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**Evaluation of the NSO Support
Program: National Sport Federations
(NSF), Sport Organizations for
Athletes with a Disability (SOAD),
and Domestic Sport Organizations
(DSO) Components**

Final Report

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Executive Summary

The Department of Canadian Heritage retained the services of Goss Gilroy Inc. to undertake an evaluation of Sport Canada's National Sport Organization (NSO) Support Program component, that provides support to:

- National Sport Federations (NSFs);
- Sport Organizations for Athletes with a Disability (SOADs); and,
- Domestic Sport Organizations (DSOs).

This evaluation, carried out during 2001, was one of three separate evaluations of components of the NSO Support Program undertaken to meet a Treasury Board requirement. The evaluation focused on the NSF/SOAD/DSO component of the NSO Support Program during the five-year period from 1996/97 to 2000/01.

The evaluations of the Multi-Sport/Service Organizations (MSOs) and National Sport Centres (NSCs) components of the NSO Support Program were independently conducted and have been documented in separate reports.

The evaluation involved the use of in-depth interviews as the primary source of information for the evaluation. Interviews were undertaken with a number of different types of respondents including:

- Representatives of organizations receiving funding including NSFs, SOADs and DSOs (for a total of 62 interviews, 15 of which involved "double coverage" as these organizations received funding for both able bodied athletes and athletes with a disability);
- Umbrella organizations including the Canadian Olympic Association (COA), the Calgary Olympic Development Association (CODA), and the Canadian Paralympic Committee (CPC) (three interviews);
- High Performance coaches (15 interviews);
- Unfunded NSF organizations (six interviews); and,
- Sport Canada program staff (five interviews).

Two of the umbrella organizations, COA and CODA, provide funding to the NSFs. CPC and COA are MSOs funded by the NSO Support Program.

The other primary source of information used in the evaluation was performance indicator data collected by Sport Canada. These performance indicators were used to validate and substantiate



the interview findings. The analysis pertaining to selected indicators formed a key component of our overall analysis and provides valuable evidence for the evaluation.

Conclusions and Recommendations

Conclusions and recommendations are presented below by main evaluation issue:

- Program Rationale/Relevance;
- Program Design and Implementation;
- Impacts and Outcomes; and,
- Cost-Effectiveness and Alternatives.

Program Rationale/Relevance

The NSF/SOAD/DSO component of the NSO Support Program is generally consistent with Sport Canada's objectives of High Performance (HP), Sport System Development (SSD) and Access and Equity (A&E).

- ▶ **HP Objective** - Sport Canada has focused the Program's limited funding mainly on the HP objective, including SSD activities related to achieving HP. During the period of the Program, this funding has been absolutely critical to the success of Canada's elite athletes in Olympic, Paralympic and World competition. The recipients of the funding, the NSFs, are also heavily focused on HP, which is reinforced by the fact that international performance results largely determine a sport's future Sport Canada funding, as well as that provided by commercial sponsors. For the majority of the NSFs, which are unable to attract significant sponsorship funding, Sport Canada funding is key to their survival, as it represents a large percentage of their total revenue. Most NSFs, therefore, must follow Sport Canada's "dangling carrot."
- ▶ **SSD Objective** - The achievement of the SSD objective is the "weakest link" of the three objectives. Most sports reported that there is insufficient funding for an appropriate feeder system to develop and maintain the next generation of elite athletes. The New Funding for Sport (NFS) initiative has provided targeted funds for HP SSD (coaching and HP programming), the top end of the SSD pyramid.

At the grassroots level, the lower end of the SSD pyramid, Sport Canada has made little contribution. Participation in the sport is valued in the Sport Funding and Accountability Framework (SFAF) and in the Funding and Accountability Framework for Athletes with a



Disability (FAFAD), but only to a very small extent (seven percent). However, it is noted that six sports received a small amount of targeted grassroots funding (DSO funding – \$400 thousand), because they had high youth participation and had met the SFAF prerequisites.

- ▶ **A&E Objective** - Results related to the A&E objective have been achieved through requiring NSFs, that receive funding, to meet minimum levels in the areas of athlete centredness, women in sport, athletes with a disability, harassment and abuse in sport, and official language. The requirement to meet these minimum levels has definitely increased awareness and led to action by the NSFs. While some NSFs had already taken action in some A&E areas, they would not have pursued all areas on their own or to the same extent. Minimum expectations are currently being met by the vast majority of NSFs; however, it is apparent from respondents' comments that there are aspects of A&E where more could be done.

With the exception of athletes with a disability, the Program does not provide targeted funding for these A&E areas. However, general NSF funding can be used for this purpose, although certain constraints apply (e.g., 15 percent cap on administration). Almost half of the NSFs reported that the lack of funding is an impediment to pursuing these minimum levels.

The A&E objective is largely inconsistent with the Program's HP objective, as funding and organizational effort devoted to achieving the A&E minimum expectations can no longer be deployed in achieving the HP objective. However, the SOAD funding is an exception, as this funding is targeted at athletes with a disability, one of the areas addressed by the A&E objective.

While increased funding would help address many of the funding concerns noted above, the recommendations given below are based on the current level of funding continuing and radical changes not being made to the Program. It is noted, however, that protection from inflation should be sought to maintain the purchasing power of the Program. The Program has recently recovered to the same funding levels of the early 1990's; however, the purchasing power is considerably less due to inflation.

Recommendation 1.1 - *While the Program is generally addressing all three objectives, Sport Canada should (1) review the balance of funding among the three objectives, and (2) assess the inconsistency between the HP and the A&E objectives, with the goal of mitigating the concerns expressed.*

Recommendation 1.2 - *Sport Canada should consider establishing an organizational component for participative (grassroots) sports, separate from HP sports, with its own budget and staff.*



- **Recommendation 1.2.1** - *Assuming the adoption of Recommendation 1.2, Sport Canada should seek to attract funding from other sources that value the health or cultural benefits obtained from participating in sport.*
- **Recommendation 1.2.2** - *Assuming the adoption of Recommendation 1.2, and no significant budget increases, Sport Canada should focus on working through partners (other government departments, provincial governments, municipalities, educational institutions, sports clubs) to increase participation, and to help remove barriers to accessing sport facilities (e.g., school gymnasiums). Low budget initiatives, such as providing former Olympic athletes as speakers, may stimulate interest in youth sport participation.*

Recommendation 1.3 - *Sport Canada should seek additional funding, to at least replace the purchasing power lost due to inflation.*

Program Design and Implementation

The design of this component of the NSO Support Program continues to be appropriate, provided the overall Program focus continues to be HP sports. The assessment process used to select supported NSF/SOADs for the Program, involving SFAF and/or FAFAD, has been generally well received and is viewed as a big improvement over the situation prior to the introduction of these tools. The four year time frame is beneficial as it allows NSFs to plan their future operations around a reasonably firm estimate of future funding. However, four years is a long time for those NSFs that had been unsuccessful in obtaining funding to wait to reapply. A two-year mini review would be beneficial, as it would allow unsuccessful NSFs to reapply, and would provide flexibility to take account of unforeseen events, fundamental shifts, and the changed cycle of the Winter Olympics. A two-year mini review implies that funds would need to be reallocated among sports, particularly if new sports are added, unless additional Program funding is available. To maintain consistency of funding over the four-year period to the extent possible, care would need to be exercised to ensure that substantial changes in funding do not occur without cause.

In terms of the assessment process, the current NSF assessment is primarily based on historical results, and the assumption that they can be replicated in the future. While this process helps keep successful sports successful, those that have not achieved results do not necessarily receive enough resources to change their situation. A more forward looking approach in which funding is based on reaching certain future results would allow NSFs to present a business case for funding to deliver certain results. Future funding would then be predicated on achieving those results. This approach would entail an assessment by a business/sport consultant as to whether the plan was realistic given the current situation, the outlook for the sport, the people involved,



and available funding. This approach would have the advantage of introducing organizational elements and qualitative factors in the decision, encourage organizations to be innovative and to learn from others, allow tailoring of the Program funding to maximize the benefit for the organization, and would take account of the uniqueness and cost requirements of each sport. A recommendation for funding would then be made based on this assessment and the SFAF/FAFAD quantitative assessment.

The SFAF/FAFAD assessment process heavily emphasizes HP results. However, as SSD is critical to the production of the next generation of HP athletes, it should receive increased emphasis in the assessments. In addition, while recognizing that team sports receive additional funding due to the number of people involved, some team sports felt that they were disadvantaged by the assessment criteria (e.g., the ratio of coaches to participants would be lower for team sports than for individual sports).

The Program contribution agreement and guidelines are appropriate. The guidelines provide sufficient flexibility for the majority of NSF's to operate, and there does not appear to be a strong case for changing them. The Sport Canada consultants are viewed very positively by the NSF's. However, if the proposed approach given above is adopted, certain Sport Canada consultants would also need to have a strong business background.

In the area of Program implementation, additional communication with the NSF's would be valuable in explaining the application process, discussing their completed application, and the linkage between their submission and the funding received. Delays in announcing funding cause difficulties for the NSF's, as they must make commitments before they know how much money they will receive. As well, for the majority of the NSF's, the amount of effort involved in Program reporting is offset by the funding received; however, efforts should be made to minimize the effort and to avoid requesting duplicate data. An appeal mechanism would be beneficial as it would allow a sport organization to request reconsideration of the funding level awarded each year.

Recommendation 2.1 - Introduce a two-year mini review in the middle of the four-year cycle to ensure that all sports are on track, and based thereon, make funding adjustments where appropriate. NSF's that were unsuccessful can reapply at this point.

Recommendation 2.2 - Review criteria to better balance SSD with HP, as the two objectives are complementary. Also, review the SFAF/FAFAD criteria as applied to team sports to ensure that they receive equitable consideration in comparison to individual sports.

Recommendation 2.3 - Sport Canada should review its relationship with the NSF's in relation to its administrative processes, in the following ways:



- *Communicate with the NSFs to demystify the linkage between annual funding, the SFAF/FAFAD score obtained, and the information provided in the funding application.*
- *Adhere to its deadlines related to funding announcements for recipients.*
- *Consider implementing an appeal mechanism for its annual funding decisions.*
- *Minimize reporting requirements to the extent possible.*

Recommendation 2.4 - *Sport Canada should review the needs of athletes with a disability, a quickly maturing area, to determine if additional funds should be allocated to SOADs.*

Recommendation 2.5 - *Sport Canada should consider introducing a forward looking assessment approach where funding would be based on both past results and an assessment of the likelihood of achieving future results. Funding in future years would then be predicated on achieving those results.*

Impacts and Outcomes

On the whole, the Program is achieving its intended impacts and outcomes. In particular, impacts have been recognized as particularly strong in the following areas:

- Improved performance of HP athletes, both able bodied and athletes with a disability. SOAD funding has been particularly important to the performance of athletes with a disability.
- Increased international competitive opportunities for athletes and coaches.
- The comprehensiveness of the National Team programs, in terms of participation and depth, improved coaching, training, and competitive opportunities.
- Increased number of full and part-time coaches resulting from improved remuneration, which has increased retention of coaches, increased training consistency for athletes, and improved sport development. Improved professional development and educational opportunities have been realized.
- All five areas of the A&E accountability agreement expectations (athlete centredness, women in sport, athletes with a disability, harassment and abuse in sport, and official language).
- Increased opportunities for youth through the DSO component.

Two areas where impacts were realized to a lesser extent are:



- Talent identification at both the HP end of the SSD pyramid and at the grassroots level to identify young athletes to be groomed to become elite athletes.
- Human resource infrastructure capacity within some NSFs.

The New Funding for Sport initiative has been instrumental in offsetting previous funding cuts, and contributing to coaching development and Olympic/Paralympic preparation. This funding has been directed at the top two success factors (see below) identified by the respondents, coaching and opportunity/training.

***Recommendation 3.1** - Given the success achieved with targeting the New Funding for Sport component to the top two success factors, Sport Canada should consider focussing resources on Sport Development, the third most important success factor.*

Cost-Effectiveness and Alternatives

The four major *success factors* in achieving HP, in order of priority, are:

- Coaching (recruitment/retention, excellence, remuneration).
- Opportunity/training (competition, quality training environment, technical resources, centralization of training).
- Sport development (sport development, junior teams).
- The athlete (recruitment/retention, long-term commitment, motivation/rewards, talent identification, timing in relation to the Olympics/Paralympics).

Sustained funding is also a critical success factor, as it is essential to provide the above success factors over the long term. Sport Canada has addressed coaching and opportunities/training through the New Funding for Sport initiative, and the athletes through the Athletes Assistance Program (AAP), but has yet to target funding directly at HP sport development.

The *level of satisfaction* with the Program was:

- High for NSFs, although somewhat lower for NSFs receiving lower amounts of Sport Canada funding.
- NSFs that received SOAD funding in addition to the NSF funding were satisfied with the SOAD funding levels, while those SOADs without NSF funding were much less



satisfied, as they did not have the benefit of base NSF funding.

- DSOs were very dissatisfied, as they disagree with the Program's HP emphasis. It is clear than DSOs do not fit within the current Program.
- Coaches were slightly more satisfied than unsatisfied, which implies that even with the increased emphasis on coaching over the last few years, there is still room for improvement (e.g., remuneration and retention of coaches).
- Unfunded organizations were very dissatisfied.

In terms of *balance with other elements of the NSO Support Program*, the following conclusions were drawn:

- Some NSFs and SOADs have insufficient funds to support athletes, who have been carded under the Athletes Assistance Program (AAP), in training and competition.
- The majority of NSFs question the value of some of the MSOs, in terms of their effectiveness.
- In the case of the National Sport Centres (NSCs), there seems to be some question as to whether the services are complementary to those of the NSFs, or the NSCs are "taking on a life of their own."
- While hosting funding was contentious for a few organizations, it is seen as having value by providing training opportunities for athletes within Canada, and by stimulating interest among the population to participate in sport.

The four most important *performance indicators* for measuring Program success are:

- Results (medal & international ranking, domestic success);
- Sport Participation (number of high quality athletes reaching the National level, number and growth of registrations at the grassroots level);
- Coaching (number and quality of coaches, development, certification, full and part-time positions); and,
- Junior and Senior Teams/Clubs (extent and quality of a sport's junior and senior teams/clubs).



Twenty performance indicators identified by Sport Canada were used to the extent possible to substantiate the interview findings. However, while some indicators are well developed and tracked, such as HP results, others are not being tracked consistently and, in some cases, no information is available. Some Program objectives are reasonably straightforward to track, such as HP results and whether NSFs have met minimum A&E expectations. However, the sport system development objective involves a number of dimensions, many of which relate as much to quality as they do to numbers. Perhaps using the input from the sporting community given above on indicators and success factors will allow Sport Canada to rationalize the number of indicators to a meaningful number in terms of measuring impact and results achieved. The process of selecting these indicators will involve considerable effort, which is beyond the scope of this evaluation.

The *review of historical data* was inconclusive. In terms of whether the decreased funding in the mid-1990s has had an impact on HP results, there was no evidence that this is the case although it may be too early to determine, given the time lag between funding and results.

In comparison to *other countries*, the Canadian sport capability is viewed as being strong by the study contacts, although more money would help and lessons can be learned from other countries. Transporting other countries' practices to Canada is not straightforward, as each country has unique characteristics. In addition to better funding, areas noted were an integrated sport system with emphasis on sport development at the grassroots level and HP feeder system, focussing on key sports, centralization of elite sport, and approach to the development of athletes and coaches.

The advocacy of a *changed approach to delivering the HP* component of Sports Canada's Program was noted in some of the interviews. However, this change will impact on all components of Sport Canada's funding, and how each component is delivered. Moreover, this evaluation did not probe the possibility of this type of organizational structure change in the interviews with stakeholders. Commenting on the advisability of this approach is, therefore, viewed as being beyond the scope of this evaluation.

Recommendation 4.1 - *Examine the approach used to determine funding levels for organizations that receive funding for athletes with a disability but do not receive NSF funding, as they are disadvantaged relative to those that do receive NSF funding. Organizations with NSF funding can leverage off the infrastructure provided by the NSF base, to provide programs for their athletes with a disability.*

Recommendation 4.2 - *Move the DSOs from under the currently defined Sport Canada Program, as they do not fit the criteria used. Perhaps these sports can be funded on the basis of*



their contribution to health or culture, rather than under the “HP umbrella” currently being used.

Recommendation 4.3 - *Examine the reasons for the relatively low level of coaching satisfaction with the Program and take action as appropriate.*

Recommendation 4.4 - *Ensure that the NSF/SOADs have sufficient funds to support athletes carded in their sport.*

Recommendation 4.5 - *Review the roles of the MSOs with those of the NSFs to ensure that they are complementary and that there is no duplication.*

Recommendation 4.6 - *Review the roles of the NSCs with those of the NSFs to ensure that they are complementary.*

Recommendation 4.7 - *Using information collected in this evaluation, Sport Canada should review its list of 20 performance indicators and possibly others, to assess their value in measuring Program success, with the objective of selecting a set of principal indicators that can be measured and used in managing the Program.*

Recommendation 4.8 - *Sport Canada should continue to build and retain a detailed database on funding (government and other) and performance results by sport, to facilitate future trend analysis of HP sport. Intelligence on Canada’s main competitors in terms of results obtained and funding should be systematically collected, as relative funding can have a significant bearing on the future success of individual sports.*

Recommendation 4.9 - *Continue to explore experiences of other countries to identify practices and policies that would improve Canadian HP sport.*



1.0 Introduction

This report documents the results of an evaluation of Sport Canada's National Sport Organization (NSO) Support Program, that provides support to:

- National Sport Federations (NSFs);
- Sport Organizations for Athletes with a Disability (SOADs); and,
- Domestic Sport Organizations (DSOs).

This evaluation, which was one of three separate evaluations of components of the NSO Support Program, was undertaken to meet a Treasury Board requirement. The evaluation was carried out by Goss Gilroy Inc. (GGI) Management Consultants in the Fall of 2001.

This evaluation focused on the component of the NSO Support Program that provides support to NSF/SOAD/DSO organizations. The evaluations of the Multi-Sport/Service Organizations (MSOs) and National Sport Centres (NSCs) components of the NSO Support Program were independently conducted and have been documented in separate reports.

The evaluation focused on the NSF/SOAD/DSO component of the NSO Support Program during the five-year period from 1996/97 to 2000/01.

1.1 The Sport Canada Program

Sport Canada has been a branch of the Department of Canadian Heritage's Canadian Identity Sector since 1993. Sport Canada contributes directly to the following priorities of the Department:

- enhancing pride in Canada;
- contributing to Canada's economic growth and prosperity; and,
- encouraging participation in and contribution to the Canadian society.

Sport Canada's mission is ***“to support the achievement of high performance excellence and the development of the Canadian sport system to strengthen the unique contribution that sport makes to Canadian identity, culture and society.”***

Sport Canada has three main funding programs, that accounted for a total of \$83 million in annual funding in 2000/01:

- The ***NSO Support Program***, which received \$42.6 million in 2000/01, provides funding support through contribution agreements to sports organizations (NSFs, SOADs, DSOs, MSOs and NSCs) for programming aimed at developing athletes and



coaches at the highest international level. The NSO Support Program assists sport organizations in pursuing the following sport objectives:

- enhance the ability of Canadian athletes to excel at the highest international levels through fair and ethical means;
 - enhance the programming, co-ordination and integration of development activities aimed at advancing the Canadian sport system, through working with key partners; and,
 - increase access and equity in sport for targeted under-represented groups. The support provided is targeted to priority areas including the development of coaches and national team programming.
- The ***Athlete Assistance Program*** (AAP), which received approximately \$15 million in 2000/01, provides international calibre athletes with a tax-free living and training allowance, and where applicable, a tuition allowance. This program contributes to improving Canada's performance at major international sporting events including the Olympic Games and the World Championships. Assistance is also provided to carded athletes to help deal with the demands of high performance sport.
 - The ***Hosting Program*** aims to enhance the development of high performance sport and the international profile of sport organizations by assisting sport organizations to host international single sport events in Canada. In 2000/01 this Program expended \$25 million, which included support of \$20.5 million towards the hosting of the 2001 World Athletics Championships in Edmonton, \$3.0 million for the Canada Games, and \$1.5 million towards the hosting of numerous international single sport events.

1.2 NSO Support Program - NSF/SOAD/DSO Funding Component

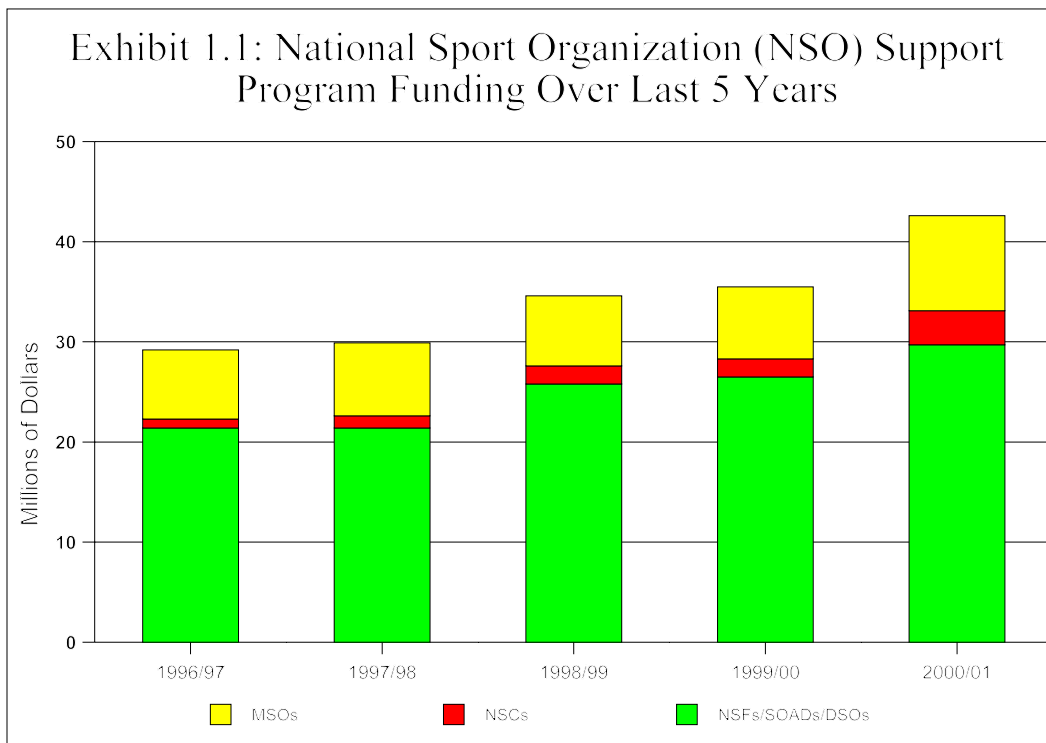
The funding for the NSO Support Program has increased over the last five years, as shown in Exhibit 1.1 to the 2000/01 level of \$42.6 million. The NSF/SOAD/DSO component is the largest of the three components (\$29.7 million), although its percentage of total funding declined a small amount in percentage terms to 70 percent in 2000/01 from a high of 75 percent in 1998/99. Funding in 2000/01 for MSOs and NSCs was \$9.5 million and \$3.4 million, respectively. The organizations that received funding under the NSO Support Program in fiscal year 2000/01 are listed in Appendix A.

Under the NSO Support Program, the sources of funding for NSFs, SOADs and DSOs were the:



- National Sport Federation (NSF) Support Initiative;
- New Funding for Sport Initiative; and,
- Domestic Sport Initiative.

The NSF Support Initiative, the New Funding for Sport Initiative and the Domestic Sport Initiative provided funding to organizations that had able bodied and/or disabled athletes as their members, and used the Sport Funding and Accountability Framework (SFAF) and/or the Funding Framework for Athletes with a Disability (FAFAD) for eligibility requirements.



1.2.1 SFAF and FAFAD

The eligibility of NSFs and SOADs for funding from the NSF Support Program and the New Funding for Sport Program was determined through the Sport Funding and Accountability Framework (SFAF) and/or the Funding and Accountability Framework for Athletes with a Disability (FAFAD).

The SFAF was first introduced on a pilot basis in 1995-1996 in an effort to find a better, more



objective and transparent way to determine which sport organizations should be funded by the federal government and to what level. Following its pilot introduction, the Framework was refined and adjusted and, in April 1996, the SFAF's first full cycle (1996-2001) was launched. (An overview of the SFAF is presented in Appendix B.)

The SFAF eligibility was largely based on quantitative criteria, plus some consideration given to qualitative criteria. The criteria were weighted as follows:

- 60 percent on High Performance;
- 30 percent on Sport Development; and,
- 10 percent on Management.

Parallel to the SFAF, the FAFAD was also developed for determining funding support to organizations servicing athletes with a disability. The FAFAD was very similar to the SFAF and its funding cycle matched that of the SFAF.

The eligibility of NSFs and SOADs for funding from the NSF Support Initiative and the New Funding for Sport Initiative was determined through the SFAF and/or the FAFAD. In 2000/01, 38 NSFs selected through the SFAF process received support for programming for able bodied athletes. In addition, 17 NSFs and five SOADs received support for programming for disabled athletes. All but two of these 17 NSFs received support for able bodied athletes through the NSF Support Initiative and the New Funding for Sport Initiative.

1.2.2 The NSF Support Initiative

This initiative provided support to NSFs and SOADs for the following activities:

- Administration;
- Professional Staff Salaries and Travel;
- Coaches' Salaries and Travel;
- Coaching Development;
- Officiating Development;
- Athlete Development;
- National Competitions;
- High Performance Programs;
- Sport Science and Medicine;
- International Meetings; and,
- Women's Initiatives.

Each of the 38 NSFs eligible for funding through the SFAF process was required to have an



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Accountability Agreement with Sport Canada for the period from 1997-2001. The purpose of the accountability agreement was to ensure that public funding contributes to the achievement of federal priorities and policy objectives for sport in the following areas:



Group A

High performance athletes
High performance coaching
Sport development
Coaching development
NSO management

Group B

Athlete centredness
Women in sport
Athletes with a disability
Harassment and abuse in sport
Official languages

Each NSF identified the most representative objectives from its multi-year plan for each Group A area, while Sport Canada established minimum expectations for each Group B area in consultation with the NSFs and organizations with expertise in the various subject areas.

1.2.3 Domestic Sport Initiative

Eligibility for the Domestic Sport Initiative was also based on the SFAF process, but with different criteria. Specifically, the NSF's must have:

- met SFAF prerequisites;
- not scored high enough to be among the 38 NSFs funded under SFAF; and
- had over 15,000 youth participant members.

In 2000/01, six NSFs were eligible for support through the Domestic Sport Initiative. The Domestic Sport Initiative provided funding for two program areas:

- NSF's National Youth and/or Age Group Championships (up to \$50,000); and,
- Other youth related domestic programs, activities or events (up to \$50,000).

1.2.4 New Funding for Sport Initiative

The New Funding for Sport Initiative was created in 1998 as a supplemental program for eligible NSFs and SOADs to address two areas of concern: Coaching remuneration and High Performance programming. Both of these areas were already funded under the NSF Support Initiative, with the New Funding for Sport being provided for a 5 year period from 1998/99 to 2002/03.

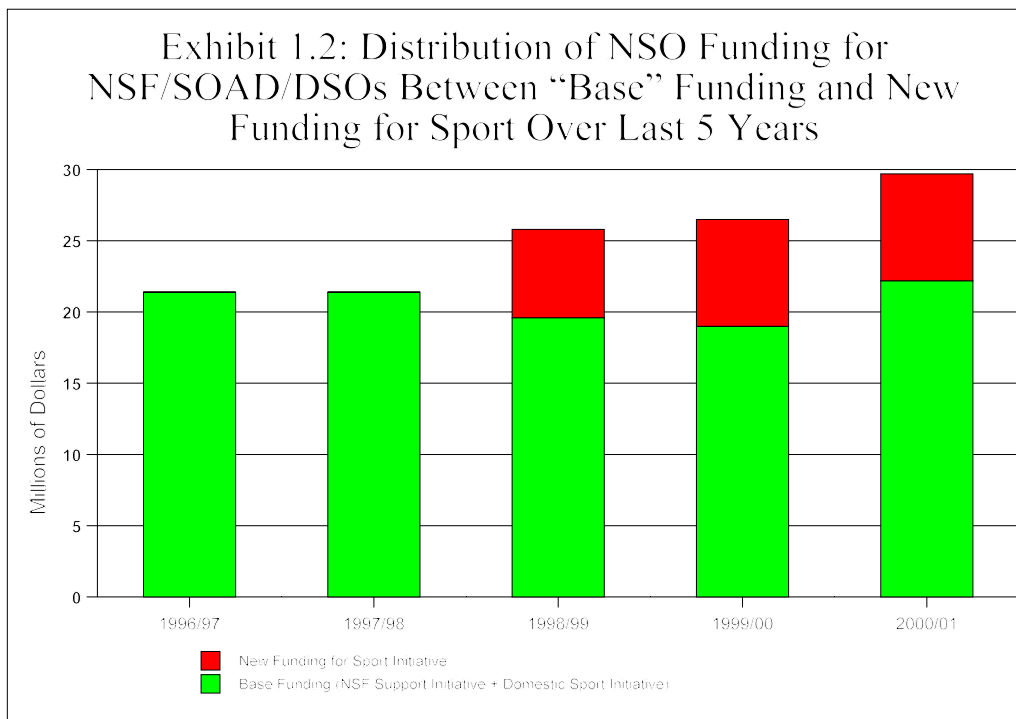
1.2.5 NSF/SOAD/DSO Funding Breakdown

Total NSO funding available for NSFs, SOADs and DSOs in 2000/01 was \$29.7 million. The



breakdown of the sources of funding was as follows:

- Funding available for the NSFs provided by the NSF Support Initiative and the New Funding for Sport Initiative was \$26.3 million, or 88.6 percent of total funding. Of the \$26.3 million, \$6.5 million was from New Funding for Sport.
- Funding for SOADs came from the same sources and totaled \$3.0 million, or 10.1 percent of total funding. Of the \$3 million, \$1.0 million was from New Funding for Sport.
- Funding available to the DSOs was provided by the Domestic Sport Initiative which was \$400,000 per year, or 1.3 percent of total funding.



Over the last five years, the split between “base” funding (provided almost entirely by the NSF Support Initiative and to a very small extent by the Domestic Sport Initiative), and the New Funding for Sport Initiative is given in Exhibit 1.2. Note that the New Funding for Sport Initiative commenced in 1998/99.



1.3 NSO Support Program Performance Framework

A performance framework, including performance measures, was developed for the NSF/SOAD/DSO component of the NSO Support Program. This performance framework and measures, provided in Exhibit 1.3, were used in the development of the interview guides and the performance data was used in validating and substantiating the interview findings.

Exhibit 1.3: PCH Strategic Objective: Building capacity – Community, institutional and industrial capacity and infrastructure to sustain and promote Canadian cohesion (NSFs and SOADs).

Situation (Strategic Issue - Initiative)	Key Result: Ultimate Impact	Key Result: Reach and Direct Outcomes	Key S
<p>National Sport Federations (NSFs) and Sport Organizations for Athletes with a Disability (SOADs) are not-for-profit organizations that are the recognized governing body for their sport, both internationally and within Canada. These organizations are responsible for providing high performance and domestic sport programming for their members.</p> <p>Sport Canada funding assists NSFs and SOADs to deliver quality HP programs at the national and international levels, in co-ordination with other support service providers.</p> <p>As the governing body for sport delivery in Canada, these organizations also have an obligation to provide equitable access and opportunities for targeted under-represented groups in the Cdn. sport system.</p>	<p>Both the quality and quantity of high performance and domestic sport programming is improved by NSOs.</p> <p>Targeted under-represented groups have increased access and equity in the sport system:</p> <ul style="list-style-type: none"> ▪ athletes with a disability ▪ women ▪ aboriginal peoples <p>NSOs co-ordinate and integrate key initiatives in the sport system.</p>	<p>Reach: Eligible national sport organizations (NSFs) and sport organizations for athletes with a disability (SOADs). Indirect Reach: athletes, coaches, officials, other volunteers, staff, P/TSOs, universities, colleges, National Sport Centers, National Coaching Institutes, MSOs</p> <p>Outcomes: A) HP ATHLETES International Performance The performance of Canadian athletes in major international competitions is improved. National Team Preparation – Competition and Training National Team Programs are more “comprehensive”; - good depth (both Sr./Jr.) - larger reach with athletes (participation) - improved quantity and quality of training opportunities Athletes and coaches have increased international competitive opportunities. More National Team athletes are being trained by full-time National Team coaches.</p> <p>B) HP COACHES There are more full-time HP Coaches. There are more coaches who are receiving financial support that are working with athletes with a disability. National Team coaches are better remunerated.</p> <p>C) COACH DEVELOPMENT Increased professional development and education opportunities for HP stream coaches, e.g., National Clinics / Seminars linked to Level 4 and 5, international coaching opportunities, mentoring opportunities, other coaching opportunities.</p> <p>D) SPORT DEVELOPMENT “Quality” National Championships (NCs) are held: -good depth of NCs (senior and underage) -broad breadth of competition (provinces and athletes involved) -M/F representation -“Quality” (to be defined as per SFAFII work) talent identification programs are being used. -Increased opportunities for youth from DS NSFs to participate in domestic sport programs.</p> <p>E) NSF MANAGEMENT Enhanced HR infrastructure capacity in NSFs. Accountability Agreement Group B minimum expectations met in: athlete centeredness; 2) official languages; 3) athletes with a disability; 4) women in sport; 5) harassment and abuse</p>	<p>Key S</p> <p>-Deter eligibil -Mana contrib -Liaise -Provi -Repre govern meetin -Deve agreee monito</p> <p>Key S</p> <p>-NSF eligibil -Signe agreee chequ SOAD -Signe accou agreee progre</p>

Exhibit 1.3 (Cont'd) - PERFORMANCE MEASURES

		<p>Outcomes: Reach: Number and type of organizations funded. Indirect Reach: Number of athletes, coaches, officials, and other volunteers and staff reached. A) HP ATHLETES International Performance: ▪ results of HP athletes at Olympics, Paralympics and Worlds (94-2000) National Team Preparation – Competition and Training Depth ▪ number and change in number of NSFs and SOADs with Jr./Sr. National Team programs Reach ▪ number and change in athletes reached by Jr. /Sr. National Team programs Increased international competitive opportunities ▪ number and change in international competitive opportunities for Junior and Senior national Team athletes ▪ number and change in athletes receiving international competitive opportunities B) HP COACHES More full-time HP coaches ▪ overall number of HP coaches funded by SC ▪ number of (F/T, P/T and other) coaches funded by SC ▪ change in number of F/T and P/T coaches funded by SC NT Coaches are better remunerated ▪ overall and average change in remuneration levels for SC funded NT coaches C) COACH DEVELOPMENT ▪ nature of opportunities by coaching level and sport D) SPORT DEVELOPMENT Quality National Championships (NCs) Depth ▪ number and change in number of NSFs and SOADs with Sr./ Jr. NCs breadth ▪ number and change in provinces / territories competing at Sr. / Jr. NCs\ ▪ number and change in number of athletes at Sr. and Jr. NCs M/F representation ▪ number and change in number of NSFs and SOADs offering Sr. / Jr. NCs for both men and women ▪ number and change in number of M/F athletes participating in Sr. / Jr. NCS Quality talent identification programs ▪ number of and change in NSFs and SOADs with talent identification programs ▪ number of and change in NSFs and SOADs having “quality” talent id. programs Increased opportunities for youth ▪ nature of domestic sport programs by age group and gender E) NSO MANAGEMENT ▪ number and type of salaried positions funded by SC ▪ number of NSFs meeting or exceeding minimum Group B accountability expectations Note: NSO outcome and measures may be revised as part of SFAF II CAMEO work underway now.</p>	<p>Data Sources:</p> <p>SC results database. Data on carded athletes only also in the AAP dbase. SFAF 1 and 2</p> <p>SFAF 1 and 2</p> <p>SFAF 1 and 2</p> <p>Contributions Approved Projects (CAPs) NFS Database and 97/98 Contributions CAPs and NFS Dbase</p> <p>Not currently tracked.</p> <p>CAPs / project submissions.</p> <p>SFAF 1 and 2</p> <p>SFAF 1 and 2</p> <p>“Quality” to be defined as part of SFAF 2 work underway Approved projects for DSP.</p> <p>NSF Accountability Agreement (AA) Dbase (38 NSFs)</p>	<p>Frequency of Collection:</p> <p>Already collected / being collected for 2000/01.</p> <p>Already collected for '96 and 2000 Already collected for '96 and 2000. Already collected for '96 and 2000.</p> <p>Collected annually. Already collected. To be calculated. NSFs and SOADs had discretion as to where coach salary dollars went (i.e., increased salaries or more positions funded). Sensitive salary information.</p> <p>Already collected for '96 and 2000.</p> <p>Already collected for '96 and 2000.</p> <p>Participation (reach) data not currently tracked. No accountability agreements for 6 NSFs receiving DSP funding (6), 5 SOADs and 1 NSF receiving funding for athletes with a disability.</p>



2.0 Evaluation Context and Approach

2.1 Evaluation Issues

The evaluation focused on the evaluation issues identified in the May 7, 2001 Results Based Management and Accountability Framework (RMAF) prepared by the Corporate Review Branch of Canadian Heritage. This RMAF document identified seven evaluation issues, six of which were common to all three components of the NSO Support Program Evaluations, and one which was specific to this evaluation, the NSF/SOAD/DSO Evaluation.

These seven evaluation issues are listed below in Exhibit 2.1:

Exhibit 2.1: Seven Issues Relevant to NSF/SOAD/DSO Evaluation

Six Issues Common to the Three NSO Support Program Evaluations:

1. Does the NSO Support Program rationale continue to be consistent with overall federal government objectives?
2. To what extent has the NSO Support Program achieved its intended outcomes?
3. Have there been any other outcomes or factors which have impacted on the NSO Support Program's success?
4. To what extent has the NSO Support Program contributed to the ultimate impacts (Sport Canada's goals)?
5. Are there any best practices/lessons learned from other countries similar to Canada (e.g., United Kingdom; Australia; France; Germany) that should be considered?
6. What additional data collection and reporting mechanisms are required to fully implement the NSO Support Program performance framework?

Specific NSF/SOAD/DSO Evaluation Issue:

7. Does the current contribution agreement approach provide sufficient or too much flexibility for NSFs and SOADs to optimize their contribution to achieving the NSO Support Program impacts and outcomes?

2.1.2 Grouping of Evaluation Issues



The seven evaluation issues above have been grouped into the four traditional evaluation issue categories:

- **Program Rationale/Relevance** - Issue 1
- **Program Delivery/Implementation** - Issues 6 & 7
- **Impacts and Outcomes** - Issues 2, 3 & 4
- **Cost-Effectiveness and Alternatives** - Issue 5

These traditional evaluation issue categories have been used for reporting.

2.2 Approach to the Evaluation

The detailed approach to the evaluation given below was built on the material provided in the RMAF, and directly benefitted from the information collected through exploratory interviews with eight Sport Canada staff.

The data collection methods used in the evaluation included interviews or small group meetings with stakeholders and other interested parties, database analysis, and document and literature reviews. The methods and how they relate to the evaluation issues is given below in Exhibit 2.2:

Exhibit 2.2: Evaluation Issues and Data Collection Techniques

Evaluation Issue	Document Review	Interviews or Small Group Meetings					Database Review & Analysis	Literature Review
		Funded NSF, SOADs & DSOs	COA, CODA & CPC	Coaches	Un - Funded NSF	Sport Canada & Canadian Heritage		
1. Does the NSO Support Program <u>rationale</u> continue to be consistent with overall federal government objectives?	✓	✓	✓	✓	✓	✓		
2. To what extent has the NSO Support Program <u>achieved</u> its intended outcomes?	✓	✓	✓	✓	✓	✓	✓	
3. Have there been any <u>other outcomes or factors which have impacted</u> on the NSO Support Program?	✓	✓	✓	✓	✓	✓		
4. To what extent has the NSO Support Program <u>contributed to the ultimate impacts</u> (i.e., Sports Canada's goals)?	✓	✓	✓	✓	✓	✓	✓	
5. Are there <u>any best practices/ lessons learned from countries</u> similar to Canada that should be considered?	✓	✓	✓	✓	✓	✓		✓
6. What <u>additional data collection and reporting mechanisms</u> are required to fully implement the NSO Support Program performance framework?	✓	✓				✓		



Evaluation Issue	Document Review	Interviews or Small Group Meetings					Database Review & Analysis	Literature Review
		Funded NSF's, SOADs & DSOs	COA, CODA & CPC	Coaches	Un - Funded NSF's	Sport Canada & Canadian Heritage		
7. Does the current contribution agreement approach provide sufficient or too much flexibility for NSF's and SOADs to optimize their contribution to achieving the NSO Support Program impacts and outcomes?	√	√				√		

2.3 Interviews

2.3.1 Interviews

Exhibit 2.2 above indicates the stakeholders and other interested parties who were interviewed as part of the evaluation to obtain their views on the issues being considered:

- ***NSFs, SOADs and DSOs - 62 Interviews***
 - 37 NSFs funded under SFAF;
 - 20 organizations – 3 SOADs and 17 NSFs – funded under FAFAD. Note that 15 of these NSFs also received funding under SFAF; and,
 - 5 DSOs.
- ***Umbrella Organizations - 3 Interviews***
 - COA - Canadian Olympic Association;
 - CODA - Calgary Olympic Development Association; and,
 - CPC - Canadian Paralympic Committee.
- ***High Performance Coaches - 15 Interviews***
- ***Unfunded NSF Organizations - 6 Interviews***
- ***Sport Canada Program Staff - 5 Interviews***

In the 62 interviews with NSFs and SOADs, 15 interviews involved “double coverage” as these organizations received funding for both able bodied athletes and athletes with a disability (out of a possible 16: one organization funded as an NSF and a SOAD was not available for an interview during the time frame of the evaluation). The list of NSFs, SOADs and DSOs that received funding in 2000/2001 is provided in Appendix A.

Two of the umbrella organizations, COA and CODA, provide funding to the NSFs. CPC and COA are both MSOs funded by the NSO Support Program.

Six NSF organizations were interviewed that applied but received no funding. These interviews were included to obtain information on the delivery of the Sport Canada program from the perspective of those organizations that were unable to meet the minimum acceptable level to qualify for funding.

The five interviews with Sport Canada staff supplemented the information collected in the eight exploratory interviews undertaken at the start of the project.



The interviews were undertaken in-person and by telephone. Many of the organizations have offices in Ottawa which made them easily accessible to the project team. Some of these organizations chose to have the interview done by telephone. For those organizations/individuals based outside Ottawa all were contacted by telephone.

To facilitate the interviews, Sport Canada sent an introductory letter to alert the NSFs, SOADs and DSOs that the evaluation is underway and that they will be contacted by Goss Gilroy Inc. (presented in Appendix C). Once contacted and a time for the interview set, a copy of the appropriate interview guide (see below) was e-mailed or faxed to the person to give them an opportunity to consider their responses prior to the interview. Care was taken to ensure that the organizations had every opportunity to participate, and that the most appropriate person responded.

2.3.2 Interview Guides

For the interviews, a master interview guide was prepared, from which eight individual guides were tailored so that they were relevant to the specific target audiences. The questions in the master interview guide were developed using information in the RMAF including the program performance indicators, exploratory interviews with Sport Canada and Canadian Heritage staff, and input from the project team. The questions were reviewed by Sport Canada and pilot tested prior to implementation.

A copy of the master interview guide is provided in Appendix C, together with a cross-reference between the questions in the guide, the target audiences and the evaluation issues.

2.3.3 Interview Analysis

The interviews were grouped together by question and systematically analyzed. Various stratifications of the responses were examined to identify findings that might differ between groups of respondents. Stratifications examined included interview target group, type of funding received, amount of funding received, team vs. individual sports, varying levels of other sponsorship, winter vs. summer sports, and “big losers” vs. “winners” with the introduction of the SFAF. General findings have been reported, although stratifications of responses are only provided where a noticeable difference was observed.

2.4 Performance Indicator Information



In addition to informant based qualitative information obtained through the interviews above, relevant performance indicator information was developed from the SFAF, FAFAD and other databases with the assistance of Sport Canada staff. These performance indicators were used to validate and substantiate the interview findings.

The analysis pertaining to selected indicators formed a key component of our overall analysis and provides valuable evidence for the evaluation. Sport Canada forwarded data pertaining to a number of the indicators in Exhibit 1.3. Where appropriate, these data are presented in the sub-sections of Section 5.0.

Given that most of these indicators were not yet in use, the evaluation sought input from the Sporting community as to which were the most relevant performance indicators for measuring the success of the Program. These indicators were identified through the interview process by asking interviewees for their opinions on which indicators would be most useful for determining the success of the NSF, SOAD and DSO components of the NSO Support Program. In the end, the interview findings pointed to four key indicators (presented in Section 6.4 of this report).

In addition, the possibility of developing a model to analyze the linkage between athletic achievements and areas funded by the Program was considered for possible investigation in the study. However, it was determined that this was not feasible due to the large number of confounding variables involved and the relatively short time span of the evaluation period in relation to the time to develop an Olympic athlete. Factors identified as possible confounders included:

- The time to develop an athlete (e.g., up to 12 years, depending on the relative importance of physiology, skills, etc. to the specific sport);
- The length of time on the national team (e.g., two to 12 years);
- The number of countries participating in the sport;
- The competitiveness of other countries;
- The specific funding at the developmental level (i.e., below where Sport Canada provides funding);
- The availability of other funding sources;
- Whether the sport is topical (i.e., depends on the political support and assistance);
- The maturity of the sport organization (e.g., the level of self-sufficiency of the sport re: leadership, organization development, sophistication of funding use, dependency on government versus non-government funding); and
- The change in funding and number of sports funded by Sport Canada over the last decade (i.e., resulting from the approximately 25 percent funding cut just prior to commencement of the evaluation period together with a reduction in



the number of sport organizations being funded from 60 to 38 through program review in the mid-1990s).

Since many of the above factors would have a critical influence on such a model effort, and since many of these factors cannot be accurately measured or taken account of in such a model, it was, therefore, decided to focus our analytical efforts on the provision of a solid quantitative and qualitative context for the evaluation. This involved working closely with Sport Canada experts to profile useful baseline data statistics on the various funded sports over the last ten years. Section 6.4 reports on the data analysis, which is provided in detail in Appendix D.



3.0 Program Rationale/Relevance

Respondents generally felt that the Program is consistent with the first objective of *high performance*. They indicated that most of the funding is allocated here and that future funding is largely determined by their performance at international events, especially the Olympics (through SFAF reporting and assessment). The objective of high performance is also generally consistent with the objectives of the NSFs themselves. Those who felt that the Program was only somewhat consistent or not at all consistent with high performance said they felt this way because of the lack of money available from Sport Canada to achieve international success.

With respect to the objective of *sport system development*, there was an overall sense that the Program is consistent. However, there was a great deal of concern that this objective, from Sport Canada's perspective, is more focused on high performance than on participation (e.g., funding is available for National Championships, coaching development and training centres but not grassroots development). Respondents maintained that participation and grassroots sport development are key to generating results in the future but feel that from a Sport Canada programming perspective that "this is the weakest link."

Moreover, several respondents mentioned that when funding cuts are experienced, organizations are most likely to remove funding from this objective and apply it to high performance as there is a sense that Sport Canada placed a much higher priority on high performance results than sport system development. Finally, respondents voiced concern that there is simply not enough money available to adequately pursue this objective and achieve any visible results.

The majority of respondents also felt that the Program is consistent with the objective of *access and equity*. They indicated that the accountability agreement's minimum expectations have served to increase awareness and action in this area. Access and equity issues were recognized by most respondents as being a priority for Sport Canada. However, access and equity issues were not considered to be consistent with the objective of high performance. Many respondents who indicated that the access and equity objective is not consistent cited the lack of funding available to them from Sport Canada as the main reason why they could not adequately pursue this objective. Finally, access and equity in all areas (e.g., official languages, disabled athletes, women in sport) was considered largely inconsistent with the NSFs' primary objective of high performance.

Many NSFs, however, considered one or two of the access and equity components relevant for their sport and indicated that they would have (or had already) pursued them without Sport Canada's influence. For example, SOADs (and NSFs receiving money from



this component) indicated that access and equity in terms of integrating disabled athletes is a big part of what they do and is, therefore, consistent with the organizations' objectives.

The comments highlighted above were generally consistent by respondent type (e.g., NSFs, SOADs, coaches, DSOs and stakeholders). However, it appears that respondents from organizations that represent team sports or "losers" (i.e., those organizations who experienced a significant decrease in funding when the SFAF was introduced) were less likely to say that the Program was consistent with sport system development. As well, "losers" seemed less likely to say that the Program was consistent with the access and equity objective.

An additional comment from organizations receiving funding under the DSO component of the Program was that Sport Canada funding is focussed on HP but that the DSO component is more consistent with the sport system development objective. Unfunded organizations were generally unfamiliar with the objectives and unable to comment.



4.0 Program Design and Implementation

This section provides study findings on the design and implementation of the NSF/SOAD/DSO Program. Areas covered include:

- Appropriateness of the SFAF/FAFAD assessment process.
- Appropriateness of the contribution agreement, guidelines and the level of flexibility provided.
- Adequacy of funding in relation to athletes with a disability.
- Additional data required to assess the program's or organization's performance.

4.1 Appropriateness of the SFAF/FAFAD Assessment Process

Most respondents considered the four-year SFAF/FAFAD assessment process to be appropriate or “not a bad starting point” for the distribution of funds. Almost all these respondents had suggestions on how the process could be improved from their perspective. In addition, a small number of respondents felt that the process was inappropriate. These organizations tended to be further down in the funding allocations and considered themselves to be disadvantaged by the assessment criteria.

The four-year assessment process was generally viewed favourably. Funding over four years allowed the organizations to plan their operations and provided consistency in the amount of support received. At the same time, some respondents felt that there should be some flexibility in the funding to take account of unforeseen events or fundamental shifts in performance. One respondent suggested a two year review. Several respondents cautioned against changing the process too much at the end of the four-year cycle, as a long term commitment (more than four years) is required in order to achieve HP results.

A number of respondents made suggestions regarding the assessment criteria used:

- “The balance between HP and sport system development should be improved, as it is impossible to achieve HP results without development.” One respondent suggested that a separate component be provided for a National Junior Team and its success be evaluated.
- Some team sports felt they were disadvantaged under the assessment criteria relative to individual sports. For example, the ratio of coaches to participants would be lower than for individual sports.



- Sports that did not compete in the Olympics and/or World Championships were disadvantaged, as they do not have access to points available to other NSF's since they do not participate in these international events.
- The level of competition should be taken into account, as the number of countries competing varies by event (it is noted that the SFAF process does in fact consider this aspect, implying that this an area where communications with NSF's could be improved).

Several respondents expressed concern about the administrative process:

- Funding amounts are slow in being communicated and slow in being disbursed. Some organizations noted that this creates considerable uncertainty as they must make commitments for major expenditures within a fiscal year before they know how much funding they will be receiving. One respondent noted June 1st as being acceptable for announcing the funding.
- The linkage between the relative amount of funding provided and the score received under SFAF/FAFAD was a mystery to some respondents. Concern was also expressed that the assessment criteria are not consistently applied, and that annual fluctuations in funding seem somewhat arbitrary. Increased dialogue with the NSF's was suggested as a way to better explain the process and to discuss how well they completed their applications and how their ranking/funding was determined.
- While respondents considered the application process and annual review to involve significant work, most did not view it as being unreasonable or too demanding. However, they would not like to see the amount of effort involved increased. Several wondered why, on separate occasions, they were required to supply the same information to Sport Canada.
- Several respondents suggested that there should be an appeal process or an ombudsman to address NSF concerns about the level of funding received.

Several respondents expressed concern that the extension of the funding for one additional year (2001/02) has delayed the likelihood that they will receive additional funding under the new SFAF. In essence, the extension is disadvantaging the disadvantaged, where organizations had made efforts to address their shortcomings under the 1996 SFAF assessment.



4.2 Appropriateness of Contribution Agreement, Guidelines and Level of Flexibility

There was very strong agreement that the contribution agreement approach was appropriate. This agreement is summarized by the words of one respondent: “It provides an appropriate level of high direction: holds sport organizations accountable, yet gives some flexibility.” Within the small number of respondents who felt that the contribution agreement was inappropriate, one respondent expressed concern that there is more monitoring and control with NSFs than with other non-profit organizations. Another noted that there was lack of two-way communication with Sport Canada and that no explanation or follow-up have been provided. Another expressed concern about the “onerous, clumsy reporting process,” and thought that it should be simplified.

In terms of the guidelines, the majority of respondents felt that they were appropriate. One of the main reasons advanced by the minority who thought the guidelines were inappropriate was that they were general and did not reflect the diversity of sport being funded, where each sport has its own specific needs. Others considered the funding did not line up with the NSF’s priorities, and that the program is “set up to achieve government priorities, not those of the NSF.”

A small majority of respondents also felt that the agreement provided enough flexibility. It was noted that there had been a big improvement in flexibility from the prior program, although the advent of New Funding for Sport which provided funding for specific activities, had introduced additional constraints. Most respondents considered that there was sufficient flexibility with the guidelines to meet their program needs. The minority of respondents felt that there was not enough flexibility to move funds to meet internal priorities, with the exception of one respondent who thought that there was too much flexibility. It was noted by one respondent that sponsors are only interested in HP results, and it would be desirable to move Sport Canada funding in this circumstance to sport development. Comments were also made regarding why the New Funding for Sport was allocated via funding blocks rather than in the same way as the base funding. Several respondents noted that the 15 percent ceiling for administration was not sufficiently high, although one respondent saw this limit as being positive, because it required them to be more efficient. A few questioned why the funding could not be provided from a single source to minimize application and reporting requirements.

4.3 Advancement of Programs/Services for Athletes with a Disability

The number of respondents who thought that the amount of program/service funding for athletes with a disability was insufficient to advance the area was double the number who

though that it was adequate. Almost all respondents agreed that they had managed so far, but that additional funding would be required to move ahead. Several noted that costs of supporting HP athletes are increasing. One respondent indicated that it might be possible to pursue other sources of government funding, but was constrained by insufficient staff resources. No differences in answers were apparent on this question between SOAD organizations and NSFs that also received funding for athletes with a disability programming.

4.4 Additional Data to Assess Program or Organizational Performance

The number of respondents who considered that the data collected by Sport Canada was sufficiently comprehensive was twice the number who thought that some additional data was required to assess the program's or their organization's performance. For those that felt that additional data was required, the most frequently mentioned requirement related to data on the business and administrative capability of the NSF (e.g., strategic and business plans; their marketing, communications and governance functions; and their effectiveness and efficiency). Other areas mentioned were to collect information on the success of their Junior Team, the trend in a sport's domestic and international results, the degree of difficulty in winning a medal in a sport, the level of public interest in a sport, and other activities undertaken by the sport that contribute to the sport or the community.

There was also strong interest in looking beyond the numbers, where quality would be assessed as well as quantity. Several mentioned that Sport Canada needs to know more about NSFs and should make decisions related to the NSF on the basis of "Where it is and where it is going, as opposed to what it has done."

A significant proportion of the respondents commented that the data collected should be customized to the sport. As one sport stated: "Generally speaking, there are 15-20 measures in our sport, and they are not applicable to other sports. Those funding sport have to realize that we are all different, and have different potentials to succeed and growth rates. We cannot be boxed into a set of nine measurements. We need to have more intimate contact with government. People in Sport Canada have to clearly know how we are going to demonstrate and judge both success and growth." This customization by sport implies that subjective assessments will need to be an essential part of the Sport Canada's funding evaluations, and that additional effort will be involved making the evaluations and in communicating the resulting decisions.

It was further commented that the type of assistance required by a sport depends on its needs, which will vary depending on a number of factors. For example, "some sports are at the medal competitive level, some are almost there, and some are not there at all." Each would benefit from using funding assistance for a different purpose. The current funding



assessments, using SFAF and FAFAD, provide more funding to sports that are achieving HP results than to sports with less or without HP results. Organizations receiving less funding because they do not have HP results could benefit from similar levels of funding that are provided to sports with HP results, to develop athletes to achieve the HP results.

Organizations receiving SOAD funding reported that some additional data is required, such as the level of integration, the extent of grassroots activity, whether changes implemented have been beneficial, and special needs of athletes with a disability. Problems in obtaining international results to “gauge” the competition were also reported.



5.0 Impacts and Outcomes

This chapter will address three of the evaluation issues related to the outcomes and impacts of the NSO Support Program:

- To what extent has the NSO Support Program achieved its intended outcomes?
- Have there been any other outcomes or factors which have impacted on the NSO Support Program?
- To what extent has the NSO Support Program contributed to the ultimate impacts (i.e., Sport Canada's goals)?

5.1 Achievement of Intended Outcomes

In order to gauge the program's success on this issue, NSF, SOAD, coach and stakeholder respondents were asked to comment on the impact of the program on many sub-issues (the exact wording for which can be found in the appended interview guide in Appendix C):

- the performance of Canadian HP athletes in major international competitions;
- the comprehensiveness of National Team programs (e.g., depth, participation, training opportunities);
- the number of international competitive opportunities for athletes and coaches;
- the number of full-time HP coaches and the extent to which any increase has resulted in better performance and/or better sport development;
- the remuneration of National Team coaches;
- the professional development and education of HP coaches;
- the number of full-time National Team coaches training National Team athletes; and
- talent identification programs.

As well, respondents were also asked to indicate whether the program has impacted on the human resource infrastructure capacity of their organization and how this has impacted on the organization's ability to meet its objectives. Finally, the extent to which the program has led to organizations meeting the minimum expectations set out in their accountability agreement with Sport Canada was also asked.

DSOs were asked to comment on the extent to which the program has impacted on DSOs' ability to increase opportunities for youth to participate in domestic sport programs. All of these sub-issues are addressed below and have been collapsed into the following headings:



- Performance of HP Athletes;
- Comprehensiveness of National Team Programs;
- Availability of International Competitive Opportunities;
- Coaches and Coaching Environment;
- Talent Identification Programs;
- Human Resource Infrastructure Capacity;
- Accountability Agreement Expectations; and
- DSO Impacts.

Performance of HP Athletes

From the interviews, most respondents (from all organization types taken together) reported an improvement in performance. Considering the NSFs that only received money through the SFAF, a slight majority reported an increase in performance over the evaluation period with most of the balance of the respondents reporting no change in performance. Interestingly, NSFs who had not also received funding as a SOAD were much more likely to report no change in performance than those NSFs that were also SOADs. In fact, a large majority of the NSF/SOAD organizations reported improved performance for both their able-bodied and athletes with a disability. A slight majority of coaches (representing NSF organizations, NSF/SOAD organizations and SOAD organizations) reported improved performance, although quite a few also noted unchanged performance. Only four respondents indicated a drop in performance over the evaluation period.

Most respondents indicated that the Program has contributed to the performance of HP athletes, at least to some extent. Respondents from organizations receiving funding under the FAFAD were particularly positive with respect to the role played by the Sport Canada funding on performance. However, these respondents raised the concern that the rest of world will soon catch up to Canada unless we continue to increase our investment in athletes with a disability.

NSFs and coaches were less enthusiastic about the NSF funding received in terms of its contribution towards improving the performance of HP athletes. While a slight majority reported at least some positive contribution towards results, the same number of NSF respondents and slightly more coaches reported no contribution as those that reported a large contribution. Many respondents cited previous Sport Canada funding cuts and rising costs as major challenges to sport funding today. With respect to the latter, much of the money received from Sport Canada goes towards offsetting increasing costs as opposed to improving athlete and coach support.

Respondents from organizations for whom a large proportion of their budget originated



from sponsorship dollars also seemed less likely to indicate that the Program had an impact on the performance of HP athletes.

The impact of the New Funding for Sport (NFS) was mentioned by at least one respondent from all respondent types as being instrumental in improving performance. These organizations reported using this money to offset the funding cuts experienced in their core funding from Sport Canada. The NFS funding was reportedly used for coaching training and support and improved athlete training.

Many respondents also took this opportunity to voice their concern about the lack of attention and funding going towards sport development.

From the data provided by Sport Canada, performance since 1992 appears to be fairly stable when winter and summer sport results are considered separately (see Exhibit 5.1). For example, Canada’s performance at the Winter Olympic Games has improved slightly from 1992 but then remained stable – the medal rank has improved from 8th in 1992 to 5th in 1994 and 1998; the Top 8 rank has gone from 9th in 1992 to 6th in 1994, back up to 8th in 1998.

Results in Summer Olympics have also been somewhat erratic. Canada was ranked 15th in medals in 1992, then improved to 11th in 1996 and declined to 17th in 2000. The Top 8 ranking followed a similar pattern.

Canada’s results at World Championships has consistently been better than Olympic results, although, again, there is no discernible pattern. It is interesting to note, however, that 2000 was the best year since 1992 for Canada’s medal and Top 8 rankings.

Exhibit 5.1: Canada’s Olympic and World Championship Results

Year	Winter Olympics		Summer Olympics		World Champs. (W&S)	
	Medal Rank	Top 8 Rank	Medal Rank	Top 8 Rank	Medal Rank	Top 8 Rank
1992	8	9	15	16	4	4
1993					6	7
1994	5	6			6	5
1995					7	7
1996			11	10	6	4



1997					10	7
1998	5	8			7	8
1999					10	9
2000			17	15	2	4

Similar information was not available for Paralympic sports, which have undergone very significant changes in the last decade to reduce the number of events. The number of events has been reduced from 431 in 1996 to 198 in 2000 in summer sports, and from 60 in 1992 to 36 in 1998 in winter sports. During this same time period, despite field sizes and competitiveness increasing, Canadian athletes have improved their performance. The number of medals won by Canadian athletes in winter sports increased from 12 in 1992 to 15 in 1998, and in summer sports from 75 in 1992 to 96 in 2000. Some additional information on Paralympic sports is provided in Appendix D - Data Analysis..

Comprehensiveness of National Team Programs

Overall, most respondents (from all types) indicated that the program had contributed to the comprehensiveness of national team programs, at least to some extent. NSFs and SOADs who had received funding for athletes with a disability (and coaches for these sports) were particularly positive with respect to the program impact in this area in relation to their disabled programs. They mentioned increased participation, improved coaching, improved training opportunities (e.g., training camps, integrated training) and increased competitive opportunities as all contributing to improved comprehensiveness.

Among respondents from organizations that have only received funding for mainstream athletes (including coaches for these sports), they most often attributed the improved comprehensiveness to the increased quality of training and training opportunities (mentioned with particular frequency among coaches), improved depth (including Junior team development) and increased participation in their sport. Other contributors mentioned by some respondents include senior team development, coaching, partially funded travel to attend events, and sport science.

Interestingly, those NSFs and coach respondents who did not feel that the program had contributed to comprehensiveness felt that the program had not contributed to the same areas where others felt it had. In particular, many felt that comprehensiveness has not been impacted because depth has not been improved in terms of the development of Junior teams and lack of participation. This polarity in opinion may be due to the way individual sport organizations choose to fund their sport activities. According to one respondent, their sport organization “mortgaged our future to achieve Olympic success.” Alternatively,



there may be a difference in opinion with respect to the extent to which these factors (depth, participation) have been influenced.

Respondents from team sport organizations appeared more positive regarding the Program's impact on comprehensiveness. This was also the case for respondents from "winners" (i.e., those organizations who experienced a significant increase in funding with the introduction of SFAF). Not surprisingly, "losers" seemed more likely to say there was no impact on comprehensiveness from their perspective.

Sport Canada data support the general impression that comprehensiveness has been improved. In 1996, 39 NSFs had National Team programs and this number had increased to 47 in 2001. The 47 NSFs with team programs includes a number of DSO and unfunded organizations that did not report a team program in 1996. All of the 39 reporting a team program in 1996 reported a program again in 2001.

The number had also slightly increased for NSFs and SOADs with teams for disabled athletes with the number increasing from 19 in 1996 to 20 in 2000. However, two of the organizations with teams in 1996 did not report a team in 2000. The new figure of 20 teams includes three new sports reporting a national team program.

Interestingly, while the absolute number of National Team programs had increased for both able-bodied and athletes with a disability, the number of athletes reached with the programs decreased overall, as did the number of teams overall. In fact, for able-bodied athletes, 24 sports reported a decline in the number of athletes with the number decreasing from 3,004 in 1996 to 2,431 athletes in 2001. The top three sports reporting the largest absolute decrease were Curling (from 160 to 24 athletes), Baseball (from 112 to 32 athletes), and Softball (from 90 to 32 athletes). Similarly, 23 sports reported a decline in the number of teams from 146 in 1996 to 114 in 2001. The top sports reporting the largest absolute decrease in number of teams were Waterpolo (from seven to two teams) and Baseball, Canoeing and Speed Skating (all reporting decreases of 3 teams – from four to one, six to three and seven to four respectively).

As mentioned, the number of athletes reached and the number of teams also decreased for disabled athletes over the period of 1996 to 2000. This is surprising considering Sport Canada's increased emphasis on disabled athletes for the same period. In any case, the number of athletes reached by National Team programs for athletes with a disability decreased from 271 to 214 (including nine athletes reached by the three new sports reporting in 2000). The sports reporting the largest absolute declines were Basketball (from 45 to 24 athletes), Athletics (from 56 to 41 athletes) and Lawn Bowls and Powerlifting (each reporting a drop from 12 to zero athletes). The number of teams decreased from 37 to 21 (including three teams for the three new sports). Of the 16 teams



that were dropped, 5 were Athletics teams.

Another indicator of comprehensiveness for which Sport Canada collects data is National Championships. Specifically, Sport Canada provided data for the evaluation on:

- the number and change in number of NSFs with Senior and Junior National Championships (data was not available for SOADs);
- the number and change in number of provinces/territories competing at Senior and Junior National Championships;
- the number and change in number of athletes at Senior and Junior National Championships;
- the number and change in number of NSFs offering Senior and Junior National Championships for men and women (data was not available for SOADs); and,
- the number and change in number of male and female athletes participating at Senior and Junior National Championships.

Between 1995 and 2000, the number of NSFs offering Senior and Junior National Championships decreased slightly from 38 to 37. Sport Canada data show that six DSOs offered both Senior and Junior National Championships in 2000. While the data for the DSOs in terms of their Senior and Junior National Championship offerings is only available for 2000, it is likely that some or all of these organizations also offered National Championships in 1995.

For NSFs, the average number of provinces/territories participating in Senior National Championships increased for men's events (from 7.4 to 7.6) between 1995 and 2000, and decreased for women's events (from 7.4 to 7.1). Provincial/territorial participation in Junior events remained relatively stable over the same time period: men's events decreased from 8.1 to 8.0 and women's events increased from 7.5 to 7.6.

In terms of the number of athletes participating, the total number of NSF athletes competing in Senior National Championships decreased by 3,492 (from 16,854 to 13,362) between 1995 and 2000 (see Exhibit 5.2). When athletes from DSOs are included, the decrease is more marked with 5,355 fewer athletes competing in Senior National Championships. The change in athlete participation in Junior National Championships varies by the type of organization (i.e., NSF, DSO). For NSFs, there is an increase in the number of athletes by 971 but for DSOs, there is a decrease of 1,332. Overall, the number of athletes participating in Junior National Championships decreased by 361 between 1995 and 2000.

Exhibit 5.2: Athlete Participation in National Championships



Organiza- tion Type	Senior National Championships			Junior National Championships		
	1995	2000	Change	1995	2000	Change
NSFs	16854	13362	-3492	9998	10969	971
DSOs	3854	1991	-1863	2299	967	-1332
Total	20708	15353	-5353	12297	11936	-361

There were fewer NSFs offering Senior and Junior National Championships for men and women between 1995 and 2000. Sport Canada data showed that the number of NSFs offering Senior National Championships for men decreased from 37 to 35, while the number of NSFs offering Senior National Championships for women decreased from 36 to 35. The number of NSFs offering Junior National Championships also decreased during that timeframe, from 37 to 34 for both men and women. Overall, however, when you include the DSOs, the number of Senior National Championships offered to men and women increases to 39 and 40 respectively, and the number of Junior National Championships increases to 38 and 39 respectively. However, as mentioned before, it is likely that some or all of the DSOs also offered Championships in 1995, but these data were not collected by Sport Canada or otherwise available for evaluation purposes.

In terms of the number and change in the number of male and female athletes participating in Senior and Junior National Championships, the data available is inconsistent. Sport Canada did provide the number of male and female athletes participating in National Championships as a whole, but GGI was required to go to the raw data to determine the breakout between Senior and Junior participation. Unfortunately, the two data sets do not match, largely due to the fact that the Sport Canada rolled-up data includes all National Championship categories (over and above Senior and Junior). Thus, in order to get the male/female breakouts, the GGI-generated data presented here has the disadvantage that it does not include DSO data for 1995. Exhibit 5.3 presents these data.

Overall, when DSOs are included, there are slightly more men and more women participating at Senior National Championships in men's and women's events, but fewer participating in mixed events. However, when DSOs are removed from the calculation (to be consistent with data available for 1995), there are fewer men (941 fewer) and more women (524 more) participating in NSF Senior National Championships. Participation in mixed events decreased substantially by almost 4,000 participants.

For Junior National Championships, there are more men and women participating, even before the DSO numbers are considered. Among NSFs, there are 1,856 more men participating in Junior National Championships and 976 more women participating. Mixed participation is down by about half to 201 participating in 2000.



Exhibit 5.3: Number of Male versus Female Athletes at National Championships

Organiza- tion Type	Senior National Championships			Junior National Championships		
	1995	2000	Change	1995	2000	Change
NSFs						
Male	7,925	6,984	(941)	6,138	7,994	1,856
Female	4,434	4,958	524	4,623	5,599	976
Mixed	4,842	905	(3,937)	452	201	(251)
Total	<i>17,201</i>	<i>12,847</i>	<i>(4,354)</i>	<i>11,213</i>	<i>13,794</i>	<i>2,581</i>
DSOs						
Male	-	1,001	-	-	777	-
Female	-	669	-	-	621	-
Mixed	-	115	-	-	66	-
Total		<i>1,785</i>			<i>1,464</i>	
Total						
Male	7,925	7,985	60	6,138	8,771	2,633
Female	4,434	5,627	1,193	4,623	6,220	1,597
Mixed	4,842	1,020	(3,822)	452	267	(185)
Total	<i>17,201</i>	<i>14,632</i>	<i>(2,569)</i>	<i>11,213</i>	<i>15,258</i>	<i>4,045</i>

The data available for SOAD athlete participation do not pertain specifically to National Championships. Nevertheless it is interesting to consider these participation numbers as well. There is no question that disabled athlete participation has been increasing since 1992/93 when there were only 15 disabled athletes reported (13 men and 2 women). In 1995/96, this number increased more than three-fold to a total of 53 athletes (33 men and 20 women) and then increased by more than three-fold again to a total of 164 athletes (115 men and 49 women) in 2000/01.

Availability of International Competitive Opportunities

The interview results indicate that the majority of respondents (from all respondent types) recognize that the program is making a contribution to the number of international competitive opportunities for both athletes and coaches. In particular, the program provided funding to pay for travel enabling athletes and coaches to travel without having to self-fund the trip.

Some of those NSF respondents who felt the program had not contributed in this way indicated that their organization spends the program funding in other areas (e.g., training). Other reasons cited as to why the program had not made an impact included: not enough money from Sport Canada; and, travel to international events being paid for from other



organizational revenues (e.g., membership revenues, corporate sponsorships).

SOAD respondents (including NSFs receiving money as SOADs) did mention, however, that while the program has helped to increase opportunities for their athletes, there is nevertheless a paucity of international competitions for athletes with a disability.

Coaches' responses were consistent with the majority of organizations, although they were more likely than other respondent types to feel that opportunities had not been *significantly* increased. They cited previous funding cuts as the primary culprit, as well as the overall increase in costs (e.g., travel, value of the Canadian dollar) to attend international events.

Respondents from organizations that were “winners” in terms of receiving additional funding with the introduction of the Program in 1996/97 seemed more likely to see an impact on the number of international competitive opportunities, whereas respondents from organizations that were “losers” were less likely to see an impact in this area.

Coaches and Coaching Environment

A large majority of respondents from all respondent types saw an increase in the number of full-time HP coaches. Only a very small number of respondents indicated that there had been no change or a decrease (although coach respondents and respondents from organizations that were “losers” were more likely to indicate that there had been no change than other respondent types). Organizations speaking from the SOAD perspective indicated that, while there were no full-time coaches for athletes with a disability, there was an increase in the number of athletes with a disability coach overall. Many SOADs explained that there is simply not enough disabled athletes in one geographic location to warrant a full-time coach.

The general view that the number of full-time HP coaches had increased, as mentioned above, was repeated when respondents were asked for changes in the number of full-time National Team coaches coaching National Team athletes (in fact, most respondents interpreted these questions to be the same thing). Many respondents were quick to point out that many coaching improvements have been largely due to the additional funding provided under the New Funding for Sport (NFS) initiative.

Respondents were then asked to comment on what impact the changes in the number of full-time HP coaches has on sport. The most commonly mentioned impact was on high performance because hiring full-time makes it is easier to retain coaches and there is increased consistency in training for athletes. All respondent types mentioned this impact most frequently with the exception of coaches who cited sport system development as a



major impact of more full-time coaches. NSFs concurred with this impact as well and mentioned it second after high performance. They explained that the increase in the number of full-time coaches allows all coaches more time to spend recruiting and that more coaches translates into more opportunities for youth to participate.

Some respondents who indicated that their sport had not seen an increase in the number of full-time coaches felt that the professionalization of coaches was a crucial first step in moving toward full-time coaching in Canada. This was reinforced by one coach: “We must professionalize coaching or we risk losing our best coaches to other countries.” Others indicated that they have difficulty attracting coaches full-time due to the insufficient salaries and poor working conditions (e.g., pressure to perform).

These same messages of caution surfaced when respondents were asked to comment on the contribution of the Program on the remuneration of coaches. Coaches were most likely (of all respondent types) to indicate that the Program had no impact on coach remuneration, with almost half voicing this opinion. Many indicated that the pay is inadequate to attract and retain top coaches. As well, there is still a heavy reliance on volunteers for coaching.

The majority of other respondent types (and just over half of coach respondents) felt that the Program had made a significant contribution to the remuneration of coaches. When asked what impact this had on sport, most respondents said that it had a major impact on the ability to retain coaches as well as coaches’ outlook towards their job and career in terms of satisfaction and dedication. Improved remuneration of coaches was also said to have an impact on HP due to improved continuity of coaching, having a bigger pool of coaches from which to recruit, and an ability to attract and retain top quality coaches. According to one NSF respondent, because of the Sport Canada funding, “we were able to keep top level coaches and stay competitive with other countries.”

Professional development and education opportunities were also reportedly improved due to the Program. The majority of respondents of all types, especially coaches themselves, indicated that the Program had contributed in this area. The types of coaching development and education opportunities identified were consistent across respondent type and included:

- level 4 and 5 certification;
- national clinics/seminars/conferences;
- international opportunities; and,
- mentoring.

A minority of respondents felt that Sport Canada funding did not have an impact in this



area (although respondents from organizations who received high levels of sponsorship dollars seemed more likely than other respondent types to say the Program had no impact in this area). Some of these individuals mentioned that CAC had a larger impact on coach development (it is noted that CAC receives funding as a MSO from Sport Canada). Another organization indicated that they used Sport Canada funding for coaching salaries instead of development. A couple of NSF respondents indicated that coach development and education was not a priority for them.

Data provided by Sport Canada regarding coaching was limited in its usefulness due to inconsistent reports by sport and between years. However, some figures were available for coaching salaries and NFS for coaching. Total coaching salaries for 36 organizations (for able-bodied athletes) totalled \$2,703,708 in 1995/96. This amount for salaries actually decreased according to 1999/00 figures to \$2,538,056 (representing 37 able-bodied sports). However, the addition of the NFS figures brings the total funding available for coaching in 1999/00 up to \$5,257,056 (including \$255,300 available for 16 disabled sports and \$2,463,700 available for 39 able-bodied sports). How the NFS was spent, however, is unclear, although it is understood that the majority of funding went towards salaries.

Talent Identification Programs

Opinion was split on the issue of whether the Program has contributed to talent identification programs. A slight majority of respondents (in all respondent type categories) felt that it had made a contribution, but there were many contradictory findings as well.

For those respondents who indicated that there has been an impact on talent identification, most cited the increased incidence of training camps and improved coaching resources as reasons for the impact. In particular, they felt that training camps are an ideal opportunity to bring talented athletes in one place to allow for talent identification. National championships were also mentioned in this light by some DSO respondents. Increased resources for coaching were also considered instrumental in improving talent identification. The increased resources mentioned by respondents include the Program money that has enabled hiring more coaches, coaching honoraria, increased coaching salaries and paid travel to attend event and training camps.

Those respondents who felt that there had been little or no Program contribution to talent identification gave two primary reasons. First, in most cases, organizations indicated that they did talent identification on their own, without Sport Canada support. Some of these efforts include decentralized talent identification done at the club level. Second, some respondents explained that they do not have a formal talent identification program at all,



either because they lack resources, or their sport does not facilitate talent identification (e.g., it is highly decentralized). Respondents from organizations that received high sponsorship dollars appeared more likely than other respondent types to see no impact on their talent identification programs.

Human Resource Infrastructure Capacity

Among the respondents who were asked to provide feedback on this issue (NSFs and SOADs), there was approximately a fifty-fifty split in terms of whether the Program has had an impact on the HR infrastructure capacity of their organization (consistent across the respondent types).

For those citing an impact, these organizations mentioned hiring technical staff, administrative staff, sport development staff, trainers, and physiotherapists. Many organizations said that they have been moving away from administrative staff towards spending more resources on technical staff to concentrate on HP in the field. A couple of organizations suggested a different approach whereby they were able hire more administrative staff which allowed other staff members to dedicate more time to HP objectives.

Organizations who do not feel the Program has impacted in this area indicated that they have spent the Program funding on other areas of higher priority including HP and coaching. As well, there were a few comments that there is not enough funding from Sport Canada to support significant changes in the HR infrastructure of their organization (e.g., the 15 percent cap on administration expenses is not enough to hire even an administrative person for the office). Perhaps not surprisingly, respondents from organizations that were “losers” appeared more likely to see no impact of the Program on their organization’s HR infrastructure.

Accountability Agreement Expectations

NSF organizations were asked to comment on how the Program led to the meeting of the minimum expectations in their organization’s accountability agreement with Sport Canada. All respondents except for two indicated that the Program had contributed to this at least to some extent. In practically every category, there were at least a few organizations who had already taken steps to meeting the minimum expectations (without encouragement from Sport Canada) and thus reported that the Program did not have an impact. The findings for each requirement are presented below:

- ***Athlete centeredness.*** Just under two thirds of respondents indicated that the Program had an impact on meeting this requirement. Many respondents



indicated that they had already met this minimum expectation. Almost half of respondents reported that they have athlete representation on their board and/or committees. However, some respondents voiced concern that this expectation may not always be appropriate if there are no interested qualified athletes. “Some of the minimum expectations with respect to athlete centeredness conflict with organizational needs.”

- ***Official languages.*** Just over two thirds of respondents indicated that the Program had an impact on meeting this requirement. Many respondents reported progress on this issue in terms of translated web sites and official documentation, and bilingual office staff. Some respondents voiced concern with this expectation as they find the costs to translate all communications prohibitive.
- ***Athletes with a disability.*** Just under two thirds of respondents indicated that the Program had an impact on meeting this requirement. Many NSF's who also received funding for athletes with a disability under FAFAD indicated that the Program had a major impact here. Other respondents of this type reported that they already had a disabled team in place before receiving the FAFAD funding. Those organizations not receiving money for athletes with a disability found this expectation difficult citing lack of funding, no fit with the sport, and low grassroots participation as reasons for this challenge. Some NSF's, however, did acknowledge that the Program did impact on their overall awareness of the issue.
- ***Women in sport.*** Less than two thirds of respondents indicated that the Program had an impact on meeting this requirement. Some areas where organizations reported success include: increased women members, increased women coaches, increased women officials, implemented a policy, and introduced a women's team. Some organizations reported having difficulty recruiting women due to the lack of funding or in cases where the sport has not traditionally had women participants.
- ***Harassment and abuse.*** Just over two thirds of respondents indicated that the Program had an impact on meeting this requirement. Many organizations reported implementing a policy on harassment and abuse. Other measures taken in this area include: development of guidelines, establishment of an ethics committee, establishment of a grievance procedure, education of athletes, development of a brochure, appointment of harassment advisors, and implementation of a risk and safety management committee.

Many respondents reported that the impacts in these areas can be directly attributed to Sport Canada in following ways: Sport Canada direction and guidelines; raising awareness of these issues; and, funding to meet minimum expectations. “The Program has helped to meet minimum expectations by focusing attention on these areas.”

A minority of respondents voiced concern that many of the expectations “override the main purpose of sport,” contradicting the objective of HP, and making it too costly and timely to manage the HP activities.

According to data provided by Sport Canada, the extent to which minimum expectations have been met is quite high with at least 88 percent of required organizations meeting all expectations. The expectation with the lowest level of NSF’s reporting having achieved it is women in sport (88.8 percent of NSF’s achieving minimum expectations). The expectation with the highest level of NSF’s reporting having achieved it is athlete centeredness (97.9 percent of NSF’s achieving minimum expectations). Exhibit 5.4 presents the overall findings for the five expectations of the accountability agreement.

Exhibit 5.4: Accountability Agreement Minimum Expectation (ME) Achievement

Expectation	# of MEs	Average # of NSF’s Achieving MEs*	Average % of NSF’s Achieving MEs**
Athlete Centeredness	10	36.6	97.9%
Women in Sport	6	31.5	88.8%
Harassment and Abuse	3	35.7	93.9%
Athletes with a Disability	6	21.3	95.5%
Official Languages	13	35.4	94.9%

* Out of a possible 38 NSF’s.

** Percentages are calculated after removing NSF’s exempt from certain minimum expectations for each expectation.

DSO Impacts

DSO respondents were asked to indicate whether they have increased the opportunities for youth in their sport. All respondents felt that they had in fact achieved this objective. Most cited funding available for National Championships as having contributed to this outcome. Other contributing factors include:

- more opportunities to participate at the grassroots level;
- better infrastructure in place; and,



- more regional competitions and performances.

A couple of respondents felt there is still room for improvement and would like to see more international competitive opportunities for youth.

5.2 Other Outcomes or Factors Impacting Program

For those respondents who had an opinion on this issue, many cited factors related to funding. The importance of funding to the Program's success was common among all respondent types. These factors including the lack of funding from the federal government as impeding the success of the Program (e.g., no money available to develop junior programs). As well, funding increases were recognized as being instrumental in advancing certain areas including coaching development and preparations for the Olympics.

Some NSF's commented that the way Sport Canada approached funding impacted the success of the Program. These respondents felt that the way membership is recognized (i.e., membership numbers reported by the NSF are discounted for various reasons), for example, is unfair and adversely affects Program success. Some NSF's also mentioned that the way in which sport federations must compete against each other without each organization's unique characteristics (e.g., individual versus team sports, concentrated versus spread out memberships) being taken into consideration is not the most appropriate way to distribute funds.

Another funding-related issue concerns timing. Respondents found that their planning and programming is adversely affected when they do not know exactly how much money they will be receiving until three or four months into the fiscal year.

Aside from funding-related issues, the next most commonly cited factor impacting the success of the Program is the overall quality of the Sport Canada consultants. Many NSF's were very positive in their opinions of the consultants, describing them as "excellent", "effective", and "supportive" and referring to them as "advocates" for sport organizations. Some coaches and NSF's also highlighted the role played by NSCs as impacting on the success of the Program. More specifically, they mentioned that having central high performance training centres has greatly affected the success of athletes. Another respondent mentioned partnerships as contributing to success.

Other factors impacting on the success of the Program that were mentioned included the support received from MSOs (and other organizations) such as COA, CODA, and CAC, the relative strength of the economy (i.e., money available from other sources), and the dedication of volunteers and coaches.



5.3 Program Contribution to Sport Canada Objectives

Overall, most respondents felt that the Program has contributed, at least to some extent, to all of the Sport Canada objectives (i.e., HP, SSD and A&E). Some respondents also mentioned that NFS helped somewhat to achieve these objectives. Of the three objectives, the Program's contribution to HP was felt to be the highest, followed by A&E and then by SSD.

The majority of respondents from NSF organizations only receiving funding under the SFAF felt that there had been a contribution to all objectives. Respondents from NSFs that had also received money under FAFAD were less positive about the Program's impact on the objectives of sport system development and access and equity. In fact, less than half felt that there had been a contribution to the former objective and just over half recognized a contribution to the latter. Coach respondents were also not very enthusiastic with respect to the Program's contribution to sport system development (with about half indicating it has contributed to at least some extent).

While unfunded respondents were asked to comment on this issue, they did not feel they could respond since they had not received funding during the evaluation period.

High Performance

Just over three-quarters of respondents from all respondent types (NSF, SOADs, coaches) indicated that the Program has contributed to the HP objective. Of those with the opinion that there was a contribution, more than half felt that this contribution was significant.

Many respondents felt that the contribution to HP was significant because of the way that organizations are funded; that is, there is a focus on HP when organizations are evaluated for eligibility and funding. Thus, organizations are most likely to spend their resources (Sport Canada and from other sources) here rather than other places such as sport system development.

Other ways in which the Sport Canada funding contributes to HP mentioned by respondents include:

- improved training opportunities for athletes, in part through the support of Training Centres (particularly important for disabled athletes as they are now able to access top quality facilities and sport science);
- increased access to more international competitions through the payment of travel and other related expenses;
- increased number of coaches;



- increased remuneration for coaches; and,
- more HP staff within organizations.

Of those respondents who indicated that the Program has had a limited or no contribution to the HP objective, most cited the lack of funding as the main cause. These respondents felt that there are not enough coaches, training support or international competitions to enable attainment of the HP objective. As well, a couple of respondents mentioned that Sport Canada has sent mixed messages with regards to priorities, first emphasizing HP, then switching to SSD and A&E. NSF organizations for which Sport Canada funding support represents a small percent of their total budget indicated that the Sport Canada funding has therefore had relatively little impact compared to the funding allocated to HP from other sources. Respondents from team sport organizations seemed more likely to feel there had been a Program contribution to HP.

Sport System Development

As mentioned, the contribution of the Program to SSD received the lowest support across all respondent types with just over half indicating that there had been at least some contribution to this objective. It appears that respondents from organizations that were “losers” were more likely to not recognize a contribution to this objective.

Respondents most often mentioned the lack of funding available to pursue this objective and Sport Canada’s emphasis on HP results as the two main reasons for why the Program has not contributed to SSD. Some other barriers to achieving SSD include:

- no integrated system in place to bring youth up to HP levels;
- sport system is highly complex; and,
- great diversity among provincial sport organizations.

Some areas where respondents did indicate that there had been some progress in SSD include (presented in order of the frequency of mentions):

- improved coach development and education;
- increased depth;
- increased participation;
- increased number and remuneration of coaches; and,
- increased mentoring.

Access and Equity

The objective of A&E received more support than SSD. Just over half of respondents from



organizations (NSFs and SOADs) and almost all coaches felt that the Program had made a significant contribution or some contribution to this objective. As well, it seemed that respondents from team sport organizations and organizations that were “winners” were more likely to see a contribution to the A&E objective. (Interestingly, when answering another question related to accountability agreement expectations, almost all respondents to that question indicated that the Program had led to the meeting of the minimum expectations in the accountability agreement. See Section 5.1)

In relation to the Program’s contribution to the A&E objective, respondents who indicated that the Program had contributed felt that Sport Canada had done this by setting out clear expectations to the organizations. Respondents of all types mentioned progress had been made, to some extent, in all the areas set out in the accountability agreement (i.e., athlete centeredness, official languages, athletes with a disability, women in sport, and harassment and abuse).

Lack of funding to help meet the expectations was cited by almost half of the NSF respondents. These respondents either felt the Program contributed to some extent to the A&E objective or not at all. None of the respondents who felt the Program had contributed significantly to the A&E objective cited funding as a barrier to achieving the minimum expectations.

One of the key areas identified by respondents where gaps remain is gender equity with respect to benefits and executive level positions. The cost of translation was viewed by some respondents as an impediment to meeting the official languages expectation. As well, some sports have had difficulty attracting athletes and coaches from Aboriginal or ethnic/racial backgrounds.

Concern was raised by some respondents that the A&E objective can contradict the objective of HP or even the objectives of the organization. Two respondents (one NSF, one coach) provided the example where athletes on the Board of Directors may be inappropriate if the athletes are not qualified and their participation may detract from their attention to their sport. Another example provided by a NSF respondent is the case where the cost to meet the minimum expectations is very high and the organization’s membership does not warrant the minimum expectation as in the case where the membership is 90 percent English speaking, even in Quebec. Finally, a coach provided the example where gender quotas for women in sport and on executive committees should not conflict with the merit principle.

6.0 Cost-Effectiveness and Alternatives



This section provides study findings related to the cost-effectiveness and alternatives of the NSF/SOAD/DSO Program. Areas covered include:

- Key success factors in achieving high performance.
- Level of satisfaction with the Program, including positive aspects and suggestions for improvement.
- Balance between Sport Canada's funding components..
- Performance measures considered to be the most important indicators of the Program's success.
- Results of the analysis of historical data on funding and HP results.
- Best practices and lessons learned from other countries.
- Discussion of other organizational approaches.

6.1 Key Success Factors in Achieving High Performance

Respondents were asked to identify the top three (3) contributing factors to achieving success at the highest international levels. The responses were grouped into the following five categories, which have been presented in the order by which they were most frequently cited:

- ***Coaching*** was mentioned by a large majority of respondents. Recruitment of excellent coaches and retaining them over the long term were considered to be extremely important in achieving success. Having appropriate funding for this purpose was also noted.
- ***Opportunities/Training*** was mentioned by a majority of respondents. Competition with other athletes at the same level was cited as being critical, both in training and in domestic/international competitions. A quality environment for training, with appropriate technical resources, facilities and programming, was also important. Centralization of training was considered to be important to achieving an appropriate level of competition and training resources. Team sports were particularly noted in this regard.
- ***Sport Development*** was also noted by a majority of respondents. An integrated sport system, including the national and provincial sport organizations, municipalities, the educational system and sport clubs, was considered to be essential in developing and identifying future elite athletes. Also, the need for junior teams with involvement in international competition was noted as being important to developing athletes.



- The *Athlete* was noted as a top three factor by approximately half of the respondents. The recruitment and retention of talented athletes, who have a long term commitment, was considered important. Motivation and rewards were cited, together with talent identification, as being important factors. In terms of performance at the Olympics, the timing of an athletes' development was also considered to be an important factor.
- *Funding* was identified as a key factor by just under half of the respondents, although it is noted that funding is required to achieve the other factors noted above. Long-term stable funding was considered to be an important factor in achieving success at the highest international levels. Funding to attract and retain coaches and athletes was noted as being important.

These factors were found to be similar across all respondent groups (NSFs, SOADs, Coaches and Unfunded.).

6.2 Level of Satisfaction with the Program

Just under three-quarters of the NSFs indicated that they were either satisfied or somewhat satisfied with the Program. One respondent stated that they were very satisfied with the Program. The remaining respondents were either somewhat dissatisfied or, to a lesser extent, dissatisfied. The level of satisfaction was found to be somewhat lower for those organizations that received relatively lower amounts of funding.

Many respondents reported various aspects of the funding that were positive in helping maintain the sport system. The New Funding for Sport was frequently mentioned in relation to the high performance and sport system development objectives. Its contribution to coaching was noted. Increased flexibility in how the NSF funding can be used in comparison to the previous program was viewed as being positive, although it was noted that the New Funding for Sport component has limited flexibility as it is targeted at specific elements.

A number of comments were made regarding the application and reporting process. A number of respondents noted that the application and reporting procedures are straightforward, while several others complained about the complexity and the time involved. One respondent noted that the current process is more transparent and is no longer arbitrary. Several noted that it is useful in guiding the sport in its planning and activities. In general, the four year period was viewed positively, although one respondent noted that a drawback of the four years is the amount of time that would elapse before you could apply again if you were unable to qualify for the Program through SFAF/FAFAD.



In terms of suggestions for improvement, NSFs noted that they needed more funding for all aspects of their program. The most frequently cited suggestion was to consider the diversity of sport in making the assessments, and that the framework should be tailored to the sport. A number of respondents noted the difference between team and individual sports, and others mentioned the difficulty that non-Olympic sports have in qualifying for funding. Some have more costs than others, and some have access to more resources than others.

A number of respondents would like to receive feedback on the process, including how well they completed the reports, how their ranking and funding is determined, how the application data is validated, how the collected data is used, and what sports that are considered successful are doing so that they can learn from them.

For SOADs, the NSFs that received the SOAD funding had a higher level of satisfaction than they did with the NSF Program. Most respondents were satisfied with the Program, with a small number stating that they were dissatisfied. The comments regarding the Program were similar to the NSF comments given above. For the SOADs that did not receive NSF funding, the level of satisfaction was much lower. Comments provided indicate that they value the funding supplied, but need more funding to advance their program.

For the DSOs, the level of satisfaction was very low, with the majority providing a very dissatisfied response. Principally, these organizations disagree with the funding model and its priorities which places emphasis on international sport results, for which they receive no consideration. The key improvement area relates to the need to recognize domestic sport participation.

For Coaches, the level of satisfaction was almost balanced between those having some level of satisfaction and those who were dissatisfied to some degree, with a little slightly higher level of satisfaction than dissatisfaction. The need for more funding was expressed for all facets of HP sport, although the main area of improvement noted was the need to develop younger athletes, which are the grassroots of their sport. Several coaches mentioned the need for the evaluation framework to look forward 8 to 10 years, and one coach who was satisfied with the development of the Olympic team, was very dissatisfied with the development of future talent. Comments provided by coaches who work with athletes with a disability reflected the same comments noted here.

Unfunded organizations were generally very dissatisfied. They could see some positive aspects to the Program, but were concerned that they were excluded from the funding. One concern expressed was that you have one chance to qualify for a four year period. If you are unsuccessful, you can subsequently address your deficiencies; however, you do



not have any funding assistance to help you and you must wait another four years to reapply.



6.3 Balance Between Sport Canada Funding Components

The respondents were asked to assess the balance between the NSF/SOAD/DSO Program and the Athlete Assistance Program (AAP), the funding for MSOs, and the funding for NSCs. The majority of respondents offered an opinion on the balance, which have been summarized below:

- ***NSF/SOAD and AAP*** - Slightly more respondents stated that the balance was inappropriate than those who thought it was appropriate. The main source of concern was the need to have funds to support carded athletes in training and competition. In some cases, the organization had insufficient funds to support the carded athletes. Several organizations mentioned this concern in regard to the SOAD funding. One possible solution, advanced by a number of respondents, was to have the NSFs be responsible for the distribution of AAP funds.
- ***NSF/SOAD and MSOs*** - A large majority of respondents considered that the balance was inappropriate, and that more funding should be given to the NSFs. In the words of one respondent “NSFs should be recognized as the delivery system of HP sport. If this is the objective, then this is where the money should go.” Several respondents questioned the value of some of the MSOs, noting that not all of them are effective. Other respondents noted that MSOs do provide some fundamental services.
- ***NSF/SOAD and NSCs*** - Slightly more respondents considered the balance to be inappropriate than appropriate. Of the NSFs, the majority considered the balance to be appropriate, while the majority of coaches considered the balance to be inappropriate. Of respondents who considered the balance to be inappropriate, the majority felt that more money should be given to the NSFs, and a small number felt that more money should be given to the NSCs. Those that thought that more money should go to NSCs were all coaches (although a greater number of coaches felt that less money should go to NSCs). Team sports felt that they did not benefit from the NSCs to the same extent as individual sports. Further, while some respondents considered the services provided by the NSCs to be complementary to their own services, several others noted that the NSCs, instead of augmenting the NSFs, “seem to be taking on a life of their own.”

In addition to the above, several respondents chose to make a comment on the balance between NSF/SOAD Program and the Hosting Program, and expressed the view that less money should be allocated to hosting sport events under the Hosting Program and more



provided to the NSFs.

6.4 Performance Indicators

The respondents were asked to identify the most important performance indicators for measuring the success of the Program. The vast majority of responses were found to fall into four main indicator areas, which are presented below in order by which they were most frequently cited:

- **Results** - Almost all respondents mentioned results as their first indicator. These results included medals and ranking at top level international competitions, such as the Olympics and World Championships. Success domestically at national and provincial championships was also considered to be important by some respondents. For some sports, Canada's overall international rank was also mentioned.

Several respondents noted the need to factor in the context of the results, as it is much harder to obtain top level results in sports where a large number of countries are involved, relative to some other sports where a small number of countries participate. The depth of results was also considered important. This included the number of athletes in the top group of athletes, and the success of the Senior and Junior teams at international meets.

- **Sport Participation** - The second most important performance indicator cited by roughly half of the respondents related to sport participation. Participation was noted at two levels. The first pertained to the number of "high quality" athletes reaching the national level. The second related more to the grassroots level in terms of the number and growth in registrations in the sport. Of the two, the number and growth in registrations was more frequently cited by respondents. DSOs rated sport participation as being most important, as they are not involved in international competition.
- **Coaching** - The third most important indicator related to coaching, including the number and quality of coaches. Within this performance indicator, coach development, certification and number of full and part-time coaches were mentioned.
- **Junior and Senior Teams/Clubs** - The fourth most important indicator related to the extent and quality of a sport's junior and senior teams/clubs. These athletes are seen as the "feeder" system to replace current elite athletes.



6.5 Data Analysis

The relationship between funding and HP results was investigated as part of the evaluation using information collected by Sport Canada. The investigation focused on Top-8 finishes at the Olympics and World Championships. Top-8 finishes are viewed as being a better indicator of overall HP sport performance than medals. The objective of the analysis was exploratory, using graphical analysis, to determine whether a relationship could be identified between funding and HP results.

The information available from Sport Canada on individual sports was results from 1988 to 2000, and funding from 1989/90. As it is generally recognized that there is a lag between funding and results, roughly estimated as averaging 6-8 years, it was impossible to assess whether funding increases during the 1980s had led to increased performance in the period up to the 1996 Summer Olympic Games. This lack of historical funding data severely limited the analysis carried out. Essentially, with a 6-8 year lag, funding in the early 1990s would be correlated with results in the late 1990s, a very short period from which to identify a pattern. Nevertheless, a number of stratifications of the data were examined in the analysis, while controlling for possible confounders.

The results of the data analysis are provided in Appendix D - Data Analysis. While, there was insufficient data to fully investigate trends between funding and results, the analysis shown provides some interesting comparisons.

One area of interest was to examine whether the funding reductions starting in 1995/96 after Program Review had an impact on results. At this point, it may be too early to determine due to the time lag. On a points per event basis, summer sports have remained fairly constant over the time period with a decline in 2000, while winter sports have remained fairly constant since an increase in the early 1990s. These results fit with Sport Canada's emphasis on HP in the Program, which would have contributed to sustaining short term results. Temporary reductions in sport development, prior to the introduction of the New Funding for Sport, may have had an impact on future sport results (i.e., 2002 Olympics and beyond), although some change would likely have been noticeable prior to this time. While there has been a slight decline in summer sports, it may not have been due to the decrease in funding support; however, due to the lag period, it is likely too soon to determine.

6.6 Best Practices and Lessons Learned from Other Countries

The evaluation, in order to explore other possible alternative approaches, asked the respondents if they could identify best practices or lessons learned from other countries



similar to Canada in delivering services provided by the NSFs and SOADs that could be considered for implementation in Canada. In addition, to supplement the work already carried out by Sport Canada itself and in the other NSO evaluations related to MSOs and NSCs, the project team undertook a limited investigation of the experiences in Great Britain (GB), Australia and Norway.

Interview Results - The responses provided in the interviews tended to be sport specific. Canada received a number of positive comments relating to its approach, including the coaching certification program. Australia was by far the country most frequently cited as providing an excellent model. Other countries mentioned by several respondents were GB, Holland, Germany and France. Many respondents cautioned that it is impossible to directly adopt another country's model for use in Canada due to a variety of differences between the countries. Canada should, therefore, develop its own "home grown" solutions using the best knowledge available. Differences cited in comparing Canada to other countries included Canada's large geography, relatively small population, distance from competition, level of funding for particular sports, lack of concentration on specific sports, climate, social agenda, and multi-ethnic and cultural differences. The key areas noted by respondents in which Canada could learn from other countries were better funding, an integrated sport system, centralization of elite sport, approach to the development of coaches and athletes, and improved facilities. In addition, Australia was noted for its use of work teams to help determine how to best train athletes with a certain type of disability.

Investigation Findings - In examining the past and current environments in Australia, Norway and GB, there are many similarities with the issues being considered by the sporting community within Canada. Both Australia and Norway determined in the mid 1980's that they needed a strong vision and support system in place if they were going to succeed internationally. Although these plans were different, they were adhered to and the results for their respective summer and winter emphasis were realized at the World and Olympic levels. The hosting of the Olympic Games, Lillehammer for Norway (1994) and Sydney for Australia (2000), had a significant impact on their respective sport development systems. A brief summary of each country's recent experience is given below:

- **Australia** - Australia developed a vision for their sports system including the development of the Australian Sports Commission and the Australian Institute of Sport and invested strongly in the success of their sport system. Their focus is virtually centered on summer sport as they have had little success in winter sport. Between 1984 and 2000, Australia's ranking by the number of medals at the Summer Olympics rose from 13th (24 medals) to second (58 medals).
- **Norway** - The main goal of Norway's elite sport system had as its main goal to



be ranked as the best overall nation at the Winter Olympics and to take home at least 15 medals at the summer games. This system started in the mid 1980's and grew stronger in the 1990's, and is considered to be the single largest reason for the incredible increase in Norwegian Winter Olympic results from 1988 (five medals) to 1998 (25 medals).

- **Great Britain** - GB has obtained significant funds for sport from its lottery. They have recognized that grassroots development and facilities are essential for the development of sport, and have invested significant resources. Their focus has been to achieve greater success at the international level and encourage society to be more active and look for lifelong participation in sport. GB increased the number of medals won from 15 in 1996 to 28 in 2000.

A comparison of the ranking of each of these four countries based on medal "points" is given in Exhibit 6.1. Note that the ranking outcomes given this Exhibit are very similar to those using "Top 8" performance results.

**Exhibit 6.1 - Comparison of Country Ranking by Medals
(Based on Medal Points: gold = 5, silver = 3, bronze = 1)**

	<i>Winter Olympics</i>			<i>Summer Olympics</i>			<i>World Championships Summer/Winter Combined</i>		
	<i>1992</i>	<i>1994</i>	<i>1998</i>	<i>1992</i>	<i>1996</i>	<i>2000</i>	<i>1992</i>	<i>1996</i>	<i>2000</i>
Canada	8	6	4	16	12	18	5	5	4
Australia	-	22	22	9	7	4	6	10	8
Great Britain	-	21	22	14	19	9	3	4	7
Norway	3	1	2	23	31	21	-	14	11

These rankings indicate that Canada has, in total, been improving relatively in winter sports over the last three Winter Olympic games and has declined somewhat in the last three Summer Games. In terms of overall Winter and Summer World Championships, Canada has retained or slightly improved its position. Both Australia and GB achieved a substantial improvement in Summer Olympics particularly between 1996 and 2000. Norway has improved on an already excellent ranking since 1992 in Winter Olympics.

In viewing these results, it is important to recognize that Canada does well at both the Summer and Winter Olympics, while Australia and GB perform well in the Summer Olympics, and Norway in the Winter Olympics.



Canada has done particularly well initially in new sports that have been added to the Olympics (e.g., women’s hockey, curling, canoeing, speed skating). This success is explained by Canada supporting a breadth of sports beyond those that are Olympic sports, while other countries have focused on Olympic sports to the exclusion of others. However, once these sports become Olympic sports, other countries begin to support them. As a result, these other countries become much more competitive over time.

A comparison between these countries in terms of high performance sport funding is given below in Exhibit 6.2 for 1999/00. This exhibit shows that on a per capita basis, Canada spends roughly half of the amounts spent by Australia (which concentrates on Summer sports) and Norway (which concentrates on Winter sports), but more than double that of GB (which concentrates on Summer sports).

Exhibit 6.2 - Comparison of 1999/00 Funding for High Performance Sport (Canadian Dollars)

Country	Population (Millions)	Funding	
		Total (Millions)	Per Capita
Canada	31	\$58	\$1.87
Australia	19.4	\$85	\$4.38
Great Britain	59.6	\$51	\$0.86
Norway	4.4	\$14	\$3.18

During the last decade, Canadian funding of NSF’s was approximately \$30 million during the early 1990’s, declining to \$21 million in 1995/96 after Program Review, and has recently increased back to the \$30 million level through the introduction of New Funding for Sport. In real terms, Canada’s funding declined over the 1990’s. During the same time period, Australia’s high performance funding has increased more than four times.

While the above funding figures provide some context, they do not provide the full story. Some of the factors involved include:

- Which sports are supported by the funding;
- How funds are distributed to the sports that are supported;



- How athletes and their supporting services (coaching, technical expertise) are funded;
- The availability of other funding sources, such as corporate donations; and,
- The contributions of other partners (provinces, municipalities, etc.) in supporting the sport's grassroots and the development of the high performance feeder system.

Elite athletes require a long-term commitment to achieve top level results. Therefore, it is generally recognized that there is a lag between funding and results. While we are not aware of any direct correlation between funding and results (see Section 6.5 - Data Analysis), this lag is generally thought to be six to eight years.

While it is recognized that funding does not, on its own, guarantee success, funding is required to provide the factors essential to developing and maintaining high level performance. Thus, the relative amount of funding, in comparison to key competitors, will have a bearing on relative results.

While noting the above, a significant difference observed between these countries and Canada is the strong emphasis on sport development at the grassroots level and in terms of the feeder system for developing high performance athletes. In addition, each of these other countries has also increased the level of funding over the last decade, and have chosen to focus on specific sports. These countries are observing significantly improved results in their areas of concentration.

6.7 Other Organizational Approaches

A small number of respondents, including some Program beneficiaries, suggested that the HP Program would be better delivered by an organization that is arms length from government. Illustrative of this perspective, is the comment: "In an environment where government is more about equity than excellence, is Sport Canada's mission of HP consistent? Perhaps HP sport should be run by a separate body and the participation end of things run by government."

The current system was summarized by one respondent as: "Right now, we give money and 'hope to God' that we will get results." It was regarded that an arms length organization would operate HP sport under a business model, rather than the current Sport Canada "bureaucratic model." It was contended that the new model would be cheaper to operate and more effective. Under this approach, Sport Canada would retain a SSD role in which it would be responsibility to bring athletes to a level where they can compete internationally, while the new organization would be responsible for HP sport. NSF's would be expected to provide HP plans including targets for results, and would be



accountable for achieving these results. The new entity, through an “HP athlete performance unit,” would monitor, evaluate and assess performance on an annual basis.

It was noted that HP sport in other countries (e.g., Australia, Great Britain and Norway) is run by arm’s length organizations outside government. Australia was identified as having a particularly good system operated by the Australian Sport Council that engages the corporate sector and is governed by a Board composed of sport representatives.

This arms length approach is a fundamental change in the way the entire NSO Support Program would be delivered, and would, therefore, affect all its components, not just the NSF/SOAD/DSO component being evaluated herein.



7.0 Conclusions and Recommendations

This section provides evaluation conclusions and related recommendations based on the findings presented in the previous sections of this report. This section has been organized under the following four headings:

- Program Rationale/Relevance;
- Program Design and Implementation;
- Impacts and Outcomes; and,
- Cost-Effectiveness and Alternatives.

7.1 Program Rationale/Relevance

The NSF/SOAD/DSO component of the NSO Support Program is generally consistent with Sport Canada's objectives of High Performance (HP), Sport System Development (SSD) and Access and Equity (A&E).

- **HP Objective** - Sport Canada has focused the Program's limited funding mainly on the HP objective, including SSD activities related to achieving HP. During the period of the Program, this funding has been absolutely critical to the success of Canada's elite athletes in Olympic, Paralympic and World competition. The recipients of the funding, the NSFs, are also heavily focused on HP, which is reinforced by the fact that international performance results largely determine a sport's future Sport Canada funding, as well as that provided by commercial sponsors. For the majority of the NSFs, which are unable to attract significant sponsorship funding, Sport Canada funding is key to their survival, as it represents a large percentage of their total revenue. Most NSFs, therefore, must follow Sport Canada's "dangling carrot."
- **SSD Objective** - The achievement of the SSD objective is the "weakest link" of the three objectives. Most sports reported that there is insufficient funding for an appropriate feeder system to develop and maintain the next generation of elite athletes. The New Funding for Sport (NFS) initiative has provided targeted funds for HP SSD (coaching and HP programming), the top end of the SSD pyramid.

At the grassroots level, the lower end of the SSD pyramid, Sport Canada has made little contribution. Participation in the sport is valued in the SFAF/FAFAD frameworks, but only to a very small extent (seven percent). However, it is noted that six sports received a small amount of targeted



grassroots funding (DSO funding – \$400 thousand), because they had high youth participation and had met the SFAF prerequisites.

- **A&E Objective** - Results related to the A&E objective have been achieved through requiring NSFs, that receive funding, to meet minimum levels in the areas of athlete centredness, women in sport, athletes with a disability, harassment and abuse in sport, and official language. The requirement to meet these minimum levels has definitely increased awareness and led to action by the NSFs. While some NSFs had already taken action in some A&E areas, they would not have pursued all areas on their own or to the same extent. Minimum expectations are currently being met by the vast majority of NSFs (see Exhibit 5.4); however, it is apparent from respondents' comments that there are aspects of A&E where more could be done.

With the exception of athletes with a disability, the Program does not provide targeted funding for these A&E areas. However, general NSF funding can be used for this purpose, although certain constraints apply (e.g., 15 percent cap on administration). Almost half of the NSFs reported that the lack of funding is an impediment to pursuing these minimum levels.

The A&E objective is largely inconsistent with the Program's HP objective, as funding and organizational effort devoted to achieving the A&E minimum expectations can no longer be deployed in achieving the HP objective. However, the SOAD funding is an exception, as this funding is targeted at athletes with a disability, one of the areas addressed by the A&E objective.

From the above, it is clear that there is insufficient Program funding to pursue HP objectives across all winter and summer sports, continue to develop the next generation of HP athletes to replace current ones, and to achieve targets in all A&E areas. One respondent noted that the expectations of the Program are "too great" and that they are "too broad, overly optimistic, and not realistic." Another respondent described "Canada as the Wal-Mart of international sport. We get the best value for money spent." All NSFs would like increased funding; however, unless there is additional funding, increasing funding for one NSF, means less money is available for the others. It is clear that without increased funding, difficult choices will have to be made in the future on the allocation of funding. Strategies for the allocation of funds include focusing funding primarily on "winners," continuing the status quo, etc.

As previously noted, the Program is largely targeted at HP sports, with successful sports receiving generally more funding than those that are less successful. HP is the top end of the sport pyramid, with the bottom of the pyramid being the sport's grassroots, where



participation may eventually lead some athletes to reach the HP level. From the interviews, there is considerable pressure to have Sport Canada provide funding to sports with significant participation and/or provide more funding to those sports that have not achieved HP results at the Olympics, Paralympics and Worlds. The arguments for supporting these sports relate to participant health, cultural diversity, etc. Note that while grassroots participation can be considered a health issue, early participation in sport is also highly relevant to HP as it is here where HP athletes of the future obtain their formative training.

While increased funding would help address many of the funding concerns noted above, the recommendations given below are based on the current level of funding continuing and radical changes not being made to the Program. It is noted, however, that protection from inflation should be sought to maintain the purchasing power of the Program. The Program has recently recovered to the same funding levels of the early 1990's; however, the purchasing power is considerably less due to inflation.

Recommendation 1.1 - While the Program is generally addressing all three objectives, Sport Canada should (1) review the balance of funding among the three objectives, and (2) assess the inconsistency between the HP and the A&E objectives, with the goal of mitigating the concerns expressed.

Recommendation 1.2 - Sport Canada should consider establishing an organizational component for participative (grassroots) sports, separate from HP sports, with its own budget and staff.

- ***Recommendation 1.2.1*** - Assuming the adoption of Recommendation 1.2, Sport Canada should seek to attract funding from other sources that value the health or cultural benefits obtained from participating in sport.
- ***Recommendation 1.2.2*** - Assuming the adoption of Recommendation 1.2, and no significant budget increases, Sport Canada should focus on working through partners (other government departments, provincial governments, municipalities, educational institutions, sports clubs) to increase participation, and to help remove barriers to accessing sport facilities (e.g., school gymnasiums). Low budget initiatives, such as providing former Olympic athletes as speakers, may stimulate interest in youth sport participation.

Recommendation 1.3 - Sport Canada should seek additional funding, to at least replace the purchasing power lost due to inflation.

7.2 Program Design and Implementation



The design of this component of the NSO Support Program continues to be appropriate, provided the overall Program focus continues to be HP sports. The assessment process used to select supported NSF/SOADs for the Program, involving SFAF/FAFAD, has been generally well received and is viewed as a big improvement over the situation prior to the introduction of these tools. The four year time frame is beneficial as it allows NSFs to plan their future operations around a reasonably firm estimate of future funding. However, four years is a long time for those NSFs that had been unsuccessful in obtaining funding to wait to reapply. A two-year mini review would be beneficial, as it would allow unsuccessful NSFs to reapply, and would provide flexibility to take account of unforeseen events, fundamental shifts, and the changed cycle of the Winter Olympics. A two-year mini review implies that funds would need to be reallocated among sports, particularly if new sports are added, unless additional Program funding is available. To maintain consistency of funding over the four-year period to the extent possible, care would need to be exercised to ensure that substantial changes in funding do not occur without cause.

In terms of the assessment process, the current NSF assessment is primarily based on historical results, and the assumption that they can be replicated in the future. While this process helps keep successful sports successful, those that have not achieved results do not necessarily receive enough resources to change their situation. A more forward looking approach in which funding is based on reaching certain future results would allow NSFs to present a business case for funding to deliver certain results. Future funding would then be predicated on achieving those results. This approach would entail an assessment by a business/sport consultant as to whether the plan was realistic given the current situation, the outlook for the sport, the people involved, and available funding. This approach would have the advantage of introducing organizational elements and qualitative factors in the decision, encourage organizations to be innovative and to learn from others, allow tailoring of the Program funding to maximize the benefit for the organization, and would take account of the uniqueness and cost requirements of each sport. A recommendation for funding would then be made based on this assessment and the SFAF/FAFAD quantitative assessment.

The SFAF/FAFAD assessment process heavily emphasizes HP results. However, as SSD is critical to the production of the next generation of HP athletes, it should receive increased emphasis in the assessments. In addition, while recognizing that team sports receive additional funding due to the number of people involved, some team sports felt that they were disadvantaged by the assessment criteria (e.g., the ratio of coaches to participants would be lower for team sports than for individual sports).

The Program contribution agreement and guidelines are appropriate. The guidelines provide sufficient flexibility for the majority of NSFs to operate, and there does not appear



to be a strong case for changing them. The Sport Canada consultants are viewed very positively by the NSFs. However, if the proposed approach given above is adopted, certain Sport Canada consultants would also need to have a strong business background.

In the area of Program implementation, additional communication with the NSFs would be valuable in explaining the application process, discussing their completed application, and the linkage between their submission and the funding received. Delays in announcing funding cause difficulties for the NSFs, as they must make commitments before they know how much money they will receive. As well, for the majority of the NSFs, the amount of effort involved in Program reporting is offset by the funding received; however, efforts should be made to minimize the effort and to avoid requesting duplicate data. An appeal mechanism would be beneficial as it would allow a sport organization to request reconsideration of the funding level awarded each year.

Recommendation 2.1 - *Introduce a two-year mini review in the middle of the four-year cycle to ensure that all sports are on track, and based thereon, make funding adjustments where appropriate. NSFs that were unsuccessful can reapply at this point.*

Recommendation 2.2 - *Review criteria to better balance SSD with HP, as the two objectives are complementary. Also, review the SFAF/FAFAD criteria as applied to team sports to ensure that they receive equitable consideration in comparison to individual sports.*

Recommendation 2.3 - *Sport Canada should review its relationship with the NSFs in relation to its administrative processes, in the following ways.*

- *Communicate with the NSFs to demystify the linkage between annual funding, the SFAF/FAFAD score obtained, and the information provided in the funding application.*
- *Adhere to its deadlines related to funding announcements for recipients.*
- *Consider implementing an appeal mechanism for its annual funding decisions.*
- *Minimize reporting requirements to the extent possible.*

Recommendation 2.4 - *Sport Canada should review the needs of athletes with a disability, a quickly maturing area, to determine if additional funds should be allocated to SOADs.*

Recommendation 2.5 - *Sport Canada should consider introducing a forward looking assessment approach where funding would be based on both past results and an assessment of the likelihood of achieving future results. Funding in future years would then be predicated on achieving those results.*



7.3 Impacts and Outcomes

On the whole, the Program is achieving its intended impacts and outcomes. In particular, impacts have been recognized as particularly strong in the following areas:

- Improved performance of HP athletes, both able bodied and athletes with a disability. SOAD funding has been particularly important to the performance of athletes with a disability.
- Increased international competitive opportunities for athletes and coaches.
- The comprehensiveness of the National Team programs, in terms of participation and depth, improved coaching, training, and competitive opportunities.
- Increased number of full and part-time coaches resulting from improved remuneration, which has increased retention of coaches, increased training consistency for athletes, and improved sport development. Improved professional development and educational opportunities have been realized.
- All five areas of the A&E accountability agreement expectations (athlete centredness, women in sport, athletes with a disability, harassment and abuse in sport, and official language).
- Increased opportunities for youth through the DSO component.

Two areas where impacts were realized to a lesser extent are:

- Talent identification at both the HP end of the SSD pyramid and at the grassroots level to identify young athletes to be groomed to become elite athletes.
- Human resource infrastructure capacity within some NSFs.

The New Funding for Sport initiative has been instrumental in offsetting previous funding cuts, and contributing to coaching development and Olympic/Paralympic preparation. This funding has been directed at the top two success factors identified by the respondents, coaching and opportunity/training.

Recommendation 3.1 - *Given the success achieved with targeting the New Funding for Sport component to the top two success factors, Sport Canada should consider focussing*



resources on Sport Development, the third most important success factor.

7.4 Cost-Effectiveness and Alternatives

The four major *success factors* in achieving HP, in order of priority, are:

- Coaching (recruitment/retention, excellence, remuneration).
- Opportunity/training (competition, quality training environment, technical resources, centralization of training).
- Sport development (sport development, junior teams).
- The athlete (recruitment/retention, long-term commitment, motivation/rewards, talent identification, timing in relation to the Olympics/Paralympics).

Sustained funding is also a critical success factor, as it is essential to provide the above success factors over the long term. Sport Canada has addressed coaching and opportunities/training through the New Funding for Sport initiative, and the athletes through the Athletes Assistance Program (AAP), but has yet to target funding directly at HP sport development.

The *level of satisfaction* with the Program was:

- High for NSFs, although somewhat lower for NSFs receiving lower amounts of Sport Canada funding.
- NSFs that received SOAD funding in addition to the NSF funding were satisfied with the SOAD funding levels, while those SOADs without NSF funding were much less satisfied, as they did not have the benefit of base NSF funding.
- DSOs were very dissatisfied, as they disagree with the Program's HP emphasis. It is clear that DSOs do not fit within the current Program.
- Coaches were slightly more satisfied than unsatisfied, which implies that even with the increased emphasis on coaching over the last few years, there is still room for improvement (e.g., remuneration and retention of coaches).
- Unfunded organizations were very dissatisfied.



In terms of *balance with other elements of the NSO Support Program*, the following conclusions were drawn:

- Some NSF and SOADs have insufficient funds to support athletes, who have been carded under the Athletes Assistance Program (AAP), in training and competition.
- The majority of NSFs question the value of some of the MSOs, in terms of their effectiveness.
- In the case of the NSCs, there seems to be some question as to whether the services are complementary to those of the NSFs, or the NSCs are “taking on a life of their own.”
- While hosting funding was contentious for a few organizations, it is seen as having value by providing training opportunities for athletes within Canada, and by stimulating interest among the population to participate in sport.

The four most important *performance indicators* for measuring Program success are:

- Results (medal & international ranking, domestic success);
- Sport Participation (number of high quality athletes reaching the National level, number and growth of registrations at the grassroots level);
- Coaching (number and quality of coaches, development, certification, full and part-time positions); and,
- Junior and Senior Teams/Clubs (extent and quality of a sport’s junior and senior teams/clubs).

Twenty performance indicators identified by Sport Canada in Exhibit 1.3 were used to the extent possible to substantiate the interview findings presented in the report (see Section 5.0). However, while some indicators are well developed and tracked, such as HP results, others are not being tracked consistently and, in some cases, no information is available. Some Program objectives are reasonably straightforward to track, such as HP results and whether NSFs have met minimum A&E expectations. However, the sport system development objective involves a number of dimensions, many of which relate as much to quality as they do to numbers. Perhaps using the input from the sporting community given above on indicators and success factors will allow Sport Canada to rationalize the number of indicators to a meaningful number in terms of measuring impact and results achieved.



The process of selecting these indicators will involve considerable effort, which is beyond the scope of this evaluation.

The *review of historical data* was inconclusive. In terms of whether the decreased funding in the mid-1990s has had an impact on HP results, there was no evidence that this is the case although it may be too early to determine, given the time lag between funding and results.

In comparison to *other countries*, the Canadian sport capability is viewed as being strong by the study contacts, although more money would help and lessons can be learned from other countries. Transporting other countries' practices to Canada is not straightforward, as each country has unique characteristics. In addition to better funding, areas noted were an integrated sport system with emphasis on sport development at the grassroots level and HP feeder system, focussing on key sports, centralization of elite sport, and approach to the development of athletes and coaches.

The advocacy of a *changed approach to delivering the HP* component of Sports Canada's Program was noted in some of the interviews. However, this change will impact on all components of Sport Canada's funding, and how each component is delivered. Moreover, this evaluation did not probe the possibility of this type of organizational structure change in the interviews with stakeholders. Commenting on the advisability of this approach is, therefore, viewed as being beyond the scope of this evaluation.

Recommendation 4.1 - Examine the approach used to determine funding levels for organizations that receive funding for athletes with a disability but do not receive NSF funding, as they are disadvantaged relative to those that do receive NSF funding. Organizations with NSF funding can leverage off the infrastructure provided by the NSF base, to provide programs for their athletes with a disability.

Recommendation 4.2 - Move the DSOs from under the currently defined Sport Canada Program, as they do not fit the criteria used. Perhaps these sports can be funded on the basis of their contribution to health or culture, rather than under the "HP umbrella" currently being used.

Recommendation 4.3 - Examine the reasons for the relatively low level of coaching satisfaction with the Program and take action as appropriate.

Recommendation 4.4 - Ensure that the NSFs/SOADs have sufficient funds to support athletes carded in their sport.

Recommendation 4.5 - Review the roles of the MSOs with those of the NSFs to ensure



that they are complementary and that there is no duplication.

Recommendation 4.6 - Review the roles of the NSCs with those of the NSFs to ensure that they are complementary.

Recommendation 4.7 - Using information collected in this evaluation, Sport Canada should review its list of 20 performance indicators and possibly others, to assess their value in measuring Program success, with the objective of selecting a set of principal indicators that can be measured and used in managing the Program.

Recommendation 4.8 - Sport Canada should continue to build and retain a detailed database on funding (government and other) and performance results by sport, to facilitate future trend analysis of HP sport. Intelligence on Canada's main competitors in terms of results obtained and funding should be systematically collected, as relative funding can have a significant bearing on the future success of individual sports.

Recommendation 4.9 - Continue to explore experiences of other countries to identify practices and policies that would improve Canadian HP sport.



List of Acronyms

AA – Accountability Agreement
AAP – Athlete Assistance Program
A&E – Access and Equity
COA – Canadian Olympic Association
CODA – Calgary Olympic Development Association
CPC – Canadian Paralympic Committee
DS NSFs – Domestic Sport National Sport Federations
DSO – Domestic Sport Organization
FAFAD – Funding and Accountability Framework for Athletes with a Disability
F/T – Full-time
GGI – Goss Gilroy Inc.
HP – High Performance
ME – Minimum Expectation
MSO – Multi-Service Sport Organization
NC – National Championships
NFS – New Funding for Sport
NSC – National Sport Centre
NSF – National Sport Federations
NSO – National Support Organization
P/T – Part-time
RMAF – Results-based Management and Accountability Framework
SC – Sport Canada
SFAF – Sport Funding Accountability Framework
SOAD – Sport Organizations for Athletes with a Disability
SSD – Sport System Development



Management Response

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 (NSFs)/Sport Organizations for Athletes with Disabilities (SOADs) 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 NSFs/SOADs 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 revised Sport Funding and Accountability Framework (SFAF II) for NSFs and SOADs.

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 NSFs and SOADs has been addressed through the SFAF II process.

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 on-going 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 eighteen recommendations and sub-recommendations of the NSF/SOADs component evaluation.

Response to Recommendations

1.1 While the Program is generally addressing all three objectives, Sport Canada should (1) review the balance of funding among the three objectives, and (2) assess the inconsistency between the High Performance and the Access and Equity objectives, with the goal of mitigating concerns expressed.

The balance of funding between high performance and sport development has been revised as part of the Sport Funding and Accountability Framework (SFAF) II process and will come into effect in 2002-03. It should be noted that Sport Canada funding has also shifted to reflect the priorities of the new Canadian Sport Policy, specifically enhanced participation, excellence, capacity and interaction in sport as of 2002-03.

In reference to the "...inconsistency between High Performance and Access and Equity objectives...", these objectives are important and should not be pitted against one another, nor be perceived as mutually exclusive, but rather be pursued in concert with one another. Access and Equity is about providing opportunity and about changing mind sets. Future communication of the Program's objectives will take this into account.

1.2 Sport Canada should consider establishing an organizational component for participative (grassroots) sports, separate from High Performance sports, with its own budget and staff.

Enhanced participation is one of the four pillars of the new Canadian Sport Policy and it is recognized that an enhanced capacity is required within Sport Canada to address the delivery of programming related to this priority. While a separate Participation Unit could be considered, Sport Canada will be examining the best approach to manage the delivery of participation programming to traditional, as well as non-traditional, clients.

1.2.1 - Assuming adoption of 1.2, Sport Canada should seek to attract funding from other sources that value the health or cultural benefits obtained from participation in sport.

The Secretary of State's Corporate Funding Working Group has been examining alternate sources of funding for sport. The report of this Working Group has been submitted to the Secretary of State for consideration and action.



1.2.2 - Assuming adoption of 1.2, and no significant budget increases, Sport Canada should focus on working through partners to increase participation, and to help remove barriers to access sport facilities. Low budget initiatives, such as providing former Olympic athletes as speakers, may stimulate interest in youth sport participation.

Sport Canada has already begun to pilot new programs and to explore avenues for co-operation with other Departments within the context of the enhanced participation goal of the Canadian Sport Policy. For example, the Esteem Team project is using former Olympic and Paralympic athletes as speakers and role models for youth, and discussions are ongoing with Justice Canada to explore opportunities to use sport to assist youth at risk.

1.3 Sport Canada should seek additional funding, to at least replace the purchasing power lost due to inflation.

This recommendation is very significant, particularly in the area of international high performance programs, and because of the emerging priority on participation. Loss of purchasing power is a real issue with respect to the cost of travel, meals and accommodations for national teams competing abroad. As noted previously, opportunities to seek additional funds will be pursued as appropriate.

2.1 Introduce a two-year mini review in the middle of the four-year cycle to ensure that all sports are on track, and based thereon, make funding adjustments where appropriate. NSFs that were unsuccessful can reapply at this point.

Sport Canada is in the process of moving towards a more open application cycle for NSF funding eligibility. This process includes an opportunity for NSFs not initially eligible for funding in the four year SFAF cycle to be reconsidered on an annual basis. While a two-year mini review for all sports is not feasible given the human resources required for such a process, the four year SFAF review cycle will be maintained, and accountability will be required for all sports on an annual basis. Consideration is also being given to an external expert review of funding applications.

2.2 Review criteria to better balance Sport System Development (SSD) with High Performance, as the two objectives are complementary. Also, review the Sport Funding and Accountability Framework (SFAF)/Funding Accountability For Athletes with a Disability (FAFAD) criteria as applied to team sports to ensure that they receive equitable consideration in comparison to individual sports.

As noted in 1.1 there has been a shift in balance between high performance and sport development as part of the SFAF II process so that sport development criteria now play a



more important role in the overall assessment process. Specifically, the shift has been from a ratio of 60:30 to 55:35. While this shift in emphasis has been made it is important to note that there is a higher cost for the delivery of high performance programming than sport development and this needs to be taken into account in any funding framework.

The recommendation to ensure that team sports are given equitable consideration was addressed in the SFAF II process and significant changes were made in the assessment process that previously had negatively affected team sports.

2.3 Sport Canada should review its relationship with the NSF's in relation to its administrative processes, in the following ways:

Communicate with the NSF's to demystify the linkage between annual funding, the SFAF/FAFAD score obtained, and the information provided in the funding application.

Adhere to its deadlines related to funding announcements for recipients.

Consider implementing an appeal mechanism for its annual funding decisions.

Minimize reporting requirements to the extent possible.

Sport Canada will continue to strive to improve communication with clients, particularly with respect to explaining how the assessment and funding process works. Sport Canada has re-instituted the annual information sessions for clients that focus on the funding application process, and program and policy changes. Sessions were held in Ottawa and Toronto in January for summer NSF's, and a third session was held in Calgary in March for winter NSF's.

Sport Canada is very aware of the effect that late funding announcements on NSF's, and considerable effort is always made to have annual funding announcements made in a timely fashion. However, Sport Canada does not publish or commit to specific deadlines for funding announcements due to the many intangibles related to funding decisions, such as the number of reviews to be conducted, the time required for due diligence and enhanced monitoring, and consultation with senior management.

At present there is an opportunity for NSF's and SOAD's to request a review of rankings established quadrennially via the SFAF process. As for an appeal process, this step is not recommended for discretionary funding programs such as the NSO Support program, where the decisions are the purview of the Minister or Department in accordance with the recipients ability to help advance the objectives of the Department or the Program, in line



with the Treasury Board approved Terms and Conditions. NSFs have the opportunity to review decisions with Sport Canada staff and can always appeal to the Secretary of State or the Minister.

Sport Canada will attempt to minimize reporting requirements, however this has to be balanced against the need for organizations to provide the necessary information for decision making and for accountability purposes, both in respect to Treasury Board approved Terms and Conditions and to ongoing performance measurement needs related to Program monitoring and evaluation. Sport Canada will endeavour to minimize the number of requests for information or any duplication of requests.

2.4 Sport Canada should review the needs of athletes with a disability, a quickly maturing area, to determine if additional funds should be allocated to Sport Organizations for Athletes with a Disability (SOADs).

Funding for SOADs is subject to an annual review, as per all other Program areas. As noted previously, achieving this recommendation has the potential to put other parts of the program at risk if this is achieved through the reallocation of funds. Accordingly, opportunities to seek additional funds will be pursued as appropriate. In the meantime, additional funding will be considered on a case by case basis.

2.5 Sport Canada should consider introducing a forward looking assessment approach where funding would be based on both past results and an assessment of the likelihood of achieving future results. Funding in future years would then be predicated on achieving those results.

An approach similar to that recommended has been developed for the SFAF II cycle. It is based on the approach recommended by the Excellence Working Group to the Secretary of State's Advisory Committee. It is intended this type of approach will be injected into the annual review process for 2003-04 where the plans and performance objectives of each NSF will be linked to the funding model.

3.1 Given the success achieved with targeting the New Funding for Sport component to the top two success factors, Sport Canada should consider focussing resources on Sport Development, the third most important success factor.

As noted in recommendation 2.2 there has been a shift in balance between high performance and sport development as part of the SFAF II process so that sport development criteria now play a more important role in the overall assessment process, and thus funding considerations of individual NSFs. It is recognized however, that to have a significant impact on sport development, new resources will be required. Accordingly, opportunities to seek additional funds will be pursued as appropriate.



4.1 Examine the approach used to determine funding levels for organizations that receive funding for athletes with a disability but do not receive NSF funding, as they are disadvantaged relative to those that do receive NSF funding. Organizations with NSF funding can leverage off the infrastructure provided by the NSF base, to provide programs for their athletes with a disability.

As part of the SFAF II process a greater number of NSFs are receiving funding as of 2002-03. Specifically, the two NSFs alluded to in this recommendation will be receiving limited core funding, in addition to funding for programming for athletes with a disability.

Sport Canada also recognizes that those sports for athletes with disabilities that do not have a mainstream equivalent may also be at a disadvantage. However, it would be inefficient to fund those sports as independent NSFs, especially taking into account participation numbers and high performance opportunities available. Accordingly, alternate approaches are being examined to deal with this issue on a case by case basis.

4.2 Move the Domestic Sport Organizations (DSOs) from under the currently defined Sport Canada Program, as they do not fit the criteria used. Perhaps these sports can be funded on the basis of their contribution to health or culture, rather than under the "High Performance umbrella" currently being used.

As noted previously an increased number of NSFs are receiving funding as of 2002-03 as part of the SFAF II process. As a result, the Domestic Sport Organization initiative has been discontinued. Under the SFAF II process those NSFs previously funded under the DSO initiative will all receive funding support in 2002-03. Such support is primarily based on their assessment under the sport development component of the SFAF II.

4.3 Examine the reasons for the relatively low level of coaching satisfaction with the Program and take action as appropriate.

The majority of coaches acknowledged that the increase in funding has been beneficial for the athletes and coaches. Coaches were slightly more satisfied than unsatisfied with the program, which implies that even with the increased emphasis on coaching there is room for improvement. Understandably, coaches in NSFs that were not funded tended to be more dissatisfied with the Program than coaches in funded NSFs.

Areas cited in the evaluation that could be improved were the "Professionalization" of coaching and increased remuneration for coaches. Both these issues were addressed by the Secretary of State's Coaching Working Group. Any specific action to address the issues will need to be considered in the context of the Secretary of State (Amateur Sport) response to the Report of the Coaching Working Group. In the mean time, opportunities to seek additional funds will be pursued as appropriate.



4.4 Ensure that the NSF/SOADs have sufficient funds to support athletes carded in their sport.

This particular situation has occurred because of policy decisions taken regarding other funding programs, particularly the Athlete Assistance Program (AAP). Sport Canada recognizes the need for balance between the number of athletes directly supported through the AAP and the funds provided to NSFs for national team programming through the NSO Support Program, and also recognizes the tension created by decisions to increase the number of carded athletes in the absence of new funds for programming for those athletes. Sport Canada will review this situation from the perspective of both the NSO Support Program and the AAP.

4.5 Review the roles of the MSOs with those of the NSFs to ensure that they are complementary and that there is no duplication.

AND

4.6 Review the roles of the NSCs with those of the NSFs to ensure that they are complementary.

The evaluations of the MSO and NSC components of the NSO Support Program were both positive and recognized that both types of organizations are important parts of the overall sport system. As noted previously, the balancing of resources between the three components of the Program is an ongoing challenge facing Sport Canada. In order to ensure that all three Program components (NSF/MSO/NSC) are maintained, and possibly expanded, opportunities to seek additional funds will be pursued as appropriate.

4.7 Using information collected in this evaluation, Sport Canada should review its list of 20 performance indicators and possibly others, to assess their value in measuring Program success, with the objective of selecting a set of principal indicators that can be measured and used in managing the Program.

The recommendations made by the evaluators regarding important performance indicators will be considered as the RMAF for the NSO Support Program is revised and refined. This process will be completed by June 30, 2002.

4.8 Sport Canada should continue to build and retain a detailed database on funding (government and other) and performance results by sport, to facilitate future trend analysis of High Performance sport. Intelligence on Canada's main competitors in terms of results obtained and funding should be systematically collected, as relative funding can have a significant bearing on the future success of individual sports.



AND

4.9 Continue to explore experiences of other countries to identify practices and policies that would improve Canadian High Performance sport.

This type of work is ongoing at Sport Canada Sport and will continue. The full achievement of this recommendation is dependent primarily on the human resource capacity of Sport Canada and the ability to develop partnerships with other groups. This capacity is being reviewed and these recommendations will be taken into consideration during that process.

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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