2001*, obtained on the Sport Canada website.



and the terms and conditions of its contribution agreement. Recommendations for funding are then made to management.

The funding of each of the 12 MSOs for the 2000-2001 fiscal year is presented in Table 1.1.

TABLE 1.1
Funding Under the MSO Initiative: 2000-2001

MSO	MSO Initiative Funding (\$000)
CCES	2538
CAC	2885
SIRC	200
CAAWS	340*
ASC	350
Athletes CAN	240
CIS (CIAU)	342
CCAA	150
CGC	325
CGAC	300**
CPC	240
COA	360***
TOTAL	8270

* The CAAWS also received \$40,000 under the MSO initiative for the Harassment and Abuse in Sport Collective, which it co-chairs.

** The CGAC also received from the MSO initiative funds for two initiatives it is responsible for: \$75,000 for the Commonwealth Sport Development Program (CSDP) and \$50,000 for the Commonwealth Committee on Cooperation through Sport (CCCS). These initiatives were not included in this evaluation.

*** The COA also received \$55,000 for **MASH** under the MSO initiative.

There are networks and interrelationships among these 12 MSOs on many levels, as well as between MSOs and other NSOs. Therefore, for each MSO in this evaluation, it was necessary to consult representatives of the various NSOs with which it has a relationship. For example, the National Sport Centres (NSCs) house many of the initiatives of the MSOs, such as the major program of the Coaching Association of Canada - specifically, the National Coaching Institutes (NCIs) in Victoria, Vancouver, Calgary, Saskatchewan, Manitoba, Montreal, and Atlantic Canada (Halifax). Coaches and athletes often participate in most of the sporting events represented by the Canadian national teams, such as the Commonwealth Games, the Pan American Games, and the Olympic Games. Many of the coaches who coach for university or college sport teams also serve as Olympic, national team and provincial team coaches. On the organizational level, committee members often sit on more than one of the MSOs' Boards of Directors, thereby providing a critical role in the leadership of sport across Canada. Athletes and coaches also, to varying degrees, use MSO services whether they focus on advocacy or on research, and the Canadian Centre for Ethics in Sport affects all of them. Finally, many of the NSFs receive services from particular MSOs, for example, Athletics in the case of the CCES, Wrestling and Canoe/Kayak in the case of CAAWS, and Badminton, Athletics and Swimming in the case of the CGAC. In addition, certain provincial/territorial sport organizations should be counted among the clientele of particular MSOs.

1.2 Evaluation Objectives and Issues

The overall objective of this evaluation, required by Treasury Board, was to assess issues related to the rationale/relevance, design and implementation, impacts/outcomes and cost-effectiveness of the MSO component of the National Support Organizations (NSO) Support Program. These evaluation issues are discussed below.

(a) Rationale and Relevance

The key rationale issue is: "Does the rationale of the MSO initiative continue to be consistent with overall federal government objectives?" Although each type of MSO has a particular rationale, the overall rationale for the MSO initiative is the presumed inability of Canadian athletes to perform at international levels without assistance, the need for assistance and coordination in developing the national sport system, and the lack of access to sport for certain



equity groups. In this evaluation, the rationale of the initiative was assessed by examining the degree of correspondence between the objectives/activities of each of the various MSOs with overall federal government objectives in the area of sport, which include supporting high-performance athletes and coaches, developing the national sport system, raising the profile of sport, and increasing access and equity in sport. In addition, in order to assess the relevance of the initiative, the continuing need for the services of each MSO and for Sport Canada funding of these services were examined.

(b) Design and Implementation

Regarding the design and implementation of the MSO initiative, the major issue examined in this evaluation relates to the information systems set up to monitor the progress and outcomes of the initiative. Specifically, the issue is: *“What additional data collection and reporting mechanisms are required to fully implement the MSO initiative performance framework?”* In particular, the concern is the extent to which the current administrative data systems in use by program officers are adequate for gathering information on the performance measures suggested in the RMAF. The RMAF specifies unique performance measures for MSO-Coaching Services, MSO-Sport Ethics Services, MSO-Sport Information Services, MSOs-Sport Advocacy, MSOs-Sport Education and MSOs-Games. The evaluation assessed the adequacy of existing performance monitoring mechanisms by conducting key informant interviews with Sport Canada officials and partner organization representatives, as well as case studies of each MSO which involved interviews and a review of documentation. Related issues examined in the evaluation are the degree to which each MSO understands the federal government’s expectations of it and, for Games MSOs only, the degree to which the organizations adhere to federal accountability requirements.

Two other design/implementation issues relate to specific MSOs. One relates to one of the Advocacy MSOs - the Aboriginal Sport Circle (ASC). This issue is: *“To what extent does the delivery of technical sport programming impact on advocacy organizations’ primary mandate?”* This issue was examined primarily in interviews as part of the case study of the ASC. The other relates to the extent to which games associations adhere to accountability requirements.

(c) Impacts/Outcomes

Impact/outcome issues primarily concern the extent to which MSO funding has been successful in meeting its objectives. Three issues were examined in this category: the attainment of intended MSO outcomes; factors or unintended outcomes affecting the success of MSOs; and ultimate impacts of the MSO initiative in contributing to Sport Canada's objectives.

A key and, arguably, the most important impact/outcome issue addressed in the evaluation is: "*To what extent has the MSO initiative achieved its intended outcomes?*" The RMAF lists a host of expected outcomes, which vary considerably according to the six types of MSOs. The information to measure outcomes was gathered mainly through a review of contribution agreements between Sport Canada and the MSOs, a review of the administrative information gathered by Sport Canada and the respective organizations, as well as information collected in key informant interviews, case studies of each MSO, and a survey of athletes and coaches. The various intended outcomes for each type of MSO are outlined below.

MSO Outcomes – Coaching Services: For the MSO delivering coaching services, the Coaching Association of Canada (CAC), the expected impacts include the following: timely implementation of the Competency-Based Employment and Training (CBET) certification program and other education and training opportunities; increased number of certified coaches and their increased employability; increased quantity and quality of professional development and training opportunities for coaches; continued leadership, direction and vision of the CAC in the Canadian sport system; increased involvement in initiatives; and increased access for women, Aboriginal persons and persons with disabilities in the enhanced training programs as well as increased levels of certification within these groups.

MSO Outcomes – Sport Ethics Services: For the Canadian Centre for Ethics in Sport (CCES), the expected outcomes include: continued contribution to international anti-doping initiatives; enhanced voice on banned substances and fair and ethical conduct in sport; development of the CCES as a key expert resources on ethics and fairness; development of policies and other initiatives on ethics and fairness in sport which are implemented by other NSOs; strengthened confidence in the dope testing system by sport stakeholders such as coaches and athletes; and maintenance of the integrity of Canada's Doping Control Program in terms of ISO certification and standards.



MSO Outcomes – Sport Information Services: The MSO delivering information services, the Sport Information Resource Centre (SIRC), is expected to achieve the following outcomes: increased use and quality of SIRC products such as SIRCuit and SPORTDiscus (as indicated, for example, by the number of subscriptions to these products and perceived user satisfaction); enhanced communication within the sport community (as revealed in the use of and perceived satisfaction with the Canadian Sport List Service by various NSOs and other sport organizations); and National Sport Centre satisfaction with the web-master service.

MSO Outcomes – Sport Advocacy: The three MSOs involved in advocacy (i.e., the Aboriginal Sport Circle, Athletes CAN, and the Canadian Association for the Advancement of Women in Sport and Physical Activity) are expected to attain the following organization-level impacts: maintenance of the organizations' voice on issues related to under-represented groups (as revealed in their involvement in and consultation on issues facing these groups in sport); increased human resources infrastructure capacity of these organizations (as indicated by a change in the number or type of salaried positions); and the development of these organizations as an expert resource in their respective field. Other intended outcomes include: the implementation, in other sport organizations, of policies and programs on issues facing under-represented groups; increased participation of under-represented groups in these programs; and the formation of strategic partnerships between advocacy organizations and other sport and non-sport organizations.

MSO Outcomes – Education: The expected outcomes for the two education MSOs (i.e., Canadian Interuniversity Services and the Canadian College Athletic Association) include: a reduction in the costs of sending athletes to major sport competitions; enhanced human resources infrastructure capacity; the provision of developmental opportunities and experiences for athletes and coaches; and (for CIS only) contribution to the coaching expertise in the high-performance sport system.

MSO Outcomes – Games Mission Services: For the four games MSOs (i.e., the Canada Games Council, Canadian Olympic Association, Canadian Paralympic Committee, and Commonwealth Games Association of Canada), the expectations are that NSO Support Program funding will contribute to: the provision of an ideal environment for the Canadian Team at games; the development of effective working partnerships between the federal government and the Games mission and between the games organizations and the NSFs, the Host Committees and



International Franchise Holders; enhanced influence of the games organizations in key Canadian and international sport consultations, committees and other initiatives; the implementation, by games organizations, of policies and standards relating to certification, disputes, language, doping, harassment, financial accountability, and federal government visibility; enhanced human resources infrastructure capacity of these organizations; and ultimately the development of athletes participating in developmental games (e.g., the Canada Games) as indicated by their progression to the high-performance level and to the Olympic Games.

Other Outcomes/Success Factors: *“Have there been any other outcomes or factors which have impacted on the MSO initiative’s success?”* Here the concern is whether or not funding MSOs is leading to any unintended outcomes and whether these may be affecting the impact of the funding. In addition, it is important to identify any other factors that either facilitate or impede the success of the MSOs. To address this issue, we solicited the opinions of all the sports’ stakeholders, including the athletes themselves.

Consistency with Sport Canada Objectives: *“To what extent has the MSO initiative contributed to the ultimate impacts (Sport Canada’s goals)?”* Sport Canada’s goals are to: support high-performance athletes and coaches; develop the Canadian sport system; strategically position and raise the profile of sport in the eyes of the public and the government; and improve access and equity in sport for targeted under-represented groups. To address these issues, we relied mainly on key informant interviews and case studies of MSOs, but also on the survey of athletes and coaches.

(d) Cost-Effectiveness and Alternatives

This final issue category relates to the question of whether or not there may be better or more cost-effective ways of delivering and achieving the objectives of the MSO initiative. The key evaluation issue in this category is: *“Are there any best practices/lessons learned from countries similar to Canada that should be considered?”* To examine this issue, we scanned government websites of countries such the United States, the United Kingdom and Australia to learn about these countries’ approaches to developing high-performance athletes and related goals. The objective was to determine if there are better practices that Canada could consider and whether there are lessons to be learned from the experiences in other countries. More generally, we

examined lessons learned, best practices and needed improvements based on the experience of the MSOs themselves by consulting Sport Canada officials, MSO staff, partners and stakeholders, and athletes and coaches.

1.3 Purpose of this Document

The methodology, findings and conclusions of the evaluation of the Multi-Sport/Service Organizations Support initiative are presented in the remainder of this document. The methodology for the evaluation - involving key informant interviews, a review of documentation, case studies of the 12 MSOs, and a telephone survey of athletes and coaches – is described in detail in Chapter Two. The evaluation findings, organized by the major evaluation issues, are presented in Chapters Three to Six. Finally, a summary and the evaluation conclusions and recommendations are presented in Chapter Seven.

2. METHODOLOGY

This chapter describes the methodological approach used to conduct this evaluation. The description is in seven sections corresponding to each phase of the evaluation research: review/analysis of documentation and data, review of the international literature, key informant interviews, telephone survey of athletes and coaches, case studies of MSOs, integrated analysis and reporting, and schedule. The core of the methodology is the set of case studies of 12 MSOs. Given the requirement for an individualized evaluation approach for the different types of MSOs, the case study approach was ideally suited to this assignment. All aspects of the evaluation methodology described herein contributed to these case studies.

2.1 Review/Analysis of Documentation and Data

The purpose of this component of the evaluation is to review existing program-based sources of evidence to provide a context within which to assess the various aspects of the MSO and to contribute to the case studies. In particular, the objectives of the review were to provide insights into the operational and strategic management the support initiative and of each MSO and to supply information on the nature and extent of the services provided. Much of this information was reviewed as part of the individual MSO case studies.

Higher level program information reviewed included:

- NSO Support Initiatives Results-Based Management and Accountability Framework (RMAF);
- Sport Canada administrative systems for the MSOs, and
- Sport Canada Contribution Guidelines 2000/2001;
- Terms and Conditions of the overall NSO Support Program.

Program operational and administrative files on each MSO maintained at Sport Canada were reviewed to develop a profile of the program and the services provided by each of the 12 MSOs. The review helped highlight the linkages between the overall NSO Support Program objectives and priorities and those of the MSOs. As well, it highlighted the extent to which the

services and resources provided by each of the MSOs are reflective of targeted priorities and have contributed to, or are likely to contribute to, their own individual objectives, as well as the overall objectives of the larger Support Program.

MSO-specific information were also be explored in more detail as part of the case studies (described in Section 2.5). The information reviewed in relation to each of the 12 MSOs included accountability and contributions agreements, memoranda of agreements, annual reports and submissions, communications materials, and performance monitoring reports/data. This included descriptive material maintained by each MSO in order to familiarize the researcher with the objectives and activities of each organization and to further identify, for each MSO, consistency between MSO and Sport Canada objectives.

2.2 Review of International Literature

Other practices for funding participation in Games, equitable access to opportunities to participate in the sport system, ethical sport, sport information and education, professional development of coaches, etc. were examined through a review of the international literature. An assessment of the nature and extent to which other countries have supported their athletes and coaches and in endeavours pertinent to MSOs was explored through a review of the web sites of the United States, the United Kingdom, and Australia.

2.3 Key Informant Interviews

Key informant interviews contributed to the evaluation issues relating to the rationale, design and implementation, impacts and outcomes, and alternatives of the NSO Support Program and MSOs, as highlighted in Section 1.2 of this report.

The original intent was to interview a number of Sport Canada officials and representatives of sport organizations seen as stakeholders of the various MSOs as key informants with the broader perspective of MSOs generally. Given that a number of Sport Canada officials are the lead for particular MSOs, however, and that each MSO typically serves a unique set of stakeholder organization, the decision was made to interview just two Sport Canada officials from

an overall perspective, and interview others as part of the case studies of the individual MSOs. Specifically, for each case study, we interviewed the Sport Canada lead, 2-3 persons directly associated with each MSO as an employee or a volunteer, and representatives of 3-6 NSOs seen as “clients” of the MSO in question.

In consultation with the Sport Canada evaluation advisory committee, interview guides were designed. Three types of guides were designed: guides for the Sport Canada officials with overall perspective; a generic guide for the Sport Canada lead, with outcome questions for all MSOs; and MSO-specific guides for the key informants associated with the MSO. It must be pointed out that, though, as indicated above, there were 12 MSOs to be studied, there were only six different types. Therefore, there were only six sets of guides used to conduct the key informant interviews for each case study. All guides are presented in the Design Report.

Names and contact information were provided by Sport Canada to EKOS. All interviewees were sent the finalized guide by facsimile or electronic means in advance of their appointment to permit preparation for the interview. When requested by the key informant, guides were translated into French and conducted in that language. A total of about 80 interviews were conducted: two with Sport Canada officials with a broad perspective on the MSO initiative, and 5-10 with persons associated with each MSO. Interviews were typically in excess of 60 minutes in duration, and were conducted by telephone. Summaries of interviews were prepared and used in the writing of the case study reports and the final summary report.

2.4 Telephone Surveys of Athletes and Coaches

The intention was to survey those athletes and coaches who responded to the surveys of athletes and coaches carried out for the NSC evaluation. The thinking was that it had been difficult enough to gather a full set of information from these individuals one time, let alone now a second. Surveying respondents to the previous survey saved capturing certain basic “tomb-stone” data, thus shortening the questionnaire and, it was hoped, increasing the response rate. Moreover, such athletes and coaches have already expressed their desire to participate in a survey by responding to the NSC one. The concern over response burden remained however.

The names of the 200 respondents to the previous NSC athletes surveys were provided to Sport Canada so that it could be determined what Games they have attended, which was deemed

important so as to not have ask these questions in the survey, thus reducing survey length. Sport Canada returned 199 names, only 70 per cent of which had been previously called because of an inability to determine the what games the athlete had attended. The rest were “new” names. As for the coaches, Sport Canada provided the names of 122 of them to EKOS, along with the relevant contact information.

Surveys of athletes and coaches were conducted using Computer Assisted Telephone Interview (CATI) software. Among the many attributes of CATI are the ability to route respondents through questions according to their responses to prior questions, an ability to automatically check for out-of-range responses, and the fact that response data are automatically entered into the database as the interview is conducted.

The survey instruments (see the companion Design Report) were designed to gather information mainly on perceived need for the organizations’ services funded by Sport Canada and perceived outcomes, the latter also based on the relevant performance measure from the RMAFs. Athletes and coaches were asked about only organizations of direct relevance to athletes and coaches, and for athletes, the games associations that Sport Canada records indicated they had an association with. For athletes, the MSOs were the CCES, the ASC, CIS and the CCAA, and Games Associations. For coaches, the MSOs were the CCES, CAC, SIRC, the ASC, CIS and the CCAA, and the Games Associations. Further, they were asked about outcomes only for organizations they indicated they had a large amount of familiarity with, or in the case of athletes and games associations, the association they were the most familiar with if they had experience with multiple organizations.

Prior to conducting the full survey, pretesting of the survey instrument was undertaken with a small number of athletes and coaches, first at Sport Canada, and then in the “field” to simulate the conditions to be encountered during the actual survey as nearly as possible. The objectives of the pretest were to test the instrument in terms of sequencing and clarity of the questions, survey length, and response rate. Results from the pre-test resulting in deleting questions on cost-effectiveness from the coaches survey because of concerns over survey length and the fact that coaches would be unlikely able to answer that question.

The survey interviews were 15 minutes in duration, somewhat longer for coaches to whom a somewhat larger set of questions was posed (because of their association with the CAC, to which athletes of course would have no association). Up to nine call-backs (or 10 total calls) were made for each case. After several calls were made to all potential respondents, it was recognized there was insufficient numbers in certain areas. A decision was, therefore, made to contact an additional 42 coaches and 41 athletes. In addition, in order to further raise the count for certain games for which there was a low number of responses, it was decided to re-contact several athletes who had experience with several games but who were initially only asked for their views on the games they were most familiar with, this time to obtain their views on their other games experiences. The final response rates for the athletes and coaches surveys are presented in Table 2.1.

TABLE 2.1
Response Rates for MSO Surveys of Athletes and Coaches

	Athletes	Coaches
Initial sample	240	141
(less) Attrition:		
Number not in service	2316	811
Duplicate number		
Other reasons		
Functional sample	210	131
Numbers retired (not due to attrition)		
Called 8+ times without success	65	66
Unavailable for duration of survey	14	1
Other/illness	7	7
Refusal	9	1
Total complete	115	56
Response rate	54.8%	42.7%

That being said, for certain organizations, the count was very low, and in fact was insufficient to support reliable results. Therefore, for these organizations, survey results are not presented in this report.

Survey respondents can be characterized on the basis of certain tombstone data. The profile of athletes responding is provided in Table 2.2. The results indicate that athletes responding were fairly evenly split between men and women and the majority are under 30 years of age. One-

third of the athletes considered themselves to be in a minority group. The Olympics is the games the largest group (44 per cent) of athletes responding to the survey attended, and many have attended more than one games. *Note* that in the survey, athletes were asked about the games with which they were most familiar, which frequently was the Olympics. Thus the numbers answering the questions for the particular games were lower than indicated here.



TABLE 2.2
Characteristics of Athletes Responding to Survey

Characteristic	Percentage Distribution
<i>Gender</i>	
Male	56
Female	44
<i>Age (years)</i>	
< 25	28
25-29	30
30-34	23
35 +	19
<i>Minority Status</i>	
Yes	34
No	66
<i>Games Attended*</i>	
Olympics	44
Paralympics	23
Pan-Am Games	29
Commonwealth Games	23
Canada Games	21
World University Games	14
Total number of athletes responding	115

* Athletes could have attended more than one games so percentages do not add to 100 per cent.

The profile of coaches responding is provided in Table 2.3. The results there indicate that about one-third of coaches responding to the survey said they had coached athletes with a disability. The largest group of coaches had attended the Canada Games (73 per cent). Note that, as with athletes, coaches were asked about the games with which they were most familiar, which frequently turned out to be the Olympics.



TABLE 2.3
Characteristics of Coaches Responding to Survey

Characteristic	Percentage Distribution
<i>Coached Athlete with a Disability?</i>	
No	68
Yes, only	7
Yes, and able-bodied athletes	25
<i>Games Attended*</i>	
Olympics	57
Paralympics	21
Pan-Am Games	50
Commonwealth Games	34
Canada Games	73
World University Games	25
Total number of coaches responding	56

* Coaches could have attended more than one games so percentages do not add to 100 per cent. Computation excludes five coaches who attended no games.

2.5 Case Studies of MSOs

We conducted 12 case studies of MSOs as a core component of the evaluation. Each case study was based on two main methodologies: (1) a review of available documentation/data, and (2) telephone interviews with persons associated with the organization in question. This information was supplemented by relevant information from the surveys of athletes and coaches discussed above, and the key informant interviews with Sport Canada officials with an overall perspective of the MSO initiative. It should be noted that, as each MSO has a Sport Canada lead who is responsible for administrative arrangements with the organization, this person was interviewed to obtain his/her views on the MSO and its relationship with Sport Canada as well as to supply relevant sport Canada data.

First, for the documentation review, the information reviewed included MSO contribution agreements, MSO annual reports/submissions, communications materials, and performance monitoring reports and data generated by Sport Canada or the organization itself. The researcher worked with the Sport Canada lead to determine what information is available at Sport Canada² and what may be generated by the MSO itself. The review was conducted in our offices, given budgetary constraints, with Sport Canada and each MSO couriering or e-mailing pertinent material and data to EKOS. A designated representative of each MSO was asked to gather information according to a documentation review protocol (see Design Report). This ensured that a consistent set of information was gathered from each organization.

The second part of the case study consisted of a series of interviews with persons associated with the organization. The list of persons to be interviewed for each MSO (see the Design Report) was unique to each MSO and was determined in close cooperation with the client. The number of interviews completed for each organization varied depending on the number of persons and resources involved. A breakdown of the persons interviewed from each organization, some of whom responded for more than one organization, is as follows:

- designated Sport Canada lead (one);
- personnel directly associated with the organization, including the president, staff and volunteers sitting on the board (2-3);
- representatives of stakeholders including NSFs, NSCs, other MSOs, and provincial and territorial sport organizations (2-5);
- “other” individuals (1).

As noted above, one generic guide for the Sport Canada leads was designed, as well as guides for each of the six types of MSOs: Service-Coaching, Service-Sport Information, Service-Sport Ethics, Sport Advocacy, Education and Games. Guides were subject to the client’s approval and were translated where requested by the key informant. For each MSO, we conducted up to 10 interviews by telephone, with each interview being at least one hour in duration.

2. It is understood that Sport Canada does not maintain comprehensive administrative data for each of the MSOs.

2.6 Integrated Analysis and Reporting

Following data collection, results from all lines of evidence and from each case study were integrated into this Final Report which is organized by evaluation issue. The results of the different lines of evidence were used to triangulate with the findings stemming from the other lines of evidence to corroborate notable findings or reconcile differences. To the extent possible, the results from each case study were “rolled” up into the final report. However, owing to the unique nature of each MSO, it was determined, in cooperation with the client, that the outcomes for each MSO or type of MSO would be presented and identified according to the respective MSO.

3. RATIONALE AND RELEVANCE

This chapter considers the issue of the continuing rationale for the Multi-Sport/-Service Organization (MSO) initiative. Specifically the issues addressed comprise the need for the services of the MSO, the need for Sport Canada to be funding those services, and how consistent MSO objectives are with Sport Canada's. The main source of evidence to address these issues are the interviews conducted for the case studies of each MSO, supported to some extent by a review of documents and responses from the surveys of athletes and coaches conducted for this evaluation.

3.1 Continuing Need for MSOs

In the view of the vast majority of case study respondents, there continues to be a great need for all of the ethics, coaching, information, advocacy, education and Games Mission services provided by the MSOs. As indicated in Table 3.1 (column 2), the average ratings of need are very high for the services of each of the 12 MSOs. Interview respondents were asked to rate the perceived need on a five-point scale, where 1="to no extent" and 5="to a great extent".

Interview respondents do have some minor concerns, however, about the mandate and services of some MSOs. In the area of ethics services, the need for the CCES is greatest with respect to doping control but, for some stakeholders, the mandate and need for services related to ethics and fairness in general is somewhat less clear. Regarding coaching services, all respondents agree that the CAC is greatly needed but some feel that it should be providing additional services that they perceive to be within the Association's mandate, which is really a delivery issue. For example, they suggest that the CAC should be doing more to help develop the national sport system, raise the profile of sport, promote access and equity in sport, promote a continuum of sport from the community to the high-performance levels, and increase the educational standards and salary levels of coaches. With respect to advocacy services, there is some confusion and disagreement about the most suitable definition or form of advocacy for Athletes CAN (i.e., consolidating services and support for national athletes in Canada versus lobbying, and sometimes disagreeing with, the federal and provincial/territorial governments in order to represent the interests of national athletes). Finally, regarding Games Mission services, some respondents argue that there is a need to improve coordination among the Games MSOs in order to reduce duplication

of administrative tasks and in turn reduce administrative costs so more funds are available for the athletes themselves.

TABLE 3.1
Continuing Need for Services of MSO and Sport Canada Funding
Mean Rating (and Number of Observations/Interviews)*

MSO	Need for Services of MSO	Need for Sport Canada Funding of MSO	Number of Interviewees
CCES	4.8 (9)	4.7 (9)	9
CAC	5.0 (9)	5.0 (8)	10
SIRC	4.3 (5)	** (2)	5
ASC	5.0 (4)	5.0 (4)	4
CAAWS	4.8 (6)	4.7 (6)	6
Athletes CAN	4.5 (6)	4.8 (5)	7
CIS	4.7 (6)	4.6 (5)	6
CCAA	4.7 (5)	4.6 (5)	5
CPC	5.0 (6)	4.8 (6)	6
COA	5.0 (8)	2.4 (8)***	8
CGC	4.3 (6)	4.5 (6)	6
CGAC	4.8 (5)	4.4 (4)	5

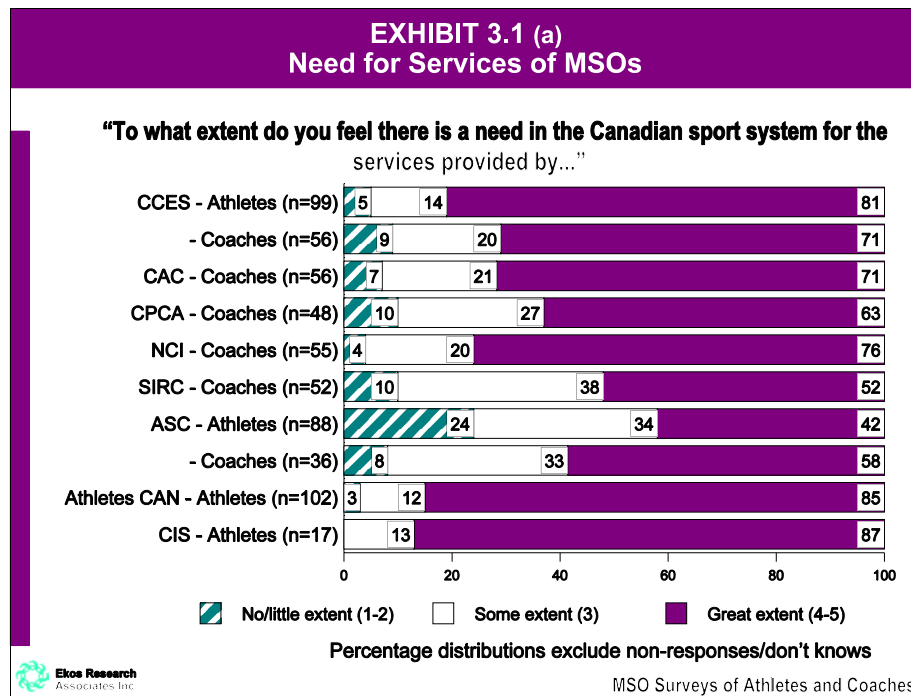
* Interview respondents were asked to rate on a five-point scale the extent to which they felt the services of the MSO as well as Sport Canada funding of these services continue to be needed, where 1=to no extent and 5=to a great extent. Computation of means excludes those who provided no response to the particular question.

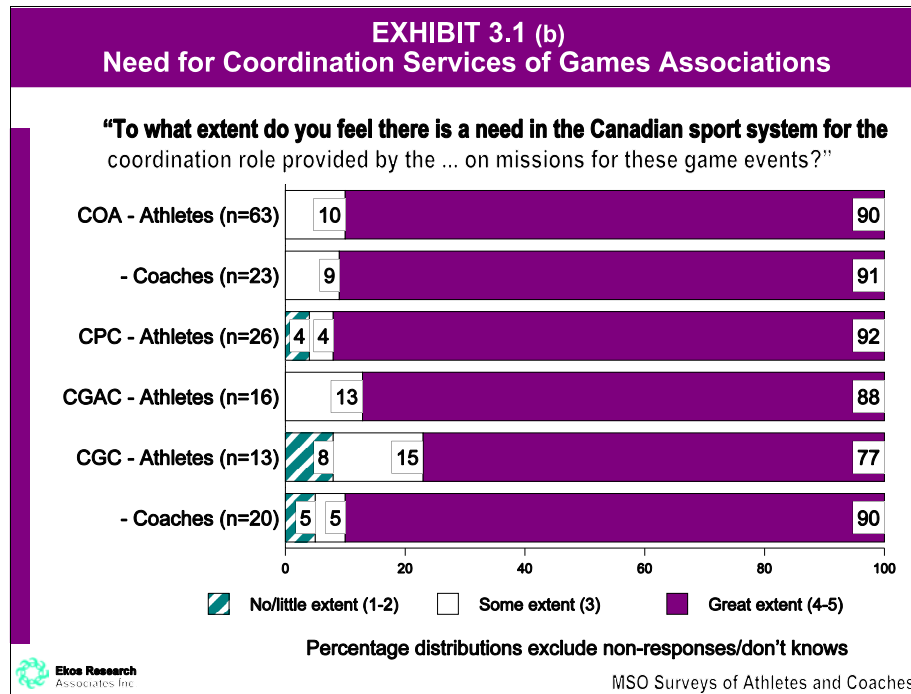
** Too few responses to report results.

*** Several respondents regarded this question as “not applicable” because Sport Canada provides, proportionately, very little funding to the COA so this federal funding is not needed. For purposes of computing the mean rating, these responses were re-coded as 1=not at all.



In the surveys, athletes and coaches were also asked to rate the need for selected MSOs using a five-point scale, from 1 meaning “to no extent” ranging up to 5 meaning “to a great extent”. Their responses, presented in Exhibits 3.1a and 3.1b, indicate that a large majority of athletes and coaches feel there is a need in the Canadian sport system for the services provided by the various MSOs. Perceived need tends to be stronger for games associations (Exhibit 3.1b) than for other MSOs (Exhibit 3.1a). With proportions of at least 85 per cent saying there is a great need (4 or 5 on the five-point scale), support is strongest for the COA, CPC, CGAC, Athletes CAN, and CIS among athletes, and for the COA and CGC among coaches. Where support is weaker than it is for other MSOs is in regard to the ASC (42 per cent of athletes and 58 per cent of coaches) and to the SIRC (52 per cent of coaches).





3.2 Continuing Need for SC Funding of MSOs

A review of MSO and Sport Canada documents revealed a wide range of MSO core funding support in terms of the proportion it represents of different MSOs' expenditures. MSO funding support represented as little as two per cent of COA games mission expenditures and 11 per cent of SIRC expenditures, but as much as 84 per cent of CCES expenditures. For the majority of organizations, however, MSO proportional support was in the 45-70 per cent range. As well, it should be noted that MSOs receive additional Sport Canada funding support for particular activities, within or outside the MSO Support component.

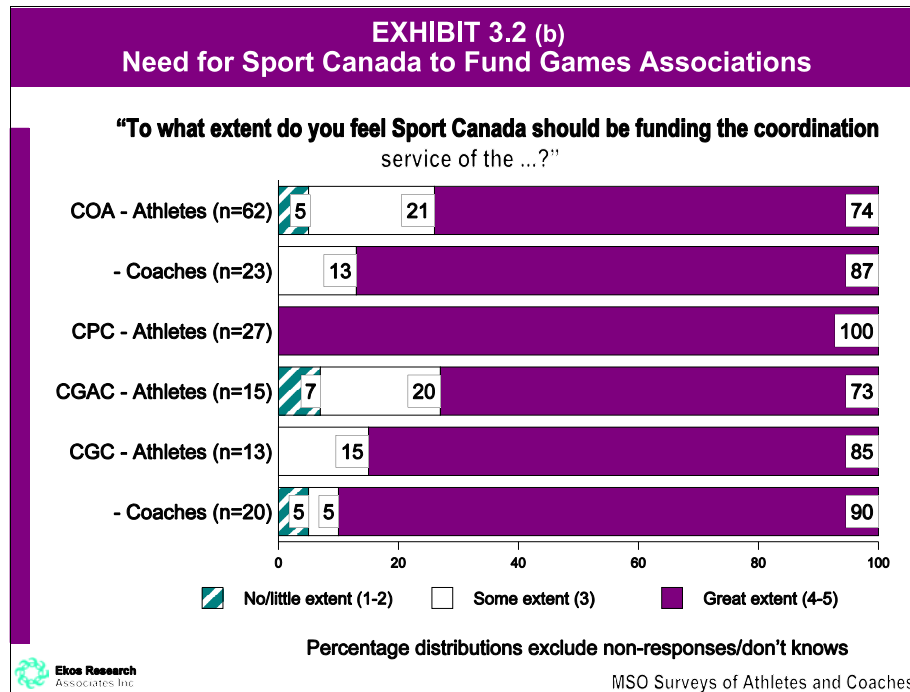
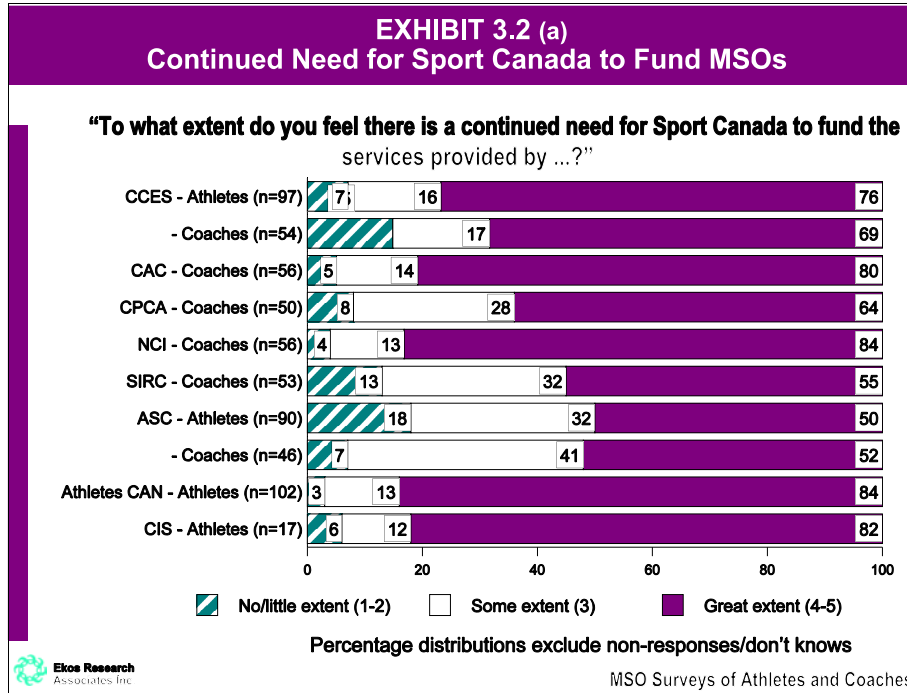
For the most part, case study respondents believe that there is a great need for continued Sport Canada funding of the various services provided by the MSOs. On average, respondents rate the need for federal funding of these services highly, with the notable exception of the services of the COA (average rating = 2.4 out of 5) because only a very small proportion (two per cent) of the Association's funding comes from Sport Canada (see column 3 of Table 3.1).



Although several MSOs have significant additional sources of funding (e.g., revenues from sales of databases for the SIRC, corporate sponsorships for the CAC, ASC, CPC and CGAC), interview respondents generally feel that some core funding from Sport Canada is essential to ensure the survival of the organization and its services. Moreover, for some MSOs the prospects for alternate sources of financing, such as corporate sponsorships, are regarded as very poor. For example, it is apparently a “tough sell” to attract corporate sponsors for the CCES’s Doping Control Program, the CAAWS’s social change/equity agenda, or any games association’s role in coordinating the Canada Games (i.e., because the Council’s priority is to assist host societies in finding corporate sponsors for the Games).

For some respondents, an issue is the appropriateness of federal funding for an advocacy organization such as Athletes CAN. If the organization chooses to focus on lobbying the federal government on behalf of national athletes, then it would be in a conflict of interest by accepting federal funding. In such a case, membership fees would be a more appropriate source of funding. On the other hand, if this advocacy organization chooses to place its emphasis on delivering services and support for national athletes as opposed to lobbying efforts, then relying on federal funding would be acceptable.

As for athletes and coaches participating in the evaluation surveys, Exhibits 3.2a and b indicate that at least one-half of athletes and coaches responding for particular MSOs believe to a great extent that there is a need for Sport Canada to be funding services provided by the respective MSO. Particularly high proportions of athletes say Sport Canada should be funding the CPC (100 per cent), CGC (85 per cent), Athletes CAN (84 per cent), and CIS (82 per cent); particularly high proportions of coaches say it should be funding the CGC (90 per cent), COA (87 per cent), NCIs (84 per cent) and CAC (80 per cent). It is interesting to note the high proportions supporting the need for Sport Canada funding for the COA despite the recognition among key informants that this organization depends very little on Sport Canada funding. The lowest perceived need for Sport Canada funded was recorded for the ASC and SIRC.



3.3 Compatibility of MSO Objectives with Sport Canada Objectives

A review of documents, as noted in Chapter 1, indicated that Sport Canada has four overriding objectives, with one or more of which the objectives of each MSO receiving Sport Canada funding under the MSO initiative are expected to be consistent. Presented in Table 3.2 are the mean responses of the persons interviewed on the perceived degree of consistency between MSO and Sport Canada objectives, where consistency is rated on a five-point scale, ranging from one representing “to no extent”, up to five representing “to a great extent.” The extent to which the Sport Canada objectives are seen as actually being attained by the MSOs is considered in Chapter 5.

The results indicate that the objectives of all organizations’ are seen as greatly compatible with at least one of Sport Canada’s objectives. A summary of the results is presented below, while more detailed commentary on this issue is provided in the individual MSO case studies. Generally speaking, MSOs are focussed on different combinations of Sport Canada objectives as follows:

- CCES: high performance;
- CAC: high performance, sport development and high profile;
- SIRC: high profile;
- ASC: access/equity;
- CAAWS: all objectives;
- Athletes CAN: all objectives;
- CIS: sport development, high profile, access/equity;
- CCAA: development, high profile, access/equity;
- COA: high performance, sport development, high profile;
- CPC: all objectives;
- CGC: sport development, high profile, access/equity; and
- CGAC: high performance, high profile, access/equity.



TABLE 3.2
Degree of Consistency between MSO and Sport Canada Objectives:
Mean Rating (and Number of Observations/Interviews)*

MSO	High-Performance	Sport Development	High Profile for Sport	Equity and Access	Number of Interviewees
CCES	4.0 (9)	3.6 (9)	3.8 (9)	3.4 (9)	9
CAC	4.8 (10)	4.5 (9)	4.1 (10)	3.9 (10)	10
SIRC	3.5 (5)	3.5 (5)	4.0 (5)	3.7 (5)	5
ASC	2.6 (3)	4.0 (3)	4.3 (4)	4.8 (4)	4
CAAWS	4.4 (5)	4.4 (6)	4.3 (6)	5.0 (6)	6
Athletes CAN	4.4 (5)	4.6 (5)	4.2 (6)	4.3 (6)	7
CIS	3.6 (6)	4.3 (6)	4.2 (6)	4.2 (6)	6
CCAA	3.8 (4)	4.8 (4)	4.5 (4)	4.5 (4)	5
CPC	4.8 (6)	4.0 (5)	4.5 (6)	5.0 (6)	7
COA	4.7 (7)	4.6 (7)	4.9 (7)	3.2 (7)	8
CGC	3.7 (6)	4.5 (6)	4.7 (6)	4.3 (6)	6
CGAC	4.2 (6)	3.4 (6)	4.3 (6)	4.6 (6)	6

* Interview respondents were asked to rate on a five-point scale the extent to which they felt the objectives of the respective MSO and of Sport Canada were consistent, where 1=to no extent and 5=to a great extent. Computation of means exclude those who provided no response to the particular question.

4. DESIGN AND IMPLEMENTATION

4.1 MSO Awareness of Government Expectations

Feedback gathered in interviews through the MSO case studies indicates that the vast majority of persons associated with the MSOs say they are very aware of government expectations of them. The evidence indicates that there is a variety of mechanisms to ensure that MSOs are kept apprised of government expectations, including the presence of Sport Canada representatives on MSO boards and committees, the availability of Sport Canada consultants to work closely with MSOs to brief them on their annual policies and recommend funding according to Sport Canada guidelines, former Sport Canada employees currently working for the MSO, and contribution agreements which spell out government expectations. Funding submissions also often outline how the MSO's services, products and activities will assist Sport Canada in meeting all of its objectives.

Respondents, nonetheless, suggested several factors that may impede government communications concerning their expectations. In some cases, government expectations are communicated only through the Sport Canada consultant and are not detailed in other documents. Other respondents felt the communication of expectations might be compromised given the absence of a Sport Canada consultant or some other means of constant dialogue with government. In some case studies, some concern was found to exist over the lack of formal memorandums of understanding or accountability agreements between Sport Canada and the MSOs which would clearly delineate government expectations (although it should be noted that MOAs do exist for some MSOs). Finally, one respondent felt that, in general, the MSOs are not aware of government expectations because expectations, as laid out in the Results-Based Management and Accountability Framework, are based on what the MSOs were already doing anyway and that the government has not provided a clear vision what they want MSOs to do.

4.2 Administrative Data Systems

Most respondents who are familiar with the Sport Canada administrative systems feel they are only somewhat or not at all adequate to gather and permit analysis of performance measures.

Among the systems strengths, some respondents note that good relationships exist among governments, Provincial/Territorial Sport Organizations (PSOs) and NSOs to collect data. However, several MSOs suggest that no performance measurement activity currently takes place. Respondents for some MSOs note that performance measures for the MSO have not yet been designed, although some have begun to develop accountability frameworks or have developed their own framework for performance measurement. As well, Sport Canada representatives working with several different MSOs indicate that no regular, ongoing performance measurement activity takes place, although some useful information may be collected through independent initiatives (e.g., snapshots, data collected through accountability agreements). Other weaknesses of the system include:

- ❑ **Use of the information:** Some MSOs feel there is a lack of follow-through on performance measurement results in terms of using the data for decision making and flawed interpretation of the data (e.g., invalid measures of MSO performance such as the number of coaches trained rather than a ratio of coaches to athletes or use of athletes' raw world rankings rather than percentile rankings).
- ❑ **Coordination of effort:** For a number of respondents, the fact that many sports are not connected to the administrative system contributes to a number of weaknesses, including: delays in gathering information; a loss of information (e.g., when funding is discontinued to an organization such as the Athlete Information Bureau); inefficiencies when gathering information from disparate sources; the inability to access the information easily on a regular basis; the lack of sharing, communication and coordination of data collection among the various stakeholders; poorer data quality; response burden on athletes; and incomplete data which do not address all relevant performance measures.
- ❑ **Information gaps:** Among the gaps in the types of information collected, some respondents note that there is no system to register coaches, thus no data are collected to monitor active coaches and employment. Other MSOs indicate that they collect no more than the names and addresses of their clientele. Other gaps include the absence of information concerning equity group status; cost-effectiveness; comparative information from other Commonwealth countries; and longitudinal data on athlete performance, in terms of both following an athlete over a period of time and of observing progression of athletes from development to elite games.
- ❑ **Resources:** For several MSOs, respondents feel there is insufficient expertise and time to collect and analyse the data, as well as a lack of financial resources to support appropriate performance measurement.

A common suggestion to improve the administrative data systems involves pooling resources to develop a single centralised database, as opposed to maintaining separate databases for each MSO. Some suggest that such a data base could have a single point of entry to access and

store data. The advantages to such a system are perceived to be numerous, including: freeing resources to upgrade the current system; simplifying the process of updating information by allowing athletes and coaches to do so on-line; greater cost effectiveness by reducing the need to duplicate systems; improved time efficiencies in gathering and accessing information; greater information sharing among sports organizations; and an improved ability to track athletes and achieve results. A respondent for one MSO indicates that such a database, called SportWeb, is currently being developed but will not be tailored to the performance outcomes of individual MSOs.

Other suggestions to enhance current administrative data systems include: the establishment of a high-performance unit which would be mandated to monitor and plan MSO activities and the national sport plan; better examination, analysis and interpretation of performance measurement data to ensure that decisions are made based on sound and accurate consideration of the evidence; verification of the data or information collected as part of accountability agreements; the collection of more quantitative measures through accountability agreements and; collection of longitudinal data on athletes and coaches to enable tracking of progress and progression from games to games, identifying the characteristics associated with success. Some respondents also point out that there is a need to develop a national policy for performance measurement and that government needs to clearly define its expectations if it is to have some basis for knowing whether the appropriate data are being collected to meet the needs of NSFs with respect to measuring the accomplishments of high-performance athletes.

4.3 Adherence to Accountability Requirements (Games Associations)

According to persons interviewed directly associated with the respective games association, three of the four games associations (CPC, CGC, and CGAC) that have their financial accountability requirements with Sport Canada adhere to them. The fourth, the COA is not bound by such requirements. This is corroborated by a review of the annual reports and financial statements the organization submits to Sport Canada as part of the process to obtain funding under the MSO initiative, as revealed in the 2000/2001 MSO Review.



4.4 Impact of Technical Sport Programming on Mandate (ASC)

Aboriginal Sport Circle has organized high performance camps for Aboriginal athletes that have been running for the past three years. This is the only technical training program available to Aboriginal athletes living on reserves and was seen as not having much of an effect on its primary mandate which is to advocate for Aboriginal athletes. On the other hand, key informants interviewed for the ASC (and Athletes CAN) express concern over the increasing emphasis that needs to be placed on programming to ensure corporate sponsorship, because this activity takes the organizations' focus away from advocacy.

5. IMPACTS AND OUTCOMES

In this chapter is presented evidence drawn from the individual case studies of the MSOs, supported by evidence from the surveys of athletes and coaches. Note that survey evidence on outcomes is based on the responses of only those athletes and coaches who are quite familiar with the work of the respective organization (responding with a four or five on a five-point scale of familiarity). Also note that the unique nature of each MSO and its expected outcomes dictates that the outcomes and impacts of the MSOs be presented in distinct sections according to the type or function of the MSO. Thus, findings on outcomes are presented with respect to: sport ethics services (CCES), coaching services (CAC and associated coaching service organizations), sport information services (SIRC), sport advocacy MSOs (ASC, CAAWS, Athletes CAN), education MSOs (CIS and the CCAA), and games associations (CPC, COA, CGC and CGAC).

5.1 MSO Outcomes: Sport Ethics Services

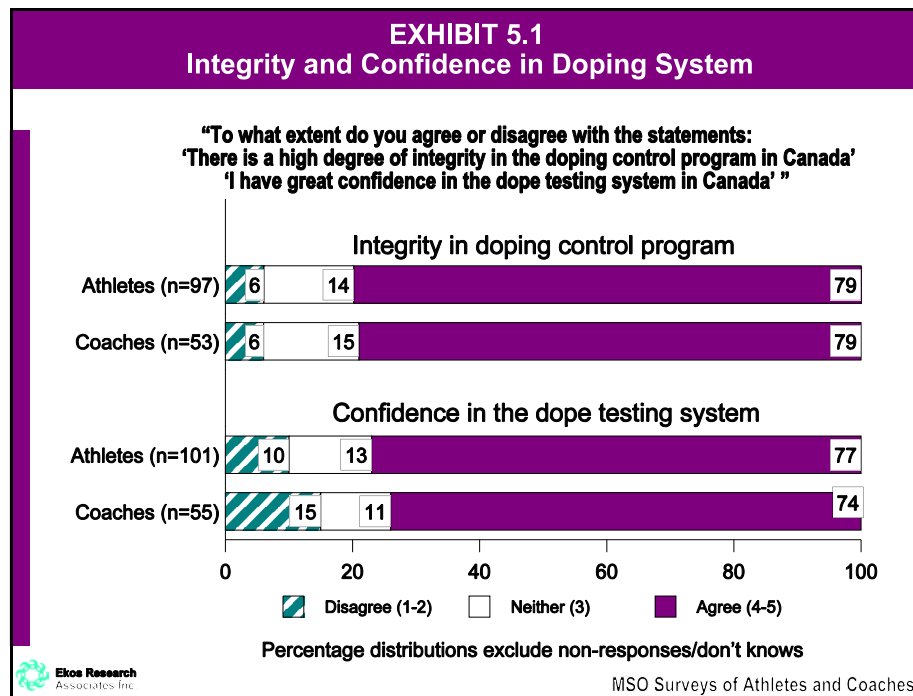
In the CCES case study, interview and survey respondents were asked a series of questions on outcomes pertaining to ethics in sports. Their responses are presented here, corroborated where applicable by results from the review of documents.

(a) Integrity of Canada's Doping Control Program

All interview respondents agree that the CCES has successfully maintained the integrity of Canada's Doping Control Program. Canada is a world leader in independent, neutral dope testing and has an excellent reputation among the Canadian public, the media and government as well as internationally. Sport Canada funding for the Doping Control Program is regarded as essential for this achievement. In addition, the CCES successfully attained (in November 2000) and maintained ISO 9002 certification for the Doping Control Program, though maintenance of this accreditation is a lot of work for the CCES (e.g., proper documentation, continuous search for improvement). Moreover, CCES test results are upheld on appeal or arbitration. No test results have been overturned in the past four years, and Canadian test results seldom go to arbitration in comparison to results from other countries. The most that has happened in arbitration has been the occasional moderating of a sanction for a particular athlete (e.g., early reinstatement of the athlete).

In the surveys of athletes and coaches, respondents were asked for their opinion on a range of CCES outcomes. Exhibit 5.1 presents the results for two outcomes. The first pair of bars of the exhibit indicates that four in five athletes and coaches believe there is integrity (79 per cent) in the doping control program in Canada. Respondents were not asked for their views on the role they thought the CCES played in this high level of integrity because it was felt that athletes and coaches would not be in a position to answer such a question.

(b) Confidence in Testing System



In the view of all interview respondents, there is generally a high degree of confidence in Canada’s dope testing system among athletes, coaches and NSFs, though some feel that Canada’s strict doping control is “overkill” in comparison to the looser standards in other countries and that this imbalance can place Canadian athletes at a disadvantage on the international playing field. This high level of confidence is confirmed by the survey results presented in the second pair of bars of Exhibit 5.1 which indicate that about three in four athletes and coaches (77 and 74 per cent, respectively) agree with the statement that there is a high degree of integrity in the dope testing

system. In addition, interview respondents believe that the general public has a lot of confidence in Canada's dope testing system (particularly in comparison to the lax standards in other countries), though Canadians probably perceive that the use of performance enhancing drugs in Canada is more common than it actually is due to media coverage of the occasional positive drug test among Canadian athletes.

Interview respondents believe that Sport Canada's funding of the Doping Control Program has been essential for the high degree of confidence in Canada's testing system. The high quality of dope testing would not be possible without federal funding, which has allowed the CCES to develop the program, to bring all of the stakeholders together through a collective agreement process, to work on reviewing and revising the doping regulations and the Canadian Policy on Doping in Sport, and related initiatives which have helped to instil confidence in the system. In addition, most believe that the CCES as an organization has helped to build confidence in the system among stakeholders. The CCES has a good reputation and credibility in Canada and internationally, has strong leadership, and has worked to maintain and improve confidence in the dope testing system, for example, by attaining the ISO accreditation.

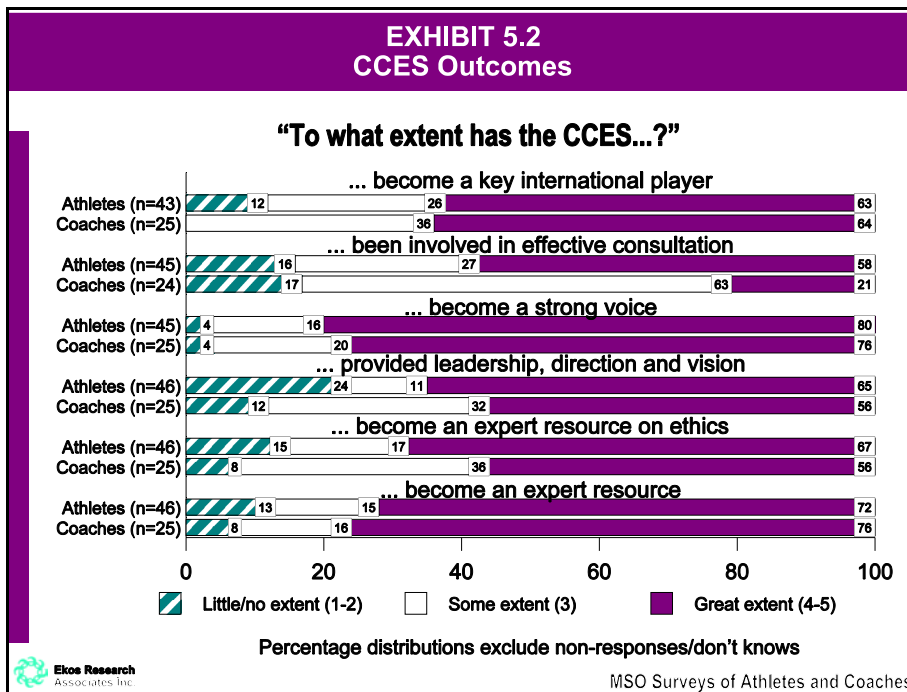
Some stakeholders express some concerns about the dope testing system, however. One respondent suggests that the CCES's dope testing strategy needs to be improved by better anticipating problem areas and better targeting problem sports. Another indicates that the time frame between the dope test and the final test ruling needs to be shortened because the process can take months with appeals. Finally, a third respondent argues that there needs to be a consistent policy followed by the CCES, the laboratory, and National Sport Organizations for the announcement of test results (i.e., whether test results are announced following the first (A) test or only after the second (B) test results are available).

(c) Key Player in International Anti-Doping Initiatives

Interview respondents agree that the CCES has been a key player and heavily involved in several international anti-doping initiatives. Respondents believe that Sport Canada funding is necessary for the CCES's work in these areas, though one interviewee observes that there has been only limited federal funding for international initiatives. Survey respondents were also asked about the attainment of this outcome and the responses to this question are presented in Exhibit 5.2 along

with several other CCES expected outcomes. The results in the first pair of bars indicate that over three in five athletes and coaches (63 and 64 per cent, respectively) feel that the CCES has become a key international player on anti-doping and ethics issues.

Interview respondents were asked to provide examples of some of the CCES's recent international activities. The responses include: participation in the Drug Free Sport Consortium,



which promotes drug-free sport and was awarded the World Anti-Doping Agency (WADA) anti-doping sample collection program tender for 2001; participation on the International Anti-Doping Arrangement (IADA) Taskforce, which successfully promoted the International Standard for Doping Control to governments, anti-doping agencies and sport federations internationally; involvement in reciprocal testing agreements with IADA partners such as the United States; attainment of the ISO accreditation for the Doping Control Program; and contribution to the Council of Europe Anti-Doping Convention Monitoring Group.

Some stakeholders interviewed offered suggestions for improving the CCES's work in the international arena. First, there is a need for a comprehensive strategic plan to guide the CCES's international anti-doping endeavours. Second, there is a need to devote more effort toward the establishment of a level playing field internationally, with consistent doping control standards across countries, and the CCES can be a key advocate for this.

(d) *Enhanced "Voice" on Fair and Ethical Conduct in Sport*

Most interview respondents agree that the CCES has been increasingly involved in ethics and fairness issues in the past few years, thereby providing a voice on fair and ethical conduct in sport for the sport community. However, results from the surveys on these questions are somewhat mixed. The second pair of bars in Exhibit 5.2 indicates that three in five athletes but only one in five coaches say the CCES has been involved in effective consultation. Moreover, at least three in four athletes and coaches (80 and 76 per cent) believe that the CCES has become a strong voice on fairness and ethics in sport (third pair of bars in Exhibit 5.2).

Interview respondents illustrated how the Centre has initiated or lead consultations related to ethics and fairness issues in sport. For example, the Centre: prepares discussion papers, distributes them for comments, and gives presentations on a range of issues (e.g., harassment and abuse in sport, violence in sport, fair play); runs an Ethics Review Panel composed of ethicists; promotes ethics and fairness through its work with the Spirit of Sport Foundation and Canadian Sport Awards; is working on a National Strategy for Ethics in Sport and, related to this, co-chairs a Work Group of the Federal-Provincial/Territorial Sport Committee; and is helping to develop a National Sport Ethics Forum. When working on policy development related to doping control, the Centre takes a collective agreement approach whereby key stakeholders in the sport system are included in consultations. In addition, the CCES is consulted on a wide range of fairness and ethics issues by NSOs, athletes, the media and the public (e.g., via e-mail). Respondents regard these various consultation mechanisms as effective, though it is suggested that the CCES should consult more with the provinces.

According to interviewees, Sport Canada funding has played a very small role in the CCES's work in fairness and ethics as the federal funding is focussed on the Doping Control Program. Due to a lack of funding, the CCES has limited capacity to pursue its ethics/fairness

mandate and, in the view of one respondent, the current demand for information and resources related to fairness and ethics exceeds the Centre's capacity to respond.

(e) *Development of Policies/Initiatives*

According to interview respondents, the CCES has been involved in the development of several policies and initiatives related to doping control, fairness and ethics in sport, many of which were noted earlier. Key examples include: reviewing and revising the doping regulations and the Canadian Policy on Doping in Sport; development of a National Strategy for Ethics in Sport and a National Sport Ethics Forum; consultations for the development of a Canadian Sport Policy, which will address ethical issues and values in sport; preparation of position papers and participation in fora on issues of doping, violence and harassment in sport (e.g., the Sheldon Kennedy abuse case); and assisting in the development of policies for the Canada Games. In addition, the CCES has developed resource materials to assist NSOs in implementing major policies within their own organization. These include a Code of Ethics, which has been largely adopted by the CAC and NSOs, as well as materials to assist in education and implementation of the Canadian Policy on Doping in Sport (e.g., Drug Classification Booklet, Doping Control Procedures Video and Pamphlet, and Guide to Drug-free Sport Athlete Handbook). In the opinion of one stakeholder, however, there is a need for more policies and initiatives related to violence in sport.

In the view of most interview respondents, Sport Canada funding has contributed somewhat to the implementation of these policies and initiatives, particularly those related to doping control.

(f) *Development of Strategic Partnerships*

Interview respondents agree that the CCES has successfully developed numerous strategic partnerships particularly within but also outside the sport system, and that a strong emphasis on collaboration and partnerships is a core part of the Centre's organizational culture and strategy. They also believe that Sport Canada funding has assisted, to some degree, with CCES partnering, though mostly in an indirect fashion through funding of the Centre itself. Federal funding has primarily supported the development of partnerships related to doping control.

Key CCES strategic partnerships within the sport system, both nationally and internationally, include the following:

- contributing funds to and sitting on the board of the Spirit of Sport Foundation, which has participated in a number of initiatives (e.g., the Canadian Sport Awards) which are conducted in partnership with Athletes CAN, the Canada Games Council, the Commonwealth Games Association of Canada, the Canadian Association for the Advancement of Women in Sport, and the Aboriginal Sport Circle;
- working on the development of a national alternate dispute resolution (ADR) program in partnership with the Canadian Centre for Sport and Law;
- a management agreement with the Canadian Sport Council;
- working on the issue of nutritional supplements in partnership with the Centre for Substance Use in Winnipeg;
- working in collaboration with the RCMP in Quebec on drug use reduction;
- participation in the Drug Free Sport Consortium as well as the IADA Taskforce with the Australian Sports Drug Agency and the Norwegian Olympic Committee and Confederation of Sports; and
- reciprocal testing agreements with IADA partners (e.g., the United States).

Although the CCES has far fewer partnerships outside of the sport system, a notable example includes the Centre's participation as the amateur sport representative on the Voluntary Sector Roundtable, which is responsible for setting the future direction for the Voluntary Sector Initiative. As part of this roundtable, the CCES led the development of a successful proposal for resources to assist the amateur sport community in building the capacity to contribute to sport policy development in Canada. In addition, the CCES has a contractual arrangement with a private sector company for Doping Control Officers to conduct workplace drug testing.

In the opinion of interview respondents, key factors that facilitate the development and effectiveness of partnerships include the following:

- the strong leadership and high level of expertise of the CCES Board and staff, which enable it to lever opportunities with partners;
- the CCES's strong belief in the value of collaboration and partnerships; and
- the fact that the CCES has formal agreements and a shared understanding with key partners, such as NSOs.



On the other hand, factors that detract from the effectiveness of partnerships are:

- a lack of skills among Board and staff members of some NSOs as well as a poor understanding of what they can bring to a partnership with the CCES;
- some competition among NSOs for scarce resources, which detracts from a spirit of collaboration;
- limited time and resources for NSOs to develop and maintain partnerships;
- a leadership vacuum in sport in Canada, in general; and
- the fact that the CCES works on the “negative side of the ledger” (i.e., conducting urine tests in order to prevent the use of banned substances), which may make it difficult to “sell its product” to prospective partners.

Finally, it is suggested that the CCES should improve communications and develop partnerships with the provinces and strengthen relationships among the IOC accredited laboratory in Montreal, NSOs and itself related to dope testing.

(g) Expert Resource for Canadian Sport System

All interview respondents agree that the CCES is an expert resource to the Canadian sport system for doping control and, to a lesser extent, for ethics and fairness issues. The survey results confirm this (four and fifth pair of bars of Exhibit 5.2), which indicate that a majority of athletes and coaches believe this as well. The CCES is also consulted for its expertise in policy development. The Centre receives requests for information from athletes, coaches, NSOs, the media, doping control agencies in other countries, and other users. It has a lengthy list of educational resources targeted at different audiences (e.g., high performance athletes, developmental athletes, coaches, NSOs, parents/the public, the educational system, and sport media). These resources include the CCES website, a 1-800 Infoline, the Drug Classification Booklet, the Guide to Drug-free Sport Athlete Handbook, the Athlete Nutrition Guide, the Doping Control Procedures Video and Pamphlet, the Drug-free Sport Video, the Spirit of Sport CD-ROM and Poster Series, the Code of Ethics, the Fair Play Slide Show, and numerous other materials.

Respondents with the CCES agree that demand for information and resources exceeds their capacity to meet the demand, due largely to financial constraints. An area in which demand for information is particularly high at the moment – and a need that the CCES cannot meet – involves the classification of nutritional supplements and natural/herbal remedies for which the

ingredients are often not properly labelled. Athletes need to know which of these supplements are acceptable and which are banned substances. The CCES's partnership with the Centre for Substance Use in Winnipeg is intended to help meet this demand. Additional areas of need may include racism, violence and sexual abuse in sport; these priorities will become more clear when the National Strategy for Ethics in Sport is fully developed. Other suggested improvements to the CCES's resources include: a reference centre; improved website and e-learning; availability of 1-800 phone number on weekends; more resources/support for Olympic competitions; and more emphasis on education in general.

Interview respondents believe that Sport Canada funding has contributed to the CCES's development as an expert resource in doping control but less so with respect to ethics and fairness. A few years ago, Sport Canada funding was cut back for the educational function at the CCES, and this has hindered the Centre's educational activities and development of new resources to some degree.

(h) Provision of Leadership, Direction and Vision

Most respondents believe that the CCES provides excellent leadership, direction and vision for the Canadian sport system, in particular, relating to doping control. The last pair of bars of Exhibit 5.2 indicate that this is true of athletes and coaches as well, with 65 and 56 per cent of these groups, respectively, saying that the CCES has provided leadership, direction and vision. According to interview respondents, the Centre has strong leaders with a national profile and is involved in numerous initiatives (noted earlier) that engage the sport community. In the view of one NSF representative, however, the CCES has been more of a contributor to sport in Canada than an overall leader because NSFs are influenced by so many players.

According to interview respondents, Sport Canada has contributed indirectly to the CCES's capacity to provide leadership and vision through federal funding of the Doping Control Program, but its contribution is limited because the Centre's educational activities are no longer funded.

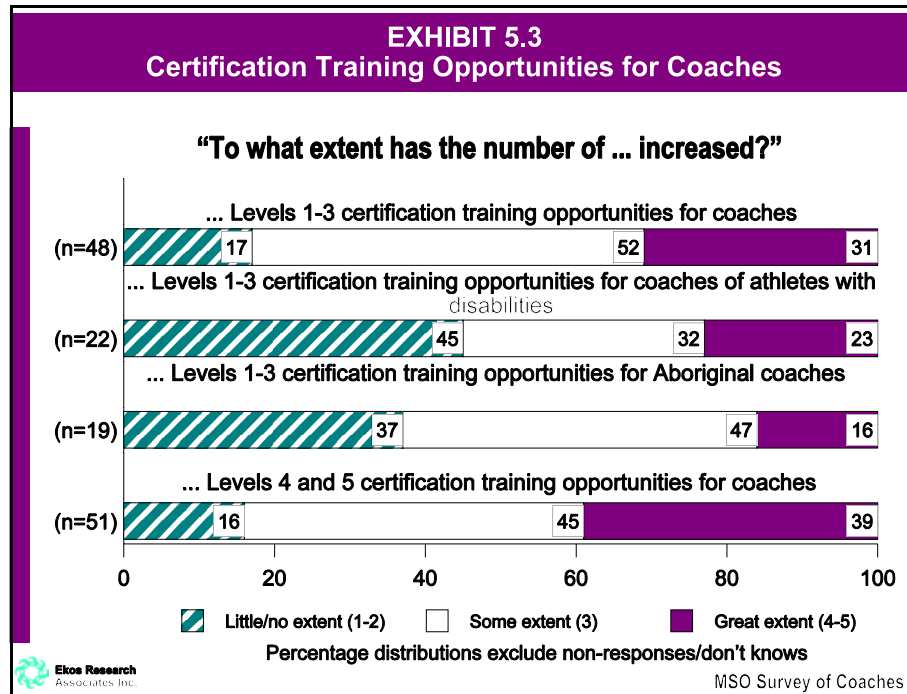
Although the CCES markets its ideals to athletes to some degree (e.g., through its work with the Spirit of Sport Foundation), interview respondents feel it could be more proactive in reaching out to athletes and coaches but is constrained due to a lack of resources. One respondent

suggests that the CCES needs to establish more provincial and regional strategic partnerships in order to better reach athletes and coaches. In addition, there is a need for a comprehensive, Canada-wide education/prevention program relating to doping control (e.g., an initiative in partnership with NSFs) because there are currently only “bits and pieces” across the country.

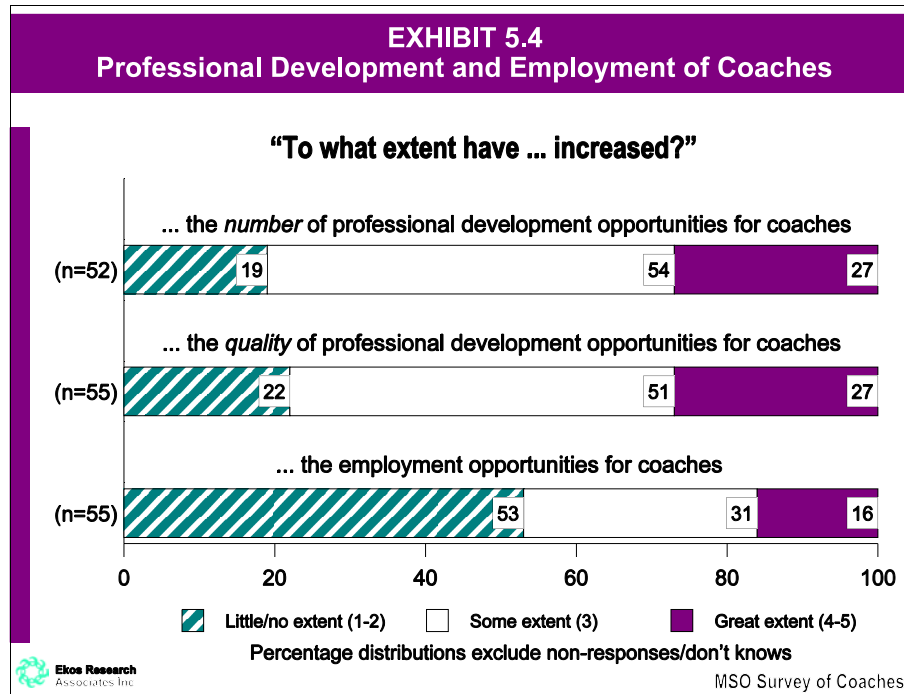
5.2 MSO Outcomes: Coaching Services

Evidence to measure coaching service outcomes was drawn from the case study of the Coaching Association of Canada (CAC), which included consideration of the National Professional Coaching Association (CPCA), which is the professional arm of the CAC delivering services on behalf of the CAC, and National Coaching Institutes (NCIs), which are housed in National Sport Centres and where Level 4 coaches are trained.

Before presenting the results for coaching services, it would be useful to observe coaches’ perceptions of trends in coaches training in areas corresponding to expected outcomes these organizations are being measured on, based on results from the EKOS survey. Exhibit 5.3 indicates that a minority of coaches believe to a great extent (4 or 5 on the five-point scale) that there have been increases in the number of certification training opportunities for coaches, with the proportion feeling this way being particularly low (23 per cent or less) for coaches of athletes associated with equity groups (Aboriginal coaches and coaches of athletes with disabilities). *However, it should be noted that these are the results for all coaches regardless of whether or not they were in the group in question.* Interestingly, coaches are somewhat more likely to believe that Levels 4 and 5 certification opportunities have increased than Levels 1-3 (39 versus 31 per cent).



A similar result was found for impressions of increases in the professional development and employment opportunities (Exhibit 5.4). About two in three (67 per cent) coaches believe there have at least to some extent (3-5 on the five-point scale) been increases in the number and quality of professional development opportunities, with 27 per cent believing this happened to some extent (4 or 5 on the scale). Only a minority of coaches (31+16=47 per cent) believe at least to some extent (3-5 on the scale) there have been increases in employment opportunities for coaches. The extent to which the coaching organizations may have contributed to trends in coaching training and employment opportunities is examined in the rest of this section.



(a) Implementation of a Competency-Based Certification Program

The CAC has taken a number of steps toward the implementation of the Competency-Based Employment and Training (CBET) which is the newly designed pilot of the CAC’s flagship 3M National Coaching Certification Program (NCCP). These steps include the following: planning and professional development sessions to help clarify the schedule for CBET transition; the development of a CBET leadership team to coordinate, manage and operationalize the CBET transition action plan; the creation of a program development model to chart and schedule the transition; the hiring of contractual staff to assist sports in making the transition; the involvement of stakeholders in national initiatives (including pilot projects) to experiment with CBET concepts and identify delivery-related issues; and the delivery of technical pilots by alpine, rugby, canoeing and volleyball. There are currently more than 25 sports at varying stages of implementing CBET.

Most case study respondents view the CAC’s contribution to the implementation of a CBET as quite significant. Most report that the CAC took a leadership role in launching the program and has facilitated work with all provinces and sport governing bodies on the transition from the theory program to CBET. Further, they have established the CBET parameters, trained



course conductors in the new methodology, and developed materials. In the opinion of some, the CAC has been the main agency that has developed the expertise, knowledge, and data to make this transition work. Furthermore, one respondent notes that the CAC has embraced new technologies for distance learning and the dissemination of coaching knowledge, thus freeing up time for coaches to apply theoretical learning in a practical setting.

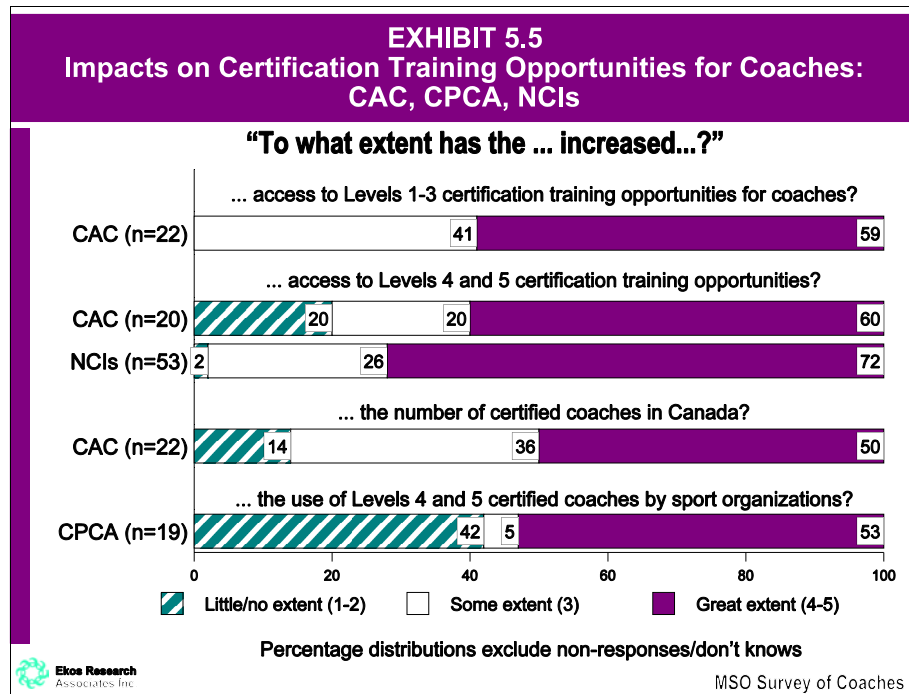
The primary difficulties experienced in trying to contribute to the transition to CBET are inherent in the sheer immensity of the undertaking. Respondents note that the process is very time consuming and labour intensive and that it has never before been undertaken; thus it requires a good deal of trial and error. The novelty of the undertaking also means that a number of issues remain unresolved, such as whether coaches who are already certified need to be re-certified or “grand-fathered”, how the transition from current course conductors to facilitators is going to occur, how NSFs will fill the gaps in coaching staff when current coaches require further training before they are able to demonstrate their competency, and what will happen to coaches who fail to demonstrate competency. Several obstacles will need to be overcome before the implementation is a success:

- Communication:** one difficulty will be to educate the whole national sport system of the benefits of CBET in order to begin the transition process.
- Duplication of effort:** training under the theory-based approach has had to continue while the transition is occurring; thus CAC and the National Coaching Certification Program (NCCP) have had to manage the delivery of two programs concurrently.
- Funding:** several respondents note that the process will require a great deal of resources; however, provincial partners, NSFs and representatives of the National Coaching Certification Council (NCCC) have experienced funding cuts and uncertainty exists concerning the maintenance of existing budgets.
- Diversity of target groups:** the program is targeted to very diverse groups who have different requirements (i.e., materials and responsibilities), capacities to implement change (i.e., human resources, expertise and corporate culture of tradition versus change), and provincial support.
- Diversity of partners:** the large number of partners involved in the development and implementation of CBET (i.e., 60 NSFs, 13 provincial/territorial governments, municipal governments, PSOs, etc.) means the process of communicating and consulting with all partners will be complex and very slow.



(b) Increased Access to Coaching Certification Opportunities (CAC and NCIs)

The CAC is charged with the responsibility of not only implementing certifying training (CBET) but also increasing access to such training, as well as the number of certified coaches. This issue was addressed with key informants and coaches speaking about the CAC and NCIs. Starting with the CAC, most interview respondents feel the CAC has played a significant role in terms of increasing access to Levels 1-3 and Levels 4-5 coaching certification opportunities. Results from the EKOS survey of coaches indicate that about three in five coaches believe to a great extent that the CAC has increased access to Levels 1-3 and Levels 4-5 certification training opportunities (first two bars of Exhibit 5.5).



A number of factors are perceived to have contributed to the increased accessibility to coaching certification opportunities including:

- **Program development:** The CAC has helped national sport bodies to develop the certification program and has supported course development through the provision of



expertise in the content and methodology for teaching, as well as training for course conductors to improve the quality of teachers.

- ***The creation of NCIs:*** Increased accessibility for Levels 4 and 5 coaching certification is viewed by some to be the result of CAC's efforts to proliferate the NCIs nationally.
- ***Transition to CBET:*** CBET is believed to increase access by allowing coaches to challenge their ranking and potentially avoid additional courses, and through its ability to meet the needs of the full range of sport and coaching (i.e., from community to high-performance coaching).
- ***Advocacy:*** CAC is perceived to have lobbied to encourage the market place to support paid coaches and to have communicated the need for certification through various events (e.g., provincial coaches seminars, coaching recognition programs, the NCI annual awards banquet). It has also pushed to require certification for coaches, which in turn has resulted in improved access as organizations accelerated their development and delivery of certification programs to meet these requirements.

Sport Canada funding is felt to have made a major contribution to increasing access to coaching certification opportunities, primarily through the provision of funds to NSFs, both directly and channelled through the CAC, to help coaches pursue certification opportunities. As well, these funds have been used by the CAC to hire staff to develop the training curriculum and support the NCCP.

In the view of most interview respondents, the CAC has also helped to increase the number of active certified coaches at all levels in the Canadian sport system given the large number of registered coaches (between 500,000 and 750,000) in the CAC database and enrolled in courses (between 60,000 and 80,000), as well as the advent of standards and regulations which require coaches to be certified. However, only one-half of coaches responding to the coaches survey feel that the CAC has increased the number of active certified coaches (fourth bar of Exhibit 5.5). The number of coaches taking theory and technical training in their sport has remained somewhat constant from 1998 to 2000.

The CAC is also expected to meet certain equity requirements. Examples of initiatives to support Aboriginal coaches and coaches of athletes with disabilities include: provincial subsidies, specialised courses, assistance to NSFs to develop specialised programs and improve access, support to the Special Olympics, and NCI programs to recruit Aboriginal and disabled student coaches. Access for these groups is also perceived to have improved as a result of the CAC's involvement in the Aboriginal Sport Circle and more recently the Special Olympics, which has

fostered a greater feeling of inclusion, a stronger desire to be included, and a better understanding of ongoing CAC initiatives to inform the development of complementary initiatives that address their particular needs. It is felt, however, that efforts to involve these groups have only recently begun because: these groups have traditionally lacked a strong lobby voice or access to decision makers and advocates on the CAC board; the burden of change has been borne mostly by the target groups themselves; delivery for some groups (e.g., deaf and blind sports) has been limited given their small numbers and geographic spread; multiple barriers to accessibility continue to exist (e.g., geography, language, culture, funding, and awareness); and insufficient human and financial resources have been devoted to their inclusion.

To improve access to certification opportunities and increase the number of certified coaches overall, respondents suggest:

- Completion of the transition to CBET:*** the transition to CBET is expected to result in more buy-in among coaches who will in turn be more motivated to learn and to continue through the system.
- Promotion of certification and development of employment opportunities:*** several respondents feel a monetary or mandated value associated with being certified and more employment or internship opportunities would encourage more coaches to become certified.
- Needs assessments:*** A proper understanding of the needs of the target audiences is felt to be necessary to supply the appropriate educational and professional development opportunities to address gaps in coaches' education and provide training that is relevant to the context in which coaches work.
- Alternative delivery mechanisms:*** alternative modes of delivery, such as distance education or e-learning, delivery through high schools, colleges and universities, and recognition of equivalency between universities and CAC coaching programs, are thought to increase the number of certified coaches by improving access and attracting more isolated target audiences (i.e., Aboriginal and coaches in rural and remote areas).

Turning to the NCIs, documentation and respondent feedback suggests that the NCIs have done a great deal to increase access to certification opportunities through: the establishment of a work plan to improve coordination and linkages to the NSFs; the development of a pilot course for computer-based training technologies; the coordination of NCI and NSF delivery of Level 4 certification for eight sports; and the expansion of the number of NCIs situated across the country. Interview respondents also note the large number of NCI graduates who continue to work with high-performance athletes, availability of a program that was not widely available previously, and



subsidies to cover the costs for coaches to access certification programs as evidence of the NCIs' contribution on this regard. This is supported by the survey results which indicate that three in four coaches (72 per cent) believe the NCIs have increased the access to Levels 4-5 certification training opportunities (fourth bar of Exhibit 5.5), which is higher than the respective proportion for the CAC's role (60 per cent as discussed above, third bar of Exhibit 5.5). It is generally felt by interview respondents that Sport Canada funding was critical to increasing access to these opportunities through funding support to the NCIs and the coaches themselves, as well as by supporting the presence of Sport Canada representatives on the NCI management group to make contributions and stay informed of developments at the NCIs.

To improve access to these certification opportunities, interview respondents also suggest: more scholarship support; more paid opportunities for coaches; more coordination among NSFs to create a common curriculum and enhance consistency in the delivery of certification opportunities; and the use of distance education tools.

(c) *Increased Use of Levels 4-5 Certified Coaches by Sports Organizations (CPCA)*

There were mixed views concerning the degree to which the CPCA has helped to promote the use of Levels 4-5 certified coaches by sport organizations, which is one of CPCA's objectives. Some note that the CPCA has expanded its criteria to encourage more members, increased educational requirements for coaches, advocated for Level 4 certification for Olympic teams, and increased its representation within major bodies (e.g., COA and CAC boards). Furthermore, 18 participants in the HRDC Coaching Internship Program³ have acquired coaching jobs. On the other hand, one respondent feels that the CPCA is focussed more on internal services (e.g., professionalisation of coaching, code of ethics) than on external factors such as employment. And only about one-half (53 per cent) of coaches responding to the EKOS survey said the CPCA increased the use of Levels 4-5 certification coaches (last bar of Exhibit 5.5). In order to promote the use of Levels 4 and 5 certified coaches, respondents suggest a need for: public education of

3. The CAC contributed time and resources to this HRDC Youth Internship Project, which placed 20 youth in NSCs, clubs and universities for a period of eight months to acquire skills and experience with mentors and coaching peers.

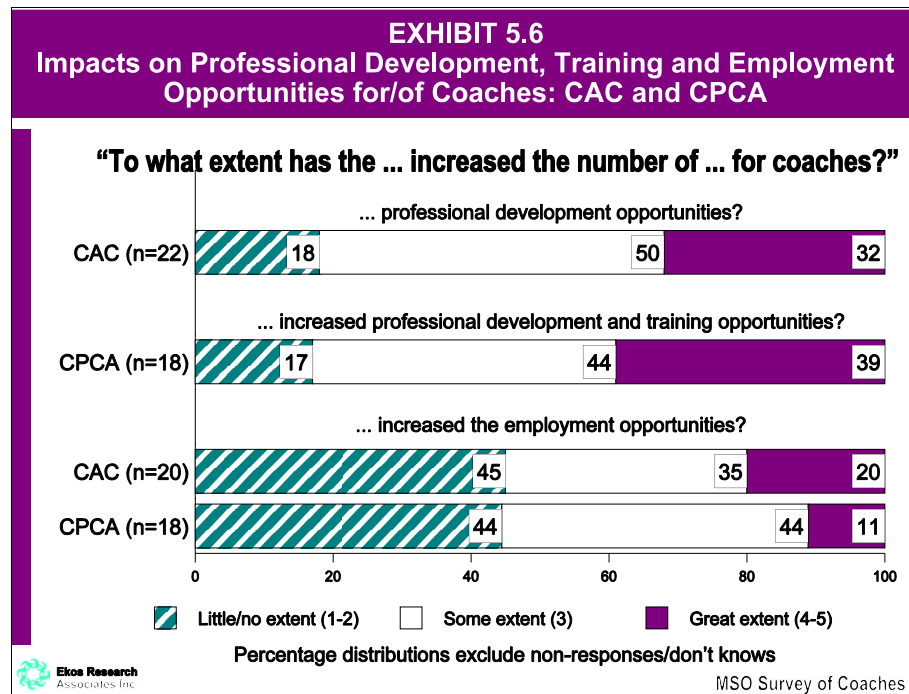


the importance of coaches and coach training and educated; professional designation; and more encouragement of paid coaching positions.

(d) Increased Professional Development, Training and Employment Opportunities (CAC and NCIs)

In the 2000-2001 fiscal year, a total of \$292,241 was used by the CAC to assist 66 coaches to access various professional development opportunities (e.g., mentorships/ apprenticeships, conferences and courses), and the CAC has been active in a number of specific initiatives (e.g., Investors Group Community Coaching Conferences, Investors Group 2000 Sport Leadership Conference, the Coaching Internship Program, and provincial level seminars). The CAC also supports a number of professional development opportunities for women coaches, such as the Pan Am Games Apprenticeship Program, professional development grants to women, NCI scholarships and women in coaching projects. In addition to providing support (e.g., curriculum, financial support) to coaching development at the high-performance levels, some respondent also feel that NCIs are a focal point for professional development activity at the local level. Despite these activities, only one-third (32 per cent) of coaches who responded to the coaches survey and answered the respective question believe that the CAC has increased the number of professional development opportunities for coaches (bar one of Exhibit 5.6)

The CPCA is generally thought by key informants to have made a small positive contribution to increased professional development and training opportunities for coaches through the national coaches seminars, the *Coaches Report* magazine, the Sport Leadership Conference 2000 and Sport School Symposium, and various professional development opportunities (e.g., sponsorship of swim coaches to partner with sport scientists to monitor athletes). However, in terms of increasing professional development and training, one respondent reports that the number of coaches coming to national seminars has not changed in years and that, although the CPCA's magazine (the *Coaches Report*) is a very good publication, the number of subscriptions to the magazine is small. This is confirmed by the survey results which indicate that only two of five (39 per cent) coaches who answered the respective question in the coaches survey believe that the CPCA has increased the number of professional development and training opportunities for coaches.



Sport Canada is felt by interview respondents to have contributed to enhancing the quality and quantity of professional development and training for coaches primarily by funding the CAC, the NCIs and NSF's to run coaching programs, as well as by lobbying to encourage NSF members to attend the national coaches seminar and to hold it in conjunction with other related events, and by providing support to individuals to attend the national seminar.

As for the employability of coaches, interview respondents note that this has been aided through HRDC internship programs, NCI and NSC salary support for coaches, advocacy for employment and employment standards for coaches, improved training and professional development, and the development of employment tools (e.g., sample contracts, curriculum vitae, employment procedures). It is generally felt, however, that the CAC and CPCA contributions to increased employability are somewhat modest. This is confirmed by the small proportions of coaches surveyed (20 and 11 per cent) who said the CAC and CPCA increased employment opportunities for coaches (see last two bars of Exhibit 5.6 above). Interview respondents say that there is still much work to do in this area given Canada's poor track record for securing salaries for coaches, the diversion of funds from apprenticeship programs to support NCIs, the lack of direct employment services available through NCIs (e.g., active job searches), the absence of

legislation requiring certification for coaches at the community level, and the fact that the number of graduates outstrips the number of jobs.

To improve the employability of coaches, respondents recommend a number of strategies, including:

- Funding support:*** Most respondents mention the need to provide additional funds to support coaching, and suggest a sport lottery system, salary support, funding to improve employment conditions, funding for under-represented groups and training to assist the development of coaching as a business opportunity.
- Increased employment opportunities:*** For a number of respondents, the issue of employability of coaches has to do with the lack of employment opportunities. To increase these opportunities they suggest federal encouragement of the need to have professionally trained coaches at all levels, a more developed coach employment process (e.g., include coaching as part of teachers' contracts), and employment creation programs.
- Leadership:*** Some respondents feel there is a lack of cohesion within the Canadian sport system and that there is a need for an overarching body that is recognizable to the public as having a leadership role for coaching and coaching development. Such an organization would be tasked with encouraging: a recognition of the role of sport in Canadian society; appropriate funding; dialogue between federal and provincial/territorial governments to set up sport structures; and partnership and alliances to deal with recruitment, retention and training.
- Recognition of the value of coaching:*** If Canadian society and government recognised the value of coaching to Canadian society, some respondents feel there would be enough public support to justify appropriate funding to coaching, more recognition of coaching as a profession, and better recognition of the relevance and value of certification.

(e) Increased Involvement in Key Canadian Sport System Initiatives (CAC and CPCA)

Key informants associated with the CAC and CPCA were asked questions addressing this issue. CAC's involvement in sport system initiatives has taken a number of forms, including participation in NSCs, NCIs, the SIRC and the 3M NCCP; implementing CBET; the Sport Leadership Conference; the Commonwealth Sport Development Program; the Podium Program in 2002 and 2004; Sport Matters; and bilingualism reviews. On the other hand, some respondents believe that the CAC's involvement has not increased because its involvement has been limited to CBET and the NCIs, or they have always played a key role in the sport system.

To increase its involvement in sport system initiatives, interview respondents suggest: increasing the CAC's efforts, through its involvement with NSCs, to improve the quality of



employment for top level coaches (e.g., better salaries, job stability, management of employment contracts); enhancing coaching certification and training by creating strategic alliances (e.g., with academic institutes); exploring new technologies (e.g., distance learning); supporting NSFs to implement CBET; and enhancing funding through government contributions and greater diversity (e.g., promote and market the program around the world). Some feel, however, that the CAC should simply focus on the technical areas of sport and limit its involvement to what its resources can support, and that additional involvement is only appropriate if it fits into a more cohesive sport system. Finally, most respondents feel there is a need to refine the operational environment within which the CAC functions, either by developing vision and unity in the sport system overall, improving partnerships, or revising the CAC's mandate and role:

- ***Develop a clear vision and unity in the sport system:*** a clear vision and unity for the overall Canadian sport system is thought to be required in order to better understand where the CAC should direct its energies (e.g., high-performance results or increased participation), and to create structural linkages among sport-related agencies in order to unify the sport system and to take athletes and coaches through all levels.
- ***Enhance partnerships and define the roles of the partners:*** some respondents believe better cooperation between the CAC and its provincial partners would reduce bureaucratic delays and enhance flexibility to accommodate the needs of NSFs. To enhance flexibility, it is suggested that the CAC reduce the burden on NSFs by delivering certain common areas of CBET programming through NCIs and developing partnerships with other federal departments that reflect the requirements of the sport (e.g., modifying age requirements for HRDC employment programs offered to NSFs).
- ***Revise the CAC's mission and role:*** a number of respondents feel there is a need to: review the CAC's roles and responsibilities as they pertain to the NCCP (e.g., concentrate resources on servicing the NCCP and NCCC, while the NCCC assumes responsibility for decision making); change the CAC board to be more representative of its constituents in order to enhance accountability and buy-in among members, broaden the decision-making process, and reduce the isolation felt by the NSFs; and develop an independent high-performance unit which could approach sport-related matters in an impartial manner.

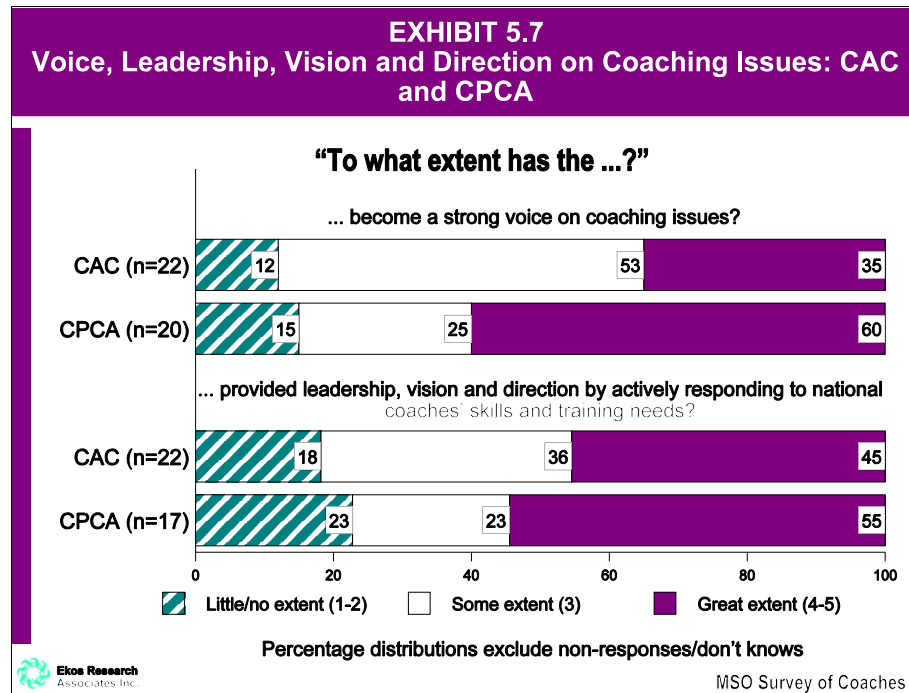
As for the CPCA, interview respondents familiar with the CPCA generally agree that there has been some progress in terms of CPCA's involvement in key Canadian sport system initiatives. Some examples were provided, but only of an indirect nature: respondents note that the CPCA members increased their representation on various boards and committees (e.g., the COA) and have been involved with the COA in pre-Olympic seminars. While CPCA members have had an impact on discussions around the sport system, one respondent feels they have not lead to any new initiatives other than administrative changes (e.g., requirement for Level 4 coaches on Olympic

teams). To enhance its involvement in sport system initiatives, respondents feel the CPCA should publically emphasize the relevance and importance of professional coaching in Canadian society through increased membership and involvement of coaches to strengthen advocacy, though suggestions on how memberships in the CPCA could be increased were not offered. This is confirmed by the fact that only three in five (60 per cent) of coaches in the coaches survey believe to a large extent that the CPCA has become a strong voice on coaching issues (second bar of Exhibit 5.7), which is only a little higher than the respective proportion for the CAC.

(f) Leadership and Voice in the Canadian Sport System (CAC and CPCA)

A number of interview respondents agree the CAC has become a strong leader in the sport system through its involvement in initiatives (e.g., NSCs, NCIs, CBET, Sport Leadership 2000) and on various committees to express and implement their vision. Sport Canada funding is felt to be very important to support both the operation and existence of the CAC, as well as the employment of the staff necessary to realise a leadership role for the organization. However, only one-third (35 per cent) of coaches responding to the respective question in the coaches survey feel that the CAC has provided leadership, vision and direction (first bar of Exhibit 5.7). This compares to the 60 per cent who feel this way about the CPCA (second bar of Exhibit 5.7)

Some interview respondents feel the CAC could play a larger leadership role given its broad and strong sport leaders, although they may currently be operating in more of a management than leadership role. A few feel that the CAC should rally various stakeholders to work toward common goals and provide clearer direction in terms of the CBET implementation (i.e., answer outstanding questions).



Finally, survey respondents were asked to comment on the extent to which they feel that the CAC and the CPCA have become a strong voice on coaching issues. Results indicate that 45 and 55 per cent respectively (last two bars of Exhibit 5.7) are a strong voice in coaching issues – an indicator of room for improvement.

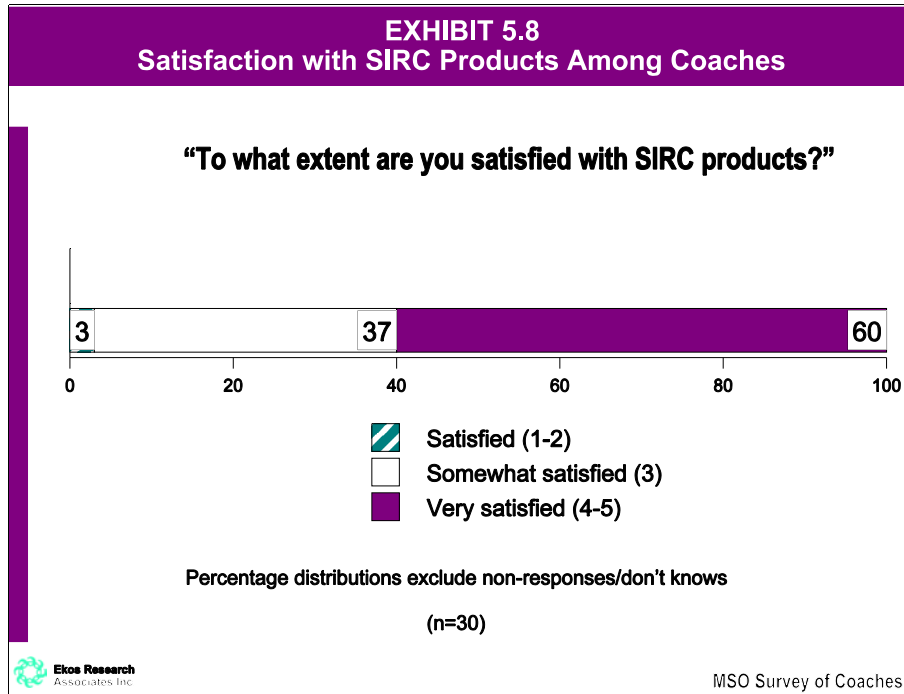
5.3 MSO Outcomes: Sport Information Services

Key informant interviews for the case study and a review of documents were the main sources of evidence to assess sport information service outcomes.

(a) Sport Specific Technical Information

The SIRC’s 500,000 article database and efforts to allow the electronic transmission of articles to individuals have likely contributed to the usefulness of sport-related information by enhancing the accessibility, comprehensiveness and organization of this information. Respondents also note that SIRC has done academic writing, literature reviews, and thumb nail sketches for practitioners, and is important for the creation and dissemination of technical manuals. Sport Canada funding is thought to have contributed to the quality and usefulness of sport specific

technical information by supporting the initial development of the SIRC and the SPORTDiscus data base, and by continuing to support the SIRC in offering services to the Canadian sport community and evolving into a worldwide clearinghouse.



Interview respondents generally feel that the SPORTDiscus database and SIRCUIIT have made significant contributions to an enhanced usefulness and quality of sport-specific technical information. Respondents note that although SPORTDiscus is relatively expensive, it represents a key component of the SIRC’s business and has been of substantial value to those individuals and organizations who have access to it (e.g., Sport Canada and NSCs). Survey results indicate, in fact, that three in five coaches (60 per cent) are satisfied with SIRC products (Exhibit 5.8). SIRCUIIT is also thought to have made this information more accessible and user-friendly because of the large number of SIRCUIIT recipients (over 50,000 each month) and its importance as a communications mechanism for national sport bodies (e.g., the CAAWS). The utility of SIRCUIIT is further enhanced by requiring NSOs to create a customised profile to identify relevant topic areas and selecting only key references from lists of articles generated to match this profile, thus reducing the amount of information coaches must sort through.



To enhance the usefulness of sport information, respondents suggest a need for greater awareness among coaches and athletes at the community level of how and where to access this information and more electronic resources to reduce costs to consumers and increase the relevance of information searches for SIRCUIT.

(b) *Enhanced Communications with the Sport Community*

Evidence from interviews and documentation suggests that SIRC is engaged in a number of activities to enhance communications among the sport community, including: the collection and maintenance of e-mail lists for NSOs, government contacts and the media; broadcasting messages to the sport community on behalf of sport agencies; the provision of free email addresses and accounts to all athletes and coaches; and use of Canadian Sport List Serve (CSLS) to solicit input into sport policies (e.g. Mills Report), to circulate information among members of the sport community and the media, and to post jobs.

Through the CSLS, the SIRC is able to maintain up-to-date lists of electronic addresses for the sport community, thus reducing the administrative burden on NSOs to keep these lists up-to-date and improving media access because the media respects the information (i.e., press releases) it gets from the CSLS. Other advantages of this service include: its speed and user-friendliness; reduced communication costs; improved partnerships (e.g., sharing contact lists); improved communications; an enhanced image for amateur sport by providing a vehicle for sports to promote themselves; and minimized technical problems (e.g., viruses). The only weakness of the service identified by key informants is the fact that SIRC products are predominantly made available in English via the Internet, which means that those sports without Internet access and Francophones have more difficulty availing themselves of these products.

Sport Canada funding is generally felt to have made a significant contribution to the development of the CSLS by helping to expand the service in order to increase accessibility and financially supporting the SIRC's efforts in this regard. To improve communications with the sport community, respondents suggest: offering services beyond regular business hours; providing support services to sport bodies to assist them in writing press releases; and upgrading current systems to allow members to self-serve.

(c) *Development of Webmaster Service for NSC Web Pages*

Most respondents who are familiar with this service feel that SIRC has done well to develop a webmaster service for NSC web pages. Documents and feedback from the interviews indicate that the SIRC: hosts the central website for the NSCs; provides assistance to develop NSC web pages; maintains links to the NSC websites through its Canadian Sport web site; has helped the NSCs develop virtual resource centres; and assists with various technical aspects of the web pages. A primary advantage of the NSC websites is felt by some to be the links to the SIRC site, which provides a single point of entry for all NSCs to receive international enquiries.

Sport Canada funding is felt to be an important support that allows the SIRC to provide this service to NSCs. Nonetheless, many indicate that more could be done in this regard. Among suggestions to improve the webmaster service, respondents report a need to: add features to the web pages as they become available and develop the quality of the websites; increase the efficiency of the sites and of communications with the SIRC by encouraging NSCs to develop a common look and coordinated approach; include the SIRC in NSC meetings to allow them to explore value added services; and enhance SIRC resources to perform the webmaster role.

5.4 MSO Outcomes: Sport Advocacy Services

Evidence to address advocacy sport organization outcomes was gathered mainly from key informant interviews conducted for each the respective MSOs: the Aboriginal Sport Circle (ASC), the Canadian Association for the Advancement of Women in Sport and Physical Activity (CAAWS), and Athletes CAN. Some evidence from the surveys was brought to bear on these issues.

(a) *Involvement in Issues Concerning National Athletes*

Key informants interviewed for the respective case studies believe that the respective advocacy organizations are significantly involved in issues of concern to athletes. Examples of their involvement follow.

Athletes CAN has been involved in the following issues of concern to athletes: athlete funding; selection criteria for carded athletes; athlete agreements; athlete-coach relationship; discipline; selection criteria for the Canadian Olympic team; and Sport Solution, a program

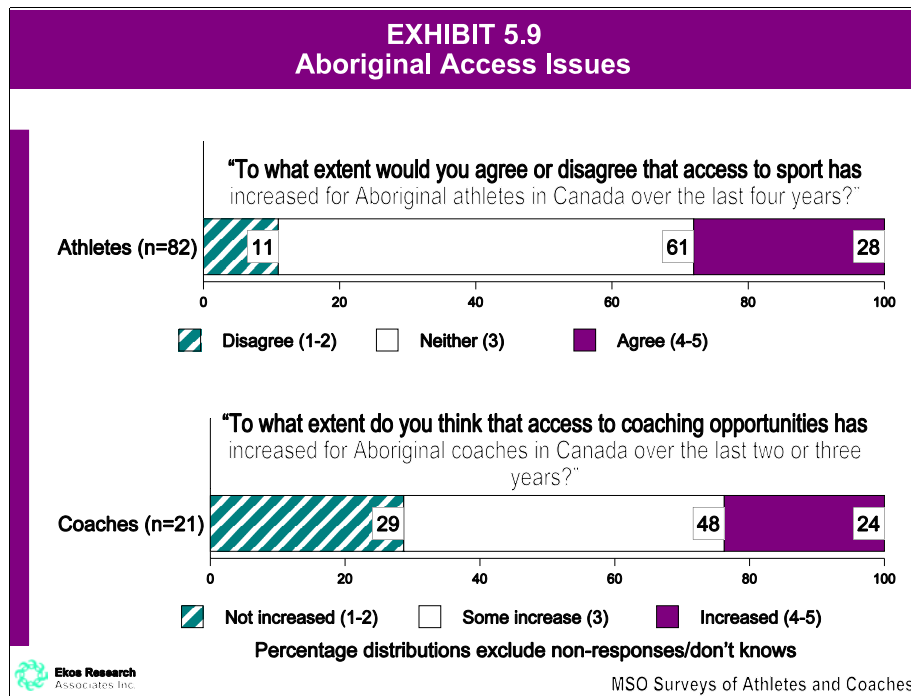
providing athletes with dispute resolution and legal advice in sport related topics such as athlete agreements, and athlete-coach relationships.

The CAAWS has also been involved in a number of issues of concern to women in sport, including:

- ❑ **Gender Equity.** The CAAWS works mainly with sport-related organizations to put gender equity on their agenda. The organization provided guidelines and resource materials to sport organizations to enable them to develop frameworks and make decisions regarding gender equity.
- ❑ **Harassment.** The CAAWS actively took the lead in addressing the issue of harassment in sport. It chaired the Harassment and Abuse in Sport Collective and developed relevant resource materials.
- ❑ **Other issues.** The CAAWS is involved alternate dispute resolution and gender verification policies.

The ASC has been involved in key issues of concern to Aboriginal athletes including:

- ❑ **Aboriginal athlete participation in mainstream sport.** Many Aboriginal athletes still face racism in mainstream sport and the ASC has taken the initiative in presenting Aboriginal athletes' concerns and cultural needs to other MSOs, and National Sport Federations and Associations.
- ❑ **Incorporate Aboriginal "holistic" approach in mainstream coaching.** The ASC, in conjunction with Sport Canada, the CAC, the CAAWS and Provincial/Territorial Coaching Councils, is in the process of developing an Aboriginal Coaching Manual. Other initiatives in coaching are: the Aboriginal Coach Mentor Program and the hiring of the ASDC Professional Coach/Coordinator who is responsible for developing and administering national and regional coaching initiatives offered through the Aboriginal Sport Development Centre.
- ❑ **Develop Aboriginal athletes to next level in sport.** The Aboriginal Sport Circle works with developmental athletes because there currently are few Aboriginal athletes at the high performance level.
- ❑ **Encourage Aboriginal peoples to participate in sport.** The ASC is encouraging Aboriginal communities to incorporate sport activities. This is the only technical training program available to Aboriginal athletes living on reserves. The ASC has been involved in the development of coaching associations and with helping regional bodies negotiate for funding. The ASC has organized high performance camps for Aboriginal athletes during the past three years. This year, according to the 2001/2002 ASC application for MSO funding, the ASC agreed to designate money traditionally used for the operation of its High Performance Aboriginal Athlete Training Camp program to the Indigenous Hockey Corporation.



Coaches and athletes were asked if they agreed with the statement that access for Aboriginal athletes increased over the last four years. Responses to this question, which are presented in Exhibit 5.9, indicate that approximately a quarter (i.e., 28 and 24 per cent) of the athletes and coaches responding to the respective questions feel to a great extent (4 or 5 on a five-point scale) that access for Aboriginal athletes coaching opportunities for Aboriginal coaches have increased over the last few years. *However, it should be noted that these responses may be biased as they were provided by the responses of non-Aboriginal coaches and athletes.*

(b) Enhanced “Voice” for Targeted Under-Represented Groups in Sport

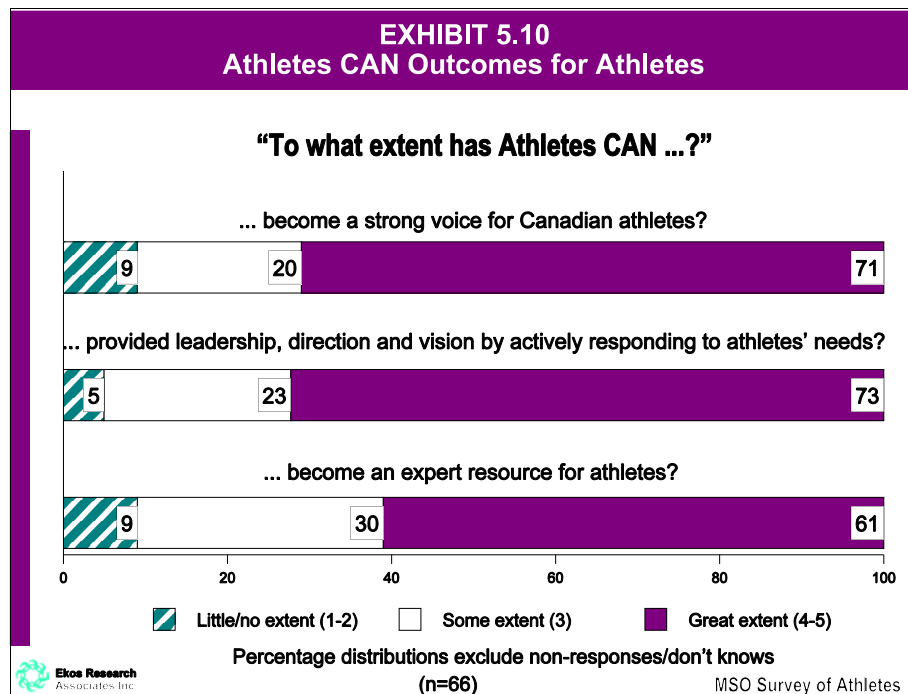
Athletes CAN, the CAAWS and the ASC exist to provide a “voice”, or act as advocates, for under-represented groups in sport.

Athletes CAN is the only advocate group that represents all athletes, including Paralympic athletes and Aboriginal athletes. Athletes CAN has worked towards increasing athlete representation at all levels of sport by encouraging athlete participation on Boards of Directors at the provincial and federal levels, at the National Sport Federations and National Sport Centres, as

well as at the MSOs. Athletes CAN took a proactive role at the national sport policy discussion held in April 2001. Despite these efforts, persons interviewed for Athletes CAN believe that athletes as a group do not have an adequate voice in the sport system in Canada. However, evidence gathered from the survey of athletes indicates that seven in ten athletes (71 per cent) believe that Athletes CAN has become a strong voice for Canadian athletes (first bar of Exhibit 5.10). A similar percentage feels the organization provided leadership, direction and vision in responding to athletes' needs (second bar of the exhibit).

The CAAWS is the only organization that works with sport-related organizations to get gender equity on their agenda. The CAAWS leads the discussion and acts as a consultant in policy formation on issues pertaining to gender equity in sport and harassment in sport. Sport organizations are required to implement gender equity policies in order to be eligible for Sport Canada funding. As well, the organization chaired the Harassment and Abuse in Sport Collective and developed relevant resource materials. It also provided guidelines and resource materials to sport organization to enable them to develop frameworks concerning gender equity.

The ASC is the only organization that exclusively addresses the needs of Aboriginal athletes and coaches. In this role, the organization has been working with all levels of government,



including Aboriginal governments, to place greater emphasis on sport for Aboriginal communities as well as to provide guidance on how to encourage Aboriginal athlete participation in mainstream sport. In so doing, it has played an active role in identifying barriers and issues for all levels of government, including First Nations governments. Provincial and territorial organizations do not have strong financial and organizational structures to support Aboriginal sport communities and so the ASC works with regional bodies and First Nation governments to help them incorporate sport at those levels.

(c) Expert Resource for Canadian Sport System

Athletes CAN, the CAAWS and the ASC have web sites, and distribute brochures that are accessible for their target groups and the general public. These web sites contain publications that would be relevant to their target groups. In addition, individual advocacy organizations have produced expert resource materials, as the following examples attest:

- The ASC produced the Aboriginal coaching manual. As well, key informants interviewed say the ASC is recognized as the expert on Aboriginal sport issues.
- The CAAWS has a strong demand for its resource materials. The resources cover a wide scope of information ranging from brochures on the benefits of sport and physical activity to media guides for athletes and coaches. Also, according to key informants, the CAAWS is recognized as the expert on gender equity and harassment in sport.
- Athletes CAN's resource materials and services are targeted at athletes, primarily at the national level although some of its information also pertains to developmental athletes. It used to have a mailout newsletter titled *FastForward Newsletter*, but has since changed the format to an online service. In addition, it also offers the Sport Solution program, which provides legal advice to athletes.

These activities are reflected in athletes' attitudes toward Athletes CAN becoming an expert resource. The third bar of Exhibit 5.10 indicates that a majority (61 per cent) believe it has.

(d) Involvement in Consultation Initiatives

Athletes CAN, CAAWS and the ASC have been mandated to act as consultants and advocates for their target groups. First, Athletes CAN, working primarily at the national level, was actively involved in the regional consultations and the National Summit on Sport. It also has representation on the 2000 Canadian Sport Policy Task Force and Sport Matters Working Groups

and has elected athlete representatives to assume positions on the Board of Directors at National Sport Centres.

Owing to the nature of their respective fields, the organizations differ in their involvement at the federal, regional and local levels, however. The ASC is involved in the political arena at all levels of government, including First Nations governments, provincial/territorial governments and Federal Government. The CAAWS works primarily with sport-related organizations, in particular on issues concerning equity, harassment, and language of promotional material. However, as two provinces (specifically Quebec and British Columbia) have a provincial group representing women in sport, the CAAWS works with these organizations, which means its awareness of issues affecting women may be stronger in these two provinces. The CAAWS also works at the community level within the sport community.

Both the ASC and CAAWS work outside sport-related issues. The CAAWS has been involved in the field of health and wellness for women while the ASC has been consulted on wider issues concerning Aboriginal communities.

(e) *Involvement in Partnerships*

Athletes CAN, the CAAWS and the ASC have developed strategic partnerships in areas of policy and programme development. Athletes CAN participates in a partnership (the Sport Solution programme) that involves Athletes CAN, the Sports Law Centre at the Faculty of Law at the University of Western Ontario, the Dispute Resolution Centre, and a private law firm. This program provides athletes with legal advice and dispute resolution assistance. The CAAWS participates in partnerships with Health Canada, NSFs, and health organizations in the development of policies that would affect women in sport. In addition, the CAAWS also chaired the cross-NSO Harassment and Abuse in Sport Collective. The ASC is working with Sport Canada, the CAC, the CAAWS and Provincial/Territorial and Aboriginal Coaches Councils to develop a coaching manual for Aboriginal coaches.

Corporate sponsorship is another form of partnership on which these MSOs are increasingly relying on. However, persons interviewed with respect to Athletes CAN and the ASC express concern over the increasing emphasis on programming to ensure corporate sponsorship, because this takes the organizations' focus away from advocacy.



5.5 MSO Outcomes: Sport Education Services

Persons speaking for the two education sport organizations, Canadian Inter-university Services (CIS) and the Canadian College Athletic Association (CCAA), were asked a series of questions. Their responses, along with evidence from the review of documentation, are presented in this section. There were insufficient observations in the survey on CIS and the CCAA to present evidence from that line of evidence. Responses to questions on the World University Games received from persons responding for CIS are incorporated into the next section on games mission services outcomes.

(a) *Developmental Opportunities for Athletes and Coaches*

Based on the interview research and document review conducted, it appears both the CCAA and the CIS are successful in enhancing the number of developmental opportunities available for high performance athletes and coaches. These two educational MSOs are believed to contribute to developmental opportunities in a number of ways.

First, the competitive events organized and coordinated by these two MSOs (national championships offered by both organizations, and the World University Games coordinated by CIS), are thought to offer valuable competitive opportunities for both athletes and coaches. Interview respondents also believe that these events do provide useful experiences which help athletes and coaches progress towards the Olympics or World Championships. A number of respondents note that many CIS graduates go on to Olympic or national careers. According to an interview respondent, 80 per cent of the National Volleyball Team (coaches and athletes) come from the university system. Also, many interview respondents state of that the World University Games are often the first international games an athlete attends, providing them with a valuable competitive experience. Respondents also indicated that the World University Games also offer valuable experience to coaches and mission staff.

Second, CIS is thought to contribute to the development of high performance athletes and coaches through the provision of facilities and physical support, and because its member institutions provide employment for coaches. The sport facilities developed and maintained by



educational institutions are used extensively by the community and NSFs, and to host national and international sporting events (e.g., Olympic trials, Les Jeux de la francophonie, Pan Am Games).

Interview respondents identify a number of barriers which CIS and the CCAA face in enhancing the developmental opportunities available to athletes and coaches. These barriers include increasing travel costs and insufficient funds. This situation is expected to be exacerbated by increased travel costs and security concerns as a result of by the destruction of the World Trade Centre on September 11. As well, corporate sponsorships will likely suffer due to a downturn in the economy. Some interview respondents for the CCAA case study also identified additional barriers, including the fact that coaches are only part time and not faculty within their institutions, the reluctance of some partners to work together (large universities do not want to partner with colleges), and a lack of administrative support.

(b) Contribution to Coaching Expertise

Both CIS and the CCAA are believed to make a valuable contribution in terms of coaching expertise to the high performance system. First, both the CCAA and the CIS contribute to the certification of coaches. The CCAA has a coaching certification policy in place. Many CIS coaches are also actively involved in the NCCP serving as course conductors and master coaches.

Second, as noted above, post-secondary educational institutions provide employment and a stable salary for coaches. Many university coaches also serve as Olympic, national team or provincial team coaches. Currently, CIS coaches serve on national team coaching squads for basketball, volleyball, swimming, wrestling, athletics, field hockey, rugby, fencing and hockey. Many CCAA coaches are also involved with national teams.

A few interview respondents identified additional steps that could be taken to improve the contribution of education MSOs to coaching expertise. Interview respondents believe that insufficient investment is made in coaching in Canada. A few CIS interview respondents state that many top coaches leave Canada because they can earn much more elsewhere (e.g., the U.S., Britain, Australia). On the other hand, we know from our discussions with Sport Canada that there are a number of foreign and returning Canadian coaches working in Canada.

(c) Increasing Access to National Championships

Almost all key informants interviewed as part of the CCAA and CIS case studies agree that Sport Canada funding has made a contribution to ensuring access and to reducing the financial burden of educational institutions for attendance at National Championship events. A minority of interview respondents believe that Sport Canada has had only a minor impact in this area.

A review of documentation provided for the CCAA and CIS indicates that Sport Canada does provide these two sport education MSOs with funding for this purpose. The CCAA receives funding to help offset the costs associated with its National Championships and the CIS receives funding for the World University Games team and Mission.

(d) Leadership, Partnership and Involvement in Sport Initiatives

Both the CCAA and CIS are viewed as leaders in the sport system by case study interview respondents. Both MSOs are perceived to be providing vision, leadership and direction by actively responding to the needs of athletes and coaches. Both the CCAA and CIS are also believed to be closely involved in key national sport initiatives and policy development by participating in relevant committees, working groups, etc.

Several interview respondents for the CIS case study note that this MSO plays an important role in the leadership of sport in Canada through its contributions to other associations and bodies. CIS personnel serve on the boards of PSOs, NSFs, MSOs and International Federations. For example, CIS personnel currently serve as President of Athletics Canada, Chef de Mission for the Commonwealth Games team, in the Sport Matters Working Group, Executive member of the COA, President of Alberta Volleyball, and a board member of Sport Manitoba.

Some CIS interview respondents, however, believe that CIS could strengthen its leadership role. One respondent stated that the CIS must address other outstanding issues (e.g., inconsistency in scholarship regulations across provinces), as well as provide more medical support to athletes, and strive to ensure consistency in the delivery of services and programs across universities.

One CCAA interview respondent states that Sport Canada funding has had a positive impact on the leadership potential of this organization by enhancing its recognition within the sport community.



CIS is also involved in *international* sport initiatives through its participation in the international body governing the World University Games.

Interview respondents believe that the CIS has been increasingly effective in the development of strategic partnerships. Respondents agree that the partnerships of the CIS, both within and outside the sport system, have grown and improved in recent years, and point to television media coverage of some athletic events as one example. Respondents also note that the CIS has begun working more closely with MSOs, NSF's and other Games Associations to improve the services they offer.

Interview respondents for both the CCAA and CIS case studies note that partnerships, both between these two MSOs and with other MSOs, will be an important means of improving their services in the future. Shared equipment, resources, experience can only provide a positive contribution to the quality and cost-effectiveness of services provided.

(e) *Human Resources Infrastructure Capacity*

The CCAA has succeeded in increasing its human resource infrastructure capacity over the past two years, largely due to a reinstatement of Sport Canada funding, of which 15 per cent is earmarked for administration.

CIS has seen some fluctuation in its human resources over the past few years, although this is not attributable to Sport Canada funding. A deficit situation forced CIS to downsize a few years ago, although additional revenue (e.g., media revenue) has permitted them to return to their former size.

5.6 MSO Outcomes: Games Missions Services

Persons speaking for all games associations, including athletes and coaches in the surveys, were asked for their opinions on the extent to which outcomes relating to games missions have been attained. The organizations concerned comprise the Canadian Paralympic Committee (CPC), the Canadian Olympic Association (COA), the Canada Games Council (CGC), the Commonwealth Games Association of Canada (CGAC), and the Canadian Inter-university Services (CIS) for its role in the World University Games, for which it is responsible for mission services for Canadian university athletes attending these games.

(a) *Best Possible Environment for Canadian Teams at Games*

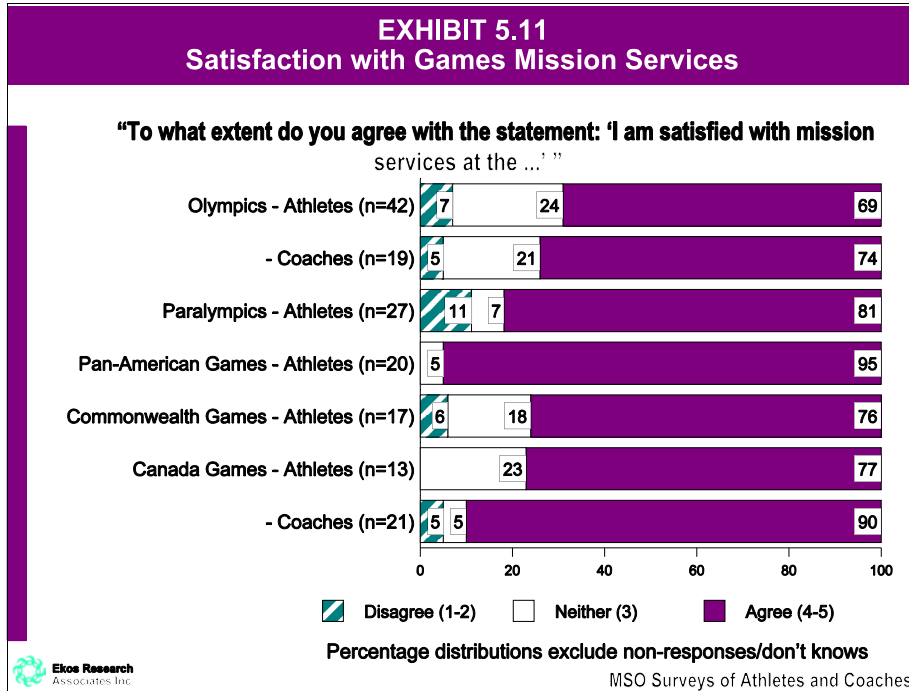
The almost unanimous opinion of persons consulted for the case studies of all games associations is that the respective association provides a good environment for athletes and coaches. All interviewed say that the majority of athletes and coaches are extremely satisfied with the services provided at the respective games and this satisfaction has been growing over the last few years. This is to a large extent due to the knowledgeable and caring nature of staff and volunteers at the missions and the fact that they are committed and dedicated to meeting the athletes' needs. In general, no specific sport or group was found to be particularly dissatisfied with the services provided or that it was denied services at any recent games.

This belief was seemingly corroborated by the results from post-mission surveys and focus groups conducted by most games associations of their respective athletes, coaches and staff. However, while this was frequently cited in the interviews with key informants, this could be verified by physical inspection of the post-mission survey results from only one games association (the COA). Only CIS does not conduct post-games satisfaction surveys, and it is felt by one key informant that it should.

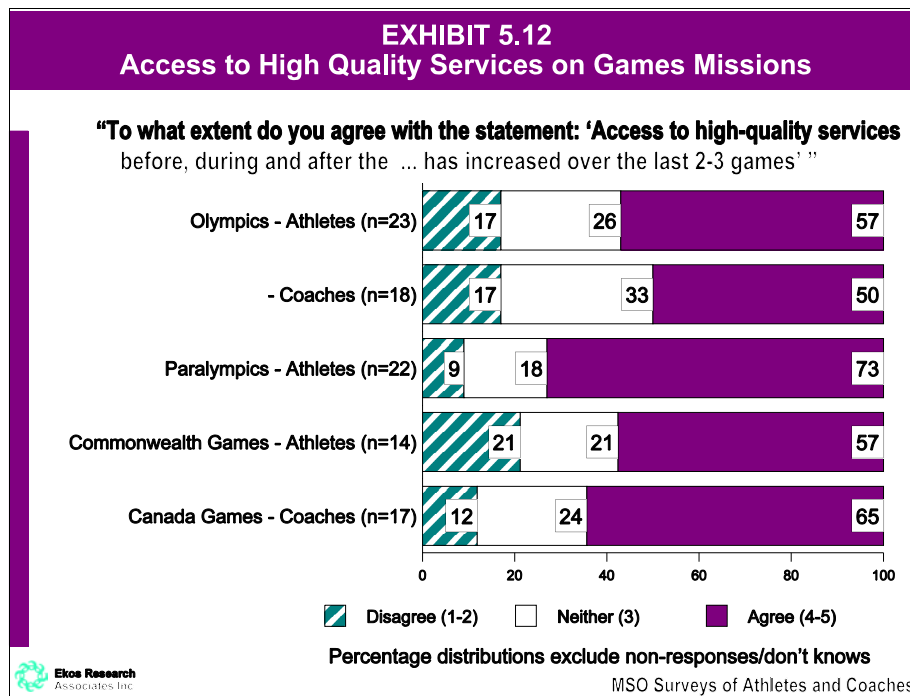
Satisfaction with mission services is further corroborated by results from the EKOS surveys of athletes and coaches conducted for this evaluation (Exhibits 5.11 and 5.12). Exhibit 5.11 indicates that for all games, the majority of athletes and coaches (at least two in three) indicated in the surveys that they are highly satisfied with the mission services at the particular games, with the proportion satisfied being particularly high among coaches at the Pan-Am and Canada Games (90 per cent or over).



The response was not quite as positive for access to high-quality mission services



(Exhibit 5.12). The greatest proportion agreeing access to high-quality services has improved over the last 2-3 games was among those attending Paralympics (73 per cent). Bare majorities Olympic athletes and coaches and Commonwealth athletes agreed with this statement (50-57 per cent). However, as coaches and athletes would probably not differentiate between satisfaction and access and given that satisfaction is already at high levels, this would imply that, for the most part, satisfaction and access have been at high levels for some time.



For all but the COA, representatives of the games associations feel that Sport Canada funding is a major contributing factor to having a high level of satisfaction with mission services at the respective games events. COA representatives are of the opinion that a good environment would be provided to athletes and coaches at games regardless of whether or not there was Sport Canada funding. CPC representatives feel that, though there is general satisfaction with their mission services, some athletes feel second class compared to the Olympics and this is because of lack of funding.

(b) Effective Working Relationship with Federal Government and its Games Mission

A strong majority of, if not all, interview respondents for all organizations strongly agree that the working relationship between games association mission and the federal government and its games mission is very good. This is observed more at the worker rather than the management level, though some areas could be improved.

Among the strengths of the relationships observed are the following:

- knowledge, competence and accessibility of Sport Canada consultants (CPC, CGC, CIS) and their understanding of athletes' needs (most organizations);
- inter-personal relationships (CPC); and
- collaborative debriefing sessions after games (CPC, CGC);

Areas where the relationship between the missions of the games association and the government could be improved include the following:

- sharing of information (COA);
- timing of Sport Canada decision-making and announcements on funding, which inhibits planning (CPC, CGC, CIS); and
- under-funding by Sport Canada (CPC, CGAC, CIS).

(c) *Development and Implementation of Standards/Policies*

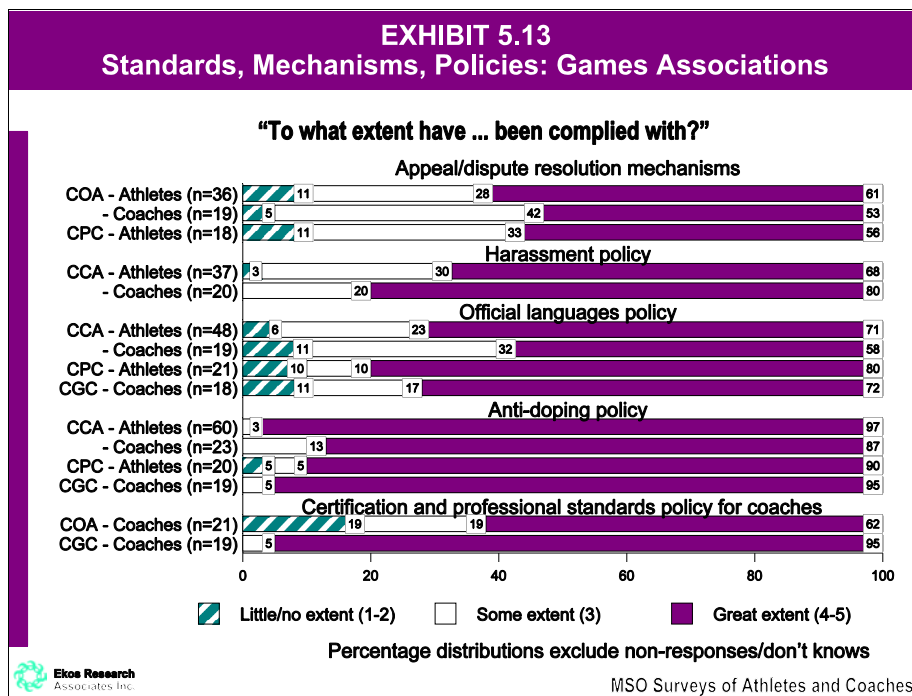
For the most part, respondents representing all games associations believe their respective association has implemented/committed to/adhered to standards and policies regarding coaching and medical professional standards; dispute resolution; harassment; doping; and official languages. Except in the case of the COA, federal government funding is said to play a major role in the associations' implementation of and/or commitment or adherence to the policies and mechanisms.

Results from the EKOS surveys of athletes and coaches indicate for all policies and mechanisms and for all games where there is a sufficient number of observations, a majority of athletes and coaches thought these policies and mechanisms were complied with (Exhibit 5.13). The largest majorities feeling a mechanism or policy was complied with to a great extent were recorded among Olympic athletes and coaches, CPC athletes and CGC coaches with respect to anti-doping policy (87 per cent or higher). Smaller proportions feeling this way were recorded for appeal and dispute mechanisms with regard to Olympic athletes and coaches (61 and 53 per cent) and CPC athletes (56 per cent). Also, only 58 per cent of Olympic coaches felt this way about official language policy, compared to high proportions for other organizations.

The only area where doubt is expressed among key informants is in the area of federal visibility, for which there is no official policy. However, interviewees pointed out that, since there

is a good deal of visible evidence of the federal government at the games in the form of signage, banners, newsletters etc., it would appear that the organizations are endeavouring to make it known that the federal government is playing a role. In the case of the COA, federal visibility is a requirement contained in the Memorandum of Understanding between it and Sport Canada and it is believed this is adhered to.

(d) Enhanced Partnerships and Influence

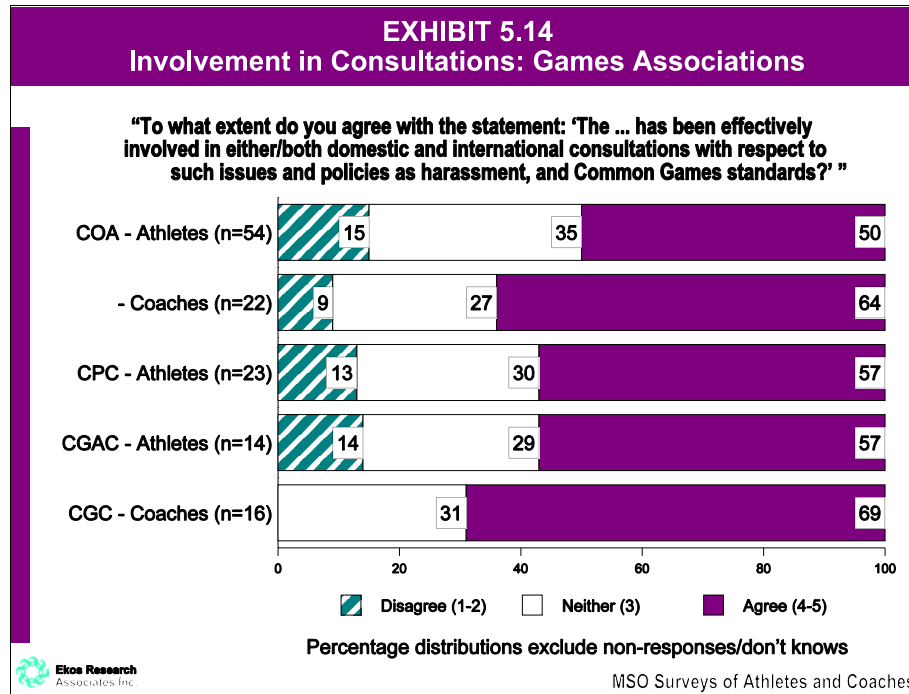


There are two aspects to this outcome indicator: participation in partnerships among sports organizations, and participation in domestic and international sport initiatives. With regard to partnerships, the majority of interview respondents believe that individual games associations are making strong efforts to collaborate with other entities within the sport system, though more collaboration is needed in this respect. The COA in particular has been seen as collaborative, though for all there are examples where the organization is working with other National Sport Organizations. Greater collaboration will result in cost savings and efficiencies through reduced duplication of effort and sharing of expertise, which will result in better athlete performance at games, which is an important objective of these organizations.

There is the feeling, among most persons consulted for the case studies of the different games associations, that there is much duplication of effort with respect to the games missions. To reduce duplication, it is suggested, there should be greater collaboration among the games associations, though recent steps in that direction are seen as salutary. Of note is the informal working group formed among games associations to investigate ways of collaborating on games-related activities including mission activity. Areas identified as ripe for greater collaboration include medical services and the database of athlete performance. If in fact such efforts do get off the ground, everyone agrees economies of scales, efficiencies and better athlete performances will result. But at the moment, these collaborative efforts are at the informal stage only. Moreover, they take time and money, of which the organizations do not have an abundance.

Turning to participation in initiatives as a measure of influence, there is mixed views on the extent to which the associations are participating in domestic and international sport initiatives. Representatives of all organizations feel that the respective association is participating in the development of a new national sport policy. However, the CPC and the CGAC are seen as more influential on the international front than domestically, while the CGC is seen as much more active in Canada, which is consistent with the mandate of those organizations. As for the COA, all persons interviewed believe that the organization has been quite involved nationally, but some feel it could enhance its involvement in international initiatives, though specific initiatives were not identified.

As for athletes and coaches participating in the surveys (Exhibit 5.14), a bare majority of athletes agreed the COA, CPC and CGAC have been effectively involved in either/both domestic and international consultations (50-57 per cent). Somewhat higher proportions of coaches (64-69 per cent) believed that the COA and CGC were effectively involved in consultations.



Interviewees agree, except for those associated with the COA, that Sport Canada funding has been important in enabling the organizations to participate in partnerships and initiatives. Some say that efforts toward greater participation, which takes time and money, are limited by the financial resources available to the associations. There is some feeling as well that the COA has been more reticent than others to collaborate, perhaps because of worries over loss of “turf”, though this has been observed to some extent as a concern for other games associations as well.

(e) Enhanced Human Resources Infrastructure

Representatives of all organizations feel that, in recent years, the respective organization has increased its staff and/or converted part-time or temporary positions to full-time or permanent. Except in the case of the COA, this has been attributed to Sport Canada funding, though the ability to attract non-government funds is also been a factor in this respect. But many also said that all organizations could do with even greater staff, the lack thereof being noted as a limiting factor in several areas including provision of mission services, fundraising, renewing governance structures, and participation in partnerships and consultations. With respect to the CPC and the CGAC, a

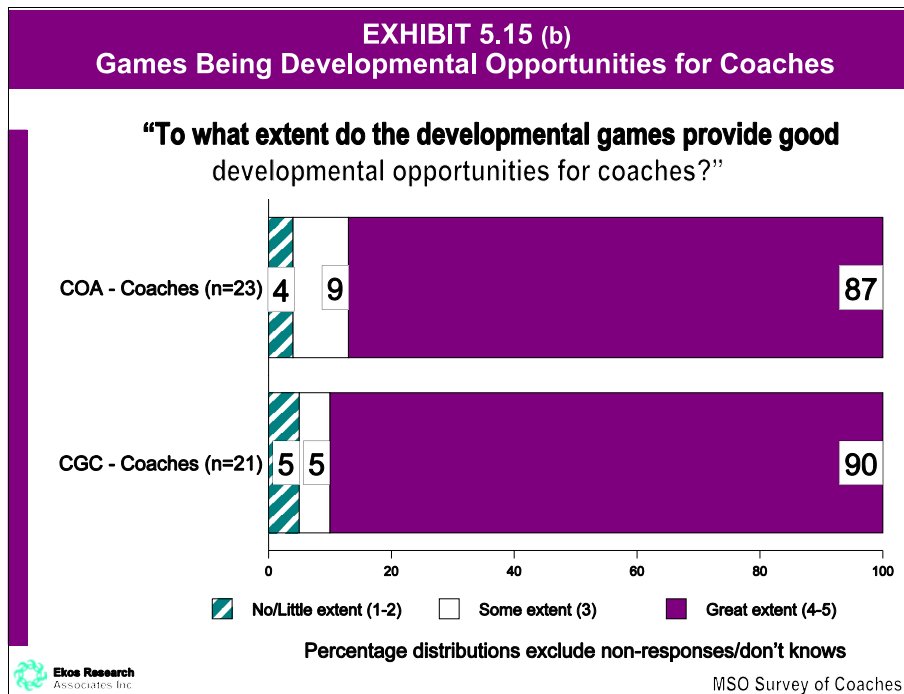
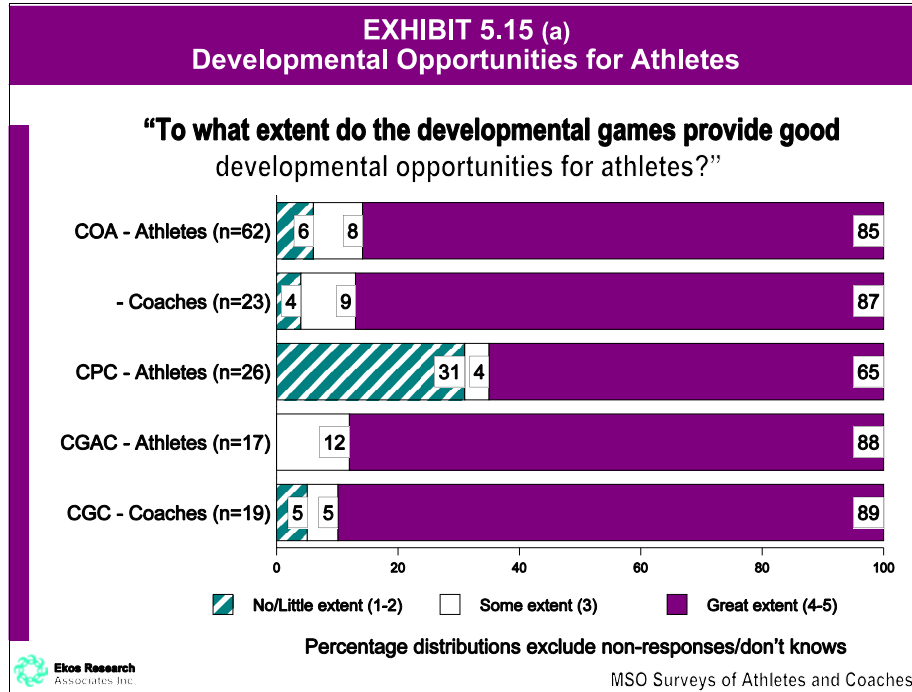


concern is noted in the tying of funding to games events (which is not strictly speaking MSO initiative funds) which is that the organizations tend to lose staff and expertise between games; what they need is “non-episodic” funding. It is also noteworthy that the lack of funds is the reason for the CPC’s excessive reliance on volunteers, who, because of their limited numbers, burn out.

(f) *Developmental Opportunity for Athletes*

Most of the persons interviewed for the various games associations feel in a general qualitative way that developmental games such as the Canada Games, the Commonwealth Games, the World University Games, and the Pan-Am Games represent good developmental and learning opportunities for athletes and coaches to progress on to the Olympics and World Championships of particular sports. However, as there exist no quantitative data on athlete progression, other than a CGC survey, this is not known for certain. This lack of longitudinal data is considered to be a real drawback in determining the extent to which these games are creating developmental opportunities for athletes and coaches to progress to the pinnacle of their respective sport.

Results from the athletes and coaches surveys indicate that a majority feel the developmental games provided good developmental opportunities (Exhibits 5.15a and 5.15b). Athletes attending Paralympics were the least likely to feel this way (65 per cent).

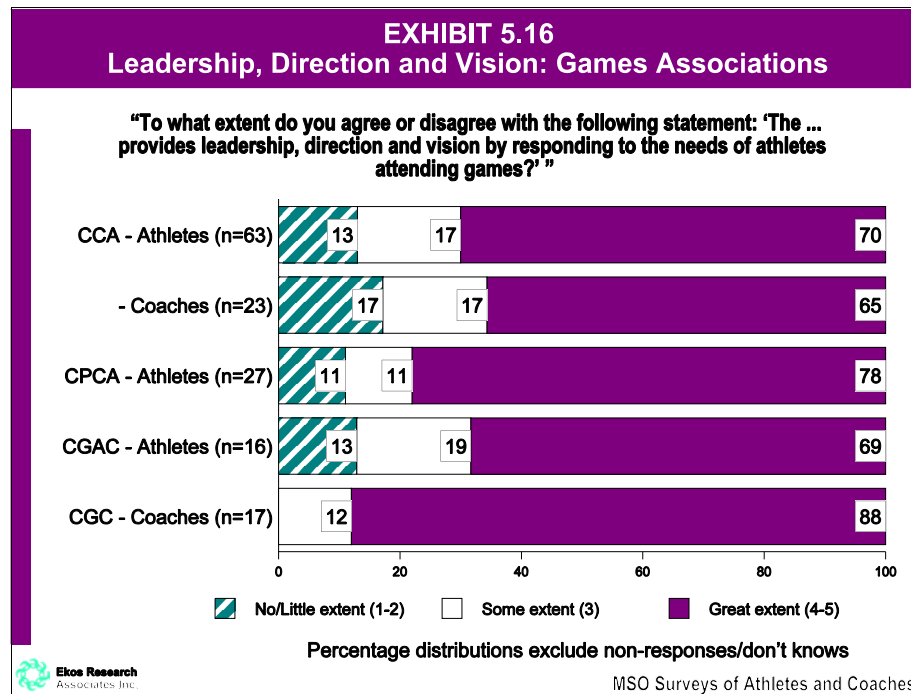


Some respondents pointed out that a limiting factor in development games, specifically the Canada Games, is that they occur every four years, which means that good young athletes excelling and peaking between games are often overlooked. Another limiting factor is the amount of resources available for a particular games, which tends to vary and therefore affects the quality of the experience. The Canada Games is seen as somewhat better as a developmental tool than the Pan-Am Games because the caliber of athlete sent to Pan-Am games varies from sport to sport depending on whether or not the elite of a particular sport are concentrated in the Pan-American arena. As well, the fact that the Olympics do not recognize certain sports means that there may be no pinnacle event to progress to for some athletes. Finally, particularly problematic for athletes with a disability is that they are often afforded less than ideal conditions to compete in, often afforded less than ideal times and locations.

(g) *Provision of Leadership, Direction and Vision*

The majority of persons interviewed with respect to all games organizations feel that the respective organization has provided leadership, direction and vision in actively responding to the needs of athletes. A few even noted that a responsiveness to athletes' needs may have been to the detriment of the organization being a leader. One reservation expressed with respect to the Canada Games by one key informant is an apparent inability to be visionary in adding sports to these Games that would excite youth. A possible limiting factor to the COA's ability to be a leader is its past "power grabbing" reputation" and the corruption at the international level (the IOC).

The majority of athletes and coaches responding to the respective question in the EKOS surveys agree that the respective organization provides leadership, direction and vision by responding to the needs of athletes attending games (Exhibit 5.16). This was particularly seen as true among coaches attending Canada Games (88 per cent) and to a somewhat lesser extent among athletes at the Paralympics (78 per cent).



5.7 Contribution of MSOs to Sport Canada Objectives

In Chapter 3, interview respondents were asked for their opinion on the extent to which they believe MSO objectives are consistent with Sport Canada objectives. In this section are presented responses to questions on the extent to which the MSO is believed to have contributed to those Sport Canada objectives. The majority of persons interviewed for the case studies believe that the respective MSO contributes a great deal to Sport Canada objectives, but the contribution is limited to the objectives on which it is focussed. That is, the extent to which an MSO has met a Sport Canada objective depends to a large degree on whether or not the objective is really within the organization’s mandate. The mean ratings on a scale from one to five, with one meaning “to no extent” and five meaning “to a large extent”, are presented in Table 5.1, with means of 4.0 or higher indicated in bold. Note that the individual case studies provide more detail on and illustrations of how the specific organization contributes to the objectives.

TABLE 5.1
Contribution of MSOs to Sport Canada Objectives:
Mean Rating (and Number of Observations/Interviews)

MSO	High-Performance	Sport Development	High Profile for Sport	Equity and Access**	Number of Interviewees
CES	4.0 (7)	3.4 (7)	4.0 (8)	2.7 (7)	9
CAC	4.6 (8)	4.0 (10)	4.0 (8)	3.1 (10)	10
SIRC	3.5 (4)	2.9 (4)	4.0 (4)	3.2 (3)	5
ASC**	2.6 (3)	4.0 (3)	4.3 (4)	4.8 (4)	4
CAAWS**	3.6 (5)	4.0 (6)	4.0 (6)	4.7 (6)	6
Athletes CAN	4.4 (5)	4.6 (5)	4.7 (6)	3.8 (6)	7
CIS	3.5 (6)	3.6 (6)	4.0 (6)	4.0 (6)	6
CCAA***	(2)	(2)	(2)	(2)	5
CPC	4.1 (7)	3.3 (6)	2.9 (7)	4.6 (7)	7
COA	5.0 (7)	4.4 (7)	4.2 (7)	2.6 (6)	8
CGC	3.5 (6)	4.5 (6)	4.0 (6)	4.5 (6)	6
CGAC	4.0 (6)	3.2 (6)	4.0 (6)	4.5 (6)	6
<i>Mean of means***</i>	3.9 (65)	3.9 (67)	4.1 (69)	3.8 (68)	79

- * Interview respondents were asked to rate on a five-point scale the extent to which they felt the MSO contributed to the attainment of Sport Canada objectives, where 1=to no extent and 5=to a great extent.
- ** Generally speaking advocacy organizations are seen as contributing to the access/equity objective mainly with respect to their constituent group. As well, other MSOs were generally seen as contributing to this objective better with respect to some equity groups (e.g., women, francophones) than others (e.g., athletes with a disability).
- *** Means exclude those who provided no response to the particular question, and those responding for the CCAA whose numbers were too small to report results for that organization.

To summarize, the following lays out the Sport Canada objectives to which each organization is felt by a majority of key informants to contribute to a high extent (a mean of four or more):

- CCES: high performance and high profile;
- CAC: high performance, sport development, high profile;
- SIRC: high profile;
- ASC: sport development, high profile, access/equity (for Aboriginal athletes);
- CAAWS: sport development, sport development, access/equity;
- Athletes CAN: high performance, sport development, high profile;
- CIS: high profile and access/equity;
- CCAA: (too few responses on this question);
- CPC: high performance and access/equity;
- COA: high performance, sport development, high profile;
- CGC: sport development, high profile, access/equity; and
- CGAC: high performance, high profile, access/equity.

The last row of Table 5.1 indicates that MSO objectives are seen overall to be fairly consistent with Sport Canada objectives. The means are similar for all objectives, with only the objective of developing the sport system exceeding four, and therefore attaining a level of “to a large extent” (on the five-point scale).

For all but one MSO, key informants believe that Sport Canada funding is the main reason the organization has contributed to the attainment of Sport Canada objective(s) to the extent it has. In the case of the COA, federal funding plays a small role in the organizations’ contribution to these objectives, because such funding represents a very small proportion of the organization’s total funds. Several persons interviewed for most organizations mention the difficulty in attracting funding from private sources. Corporations are more interested in funding the “glitzy” aspects of these organizations (e.g., the actual games events in the case of games associations) than funding overhead (salaries and rent), which then must be left to Sport Canada to fund.

5.8 Factors Affecting MSO Success

The most frequently mentioned factor in the success of the various MSOs being studied for this evaluation is funding, which is seen in both a positive and a negative light. On the one hand, Sport Canada funding, as frequently mentioned throughout this report, is seen as almost essential to the organization's existence and the sport services it provides. In some cases, being able to raise increased funding from private forces is seen as a success factor. On the other hand, many say that the organization needs even more funds and the lack thereof limits the organization's ability to attain particular outcomes. An inability to attract private funding through marketing and poor timing of federal funding decisions are also seen as a drawbacks by persons associated with several MSOs. Most organizations have indicated a desire to seek increased funds from non-government sources in order to increase available funds to enable the organization to do more.

Beyond funding, key informants for each organization identified a lengthy list of organization-specific of factors contributing to and detracting from the success of the particular organization. The accompanying case studies of MSOs provide lists of positive and negative factors. However, there is a number of common or noteworthy factors identified by representatives of several organizations, which, though perhaps cited by representatives of a few organizations, could in many cases be applicable to most MSOs.

Among the more frequently identified positive factors contributing to organization success are the following:

- quality, professionalism, dedication and leadership ability of staff, volunteers and board (CAC, CCES, SIRC, CAAWS, Athletes CAN, CCAA, CGC);
- participation in development of national sport policy which ensures recognition of organization's own issue (CCES);
- having high-profile sponsors (CAAWS, CIS);
- support of partners (CAAWS, Athletes CAN);
- Sport Canada consultant (Athletes CAN, CPC);
- volunteers (CPC, CGC); and
- newness of organization and creative thinking (Athletes CAN).

Among the most frequently identified negative factors detracting from organization success:

- lack of clear vision from Sport Canada (CAC, CGC, Sport Canada representative);
- lack of coordination among NSOs, including NSF's and NSCs (mentioned by representatives of almost all MSOs);
- MSO mandate that is too narrow (CAC), poorly focussed (CPC), in a state of flux (COA), not supported by funding (CGC), or too broad or ill-defined (CCES, CAC);
- trying to do too much, perhaps beyond mandate (SIRC, COA);
- focus on games as opposed to athletes development (CPC);
- public attitudes and poor media exposure which limits ability to raise funds (CCES, CAC, CPC, COA, CGAC), or federal/ media focus on professional and high-performance sport over amateur and domestic sport (CGC);
- lack of legal sanctions and enforcement of standards and policies (CAC, CAAWS);
- keeping abreast of rapid changes in technology (SIRC);
- increased travel costs (CIS, CCAA, CGC);
- reliance on same volunteers all the time (which is due to lack of funds) (CPC); and
- lack of frequency of events (every four years), which hampers identification of young rising stars (CPC, CGC).

6. COST-EFFECTIVENESS AND ALTERNATIVES

6.1 Cost-Effectiveness

Most respondents who have an opinion on this subject generally feel that the MSOs deliver their services in a cost-effective manner and that they spend their money wisely. Indicators of this include dependence on volunteers (CPC) and use of volunteers at games (CGC, though this could be said of all games associations, and indeed all organizations since they are generally run by boards of volunteer directors). A few key informants are of the opinion that the arm's length relationship the MSOs have with the government is more effective and allows the organizations the required flexibility to deliver the services.

6.2 Alternatives and Suggestions for Improvement

Few respondents feel a wholesale change in the organization itself is necessary but offered views on the overall approach to delivery of the services provided by the MSOs. The overwhelming view of informants is a more coordinated overall approach to sport service delivery. Specifically, some respondents suggested: (1) more coordinated provision of mission services by games associations possibly with a single director of games missions in a separate games mission facility (CPC, COA, CGC, CGAC, CIS); (2) merging or better coordination of service delivery between the education organizations (CIS and CCAA); (3) better coordination with National Sport Centres (CCES and Athletes CAN); (4) better coordination of data collection with games associations (SIRC); (5) coordination with provincial/territorial governments and NSFs (CGC); and (6) a more unified, integrated sport system, particularly with games and education organizations (CAC). Along these lines, it was suggested either that a super MSO be established to deal with all agencies or that a high performance sport council to be created which all organizations, not just MSOs, would apply for funding.

Several respondents expanded the concept of coordination to include greater cooperation among federal departments and with provincial and territorial governments. They feel there is a need for a generally more seamless, coherent delivery of sport, health, and education, given that sport as a physical activity has definite health benefits and that children's first exposure to sport

and its potential benefits are typically provided by the education system which is a provincial/territorial responsibility. With respect to Aboriginal peoples, the involvement of the Department of Indian Affairs and Northern Development was also suggested.

In the case study interviews there was frequent mention of the sport system in Australia and to a lesser extent United Kingdom. A review of the sport systems of these two countries, plus the United States because of its proximity to Canada, revealed the following.

The Australian sport system⁴ appears to be somewhat more integrated than the Canadian system, as many interview respondents indicated. Reporting to the federal minister of Arts and Recreation, the Australian Sport Commission, a “crown corporation”, is responsible for implementing that country’s national sport policy and is its primary agency for sport. This is carried out through its two major sport delivery arms: the Australian Institute of Sport (high performance) and Active Australia (sport development). The accent on sport development, embracing health and education, appear to be the aspects of the Commission that key informants were thinking of when they talked about how integrated the Australian sport system is compared to Canada’s.

As well, the Commission directly funds a number of programs and agencies *within* government that appear to correspond, to varying degrees, to Canadian non-profit national sport organizations funded outside of government under the MSO initiative. These are as follows: The Australian Sports Drug Agency which is similar to the anti-doping side of the CCES; an ethics group corresponding to the other side of the CCES; the Indigenous Sports Program, which is more of sport development initiative (unlike the ASC, whose mandate is mainly advocacy); a number of coaching development programs, plus intensive training centres (similar to some CAC initiatives, plus the NCIs); the National Sport Information Centre (like the SIRC); the Disability Education Program (which goes beyond what is done by the CPC); and the Women and Sport Unit within the Commission which is a non-government agency responsible for Womensport Australia (CAAWS).

4. See <http://www.ausport.gov.au> for more details than appear here.

Outside government, there are a number of national sport organizations with objectives similar to these of Canadian MSOs, including: Australian University Sport (like CIS), Womensport Australia (like the CAAWS), Australian Paralympic Committee (like the CPC), the Australian Olympic Committee (like the COA), and the Australian Commonwealth Games Association (like the CGAC). These are considered to be non-government sport organizations, that receive funding from the Australian Sports Commission, in much the same way the MSOs do from Sport Canada.

Turning to the United Kingdom⁵, UK Sport (the United Kingdom Sports Council) is the UK equivalent of Sport Canada. The difference is that UK Sport, like the Australian Sport Commission, is the equivalent of a crown corporation funded under the UK Department of Culture, Media and Sport. With public monies from general government and lottery revenues, UK Sport is the primary sport funding vehicle in the United Kingdom, focussing on high performance sport, while developing and supporting the sport system to ensure it produces a constant flow of high performance athletes. Within UK Sport, there are units with responsibilities similar to some of the Canadian MSOs, including the Anti-Doping Directorate, which does similar work to that done by the CCES in the area of anti-doping. Outside government, UK Sport also funds several sport organizations whose objectives are similar to those of several Canadian MSOs. These include the British Universities Sports Association (like CIS), Sport Coach UK (like the CAC), and the “Multi-Sport Organizations”, which are the equivalent to Canada’s games associations, and comprise the British Olympic Association, the British Paralympic Association, and the Commonwealth Games Councils. There are several Commonwealth Games Councils in the UK and they seem to be more similar to Canada’s CGC than the CGAC.

The US sport system appears to be even less integrated than Canada’s. There does not appear to be a central sport funding agency in the US government that funds sport in the same way that Sport Canada does. The US sport system is more disparate and dependent on private sector funding than the Canadian system. A scan of the Internet revealed four organizations similar to MSOs studied in this evaluation, but how they are funded – specifically how much funding they may receive from the US federal government – could not be determined. At any rate, the similar organizations are the following: the National Collegiate Athletic Association (NCAA), which is

5. See <http://www.ukспорт.gov.uk> for more details than appear here.

an organization doing work similar to that of CIS; the United States Olympic Committee (USOC), similar to the COA, but which also serves as the United States Paralympic Committee, unlike in Canada where the Canadian Paralympic Committee stands as a separate organization; and the United States Anti-Doping Agency (USDA), which is similar to the anti-doping side of the CCES.

As noted, few respondents suggest alternatives for specific organizations, with many responses in the form of specific suggestions for improving the cost-effectiveness and the effectiveness of service delivery by the specific organization. Many suggested, as a means of reducing travel costs, greater reliance on information and communications technology for communications (e.g., teleconferences) among the various partners of the MSO and for dissemination of information on and produced by the MSO to athletes and coaches (CCES, CAC, SIRC, and CAAWS).

Other suggestions made with respect to specific MSOs, which other MSOs could possibly consider, are as follows:

- ❑ **CCES:** raise fees to NSOs for CCES services (though NSO funds would, to a large part, ultimately come from the federal government); reduce legal costs by relying, as much as possible, on alternate dispute resolution (ADR); establish a centralized ombudsperson office to resolve contentious ethical issues; and emphasize random testing and pre-drug testing in high-risk sports.
- ❑ **ASC:** adopt the Australian “Indigenous Community Sport Better Practice Model” within which community development initiatives, sport and culture festivals and athlete development initiatives are undertaken in Aboriginal communities; and require all NSFs to consider Aboriginal issues.
- ❑ **Athletes CAN:** strengthen and better utilize the board and committee structure; centralize the athlete training project so that a limited number of athletes would travel as mentors from NSC to NSC to train athletes; and maintain contact with alumni.
- ❑ **CGC:** centralize some services (e.g., a database of athlete performance results at different Canada Games events) at the Council to reduce work for host societies; improve efficiency of internal management practices; and coordinate the timing of junior national championships in a particular sport with the Canada Games so that young athletes can attend both events.

7. FINDINGS AND RECOMMENDATIONS

The key evaluation findings are summarized and conclusions drawn in this final chapter. In addition, recommendations are made for improving the funding of multi-sport/-service organizations.

7.1 Rationale and Relevance

Need for MSO Services

The vast majority of individuals interviewed believe there is a great need for the services provided by the MSOs. However, while most respondents to the athletes and coaches surveys indicated high levels of support for most MSOs, only half of the coaches responding to the survey indicated that SIRC's services are needed. Similarly, there were modest levels of support for the need for the ASC, albeit from primarily non-Aboriginal athletes and coaches.

There are minor concerns about the mandate of some MSOs and the provision of services to meet the mandate (which may be considered a delivery issue). For example, the perceived need for the ethics services provided by the CCES is less than the need for its anti-doping services, possibly because ethics would be promoted by individual NSFs. Some of the people interviewed suggested that the CAC should broaden its range of services to better fulfill its mandate in areas other than high performance. There is also some confusion over operationalizing the definition of advocacy (ASC, CAAWS and Athletes CAN). Finally, while most of those interviewed believe there is a need for the mission services provided by individual games associations, most felt that better coordination of the provision of those services by the various associations would increase efficiency and free up resources for athletes and coaches.

Need for Sport Canada Funding of MSO Services

The majority of individuals consulted believe that Sport Canada should continue to fund the services provided by each MSO. Many feel that the very survival of most organizations depends critically on Sport Canada funding. In fact, for fiscal year 2000-01, Sport Canada's funding for the MSOs under review ranged from two to 84 per cent of expenditures, with the

majority falling into the 45-70 per cent range. Most informants see a need for the organizations to seek alternative sources of funding but also acknowledge the poor prospects for doing so. The main exception to this finding is the COA, which depends very little on Sport Canada funding, as private sources represent the lion's share of total COA revenues. That being said, some feel that Sport Canada's contributions allow the federal government it to keep its "foot in the door" in terms of visibility at Olympic Games. There were relatively modest levels of support for federal funding of SIRC by coaches, and for the ASC by primarily non-Aboriginal coaches and athletes.

Compatibility of MSO Objectives with Sport Canada Objectives

To varying degrees, the objectives of all MSOs are seen as compatible with Sport Canada's objectives of fostering high performance in sport, sport development, raising the profile and awareness of sport, and increasing access and equity in sport. The particular combination of federal objectives an MSO is most compatible with is dependent on its particular mandate.

7.2 Design and Implementation

MSO Awareness of Government Expectations

The vast majority of MSOs are aware of government expectations. There is a variety of mechanisms to ensure awareness, including the presence of Sport Canada representatives on MSO boards and committees, Sport Canada consultants who work closely with the MSOs, and formal contribution agreements and memoranda of understanding/agreement laying out government expectations. In some cases, however, awareness has been impeded by the lack of a formal document of agreement. As well, it is pointed out that MSO expectations as presently identified are really based on just what the MSOs were already doing and not really out of a clear vision of what the government wants MSOs to accomplish.

Adequacy of Administrative Data Systems

Sport Canada administrative systems are felt to be only somewhat or not at all adequate to permit analysis of performance measures. Respondents for some MSOs note that performance measures have not yet been designed or, if they have, have either not been used for decision making or are poorly used. Sport Canada representatives working with several different MSOs

indicate that no regular, ongoing performance measurement activity takes place. This may be due to the fact that there is a need to develop a national policy for performance measurement and to clearly define the government's expectations if it is to have some basis for knowing whether the appropriate data are being collected.

Two other problems with administrative data are identified. One is the lack of coordination among organizations, particularly games associations, in gathering data on athletes, resulting in costly duplication of effort and response burden for athletes. A further weakness is a lack of information on coaches and on athletes in equity groups (i.e., demographic information on athletes is not collected), and a lack of longitudinal data tracking athletes' performance at games over time and progression from games to games. A lack of resources is frequently mentioned as a drawback to producing better data.

Adherence to Accountability Requirements (Games Associations)

According to persons interviewed who are directly associated with the respective games associations, all games associations adhere to their financial accountability requirements with Sport Canada in terms of filing audited financial statements with Sport Canada.

Impact of Technical Sport Programming on Mandate (ASC)

There are mixed reviews on the extent to which the provision of technical programming by the ASC has impacted on its ability to meet its mandate. On the one hand, the organization has delivered very little technical programming so its impact on its mandate is minimal. On the other hand, there is concern that the increasing emphasis on programming to ensure corporate sponsorship takes the organization's focus away its advocacy focus.

7.3 Impacts and Outcomes

Because of the unique nature and expected outcomes of each MSO, this issue was addressed on the basis of the type of MSO. More precisely, the attainment of MSO outcomes, as laid out in the RMAF, was assessed in each of the following areas: sport ethics services (CCES), coaching services (CAC, along with the CPCA and the NCIs), sport information services (SIRC), advocacy services (ASC, CAAWS, and Athletes CAN), education services (CIS and CCAA), and

games mission services (CPC, COA, CGC and CGAC). The treatment of these services is followed by a consideration of the extent to which the MSOs attain Sport Canada objectives.

(a) MSO Outcomes: Sport Ethics Services

Integrity of Canada's Doping Control Program

All interview and survey respondents agree that the CCES has successfully maintained the integrity of Canada's Doping Control Program. This is revealed in the fact that Canada is a world leader in independent, neutral dope testing, has an excellent reputation nationally and internationally, and CCES test results are upheld on appeal or arbitration. Sport Canada funding for the Doping Control Program is regarded as essential for this achievement.

Confidence in Testing System

This evaluation found that there is a high degree of confidence in Canada's dope testing system among athletes, coaches, and National Sport Federations (NSFs). Interview respondents believe that Sport Canada funding of the Doping Control Program has been essential to this high degree of confidence. Concerns expressed about Canada's doping control program include: (1) Canada's strict doping control is "overkill" in comparison to the looser standards in other countries thereby placing Canadian athletes at a disadvantage internationally; (2) the need for better anticipation of problem areas and sports; (3) the need to shorten the time frame between the dope test and the final test ruling; and (4) the need for a consistent policy followed by the CCES, the laboratory, and NSOs for the announcement of test results. Most believe that Sport Canada funding has played an essential role here.

Key Player in International Anti-Doping Initiatives

Interview respondents and most athletes and coaches in the surveys agree that the CCES has been a key player and is heavily involved in several international anti-doping initiatives. Examples include participation in: the Drug Free Sport Consortium, Canada being awarded the World Anti-Doping Agency (WADA), participation on the International Anti-Doping Arrangement (IADA) Taskforce, involvement in reciprocal testing agreements with IADA partners, and contribution to the Council of Europe Anti-Doping Convention Monitoring Group. Respondents believe that Sport Canada funding is necessary for the CCES's work in these areas.

Suggested areas for improvement include a strategic plan for international endeavours and increased efforts for consistent doping control standards world-wide.

Enhanced "Voice" on Fair and Ethical Conduct in Sport

Most interview respondents agree that the CCES has been increasingly involved in ethics and fairness issues in the past few years, providing a voice on fair and ethical conduct in sport for the sport community. However, only a minority of coaches participating in the survey said the CCES has been involved in effective consultations, though a majority of both athletes and coaches surveyed do believe the CCES has become a strong voice on fairness and ethics in sport. Illustrations of how the Centre has initiated or lead consultations, often with a wide range of interested parties (but not frequently enough with provinces, some say) include: the preparation/distribution of discussion papers and presentations on a range of ethics issues; the running of the Ethics Review Panel composed of ethicists; and working on a National Strategy for Ethics in Sport and on a National Sport Ethics Forum. According to interviewees, Sport Canada funding has played very little role in the CCES's work in fairness and ethics as federal funding is focussed on the Doping Control Program.

Development of Policies/Initiatives

According to interview respondents, the CCES has been involved in the development of several policies and initiatives related to doping control, fairness and ethics in sport. Key examples include the following: reviewing and revising the doping regulations and the Canadian Policy on Doping in Sport; development of a National Strategy for Ethics in Sport and a National Sport Ethics Forum; participation in consultations on the development of a Canadian Sport Policy; preparation of position papers and participation in fora on issues of doping, violence and harassment in sport; assisting in the development of policies for the Canada Games; and development of resource materials to assist NSOs in implementing major policies within their own organization. In the view of most interview respondents, Sport Canada funding has contributed somewhat to the implementation of these policies and initiatives, particularly those related to doping control.

Development of Strategic Partnerships

Interview respondents agree that the CCES has successfully developed numerous strategic partnerships particularly within but also outside the sport system. A strong emphasis on collaboration and partnerships is a core part of the Centre's organizational culture and strategy. Within the sport system, the CCES has: (1) contributed funds to and sat on the board of the Spirit of Sport Foundation, which has participated in a number of initiatives in partnership with Athletes CAN, the CGC, the CGAC, the ASC and the CAAWS; (2) worked on the development of a national alternate dispute resolution (ADR) program in partnership with the Canadian Centre for Sport and Law; (3) worked on the issue of nutritional supplements in partnership with the Centre for Substance Use in Winnipeg; (4) worked in collaboration with the RCMP in Quebec on drug-use reduction; and (5) worked with other countries on issues related to drug-free sport. The CCES has also participated in initiatives outside the sport system, albeit to a lesser extent; an example is its involvement in the Voluntary Sector Roundtable.

Key factors facilitating partnerships, in addition to MSO funding, include the strong leadership and high level of expertise of the board and staff, a strong belief in the value of collaboration and partnerships, and formal agreements with some NSOs. Negative factors include competition among some NSOs for scarce resources, limited time and resources for NSOs to develop and maintain partnerships, a leadership vacuum in sport in Canada, the fact that the CCES works on the “negative side of the ledger”, lack of collaboration with the provinces and territories, and the need to strengthen relationships among the IOC accredited laboratory in Montreal, NSOs, and itself related to dope testing.

Expert Resource for Canadian Sport System

Persons consulted for this evaluation agree that the CCES is an expert resource to the Canadian sport system for doping control and, to a lesser extent, for ethics and fairness issues. Examples include its being consulted for its expertise in policy development; requests for information from athletes, coaches, NSOs, the media, and doping control agencies in other countries; and the large amount of resources the organization maintains on ethics and drugs in sport, which it distributes through its website and a 1-800 Infoline.



It is believed that Sport Canada funding has contributed to the CCES's development as an expert resource in doping control, but less so with respect to ethics and fairness. Moreover, a lack of resources limits the CCES's ability to meet other demands for information, such as in the areas of nutrition and natural/herbal remedies (for purposes of identifying banned substances) and on racism, violence and sexual abuse in sport. Suggested improvements include a reference centre; improved website and e-learning; availability of a 1-800 phone number on weekends; and more emphasis on education in general.

Provision of Leadership, Direction and Vision

Most respondents believe that the CCES provides excellent leadership, direction and vision for the Canadian sport system, in particular, relating to doping control. Sport Canada has contributed indirectly to the CCES's capacity to provide leadership and vision through federal funding of the Doping Control Program, but its contribution is limited because the Centre's educational activities are no longer funded. Moreover, to “get the word out”, it is suggested that the CCES more aggressively market its ideals to athletes and coaches; form more provincial and regional strategic partnerships to better reach athletes and coaches; and initiate a comprehensive doping education/prevention program.

(b) *MSO Outcomes: Coaching Services*

Implementation of a Competency-Based Education and Training (CBET) Certification Program

A primary expected outcome of the CAC is the implementation of a Competency-Based Education and Training (CBET) certification program. The documents review and key informant interviews revealed CAC has taken a number of steps toward the implementation of the program, including holding planning sessions, developing a transition schedule, choosing an implementation team, hiring contractual staff to assist sports in making the transition, conducting pilot projects, hiring course instructors, and developing course materials. Among the difficulties that must still be overcome before the program can be fully implemented are the time consuming nature and cost of implementation, the novelty of the approach, the diversity of the target group in terms of needs, and the large number of partners involved.



Increased Access to Coaching Certification Opportunities

Most interview and survey respondents feel the CAC has contributed significantly to increasing access to Levels 1-3 and 4-5 coaching certification opportunities, despite the fact that only a small proportion of coaches participating in the evaluation survey feel to a great extent there has been an increase in the number of certification opportunities. CAC activities seen as contributing to increased accessibility include its work with NSOs to develop the certification program, the creation of the National Coaching Institutes (NCIs) where coaches training is conducted, the transition to the CBET certification program, and advocacy efforts encouraging use of paid coaches and pushing to require certification for coaches. Sport Canada funding is felt to have played a major role here, primarily through the provision of funds to NSFs, both directly and channelled through the CAC, to help them pursue certification opportunities. As well, these funds have been used by the CAC to hire staff to develop the training curriculum and support the National Coaching Certification Program (NCCP).

The evidence is mixed as to whether these efforts to increase access have been realized in increased numbers of certified coaches. Interview respondents feel the CAC has helped increase the number of active certified coaches at all levels in the Canadian sport system. However, only one-half of coaches responding to the coaches survey feel that the CAC has increased the number of active certified coaches to a great extent.

An expectation is for the CAC to support Aboriginal coaches and coaches of athletes with disabilities. Mechanisms to do so include provincial subsidies, specialised courses, assistance to NSFs to develop specialised programs and improve access, support to the Special Olympics, NCI programs to recruit Aboriginal and disabled student coaches, and involvement in the Aboriginal Sport Circle and the Special Olympics. Increased access for these groups is limited, however, by their lack of a lobby group, the fact that they bear the burden of change, their small numbers, and insufficient human and financial resources.

The evaluation indicated that NCIs as well have done much to increase access to certification opportunities. Survey results indicated that three in four coaches believe to a great extent that NCIs have increased access for Level 4 certification training opportunities for coaches. Evidence of this is found in the establishment of a work plan to improve coordination and linkages



to the NSFs; the development of a pilot course for computer-based training technologies; the coordination of NCI and NSF delivery of Level 4 certification for eight sports; the large number of NCI graduates who continue to work with high-performance athletes; and subsidies to cover the costs for coaches to access certification programs. It is generally felt by interview respondents that Sport Canada funding is critical to increasing access to these opportunities through funding support to the NCIs and the coaches themselves, as well as by supporting the presence of Sport Canada representatives on the NCI management group.

To improve access to certification opportunities and increase the number of certified coaches overall, respondents suggest: completion of the transition to CBET; promotion of certification and development of employment opportunities; needs assessments of the target audiences; alternative delivery mechanisms such as distance and e-learning; recognition of equivalency between universities and CAC coaching programs; more scholarship support; and greater coordination among NSFs to create a common curriculum and enhance consistency in the delivery.

Increased Use of Levels 4-5 Certified Coaches by Sports Organizations

The Canadian Professional Coaching Association (CPCA), the professional arm of the CAC, has made efforts to increase the use of Levels 4-5 certified coaches by increasing educational requirements for coaches and by advocating the adoption of Level 4 certification for Olympic and National teams. However, only about one-half of coaches responding to the evaluation survey indicated the CPCA has actually increased the use of these coaches. To promote use of Levels 4-5 certified coaches, interview respondents suggest: public education of the importance of coaches training and education; professional designation; and more encouragement of paid coaching positions.

Increased Professional Development, Training and Employment Opportunities

The evaluation found that the CAC has done much to increase the number of professional development opportunities for coaches. Activities in this regard include expenditures of a large sum of money and participation in a number of initiatives on coaching training. Despite these activities, only one-third (32 per cent) of coaches who responded answered the respective question

in the coaches survey and believe that the CAC has increased the number of professional development opportunities for coaches.

The CAC also seeks to increase the number of professional development opportunities for women coaches through participation in the Pan Am Games Apprenticeship Program, professional development grants to women, NCI scholarships and placements, and having NCIs as a focal point for professional development activity at the local level.

The CPCA, too, is generally thought to have made a small positive contribution to increased professional development and training opportunities for coaches. The principal ways have been through a conference, a seminar, a scholarships and the Coaches Report magazine.

Sport Canada is felt by interview respondents to have contributed to enhancing the quality and quantity of professional development and training for coaches primarily by funding CAC, the NCIs and NSFs to run coaching programs, as well as by lobbying to encourage NSF members to attend the national coaches seminar.

It is generally felt that CAC and CPCA contributions to increased employability of coaches are modest, despite the assistance of HRDC internship programs, NCI and NSC salary support for coaches, advocacy for employment and employment standards for coaches, improved training and professional development, and the development of employment tools. Despite the modest gains, however, respondents suggest that employability can be improved by funding support and increasing employment opportunities. They also suggest greater leadership and cohesion within the Canadian sport system, and greater recognition of the value of coaches.

Increased Involvement in Key Canadian Sport System Initiatives

A number of respondents believe that, though the CAC is involved in several sport initiatives, this does not represent an increase in its involvement in key sport system initiatives, one of the expected outcomes of Sport Canada funding. To increase its involvement, interview respondents suggest: increasing CAC's efforts to improve the quality of employment for top level coaches; enhancing coaching certification and training by creating strategic alliances; exploring new technologies, supporting NSFs to implement CBET, and enhancing funding through government contributions and greater diversity.



As for the CPCA, respondents generally agree that there has been some progress in terms of the CPCA's involvement in key Canadian sport system initiatives. Among the specific examples provided, respondents note that the CPCA has increased its representation on various boards and committees (e.g., the COA) and has been involved with the COA in pre-Olympic seminars. To enhance its involvement in sport system initiatives, respondents feel the CPCA should emphasize the relevance and importance of professional coaching in Canadian society through increased membership and involvement of coaches to strengthen advocacy.

Voice and Leadership in the Canadian Sport System

A number of interview respondents agree that the CAC has become a strong leader in the sport system through their involvement in initiatives and on various committees to express and implement their vision. However, only a minority of coaches in the survey indicated that the CAC has to a great extent become a strong voice on coaching issues and has provided leadership, vision and direction. Sport Canada funding is felt to be very important to support both the operation and existence of the CAC, as well as the employment of the staff necessary to realise a leadership role.

(c) *MSO Outcomes: Sport Information Services*

Sport-Specific Technical Information

Most persons consulted for this evaluation agree that SIRC has increased the availability and usefulness of technical sport information. This has been done in a number of ways, including electronic transmission of articles from its large database; doing academic writing, literature reviews, and thumb nail sketches for practitioners; and distributing technical manuals. Sport Canada funding is thought to have contributed to the quality and usefulness of sport-specific technical information by supporting the initial development of SIRC and the SPORTDiscus data base, and by continuing to support SIRC in offering services to the Canadian sport community and evolving into a worldwide clearinghouse.

To further enhance the usefulness of sport information, respondents suggest a need for greater awareness among coaches and athletes at the community level of how and where to access this information and more electronic resources to reduce costs to consumers and to increase the relevance of information searches for SIRCUIIT.

Enhanced Communications with the Sport Community

Evidence from interviews and documentation suggests that SIRC is engaged in a number of activities to enhance communications among the sport community, including the collection and maintenance of e-mail lists for NSOs; broadcasting messages to the sport community on behalf of sport agencies; the provision of free email addresses and accounts to all athletes and coaches; use of Canadian Sport List Serve (CSLS) to solicit input into sport policies (e.g., the Mills Report); to circulate information among members of the sport community and the media; and to post jobs.

Sport Canada funding is generally felt to have made a significant contribution to the development of the CSLS. To improve communications with the sport community, respondents suggest offering services beyond regular business hours, providing support services to sport bodies to assist them in writing press releases, and upgrading current systems to allow members to self-serve.

Development of Webmaster Service for NSC Web Pages

Most respondents who are familiar with this service feel that SIRC has done well to develop a webmaster service for National Sport Centres' (NSCs) web pages. A primary advantage of the NSC websites is felt by some to be the links to the SIRC site, which provides a single point of entry for all NSCs to receive international enquiries. Sport Canada funding is felt to be an important support which allows the SIRC to provide this service to NSCs. Nonetheless, many indicate that more could be done in this regard, including increasing the efficiency of the sites and of communications with the SIRC by encouraging NSCs to develop a common look and coordinated approach.

(d) *MSO Outcomes: Sport Advocacy Services*

Involvement in Issues Concerning National Athletes

Key informants interviewed for the respective case studies believe that the respective advocacy organizations are significantly involved in issues of concern to athletes. Athletes CAN has been involved in athlete funding; selection criteria for carded athletes; athlete agreements; athlete-coach relationship; selection criteria for the Canadian Olympic team; and dispute resolution for athletes. The CAAWS has been involved in a number of issues of concern to women in sport,

including working with sport-related organizations to put gender equity on their agenda and taking the lead in addressing the issue of harassment in sport. The ASC has been involved in key issues of concern to Aboriginal athletes including: increasing Aboriginal athlete participation in mainstream sport, developing an Aboriginal coaching manual, and encouraging Aboriginal athletes to participate in sport.

Enhanced "Voice" for Targeted Under-Represented Groups in Sport

All organizations are seen as providing a strong voice for their constituent group. Athletes CAN has worked towards increasing athlete representation at all levels of sport by encouraging athlete participation on boards at the provincial and federal levels, including the NSFs and NSCs, and it took a proactive role at recent national sport policy. Survey evidence indicates that seven in ten athletes believe that Athletes CAN has become a strong voice for Canadian athletes and provides leadership, direction and vision in responding to athletes' needs.

The CAAWS leads the discussion and acts as a consultant in policy formation on issues pertaining to gender equity in sport and harassment in sport. Sport organizations are required to implement gender equity policies in order to be eligible for Sport Canada funding. As well, the organization chaired the Harassment and Abuse in Sport Collective and provided guidelines and resource materials to sport organization to enable them to develop frameworks concerning gender equity.

The ASC has been working with all levels of government, including Aboriginal governments, to place greater emphasis on sport for Aboriginal communities as well as to provide guidance on how to encourage Aboriginal athlete participation in mainstream sport. In so doing, it has played an active role in identifying barriers and issues for all levels of government.

Expert Resource for Canadian Sport System

There are many indicators of these organizations' becoming expert resource in the Canadian sport system. Athletes CAN, the CAAWS and the ASC have web sites and distribute brochures that are accessible for their target groups and the general public. These web sites contain publications that would be relevant to their target groups. In addition, individual advocacy

organizations have produced expert resource materials. A majority of athletes in the evaluation survey indicated that Athletes CAN has become an expert resource.

Involvement in Consultation Initiatives

Athletes CAN, the CAAWS and the ASC participate in many initiatives on behalf of their constituent group. Athletes CAN, working primarily at the national level, was actively involved in regional consultations and the National Summit on Sport. It also has representation on the Sport Canada Task Force and Sport Matters Working Groups and has elected athlete representatives to assume positions on the Board of Directors at NSCs. The ASC is involved in the political arena at all levels of government, while the CAAWS works primarily with sport-related organizations and at the community level within both the sport community and the health and wellness field. Both the ASC and CAAWS work outside sport related issues.

Involvement in Partnerships

All organizations have developed strategic partnerships in areas of policy and programme development. The ASC is working with Sport Canada, the CAC, the CAAWS and Provincial/Territorial Coaches Councils to develop a coaching manual for Aboriginal coaches. Athletes CAN participates in a partnership with Athletes CAN, the Sports Law Centre at the Faculty of Law at the University of Western Ontario, the Dispute Resolution Centre, and a private law firm, to provide athletes with legal advice and dispute resolution assistance. The CAAWS participates in partnerships with Health Canada, NSOs, and health organizations in the development of policies affecting women in sport, the latter working on issues related to physical activity, health and wellness of women in Canada

(e) MSO Outcomes: Sport Education Services

Developmental Opportunities for Athletes and Coaches

Those consulted for this evaluation believe that both the CCAA and CIS are successful in enhancing the number of developmental opportunities available for high performance athletes and coaches. These two educational MSOs are believed to contribute to developmental opportunities in a number of ways, including holding competitive events organized by these organizations (particularly, in the case of CIS, the World University Games, the graduates of

which often go on to the Olympics). In addition, with regard to CIS, sport facilities developed and maintained by universities are used extensively by the community and NSFs, as well as for hosting events. However, several developmental barriers were identified including: increasing travel costs and insufficient funds; the fact that, in the case of the CCAA, coaches are only part time and are not faculty within their institutions; the reluctance of some partners to work together (some universities do not want to partner with colleges); and a lack of administrative support.

Contribution to Coaching Expertise

Both CIS and the CCAA are also believed to make a valuable contribution, in terms of coaching expertise, to the high performance system. Both the CCAA and CIS contribute to the certification of coaches. Post-secondary educational institutions provide employment and a stable salary for coaches, and university and college coaches serve as Olympic, national team or provincial team coaches. A problem identified by informants is that insufficient investment is made in coaching in Canada and that many top coaches leave Canada because they can earn much more elsewhere, though it should also be said that there are many foreign and returning coaches working in this country.

Increasing Access to National Championships

Almost all key informants interviewed as part of the CCAA and CIS case studies agree that Sport Canada funding has made a contribution to ensuring access and to reducing the financial burden of educational institutions for attendance at National Championship events. A minority of interview respondents believe that Sport Canada has had only a minor impact in this area.

Leadership, Partnership and Involvement in Sport Initiatives

Both the CCAA and the CIS are viewed as leaders in the sport system and to be providing vision, leadership and direction by actively responding to the needs of athletes and coaches. Several interview respondents for CIS note that this MSO plays an important role in the leadership of sport in Canada through their contributions to other associations and bodies and that it has been increasingly effective in its development of strategic partnerships with sport organizations. Both the CCAA and CIS are also believed to be closely involved in key national sport initiatives and policy development by participating in relevant committees, working groups, etc. Examples of



CIS's participation nationally and internationally are found in that fact that CIS personnel serve on the boards of PSOs, NSFs, MSOs and International Federations, plus its participation in World University Games.

Increased Human Resource Infrastructure Capacity

Both the CCAA and CIS have been able to expand their staff in recent years. In the case of the CCAA, this is attributed to the reinstatement of CCAA funding by Sport Canada.

(f) MSO Outcomes: Games Mission Services

Best Possible Environment for Canadian Teams at Games

Most persons consulted for the games associations believe that the respective association does provide a good environment for athletes and coaches, who in the surveys expressed their satisfaction with services provided at games and said access to high-quality services has increased in recent years. No sport or group has been particularly dissatisfied or denied services. Satisfaction with services is also apparently revealed in post-mission surveys conducted by most games associations, though the results from such surveys were not readily available to the evaluators. For all organizations but the COA, Sport Canada funding is seen as instrumental in the provision of high-quality services at games. The COA does not depend on Sport Canada funding for the provision of services at games.

Effective Working Relationship with the Federal Government and its Games Mission

The majority if not all respondents for all organizations strongly agree that the working relationship between games association mission and the federal government and its games mission is very good. This is observed more at the worker than at the management level, though this is seen to be improving. Among the strengths observed are the knowledge, competence and accessibility of Sport Canada consultants, their understanding of athletes' needs, inter-personal relationships, and collaborative debriefing sessions.

Areas where the relationship between the missions of the games association and the government is seen as not working well include lack of sharing of information, poor timing of

Sport Canada decision-making and announcements on funding, and lack of consistency in support by the Department of Foreign Affairs and International Trade for different games.

Development and Implementation of Standards/Policies

For the most part, interview and survey respondents believe the respective games association has implemented and/or committed/adhered to standards and policies regarding: coaching and medical professional standards; dispute resolution; harassment; doping; and official languages. Federal government funding is said to play a major role in the associations' implementation of and/or commitment or adherence to the policies and mechanisms, except in the case of the COA, though the COA, as a matter of principle, has implemented all these policies. The only area where doubt was expressed among key informants is in the area of federal visibility, for which there tends not to be an official policy at these associations. However, interviewees pointed out that there is much visible evidence of the federal government at the various games, in the form of signage, banners, newsletters, etc..

Enhanced Partnerships and Influence

All games associations, but particularly the COA, are making strong efforts to collaborate with other sport organizations. However, there is the sentiment that there is still much duplication of effort and greater coordination of efforts is required, particularly in the collection of performance data from athletes and the provision of mission services at games, which is currently the subject of working groups starting up among organizations. Economies of scale and cost savings would result from closer collaboration.

Opinion is mixed on the degree influence these organizations have, as measured by participation in national and international initiatives, specifically consultations. Some key informants feel the respective organization is more involved on the national scene than internationally, while others feel the reverse. Modest proportions of surveyed athletes and coaches believe the respective organization is involved in domestic and/or international consultations.

Sport Canada funding is seen as important to the organizations' participation in partnerships and initiatives, except in the case of the COA. All organizations feel constrained to be more involved by a lack of resources.



Enhanced Human Resource Capacity

Representatives of all organizations feel that in recent years, the respective organization has increased its staff and/or converted part-time or temporary positions to full-time or permanent. Except in the case of the COA, this has been attributed to Sport Canada funding, though the ability to attract non-government funds is also been a factor in this respect. However, many also said that all organizations could do with even more staff and that insufficient funding necessitates excessive reliance on volunteers. There is also concern that, by tying funding to games events, organizations tend to lose staff and expertise between games. It is also noteworthy that the lack of funds is the reason for the CPC's excessive reliance on volunteers, who, because of their limited numbers, burn out.

Developmental Opportunity for Athletes

Most of those interviewed and surveyed for the various games associations feel that developmental games such as the Canada Games, the Commonwealth Games and the Pan-Am Games represent good developmental and learning opportunities for athletes and coaches to progress on to the Olympics and World Championships of particular sports. However, as no quantitative data on athlete progression exist, other than a CGC survey, this is not known for certain. A factor that limit progression is: the fact that development games, specifically the Canada Games occur, every four years, which means that good young athletes may be missed because of age categories and the four-year cycle of the Games. Also limiting is the amount and timing of funds for games. As well, athletes with a disability face particular difficulties in progression because of their perceived second class status at major games.

Provision of Leadership, Direction and Vision

The majority of persons interviewed and surveyed with respect to all games organizations feel that the respective organization has provided leadership, direction and vision in actively responding to the needs of athletes. Potential limiting factors with respect to specific games associations include difficulty in attracting youth (CGC) and a poor past reputation (COA).

(g) Contribution of MSOs to Sport Canada's Objectives

The majority of persons interviewed for the case studies believe that the respective MSO contributes a great deal to Sport Canada objectives, but the contribution is limited to the objectives

on which it is focussed. For all but one MSO, key informants believe that Sport Canada funding is the main reason the organization has contributed to the attainment of Sport Canada objective(s). In the case of the COA, federal funding plays a small role in the organizations's contribution to these objectives, because such funding represents a very small proportion of the organization's total funds. Several persons interviewed for most organizations mention the difficulty in attracting funding from private sources.

(h) Factors Affecting MSO Success

The most frequently mentioned factor in the success of the various MSOs being studied for this evaluation is funding. Most organizations depend on Sport Canada funding and would like to seek alternative sources , but acknowledge their limited ability to do so.

Frequently mentioned as a success factor for organizations is the quality, dedication and leadership of staff and managers. The support of volunteers, including board members, is also seen as essential to an organization's success, though volunteer burnout is an ever-present danger. Also helpful has been MSO participation in the development of a national sport policy which enables the organization to put its issue on the agenda. Finally, the arm's length relationship MSOs have with government affords the desired flexibility in meeting the organization's needs and obligations.

Other frequently mentioned factors that can and do limit the success of an organization, other than insufficient funding, include: lack of clear vision from Sport Canada; lack of coordination among NSOs, including NSFs and NSCs; a mandate that is too narrow, ill-focussed or -defined, or in a state of flux; trying to do too much, perhaps beyond the mandate; public attitudes and poor media exposure; lack of legal sanctions and enforcement of standards and policies; and increased travel costs.

7.4 Cost-effectiveness

Cost-Effectiveness

Most respondents who have an opinion on this issue feel that the MSOs deliver their services in a cost-effective fashion. Indicators of this include the use of volunteers.

Alternatives and Respondents' Suggestions for Improvement

Few respondents feel a wholesale change in individual organizations is needed but many feel there should be more coordination of service delivery among MSOs and between the MSOs and other sport organizations. Suggestions heard in this regard include: (1) provision of mission services by games associations through a single director of games missions in a separate games mission facility, (2) merging or better coordination of service delivery between the education organizations, (3) better coordination with NSCs, (4) better coordination of data collection with games mission services, (5) coordination with provincial/territorial governments and NSFs, and (6) the establishment of a super MSO or high-performance sport council dealing with all sport agencies.

Several respondents expand the concept of coordination to include greater cooperation with other federal departments and with other levels of government in other areas relevant to sport, such as health and education. The Australian Sport Institute is frequently mentioned as a model of this concept, in which there is greater number of services delivered by this body and strong links with education and health functions. The greater connection to the education system may not be amenable to Canada, however, where education is a provincial/territorial responsibility.

Interview respondents made a number of specific suggestions for improving the cost-effectiveness and the effectiveness of service delivery by the specific organization. Common suggestions include: (1) greater reliance on information and communications technology to reduce travel costs and to distribute information among partners and to athletes and coaches, (2) raising fees to NSOs for CCES services, (3) minimizing legal costs by relying as much as possible on alternate dispute resolution, (4) strengthening and better utilizing the board and committee structure, (5) maintaining contact with alumni (Athletes CAN), and (6) centralizing services where possible and improving efficiency of internal management practices (CGC).



7.5 Recommendations for Improvement

A number of suggestions for program improvement flow from the results of this evaluation. These comprise the following:

- ❑ **Clearer expectations:** While the MSOs are aware of Sport Canada's expectations of the MSOs, as iterated, Sport Canada must be clearer and more visionary in its specification of the roles to be played by the different MSOs in the Canadian sport system. This includes clearer specification of performance standards for some organizations.
- ❑ **Better data:** There is a need for better administrative data in terms of: (1) greater sharing and distribution of information and using the Internet to do so; (2) greater detail on athletes; (3) ability to track athlete performance over time; and (4) ability to measure progression of athletes from development games to the pinnacle of their sport.
- ❑ **Increase funding:** The federal government should consider increased funding to most organizations. Representatives of most MSOs expressed a need for greater funding to facilitate monitoring and data collection. Also, with increased funding, organizations could hire persons to carry out more marketing and fund raising, potentially leading to increased self-sufficiency.
- ❑ **Greater coordination among organizations.** A great deal of collaboration and partnering were observed between MSOs and other sport organizations; however, many feel the sport system has to be better integrated. While tentative efforts made by games associations (with the support of Sport Canada) to work more closely together were lauded, many feel there needs to be far greater coordination in medical mission services among games associations and in the collection and analysis of data on athletes performance, as well as in regard to other functions. Sport Canada should further facilitate greater coordination efforts by MSOs by, among other ways, funding cross-MSO working groups and considering a "super games MSO".
- ❑ **CCES: Greater emphasis on ethics/fairness:** Greater emphasis should be placed on the ethics/fairness side of the CCES, and efforts to increase awareness of the organization's involvement in fairness/ethics issues among coaches, such as through the re-instatement of funding for educational activities in the area of sport ethics. The evaluation found there was relatively greater appreciation and more activity focussing on the anti-doping arm of the organization.
- ❑ **CAC: Increase number/use of certified coaches and employment of coaches.** Though the CAC has accomplished a lot in the area of increased training and certification opportunities, it still has work to do to increase access to certification opportunities, to increase the numbers and use of certified coaches, and to increase employment opportunities and employment for coaches. Possible ways to do this include: (1) completing the implementation of the CBET certification program, (2) increasing awareness of the importance of certified coaches, and (3) increasing access to training through alternative delivery mechanisms.



- ❑ ***SIRC: Increase awareness:*** SIRC produces numerous information products, but awareness of them is low. Awareness of SIRC information products should be raised.
- ❑ ***ASC and Other MSOs: Increase access for Aboriginal coaches and athletes:*** The evaluation found that access to high-performance sport for Aboriginal athletes and coaches is not high. Greater effort, therefore, must be made to increase access to sports for these persons, particularly with respect to NSF's working more closely with the ASC to attain this outcome.
- ❑ ***Advocacy MSOs: Clarification of advocacy role:*** Sport Canada needs to be clearer about the relative roles of advocacy and sport programming in the ASC mandate and in fact must be clearer about the definition of advocacy in all such organizations, taking care to consider conflict of interest implications of the government funding advocacy organizations.
- ❑ ***Games Associations: Conduct post-mission surveys and disseminate results.*** All games associations should conduct post-mission surveys. The results should be disseminated widely, especially to other games associations, to corroborate claims of high levels of satisfaction with mission services and to enable organizations to learn from each other. Collaborative efforts to develop common indicators and collection and analysis strategies should be encouraged and funded by Sport Canada.



Canadian
Heritage

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Annex A

Sport Canada Management Response
to the
Findings and Recommendations
of the
Evaluation of the
National Sport Organization Support Program:
MULTI-SPORT/SERVICE ORGANIZATIONS COMPONENT



Introduction

The evaluation of the National Sport Organization (NSO) Support Program was undertaken in three stages. The first stage, the evaluation of the National Sport Centres component, was completed in the Fall of 2001 and reported on at the November 2001 meeting of the Audit and Evaluation Committee. The second and third stages, the evaluation of the National Sport Federations/Sport Organizations for Athletes with Disabilities and the Multi-Sport/Service Organizations (MSOs) components, were completed in the Winter of 2002, and are being reported on at the April 2002 meeting of the Audit and Evaluation Committee.

Observations

Sport Canada finds the overall conclusions of the evaluation to be positive and supportive of the direction and outcomes of the MSO component of the NSO Support Program. While recognizing that some of the recommendations will require specific follow-up, most are consistent with the work that is currently underway related to the implementation of the Canadian Sport Policy and the Funding and Accountability Framework for MSOs.

There is some overlap between the recommendations from each of the three component evaluations, particularly with respect to clarification and communication of program objectives, the refinement and monitoring of performance measures, and the re-profiling of current funding or the provision of new funding. The first two issues, communication and monitoring, will be addressed through the revised Results-based Management and Accountability Framework (RMAF) for the NSO Support Program that is scheduled to be completed by June 30, 2002. The latter issue, funding, as it applies to MSOs will be addressed through the Funding and Accountability Framework for MSOs that is currently being developed.

All three evaluations contained a consistent theme related to the need to expand services and opportunities for athletes and coaches, and to increase contributions to existing clients in order to do an even better job as well as to expand contributions to reach new clients. Funding is recognized as an issue within the NSO Support Program and reflects an ongoing dilemma given the current fiscal environment. Without the injection of significant new funding beyond those already appropriated by Parliament, any re-profiling of contributions amongst clients can only be accomplished by reducing contributions to other clients, thus having negative effects on that part of the program. Therefore, opportunities to seek additional funds will be pursued on an ongoing basis.

This Management Response is directed toward the ten recommendations of the Multi-Sport/Service Organizations component evaluation report.

Response to Recommendations

1. Clearer Expectations for MSOs.



Sport Canada will work to provide MSOs with improved guidance and clarity regarding government expectations. With the introduction of the Canadian Sport Policy in April 2002 and the revised NSO Support Program RMAF in June 2002, program objectives and associated immediate, intermediate and ultimate outcomes will be clearly identified, thus providing Sport Canada with more precise information to communicate to clients. Additionally, the introduction of the Funding and Accountability Framework for MSOs will allow for the implementation of organization specific performance targets and measures.

2. *Better Data.*

- 1. *Greater sharing and distribution of information and using the Internet to do so;***
- 2. *Greater detail on athletes;***
- 3. *Ability to track athlete performance over time;***
- 4. *Ability to measure progression of athletes from development games to the pinnacle of their sport.***

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. Within the goal of *enhanced interaction*, collaborative approaches will be pursued to further the effectiveness and efficiency of the Canadian sport system. As such, it is the responsibility of all MSOs to better co-ordinate their activities within the context of their contribution to the Canadian Sport Policy. This will be encouraged and monitored by Sport Canada as part of the MSO Funding and Accountability Framework.

This recommendation applies specifically to the four Games-related MSOs. Currently, a MSO Working Group involving the four Games organizations and Sport Canada is working to address common Games-related issues, including a common athlete database and common evaluation framework for missions. Sport Canada will continue its involvement with this group to address the issues identified.

3. *Increase Funding to Most MSOs.*

As noted previously, funding is recognized as an issue within the NSO Support Program and reflects an on-going dilemma given the current fiscal environment. It is recognized however, that there may be a need for re-allocation of resources to address priorities of the Canadian Sport Policy that may be delivered through MSOs. Such decisions will be made on a case by case basis considering the needs of the Program and mandate of each MSO. Additionally, opportunities to seek additional funds will be pursued on an ongoing basis.

4. *Greater Coordination among organizations.*

As noted previously, the goal of *enhanced interaction* within the Canadian Sport Policy seeks to increase collaboration and co-operation amongst all partners in the sport community. MSOs will be challenged to increase collaborative approaches to further the effectiveness and efficiency of the Canadian sport system.



The concept of a “super games MSO” has been examined and was not considered feasible. This conclusion is based on the lack of demonstrated efficiencies, governance issues and concern that it would duplicate existing services. However, other mechanisms will be considered including the grouping of Games organizations to address specific issues. As noted in recommendation 2 the four Games organizations are serving as a model for other potential groups of MSOs, and as such will continue to be monitored and encouraged by Sport Canada .

5. *Canadian Centre for Ethics in Sport (CCES): Greater emphasis on ethics/fairness.*

This recommendation will be discussed and reviewed with the CCES during the annual funding review process, particularly with respect to the CCES role in the implementation of the *Canadian Strategy on Ethical Conduct in Sport*. With the introduction of the MSO Funding and Accountability Framework, the CCES’s role within the area of ethics and fairness will be taken into account, particularly with respect to the implementation of organization specific performance targets and measures.

6. *Coaching Association of Canada (CAC): Increase number/use of certified coaches and employment of coaches.*

Although there is no question of the need for increased access to certification opportunities and increased employment opportunities, this recommendation must be considered in the context of the Secretary of State (Amateur Sport) response to the Report of the Coaching Working Group and the Federal Action Plan for the Canadian Sport Policy.

The transition towards a competency based education and training certification program (CBET) for the National Coaching Certification Program is currently underway through the Coaching Association of Canada and their work with National Sport Federations and Provincial/Territorial partners. A working group is in the process of developing a business plan to cost out the financial and human resources required for full implementation of CBET. This report is due in June, 2002.

7. *Sport Information Resource Centre (SIRC): Increase awareness.*

This recommendation will be discussed with SIRC during the annual funding review process. Currently, SIRC makes its contacts primarily through the NSFs, National Sport Centres and National Coaching Institutes. SIRC has a history of being proactive in addressing issues related to the delivery of services.

8. *Aboriginal Sport Circle and Other MSOs: Increase access for Aboriginal coaches and athletes.*

Sport Canada’s priorities for aboriginal sport have been guided by those identified by the ASC at the Federal-Provincial Territorial Conference of Ministers Responsible for Fitness, Recreation and Sport in Corner Brook, Newfoundland, 1999. Specific activities include the development and implementation of culturally sensitive supplementary coaching

materials accessible to Aboriginal people, encouraging support for provincial and territorial Aboriginal sport bodies and support for the North American Indigenous Games movement.

In the context of the F-P-T Priorities for Collaborative Action within the Canadian Sport Policy, Sport Canada is committed to exploring the development of a multi-party funding agreement to establish a formal support mechanism for the hosting of the North American Indigenous Games (NAIG) when hosted in Canada, and to conduct a biennial survey of federal-provincial/territorial government initiatives to promote Aboriginal sport development, coaching development, the establishment and functioning of an Aboriginal sport organization (or equivalent) in each jurisdiction, and NAIG team preparation.

9. *Advocacy MSOs: Clarification of advocacy role.*

The role for advocacy groups in sport continues to be important, particularly for under represented groups. This will be addressed as part of the introduction of the MSO Funding and Accountability Framework, particularly with respect to the implementation of organization specific performance targets and measures.

The Aboriginal Sport Circle is in a unique position in that it received funding for advocacy, as well as priority programming needs. This was felt to be an important step in the development of aboriginal sport by providing supplementary coaching materials, as well as opportunities for a greater leadership role. Funding for programming to the Aboriginal Sport Circle will continue to be reviewed on a project by project basis.

10. *Games Associations: Conduct post-mission surveys and disseminate results.*

As noted in recommendation 2, the goal of *enhanced interaction* within the Canadian Sport Policy seeks to increase collaboration and co-operation amongst all partners in the sport community. The Working Group of Games Organizations is working towards establishing a common approach to mission evaluations, including a standardized approach to post Games surveys. Sport Canada will continue to monitor and encourage this collaborative approach.



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Conclusion

Sport Canada is supportive of the general thrust and recommendations of the evaluation while recognizing that improvements can be made. Many of the issues raised have resource implications, both human and financial, beyond Sport Canada's current capacity but will be accommodated as best possible.

Approved
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Identity