

Review of Sport Canada's Targeted Excellence Approach

Final Report

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Acronyms

AAP: [Athlete Assistance Program](#)

AIS: [Australian Institute of Sport](#)

AWAD: Athlete with a disability

COC: [Canadian Olympic Committee](#)

COPSI Network: [Canadian Olympic and Paralympic Sport Institute Network](#)

CPC: [Canadian Paralympic Committee](#)

CSIs: Canadian Sport Institutes

GGI: [Goss Gilroy Inc.](#)

HP: High performance

HPA - High Performance Advisor

HPD – High Performance Director

HPSNZ: [High Performance Sport New Zealand](#)

HR: Human Resources

IST: Integrated Support Team

MSO: [Multisport Service Organization](#)

NCCP: [National Coaching Certification Program](#)

NSOs: [National Sport Organizations](#)

OTP: [Own the Podium](#)

PCH: [Canadian Heritage](#)

PRG: Policy Research Group (Canadian Heritage)

PSOs: Provincial Sport Organizations

P/T: Province and Territories



P/TSO: Provincial/Territorial Sport Organization

SC: [Sport Canada](#)

SFAF: [Sport Funding and Accountability Framework](#)

SPLISS: Sport Policy Factors Leading to International Sporting Success

SSP: [Sport Support Program](#)

SSSM: Sport Science and Sport Medicine

Executive Summary

This report presents the results of a review of the Government of Canada's approach to Targeted Excellence funding for Olympic and Paralympic sports. The review is based on evidence gathered through document and literature review, Sport Canada database review, key informant interviews and surveys of athletes, Paralympic and Olympic NSOs' administrators and coaches, and members of the Canadian sport community. The objectives of the review were to:

- Determine the degree to which the approach has achieved – or is it likely to achieve – Sport Canada's Targeted Excellence outcomes;
- Assess the intended and unintended impacts of the Targeted Excellence approach and its implementation; and
- Inform and strengthen future approaches that support targeted talent development and excellence.

Findings

Degree to which Sport Canada's targeted excellence outcomes achieved

Targeted excellence funding has achieved its main objectives, including achieving podium success at Olympic and Paralympic Games and World Championships, putting a high performance coaching system in place, and supporting athletes, through targeted programming, to achieve podium performances. Athletes reported that targeted excellence funding has allowed their NSO to provide enhanced high performance programs and services, in participation in international competitions, sport science and sport medicine, high performance coaching, and access to quality daily training environments, competition facilities and training camps.

The numbers of medals won in Olympic and Paralympic sport events and World Championships have increased in both summer and winter sports over the last 10 years. Sports receiving targeted excellence funding have won a large proportion of the medals at Olympic and Paralympic Games and World Championships, and those receiving higher levels of targeted excellence funding won a higher proportion of the medals. Over a 20 year time frame, however, the cost of winning medals has increased greatly when all Sport Canada funding is considered. The amount of funding per medal won at Olympic winter and summer games has approximately doubled in the two 10-year periods before and after introduction of targeted excellence funding. Similar findings apply to Paralympic sports.

Intended and Unintended impacts

There is strong support among the high performance sport community for the targeted excellence approach as a means of allocating funding to achieve Canada's high performance sport goals. There also is a consensus that Own the Podium serves a valuable function as an independent agency. However, some expressed concerns about the potential for a conflict of interest in OTP's dual roles of making recommendations on funding to funding partners and technical advisor. Some NSOs reported that they feel pressure to follow OTP's advice to maintain their targeted excellence funding.

Development by non-targeted sports and athletes is extremely difficult without targeted excellence funding. Non-targeted athletes often have to self-finance their participation, and are sometimes unable to continue because of the cost. Loss of funding can have psychological and physical impacts, such as injuries taking longer to heal because of limited access to sport medicine services.

Both the Government of Canada investments in high performance sport, and the amount of funding required to win a medal at the Olympic and Paralympic Games have increased over the last 20 years. Other countries

have also increased their investment in sport: an international sport research network, SPLISS (Sport Policy factors Leading to International Sporting Success), found that the most successful countries are those that invest strategically and greater amounts in high performance sport. UK was cited as a nation that not only counts medals attained but also the number of medalists developed. UK also monitors the quality of the systems/processes in place to find and support athletes with podium potential.

Inform and strengthen future approaches

Despite the successes of the Targeted Excellence approach, there was a clear message from review participants that the current targeted excellence approach, as administered by OTP, needs a major re-think and revisions. Three major areas were identified: (1) instability of annual funding, resulting in inability to attract top talent (coaches, high performance directors), and the extensive time spent on grant application writing and reporting; (2) the balance is not right between targeted excellence and Sport Development funding; (3) the current focus on short-term outcomes precludes sports from developing a sustainable high performance system over the longer term.

Sports reported that stable, longer-term funding would allow them to develop a continuous pipeline of developing athletes, coaches and officials, and would also allow sports to attract corporate sponsors. Vertical alignment in funding schemes between Sport Canada and the Provincial/Territorial governments would also support the development of a high performance development system within each sport.

Sports requested that there be clarification of roles and responsibilities among Sport Canada, OTP and the COC/CPC.

The COPSI Network was singled out as requiring consistent delivery standards across CSIs, affordable and top quality sport science and sport medicine services, and stable, predictable funding. At present, the differences across CSIs, results, it was reported, in NSOs having to spend time in negotiations with different approaches to funding, and different responses to service needs.

Alternative approaches suggested by sports or identified in the document review present concepts that may bolster support for high performance system development. These include: multi-year funding (France and Germany provide funding commitments up to four years to sports showing high potential for podium performances); using an online data system for collecting information from sports, which sports can update; funding tied to NSO governance and standards; and, development of high performance coaches and technical leaders being the responsibility of the country's high performance sport agency, as opposed to the agency responsible for community coaching.

The general view of interview respondents was that using a targeted approach with the next generation of athletes would not be successful. Instead, most suggested that focusing enhanced funding on whole training groups rather than on individual athletes would be the best approach, recognizing that younger athletes are developing emotionally as well as physically and may decide to move away from sport at some point. If investments are made in the entire training group, there was a greater likelihood that some would be able to attain podium performances. We were also advised that the time frame for NextGen should be flexible to reflect different sports' developmental requirements, and take into account the differences between team and individual sports.

* * *

1. Introduction

Background

In February 2004, Canada's 13 winter National Sport Organizations, Canadian Olympic Committee, Canadian Paralympic Committee, Sport Canada, WinSport Canada and Vancouver 2010 Organizing Committee (VANOC) met to develop a plan where their country would be set to rank number one among nations at the Vancouver 2010 Olympic Winter Games. The group commissioned a report named *Own the Podium: 2010*¹ to provide recommendations concerning their potential success in 2010, to propose performance targets as well as identify the financial cost and strategies required to convert performances to medals. It was estimated that Canada needed to win 35 medals to lead at the 2010 Olympic Winter Games and another \$117 million over a five-year period to support this successful path.

In the fall of 2005, Own the Podium 2010 was created and established as a high performance technical advisory entity. Its first role was to coordinate and focus the resources of the national funding parties on targeted high performance sport programs. The goal was to achieve Canada's full potential at the 2010 Olympic and Paralympic Winter Games. In November 2006, its role was expanded to include targeted sports on the program of the Olympic and Paralympic Summer Games. In June 2010, its role was expanded again to include the Summer Team Sport Strategy.² To fulfil its purpose, OTP had to determine which sports, disciplines, teams, or individual athletes have medal potential at future Olympic and Paralympic Games and then, recommend them for enhanced excellence support (also referred to as targeting).

Since the success of the 2010 Vancouver Winter Games and the incorporation of OTP in 2012, the Targeted Excellence approach has continued to evolve. On the one hand, the Government of Canada has increased its investments in targeted sports as well as increased its support towards the administration of OTP. On the other hand, OTP has extended its role to beyond making funding recommendations. OTP now oversees research and innovation projects as well as initiatives to identify and support the development of the next generation of Canadian athletes. It also monitors the National Sport Organizations' (NSOs') high performance sport programs.

In March 2016, the Department of Canadian Heritage delivered an evaluation report³ on Sport Canada's [three sport funding programs](#). Their findings highlighted that "this approach [Targeted Excellence approach] has provided mixed results, with winter sports seemingly seeing more success than the summer sports, due in part, at least, to OTP being initially created for the Vancouver 2010 Games (...) it would be difficult to attribute solely to OTP (and its funding recommendations) the success in winter sport"⁴.

¹ Cathy Priestner Allinger and Todd Allinger (2004) *Own the Podium: 2010*.

² Sport Canada (April 2011) *Sport Excellence Strategy – 2011 to 2016*

³ Canadian Heritage (2016) *Grouped Evaluation of Sport Funding Programs: Sport Support Program, Hosting Program, Athlete Assistance Program 2010-11 to 2014-15 and Executive Summary of the Review of the Federal Government Investment in the Toronto 2015 Pan and ParaPan American Games*.

⁴ Ibid (p. 145)

Purpose of Review

In light of the results of the March 2016 evaluation, Sport Canada initiated this review to better understand the impacts that the Government of Canada investments in the Targeted Excellence approach have had on the sport system. Specifically, the purpose of this project was to conduct a review of the Government of Canada's approach to Targeted Excellence funding for Olympic and Paralympic sports and the model for its implementation in the context of its stated outcomes. The review is based on various sources of evidence presented in the methodology section of this report.

A description of the components of the Targeted Excellence Funding is provided in Appendix A.

2. Review Objectives

The objectives of the review of the Government of Canada's investments in the Targeted Excellence approach include the following:

- Determine the degree to which the approach has achieved – or is it likely to achieve – Sport Canada's Targeted Excellence outcomes, including:
 - The degree to which financial investments and sport community activities (as per the first 2 columns in the logic model, see Appendix A) have contributed to immediate, intermediate and ultimate outcomes (as per the last 3 columns of the logic model)
 - The relative importance and level of attribution of particular financial investments and sport community activities in achieving immediate, intermediate and ultimate outcomes;
 - The effectiveness of OTP's role in: research and innovation, performance analysis, technical support and guidance, and providing recommendations for funding for achieving Sport Canada's outcomes; and
 - The effectiveness of the scope (number and type of sports targeted) of the current targeting approach for achieving Sport Canada's outcomes.
- Assess the intended and unintended impacts of the Targeted Excellence approach and its implementation -- both symbolic/perceived and measurable/actual - including Own the Podium's (OTP) role as technical advisory group, on the Canadian sport system. These include:
 - Measurable outcomes (positive and negative) of the approach that have or have not been identified in the logic model but that resulted from implementation of the Targeted Excellence approach;
 - Symbolic impacts and/or perceptions of impacts (positive and negative) ; and
- Inform and strengthen future approaches that support targeted talent development and excellence.

Review questions.

The following 10 questions guided the review, and the review methods were designed to address these questions:

1. Overall, what are the most important impacts of the approach to targeted excellence funding used by Sport Canada (and implemented by OTP) over the last 10 years?
 - a. Impacts on targeted sports
 - b. Impacts on non-targeted sports
 - c. Impacts on targeting some disciplines and athletes within a sport and not others
 - d. Impact of de-funding or significantly reducing funding on a previously targeted sport
 - e. Symbolic or perceived impacts
 - f. Main reasons or factors that have led to these impacts

2. Has the targeted excellence funding helped the NSOs to focus on sport excellence and provide the training environments and programs needed to achieve podium success?
 - a. To what extent has the targeted excellence funding allowed the NSOs to provide the HR and technical capacity to select and develop high performance athletes?
 - b. Should targeted excellence funding encourage the development of technical expertise within individual NSOs or is it better for technical expertise to reside in a central organization that looks at all NSOs, such as OTP or COC/CPC?
3. Does the targeting approach have an adequate process for allowing non-targeted sports (and disciplines) to become targeted sports?
4. Do the various sport funding and support programs complement each other (for example, Sport Canada's Sport Support, AAP, Hosting program, OTP, COC/CPC; corporate support).
 - a. Is there vertical integration of sport support funding from the local to P/T to the national level? For example, do they allow the most promising athletes to go from local and P/T levels of competition to the highest level of international competition?
5. Does Sport Canada's approach to targeted excellence funding lead to partnerships that benefit athletes' ability to achieve high performance goals, for example, partnerships between NSOs, MSOs, COPSI Network, OTP, COC/CPC and universities, as well as with other levels of government?

OTP Selection Process

6. Does OTP apply an appropriate set of criteria and weighting system to select sports, disciplines, teams and athletes?
 - a. Fairness and equity of selection criteria
 - b. Time frame used by OTP to evaluate performance (e.g., one quad, two quads?)
 - c. OTP performance / effectiveness of criteria and weighting system
 - d. OTP (HPA) understanding of NSO needs
 - e. NSO understanding of OTP criteria and capacity to apply
 7. Are the application requirements for targeted excellence funding recipients appropriate?
 - a. Is there any duplication of requirements for reporting by NSOs to COPSI Network, to OTP, Sport Canada or the COC/CPC?
 - b. Does OTP accept responsibility for the decisions that are taken by sports based on OTP's recommendations?
 8. Are OTP administration and overhead (e.g., travel expenses) appropriate?
- Alternative approaches: advantages and disadvantages

9. Are there alternative approaches to improve both athlete performance and enhance HP system development that should be considered? If yes, what are they?
 - a. What are the main advantages and disadvantages of these approaches?
 - b. How would these approaches impact the development (feeder) system?

10. At present, an initiative is underway to target the Next Generation of high performance athletes (NextGen) who are 5 to 8 years out from a podium performance. Is the current approach likely to result in podium performances within the expected timeframes? What are the alternatives?

Sections 4, 5 and 6 of this report address the 10 questions as follows:

- Section 4 on Impacts of the Targeted Excellence approach addresses questions 1 – 5.
- Section 5 on The OTP Selection Process addresses questions 6 – 8.
- Section 6 on Opportunities and Alternatives addresses questions 9-10.

3. Methodology

The review is based on multiple sources of information and evidence gathered through a documentation and literature review, a Sport Canada (SC) database review, key informant interviews and surveys of members of the Canadian sport community.

Document and Literature Review

Documentation and selected literature were reviewed for the purposes of this study. The sources are presented in Appendix B. Documentation and literature were used at the methodology design stage as well as for sources of evidence to respond to the review questions. Sources were identified through online searches and recommendations from interview respondents. In addition to evidence about the performance of the Canadian Sport system, the review included a scan of selected countries, including Australia, Denmark, Netherlands, New Zealand, United Kingdom, Germany, France, and China to identify alternative approaches and lessons learned from other countries.

Database Review

A quantitative data analysis of three Sport Canada databases was conducted for the purposes of the review. The main objective of the data analysis was to assess the relationships between targeted funding in sports and athletes and medal performances at Olympic and Paralympic Games, Senior World Championships and Winter World Cups. This analysis was undertaken to improve our understanding of the importance of targeted financial investments to world-level results. The analysis examined the efficacy of past investments to provide a factual basis for future decisions. The three sources of data included:

- Targeted Excellence funding data – including the allocations by Sport Canada that are based on OTP recommendations. These data also include adjustments made by Sport Canada subsequent to the initial funding decisions.
- Sport Support Program (SSP) funding data – including Sport Development funding allocated to NSOs through the Sport Funding and Accountability Framework (SFAF) process. It did not include funding for the Hosting Program or the Athlete Assistance Program.
- Performance results data – including data on medals won in events at Olympic and Paralympic Games, and medals won and in events at World Championships in Olympic and Paralympic sports. The analysis also covered the top 8 finishes at Olympic/Paralympic Games and World Championships.

Key Informant Interviews

Key informant interviews, defined as semi-directed interviews, were used to gather views and information from selected respondents from the community. Interviews were conducted by phone, in the official language of choice of respondents. Interviews were conducted with respondents from the following organization:

- Sport Canada (3);
- Own the Podium (4);

- Canadian Olympic Committee (1)
- Canadian Paralympic Committee (1);
- COPSI Network (5)
- Athletes (n=13, including participants in a focus group in Toronto);
- Provincial and territorial government ministries (3)
- Sport Organizations (37)
- Representatives from the Corporate sector (6)
- Media (2)
- Aboriginal Sport Circle (1)
- Other stakeholders (universities, experts) (4).

All interview notes were input and organized in an electronic database. The interview findings were analyzed using qualitative techniques.

Surveys

Multiple surveys were administered for the purposes of this review, including:

1. Survey of athletes;
2. Survey of NSOs and coaches (Olympic);
3. Survey of NSOs and coaches (Paralympic); and
4. Open forum sport community survey “Community Forum”

Overall approach to surveys

The surveys were designed by GGI in close consultation with Sport Canada and with technical advice from Canadian Heritage’s Policy Research Group (PRG). The survey questions were designed to address, and to be consistent with, the overall questions for the review as detailed in the Methodology matrix (Appendix C).

The survey of NSOs was originally proposed and designed as a survey of NSO leaders including Executive Directors and Presidents. The survey design was expanded to include High Performance Directors (HPDs) and Coaches of national team athletes.

After the draft surveys were finalized and programmed for online administration by PRG, the surveys were pretested with representatives of each of the respective study populations. Respondents were asked to complete the surveys and to provide comments through boxes inserted after each question. Pretests were conducted in English. Pretest results were reviewed with Sport Canada and some adjustments were made to the questions.

All contact information was provided by Sport Canada. No sampling was applied: all of those appearing on the lists were sent an email with links to the surveys. Final sample sizes are provided further below.

The surveys were implemented by the Policy Research Group. PRG was responsible for the online administration of the surveys, including the distribution of the introductory emails and survey links, replying to queries from respondents on technical matters, conducting follow-ups as required, sending reminder messages to non-respondents and compiling the survey database.

Open Forum Sport Community Survey. The open forum survey was administered in a different fashion. The survey was posted on the PCH network between December 2 and 20, 2016 and promoted via several different mechanisms including: an email blast from the Director General of Sport Canada; a knowledge nugget (information item) and an announcement on the Sport Information Resource Centre website; and a tweet from the Minister of Sport and Persons with Disabilities' twitter account.

Survey timelines and response rates

The surveys were conducted in November and December 2016. The response rates by survey/respondent group are provided in the following table.

Surveys/response groups	Initial sample (survey frame)	Survey respondents	Response rates
NSOs Executive Directors/ Presidents and High Performance Directors (Olympic)	68	46	68%
Coaches (Olympic)	684	138	17%
NSOs Executive Directors/ Presidents and High Performance Directors (Paralympic)	68	19	28%
Coaches (Paralympic)	112	32	29%
Athletes	1,163 carded athletes 510 retired carded athletes	397 carded athletes 92 retired athletes	Carded athletes: 34% Retired athletes: 18%
Open Forum Sport Community Survey	N/A	605, including: 239 athletes (40%) 133 Coaches (22%) 104 Administrators (17%)	N/A

Unfortunately, the number of respondents associated with non-targeted sports was in most cases insufficient to analyze the data on that basis. Only 3 survey respondents were associated with non-targeted Paralympic NSOs sports. A higher number of respondents (n=21) were associated with non-targeted Olympic sports. Many of these respondents, however, responded “don’t know” to many of the questions related to targeted funding (only 14 responded to the entire survey, which is unreliable from a statistical perspective). However, in the interest of the reader, some findings are reported in this report despite this caveat. Among the athletes survey, 59 respondents said that they directly or indirectly benefitted from Targeted Excellence funding, allowing for some analyses at that level. Again, many responded “don’t know” to many of the questions. Respondents to the open forum survey were better distributed: 90 respondents were associated with non-targeted sports (vs. 361), allowing for some analyses at that level. However, these respondents are distributed among several categories, ranging from athletes to administrators.

4. Findings: Impacts of the Targeted Excellence Approach

This section presents the findings by review question.

1. Overall, what are the most important impacts of the approach to targeted excellence funding used by Sport Canada (and implemented by OTP) over the last 10 years?

- a. Impacts on targeted sports
- b. Impacts on non-targeted sports
- c. Impacts on targeting some disciplines and athletes within a sport and not others
- d. Impact of de-funding or significantly reducing funding on a previously targeted sport
- e. Symbolic or perceived impacts
- f. Main reasons or factors that have led to these impacts

a) Impacts on targeted sports

Key findings: The numbers of medals won in Olympic sports at Olympic Games and World Championships have increased in both summer and winter sports over the last 10 years. The increase in medals has been proportionately higher for summer sports than for winter sports, although there were more medals won overall in winter than summer sports. The numbers of medals won at summer Paralympic Games and World Championships increased over the London and Rio quads. For Winter, the number of combined Paralympic Games and World Championships medals won stayed the same over the Vancouver and Sochi quads.

Olympic and Paralympic sports receiving targeted excellence funding have won a significant majority of the medals at Olympic/Paralympic Games and World Championships over their last two quads (Vancouver and Sochi/London and Rio). Sports receiving higher levels of targeted excellence funding also have won a higher proportion of the medals.

Targeted Excellence funding and medals won over the last 10 years

The review team assessed the linkages between targeted excellence funding and the medals won by Canadian athletes at Olympic, Paralympic and World Championship events.

Olympic Sports

Summer sport medals. According to Sport Canada data, the numbers of medals won at summer Olympic Games and World Championships increased from the London quad (2009-10 to 2012-13) to the Rio quad (2013-14 to 2016-17). The number of combined Olympic Games and World

Championships medals won increased over the London and Rio quads from 55 to 68 - an increase of 13 medals (24%) over the two most recent quads.

- The number of Olympic medals increased by four, from 18 in London to 22 in Rio (22%).
- The number of World Championships medals increased by 14 (25%), from 55 over the London quad to 69 over the Rio quad.
- There were a total of 234 Top 8 finishes over the Rio quad, 84 by male athletes, 147 by female athletes, and three in mixed/open events. There were a total of 140 Top 8 finishes over the London quad, 52 by male athletes and 80 by female athletes, and eight in mixed/open events.

Winter sport medals. The numbers of medals won at winter Olympic Games and World Championships also increased from the Vancouver quad (2006-07 to 2009-10) to the Sochi quad (2010-11 to 2013-14), although to a lesser degree than for summer sports. The number of combined Olympic Games and World Championships medals won increased over the Vancouver and Sochi quad from 100 to 105 - an increase of five medals (5%) over the two most recent quads.

- The number of Olympic medals decreased by one, from 26 at the Vancouver Games to 25 (-4%) at Sochi.
- The number of World Championships medals won over the quads increased by six (8%), from 74 over the Vancouver quad to 80 over the Sochi quad.
- There were a total of 231 Top 8 finishes over the Sochi quad, 105 by male athletes, 109 by female athletes, and 17 in mixed/open events. There were a total of 238 Top 8 finishes over the Vancouver quad, 65 by male athletes, 173 by female athletes, and 11 in mixed/open events.

Impacts of targeted excellence funding. Olympic sports receiving targeted excellence funding have won almost all of the Olympic Games and World Championship medals won by Canadians over the London and Rio quads – 92% of the medals in summer sports and 100% of the medals in winter sports.

Sports receiving higher levels of targeted excellence funding also have won more of the medals.

- For summer sports, sports that received more than \$5 million over one or both of the Rio and London quads received 72% of all targeted excellence funding and won 74% of all medals over these quads.
- Similarly, for winter sports, sports that received more than \$5 million over one or both of the Sochi and Vancouver quads received 67% of all targeted excellence funding and won 73% of all medals over these quads.

Paralympic Sports

Summer sports. The numbers of medals won at summer Paralympic Games and World Championships increased over the London and Rio quads. The number of combined Paralympic Games and World Championships medals won increased over the London and Rio quads from 87 to 103 - an increase of 16 medals (18%) over these two quads.

- The number of Paralympic Games medals decreased by two (7%), from 31 in London to 29 in Rio.
- The number of World Championships medals won over the quads increased by 18 (32%), from 56 over the London quad to 74 over the Rio quad.
- There were a total of 308 Top 8 finishes over the Rio quad, 144 by male athletes, 136 by female athletes, and 28 in mixed/open events. There were a total of 235 Top 8 finishes over the London quad, 116 by male athletes, 99 by female athletes, and 20 in mixed/open events.

Winter sports. The number of combined Paralympic Games and World Championships medals won stayed the same over the Vancouver and Sochi quads.

- The number of Paralympic medals decreased by three (16%), from 19 at the Vancouver Games to 16 at Sochi.
- The number of World Championships medals won over the quads increased by three (8%), from 38 over the Vancouver quad to 41 over the Sochi quad.
- There were a total of 87 Top 8 finishes over the Sochi quad, 50 by male athletes, 32 by female athletes, and five in mixed/open events. There were a total of 78 Top 8 finishes over the Vancouver quad, 23 by male athletes, 53 by female athletes, and two in mixed/open events.

Impacts of targeted excellence funding. Paralympic sports receiving targeted excellence funding have won almost all of the Paralympic Games and World Championship medals won by Canadians over the London and Rio quads – over 99% of the medals in both summer and winter sports.

Sports receiving higher levels of targeted excellence funding also have won more of the medals. Overall, close to 90% of the Paralympic medals were won in sports that received close to 90% of all targeted excellence funding.

- For summer sports, sports that received more than \$1 million over one or both of the Rio and London quads received 87% of all targeted excellence funding and won 84% of all medals over these quads.
- Similarly, for winter sports, sports that received more than \$1 million over one or both of the Sochi and Vancouver quads received 95% of all targeted excellence funding and won 94% of all medals over these quads.

The amount of targeted excellence funding per medal

Key Findings: The amounts of targeted excellence funding per Olympic and Paralympic medal have been relatively stable over the two most recent quads.

For Olympic sports, the average amount of targeted excellence funding (over each quad) per Olympic Games medal was \$5 million for summer sports and \$2 million for winter sports.

For Paralympic sports, the average amount of targeted excellence funding (over each quad) per Paralympic Games medal was \$0.75 million for summer sports and \$0.5 million for winter sports.

Targeted excellence funding has represented a significant portion of the total funding provided by Sport Canada to targeted sports. On average, over 60% of the total combined amount of Sport Development SSP and targeted excellence funding to NSOs participating in Olympic/Paralympic Games is from targeted excellence funding.

For Olympic sports (summer and winter), targeted excellence funding per sport ranged from approximately 25% to 75% as a percentage of the combined amount of Sport Development and targeted excellence funding. Targeted excellence funding represented 50% or more of the total funding of 14 of the 29 sports at the Rio Games and six of the 11 sports at the Sochi Games. Only nine of the 29 sports participating at the Rio Games received less than \$1 million in targeted excellence funding over the quad.

For Paralympic sports, targeted excellence funding represented 50% or more of the total Sport Canada funding (Sport Development plus targeted excellence) over the quad for 10 of the 19 sports at Rio Games. Five of the 19 summer sports participating at Rio received no targeted excellence funding over the quad. For the other 14 sports, targeted excellence funding represents between 20% and 75% of their total funding from Sport Canada. For winter sports, four of the five sports participating at the Sochi Games received targeted excellence funding that represented between 73% and 83% of their total funding (Sport Development plus targeted excellence). One sport participating at Sochi received no targeted excellence funding over the quad.

Olympic Sports

For summer sports, the average amount of targeted excellence funding from Sport Canada (over each quad) per Olympic Games medal was \$5 million. In terms of cost per athlete in the Rio quad, data indicates that the average targeted excellence funding per Olympic medal by athlete was of \$1,582,963. In the London quad, it was of \$1,720,102. Over the London and Rio quads, there was 11% increase in targeted excellence funding and a 22% increase in the total number of medals (Olympic Games). For the World Championships, there was a 2% increase in the total number of medals over the London and Rio quads.

For winter sports, the average amount of targeted excellence funding from Sport Canada (over each quad) per Olympic Games medal was \$2 million. In terms of cost per athlete in the Sochi quad, data indicates that the average targeted excellence funding per Olympic medal by athlete was of \$616,522. In the Vancouver quad, it was of \$498,445. Over the Vancouver and Sochi quads, there was a 21% increase in targeted excellence funding and a 4% decrease in the total number of

medals (Olympic Games). For the World Championships, there was a 8% increase in the total number of medals over the Vancouver and Sochi quads.

Paralympic sports

For summer sports, the average amount of targeted excellence funding from Sport Canada (over each quad) per Paralympic Games medal was \$0.75 million. In terms of cost per athlete in the Rio quad, data indicates that the average targeted excellence funding per Paralympic medal by athlete was of \$617,720. In the London quad, it was of \$381,734. Over the London and Rio quads, there was a 15% increase in targeted excellence funding and an 6% decrease in the total number of medals (Paralympic Games). For the World Championships, there was a 46% increase in the total number of medals over the London and Rio quads.

For winter sports, the average amount of targeted excellence funding from Sport Canada (over each quad) per Paralympic Games medal was \$0.5 million. In terms of cost per athlete in the Sochi quad, data indicates that the average targeted excellence funding per Olympic medal by athlete was of \$259,987. In the Vancouver quad, it was of \$290,602. Over the Vancouver and Sochi quads, there was a 40% increase in targeted excellence funding and a 16% decrease in the total number of medals (Olympic Games). For the World Championships, there was a 47% increase in the total number of medals over the Vancouver and Sochi quads.

Changes in the amounts of high performance funding before and after the introduction of the targeted excellence approach

For both Olympic and Paralympic sports, combined Sport Development funding and targeted excellence funding since the introduction in 2005-06, has increased greatly over the last five quads. For Olympic sports, total summer sport funding, increased from \$64 million in the Sydney quad to \$188 million in the Rio quad; for winter sports total funding over the quads increased from \$28 million for Salt Lake City to \$98 million for Sochi. For Paralympic sports, the comparable increases are \$5 million to \$35 million for summer sports and \$1 million to \$12 million in winter sports.

While funding for high performance sport has increased over this longer time frame, the cost of winning medals also has increased greatly. The amount of funding per medal won at Olympic winter and summer games has approximately doubled in the 10 year periods before and after introduction of targeted excellence funding. The proportionate pre and post targeted excellence increase in funding for Paralympic Games medals is even greater, although the amounts are much lower for Paralympic sports and medals. See tables below for detailed figures.

Table 1: Olympic summer sports: Sport Canada funding and medals won at Olympic Games pre and post introduction of targeted excellence funding

Olympic Games	Sport Canada Funding (in millions)			Medals won				Funding per medal (in millions)
	SSP Reference-level	Targeted Excellence	Total	Gold	Silver	Bronze	Total	
Pre Targeted Excellence								
2000 Sydney	\$63.7	\$0	\$63.7	3	3	8	14	\$4.6
2004 Athens	\$92.5	\$0	\$92.5	3	6	3	12	\$7.7
2008 Beijing*	\$90.6	\$42.4	\$133.0	3	9	7	19	\$7.0
Post Targeted Excellence								
2012 London	\$74.4	\$94.6	\$169.1	1	5	12	18	\$9.4
2016 Rio	\$78.3	\$109.6	\$188.1	4	3	15	22	\$8.6

*Targeted Excellence funding was introduced during the Beijing quad.

Table 2: Olympic winter sports: Sport Canada funding and medals won at Olympic Games pre and post introduction of targeted excellence funding

Olympic Games	Sport Canada Funding (in millions)			Medals won				Funding per medal (in millions)
	SSP Reference-level	Targeted Excellence	Total	Gold	Silver	Bronze	Total	
Pre Targeted Excellence								
2002 Salt Lake City	\$28.1	\$0	\$28.1	7	3	7	17	\$1.7
2006 Turin	\$35.4	\$0	\$35.4	7	10	7	24	\$1.5
Post Targeted Excellence								
2010 Vancouver	\$37.2	\$45.9	\$83.1	14	7	5	26	\$3.2
2014 Sochi	\$38.7	\$55.5	\$94.2	10	10	5	25	\$3.8

Table 3: Paralympic summer sports: Sport Canada funding and medals won at Paralympic Games pre and post introduction of targeted excellence funding

Paralympic Games	Sport Canada AWAD Funding (in millions)			Medals won				Funding per medal (in millions)
	SSP Reference-level	Targeted Excellence	Total	Gold	Silver	Bronze	Total	
Pre Targeted Excellence								
2000 Sydney	\$4.5	\$0	\$4.5	38	33	25	96	\$0.05
2004 Athens	\$7.9	\$0	\$7.9	28	19	25	72	\$0.1
2008 Beijing*	\$8.9	\$3.9	\$12.8	19	10	21	50	\$0.25
Post Targeted Excellence								
2012 London	\$8.9	\$21.0	\$29.9	7	15	9	31	\$1.0
2016 Rio	\$13.4	\$21.2	\$34.5	8	10	11	29	\$1.2

*Targeted Excellence funding was introduced during the Beijing quad.

Table 4: Paralympic winter sports: Sport Canada funding and medals won at Paralympic Games pre and post introduction of targeted excellence funding

Paralympic Games	Sport Canada AWAD Funding (in millions)			Medals won				Funding per medal (in millions)
	SSP Reference-level	Targeted Excellence	Total	Gold	Silver	Bronze	Total	
Pre Targeted Excellence								
2002 Salt Lake City	\$0.98	\$0	\$0.98	1	9	5	15	\$0.07
2006 Turin	\$1.7	\$0	\$1.7	5	3	5	13	\$0.13
Post Targeted Excellence								
2010 Vancouver	\$2.3	\$6.7	\$9.0	10	5	4	19	\$0.5
2014 Sochi	\$2.6	\$9.3	\$11.9	7	2	7	16	\$0.7

The term “global sporting arms race”, first coined in 2001, now is used to refer to the intensification of the power struggles among nations to place more of their nationals on the

podium at international sport competitions.⁵ This factor appears to be at play in Canada in light of the increases in funding and targeted excellence funding reported above between the quads.

Impacts on targeted athletes and sports

Key Findings

Athletes who have benefited from targeted excellence funding expressed positive opinions about the extent to which the funding has allowed their NSO to provide enhanced high performance programs and services.

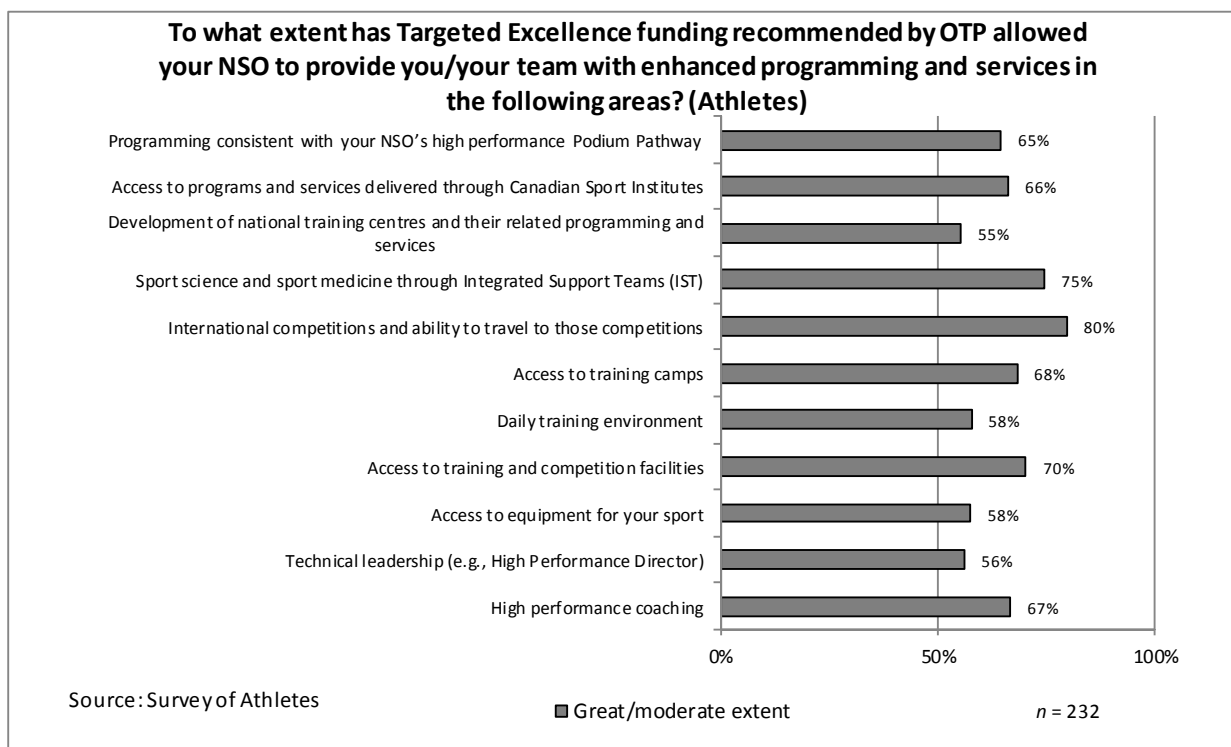
Athletes identified a number of specific positive impacts from targeted excellence funding in addition to its contribution to performance results noted previously. As shown in Figure 1 below, athletes responding to the survey indicated that targeted excellence funding has allowed their NSO to provide enhanced high performance programming and services in the following important areas:

- International competitions and ability to travel to comps – 80%
- Sport Science and Sport Medicine through ISTs – 75%
- Access to training and competition facilities – 70%
- Access to training camps – 68%
- High performance coaching – 67%

The opinions of other interview respondents about the positive impacts of targeted excellence funding on targeted athletes were consistent with the opinions of athletes. Key informants generally agreed that targeted excellence funding led to improved performance, resulting from better coaching, personalized coaching, better access to integrated support teams' (IST) services, improved access to mentors, improved team environment, and a better coaching environment.

⁵ Oakley B., & Green, M. (2001). The production of Olympic champions: International perspectives on elite sport development system. *European Journal for Sport Management*, 8, 83 – 105.

Figure 1



b. Impacts on Non-Targeted Sports

Key Findings

Athletes who have not benefited from targeted excellence funding have had less access to several important programs and services that are important for international success. Some athletes, sport system experts and other key informants described athletes not received targeted excellence funding as “second class citizens”. Most athletes reported that Sport Development funding alone (i.e., non-targeted excellence funding) has not allowed their NSO to provide the enhanced high performance programming and services needed for their development and success.

About negative impacts on non-targeted sports and athletes, there was broad agreement among key informants that athletes who do not benefit from targeted excellence funding receive less access to several important programs and services including sport science and sport medicine, COPSI programs and services, technical leadership including coaching, and quality daily training environments.

Non-targeted athletes in some cases have to self-finance their participation in competitions, with substantial personal sacrifice. Some of the negative impacts of a lack or loss of funding noted by key informants include psychological problems, physical stresses (e.g., an injury may take longer to heal because of little or no sport science and sport medicine (SSSM) services), and economic consequences. Athletes described “couch surfing” to travel to competitions, if they were able to attend at all, while targeted athletes had their accommodations paid. Some key informants, including athletes and others, described these athletes as “second class citizens”. Interview

respondents in particular highlighted the impact of non-targeting on the inability of athletes from traditional underrepresented groups, including indigenous peoples, to continue to participate at a high performance level, as it was “cost prohibitive”. Key informants reported that, when faced with these barriers, some promising athletes drop out of sport altogether.

In the athlete survey, non-targeted athletes noted there were no areas of strength in the ratings of the extent to which only Sport Development funding (i.e., non-targeted excellence funding) has allowed their NSO to provide enhanced high performance programming and services. Across the 11 types of programs and services reviewed, the percentage of athletes who gave the highest rating on the 4-point scales (“to a great extent”) ranged from a low of 8% to a high of 26%. Some notable low ratings in key service areas include the following (with figures indicating the percentage who gave the highest rating on the 4-point scales for the extent to which the NSO is able to provide enhanced programs and services):

- Access to COPSI programs and services – 20%
- HP coaching -18%
- Technical leadership (e.g., HPDs) – 13%
- Access to national training centres – 13%
- Daily Training Environments – 11%

There was a consensus among key informants that development by non-targeted sports and athletes is extremely difficult without targeted excellence funding. This was described by more than one as a “catch-22” situation: inadequate performance excludes them from targeted excellence funding, but they cannot achieve the necessary results because of a lack of funding.

NSO respondents to the survey about Olympic sports indicated that, overall, Sport Canada’s Sport Development funding to non-targeted sports has not allowed their NSO to provide adequate high performance programs and services to athletes. Some NSO key informants described using part-time coaches because they could not afford a full-time salary, thus limiting the number of competitions that the coach could attend or the number of athletes that they could coach.

Non-targeted NSOs survey respondents (n=13) were asked the extent to which they are able to provide various programs and services to athletes. Based on their responses, the weaker areas include the following (with figures indicating the percentage who gave the highest rating on the 4-point scales for the extent to which the NSO is able to provide the program or service to athletes):

- HP coaching – 14% (that said to a great extent)
- Identification of athletes with podium potential – 15%
- Access to COPSI programs and services – 21%
- Development of national training centres – 21%
- Daily training environment – 21%

The areas of greatest strength for non-targeted NSOs capacity to provide programs and services to athletes in Olympic sports from Sport Development funding only, include the following (percentages again indicate the highest ratings on the 4-point scales):

- International competition and travel to competitions – 43% (that said to a great extent)
- Access to training camps – 39%
- Technical leaderships (e.g., HPDs) – 36%
- Sport Science and Sport Medicine (SSSM) through Integrated Support Teams (ISTs) – 31%

The survey data were insufficient to support the preceding analysis about NSO programs and services from Sport Development funding for Paralympic sports. Paralympic sports also reported not being able to afford the cost of travel to international events where athlete classifications are taking place. Athletes cannot compete without being classified, and without competitions they cannot show progress to qualify for targeted excellence funding.

c. Impacts on targeting some disciplines and athletes within a sport and not others

Key Findings

About half of NSOs in Olympic sports, and slightly fewer in Paralympic sports, identified negative impacts from targeting some athletes and training groups within a sport and not targeting others. Almost all athletes who have not benefited from targeted excellence funding indicated both that the development of their sport and their development as an athlete have been limited by a lack of targeted excellence funding to their sport.

NSOs were asked in the survey about the impacts of targeting some athletes and disciplines/training groups within a sport and not targeting others. Among those representing Olympic sports, about half (49%) indicated that it had mostly negative impacts on the non-targeted athletes, and most of the rest (35%) indicated that the impacts were equally negative and positive. The opinions of NSO respondents representing Paralympic sports were slightly less negative, with 38% indicating that the impacts on non-targeted athletes were mostly negative and 49% indicating that the impacts were equally negative and positive.

Athletes who have not benefited from targeted excellence funding were asked in the survey to rate the extent to which a lack of targeted excellence funding has limited the overall development of their sport over the last 10 years. Almost all of these athletes (92%) indicated that the development of their sport has been limited to at least a moderate extent, with 70% indicating that their sport's development has been limited to a great extent.

Athletes who have not benefited from targeted excellence funding were also asked about the extent to which their development as an athlete has been limited by a lack of targeted excellence funding to their sport and/or discipline. A majority of these athletes (70%) indicated that their development as an athlete has been limited to a great extent in several areas, particularly international competitions and travel to those competitions, and having access to programming consistent with their NSO's high performance athlete pathway.

Key informants described situations in which some athletes within a sport received targeted excellence funding and some others did not receive targeted funding. The athletes who are not funded feel less valued, and the discrepancy causes strife within the team, which makes it difficult to manage, especially when travelling, and negatively affects team cohesion. Unfunded athletes, it was reported, have to pay for their own travel, accommodations, meals, and Integrated Support Teams expenses when attending a competition. Costs to unfunded athletes to self-fund were quoted as ranging from \$10,000 to \$50,000 annually.

d. Impact of de-funding or significantly reducing funding on a previously targeted sport

One of the sports that had lost funding described the impact as being “bombed back to the stone age”. In one case, having had one of the best head coaches in Canada, with the loss of funding, the coach left, and now the NSO relies on club head coaches who loan the NSO up to five hours of coaching a week. In other cases, only athletes who can afford to fund the travel costs themselves can go to international competitions. Some athletes in other sports are stationed in Europe where the competitions are normally held, and the NSO, it was reported, can only afford to hire a coach from a European country for one hour per day, up to three months prior to the Olympic Games.

Losing targeted excellence funding in other sports was reported to result in loss of provincial funding in some provinces.

e. Symbolic or Perceived Impacts

Key Findings

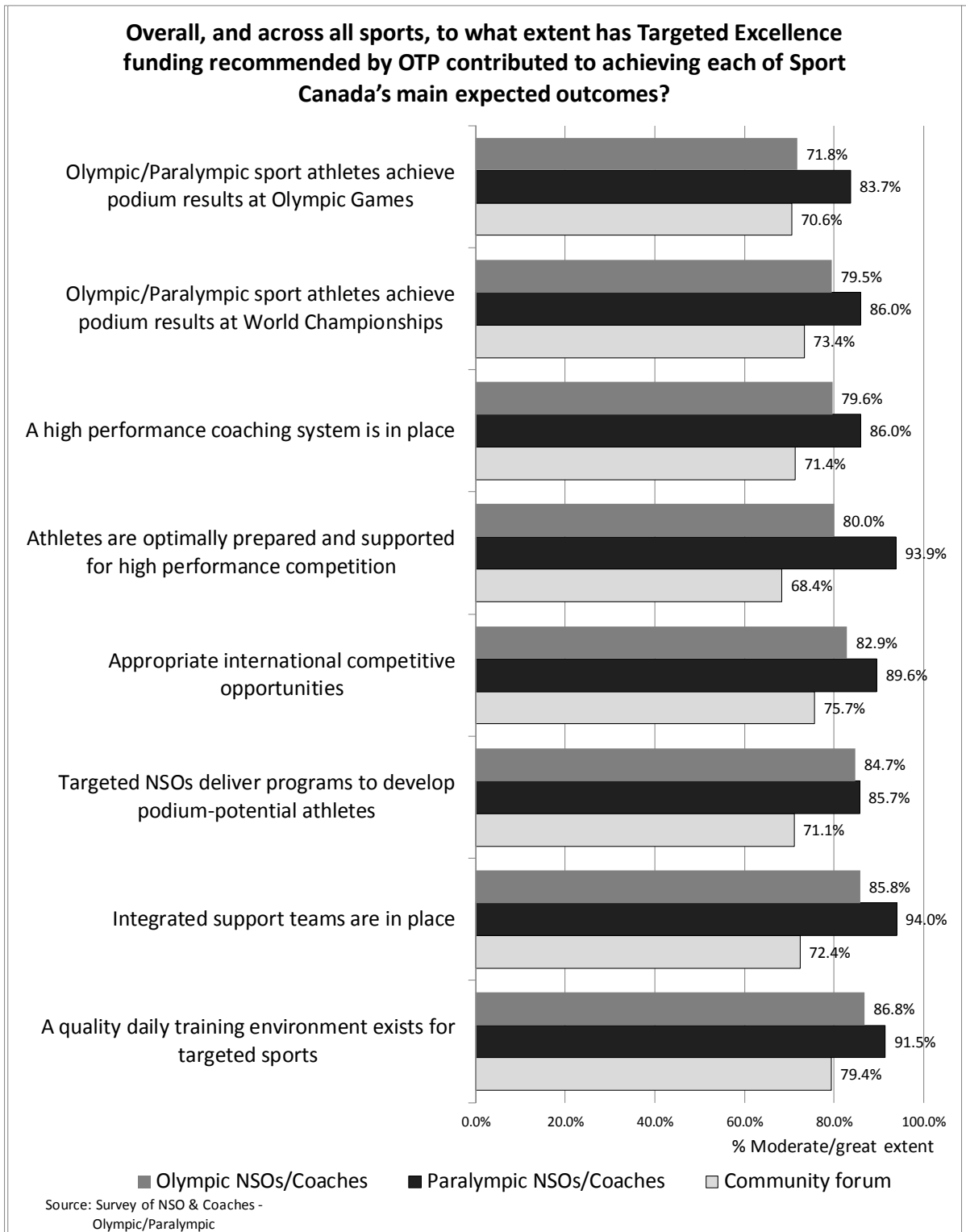
Most NSOs (Olympic and Paralympic), athletes and respondents to the Community Forum indicated that targeted excellence funding has achieved the Government of Canada’s main expected outcomes including achieving podium results for Team Canada at Olympic and Paralympic Games and World Championships. Most athletes also think that targeted excellence funding has contributed to improving their own performance and the performance of other athletes in their sport at Olympic and Paralympic Games and World Championships.

All participants in this review were asked their opinions about the impacts of targeted excellence funding on the main expected outcomes. A large majority of respondents to the NSO Olympic and NSO Paralympic surveys, as well as respondents to the Community Forum, indicated that targeted excellence funding has achieved the Government of Canada’s main expected outcomes including achieving podium results at Olympic and Paralympic Games and World Championships, putting a high performance coaching system in place, and supporting athletes through targeted programs to podium-potential athletes, Integrated Support Teams and quality daily training environments, and participating in international competitions.

A large majority of athletes also agreed that targeted excellence funding has allowed athletes to achieve important objectives including improving both their own performances and the performances of other athletes in their sport at Olympic and Paralympic Games and World Championships. Most notably, over 80% of athletes who responded to the survey indicated that targeted excellence funding has improved Team Canada’s overall performances at Olympic and

Paralympic Games. These results are shown in Figure 1. Some variations were observed among sub-groups.

Figure 2



In the community forum survey, those associated with non-targeted sports were generally less likely to rate these items at a moderate or great extent (Table 5):

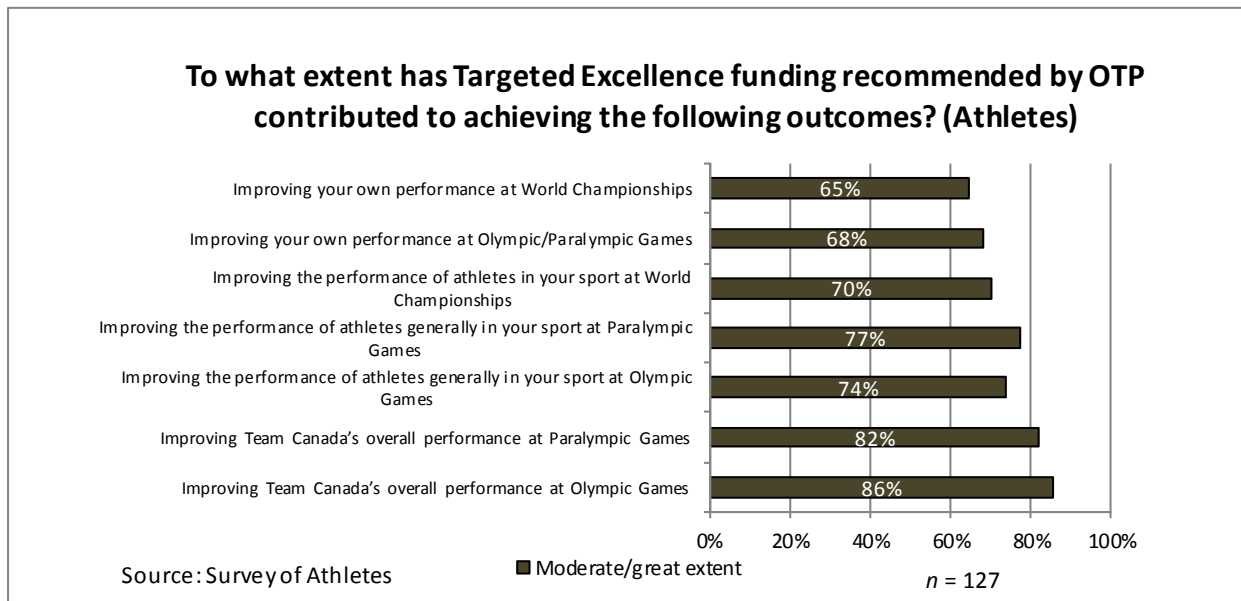
Table 5: Question – Overall and across all sports, to what extent has Targeted Excellence funding recommended by OTP contributed to achieving each of Sport Canada’s main expected outcomes? (% rating moderate-great extent)

	Respondents associated with non-targeted sports (n=90)	Respondents associated with targeted sports (n=338)
A quality daily training environment exists for targeted sports.	61%	82%
A high performance coaching system is in place	62%	58%
Integrated support teams are in place.	59%	58%
Appropriate international competitive opportunities.	60%	56%
Targeted NSOs deliver programs to develop podium-potential athletes.	53%	72%
Athletes are optimally prepared and supported for high performance competition.	47%	71%
Olympic and Paralympic sport athletes achieve podium results at Olympic and Paralympic Games	56%	72%
Olympic and Paralympic sport athletes achieve podium results at World Championships.	55%	75%

Source: Open Forum Community Survey

Athletes also expressed positive opinions about the extent to which targeted excellence funding has contributed to the main expected outcomes. A large majority indicated that targeted excellence funding has contributed to improving Team Canada’s overall performance at Olympic Games (86%) and Paralympic Games (82%). Approximately three-quarters indicated that targeted excellence funding has contributed to improving the performance of athletes generally at Olympic Games (74%), Paralympic Games (77%) and World Championships (70%). Finally, approximately two-thirds think that targeted excellence funding has improved their own performance at Olympic/Paralympic Games (68%) and World Championships (65%) (Figure 3).

Figure 3



Key Informants also generally agreed that, overall, targeted excellence funding has been effective at achieving podium performances in the short term.

f. Main reasons or factors that have led to these impacts

The factors leading to these impacts include the decision-making approach of Own the Podium, the results of their selection criteria and weighting when deciding on which sports and disciplines to recommend for targeted excellence funding, and the decisions taken by Sport Canada in approving the funding recommendations.

More on the long-term effects of the targeted excellence approach on the sport system in Canada is provided in the Summary and Conclusions (Section 7).

2. Has the targeted excellence funding helped the NSOs to focus on sport excellence and provide the training environments and programs needed to achieve podium success?

- a. To what extent has the targeted excellence funding allowed the NSOs to provide the HR and technical capacity to select and develop high performance athletes?
- b. Should targeted excellence funding encourage the development of technical expertise within individual NSOs or is it better for technical expertise to reside in a central organization that looks at all NSOs, such as OTP or COC/CPC?

a. To what extent has the targeted excellence funding allowed the NSOs to provide the HR and technical capacity to select and develop high performance athletes?

Key Findings

NSO representatives and coaches, particularly those in Paralympic sports, reported that targeted excellence funding has allowed their NSO to improve its financial, technical and HR capacity. Fewer but still a majority of athletes agreed that NSO capacity to provide high performance programs and services has increased because of targeted excellence funding and that the level of professionalism has improved.

Olympic and Paralympic NSOs, coaches and athletes gave very positive ratings for the extent to which targeted excellence funding has allowed their NSO to provide a range of enhanced high performance programs and services to athletes, particularly for Sport Science and Sport Medicine, international competition and travel to competitions, high performance coaching, access to training camps, and daily training environments.

A majority of NSO representatives and coaches responding to both the Olympic and Paralympic sport surveys indicated that targeted excellence funding has allowed their NSO to improve its financial, technical and HR capacity, as well as helping to enhance their national team programs and services to athletes. While responses to both surveys were positive, rating of increased capacity and enhanced national team programs and services were higher among respondents to the Paralympic sport survey.

In the interviews, NSOs indicated that targeted excellence funding allowed their organizations to become more professional and hire international (top-level) coaches. Athletes also commented on how NSOs had been professionalized by the planning and rigour introduced through application for targeted excellence funding. However, the short-term nature of the targeted excellence funding was identified as a challenge by respondents in both the key informant interviews and NSO surveys, with two specific negative consequences: difficulty hiring and retaining coaches and high performance directors; and, longer term planning and system development.

Interview respondents expressed wide ranging views about the effectiveness of the institutes and centres that make up the Canadian Olympic and Paralympic Sport Institute (COPSI) Network, with some NSOs indicating a preference for hiring other SSSM providers. (More detail is provided in Section 6.) A majority of interview respondents believe that targeted excellence funding should encourage development of technical expertise within NSOs.

Athletes were asked a similar question about the extent to which their NSO has been able to make improvements in their capacity with targeted excellence funding. The pattern of responses was similar, but with lower ratings overall.

When asked about the services from institutes and centres in the COPSI network, some NSOs felt they could get better value for money for Sport Science and Sport Medicine services on the open market, that they are paying top dollar for a lesser product. However, some also feel that there has been pressure from OTP to use targeted excellence funding to purchase SSSM services from an institute/centre in the COPSI network. For their part, the institutes and centres indicated that they sometimes have difficulty hiring top notch SSSM professionals because neither the NSOs nor they receive their targeted excellence funding until well into the fiscal year and, as a consequence, the NSOs are unable to commit to purchasing their services, and the CSIs are unable to commit to delivering them.

Enhanced NSO high performance programs and services for athletes

NSOs and coaches were asked in the surveys about the extent to which targeted excellence funding has allowed their NSO to provide enhanced high performance programs and services to athletes in 12 important areas as listed in Figure 4. In each of these 12 areas, from about half to a large majority of respondents to both the Olympic and Paralympic sport surveys indicated that targeted excellence funding has led to enhanced high performance programs and services.

The highest ratings, with close to three-quarters or more of respondents to both the Olympic and Paralympic sport surveys indicating at least a moderate impact, were for Sport Science and Sport Medicine services through ISTs, international competition and travel to competitions, high performance coaching, and access to training camps. Other programs and services with close to two-thirds or more of respondents giving positive ratings are daily training environments, access to programs and services delivered through the COPSI network, development of programs consistent with the NSO's podium pathway, and identification of athletes with podium potential.

The only area of the 12 reviewed where fewer than half of respondents to both the Olympic and Paralympic sport surveys gave a positive rating is "facilities" (with 49% and 45%, respectively, giving positive ratings). On a related question in the athlete survey, 71% of athletes indicated they had improved access to training and competition facilities.

Overall, NSOs and coaches representing Paralympic sports generally gave higher ratings for the extent to which targeted excellence funding has allowed enhanced programs and services.

Athletes also were asked about the extent to which targeted excellence funding has allowed their NSO to provide enhanced high performance programs and services in 11 of these same areas. A majority of athletes also gave positive ratings about each program and service, indicating that their NSO has provided enhanced programs and services to at least a moderate extent. The two most highly rated programs and services were the same as for the NSOs: international competition and travel to competitions, and Sport Science and Sport Medicine services through ISTs. Other enhanced programs and services rated highly by athletes are access to training and competition facilities, high performance coaching, access to training camps, and access to programs and services delivered through the COPSI network.

These results are presented in Figure 4 and Figure 5.

Figure 4

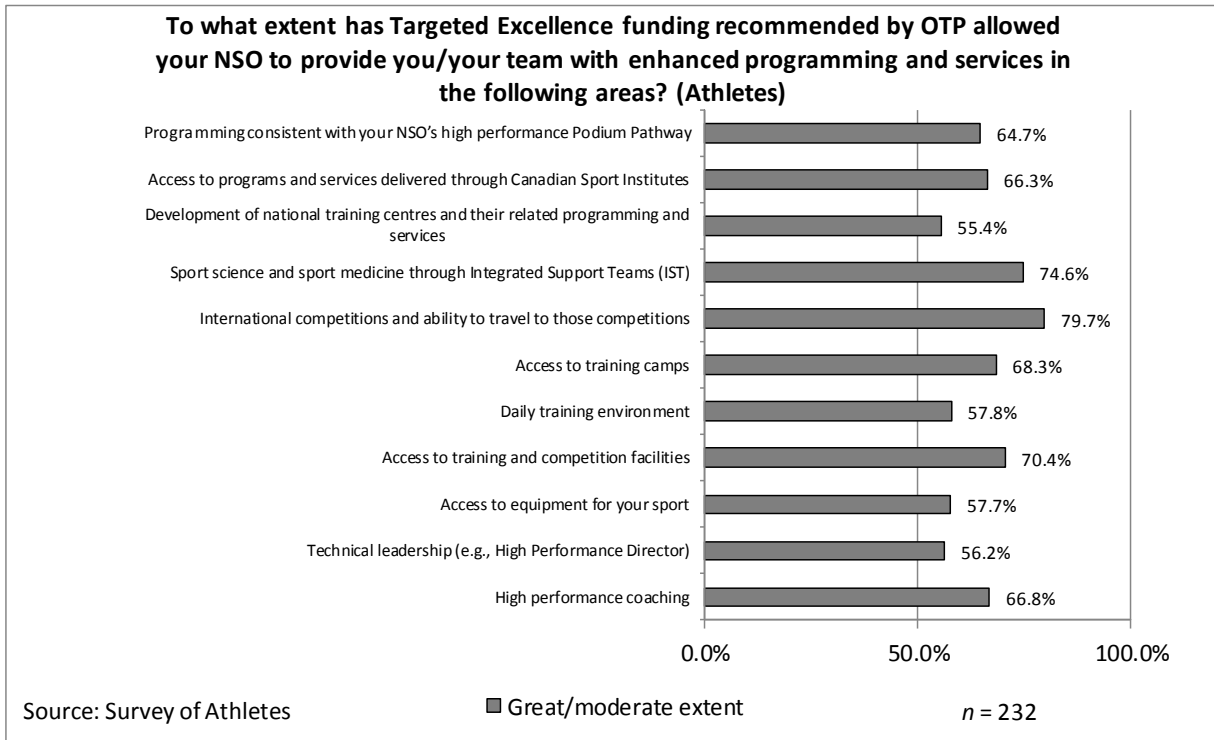
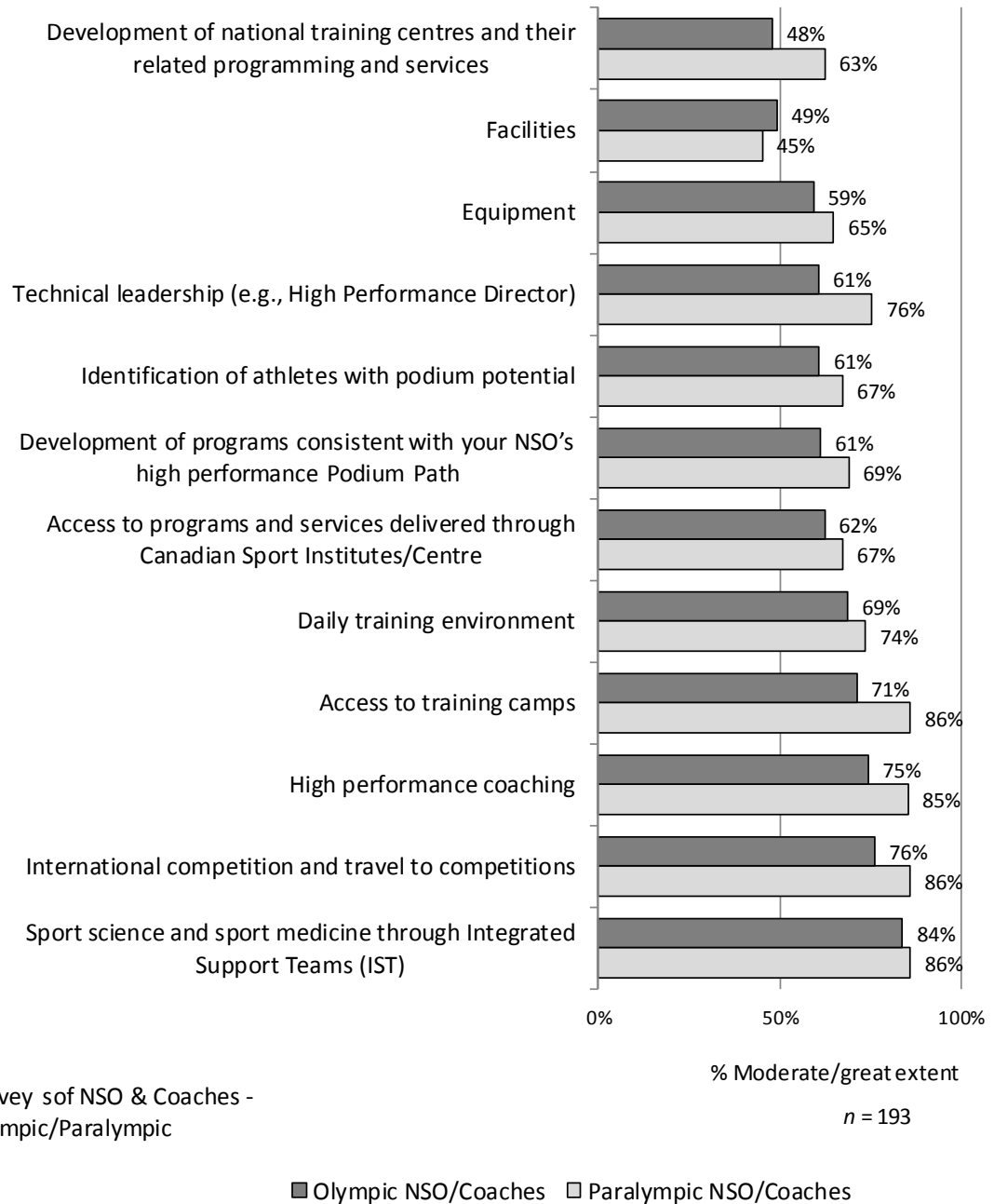


Figure 5

To what extent has Targeted Excellence funding recommended by OTP allowed your NSO to provide enhanced programming and services to athletes in the following areas?



b. Should targeted excellence funding encourage the development of technical expertise within individual NSOs or is it better for technical expertise to reside in a central organization that looks at all NSOs, such as OTP or COC/CPC?

A majority of NSO survey respondents (71% Olympic, 61% Paralympic) indicated that it is more important that targeted excellence funding be used to support the development of technical expertise within individual NSOs. Just 2% (both Olympic and Paralympic) think that it is more important to use targeted excellence funding to support the development of technical expertise in central organizations such as OTP, COPSI Network or COC. The rest think both are equally important.

3. Does the targeted approach have an adequate process for allowing non-targeted sports (and disciplines) to become targeted sports?

Key Findings

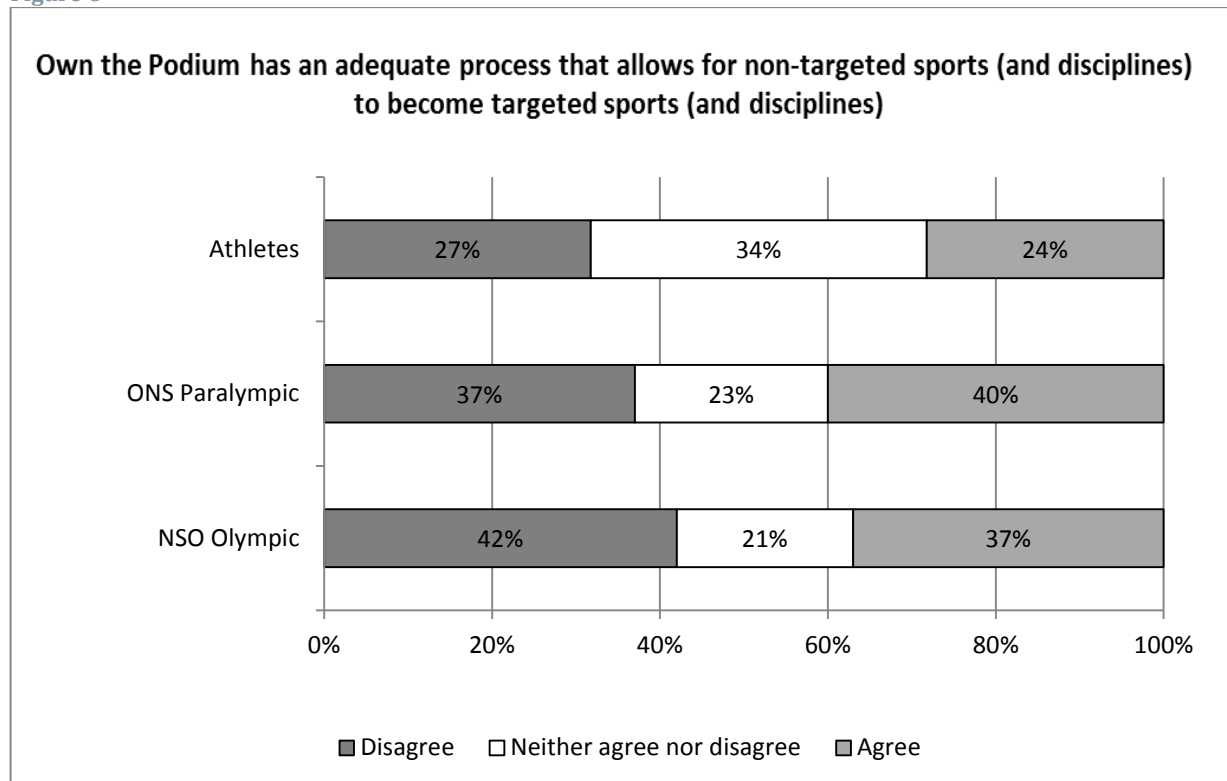
Opinions of NSOs and athletes were divided about whether the targeted excellence approach has an adequate process for allowing non-targeted sports and disciplines to become targeted. Some NSOs identified communications issues (inadequate feedback) and a lack of support to non-targeted sports to help the NSOs build capacity for future applications.

NSOs were asked in both the Olympic sport and Paralympic sport surveys, and other respondents were asked in the interviews, if targeted excellence, and Own the Podium specifically, has an adequate process for allowing non-targeted sports (and disciplines) to become targeted sports.

A plurality of survey respondents (Figure 6) disagreed that there is an adequate process for allowing non-targeted sports (and disciplines) to become targeted sports.

- For Olympic sports, 42% disagreed that there is an adequate process, 37% agreed and 21% neither agreed nor disagreed.
- For Paralympic sports, 37% disagreed, 40% agreed, and 23% neither agreed nor disagreed.
- For athletes, 27% disagreed, 24% agreed, 15% neither agreed nor disagreed, and 34% did not know.

Figure 6



Interview respondents reported that there is a problem with a lack of support to non-targeted sports to help the NSOs to build capacity to apply successfully for targeted excellence funding. Some also reported that OTP provides advisory services, but these have a limited impact because of a lack of resources within non-targeted NSOs to implement OTP’s recommendations. Some NSOs reported that OTP provides debrief meetings following the Olympic and Paralympic Games, but only to targeted sports. It was also noted that, with many sports receiving at least some targeted excellence funding, the issue is more about getting a higher level of targeted excellence funding than getting any targeted excellence funding at all.

4. Do the various sport funding and support programs complement each other (for example, Sport Canada’s Sport Support, AAP, Hosting programs, OTP, COC/CPC; corporate support).

a. Is there vertical integration of sport support funding from the local to P/T to the national level? For example, do they allow the most promising athletes to go from local and P/T levels of competition to the highest level of international competition?

Key Findings

NSOs generally agree that the targeted excellence approach complements Sport Canada programs including the Sport Support Program and Athlete Assistance Program.

Key informants reported that, in general, there is little vertical integration with Provinces and Territories (with some exceptions). NSOs reported that the various levels of governments and

sport organizations do not work together to develop high performance athletes.

NSO survey respondents were asked about the extent to which Sport Canada's targeted excellence funding approach complements other Sport Canada funding programs and strengthens partnerships with other organizations, including OTP, the COC/CPC, Provincial/Territorial governments, the COPSI network, other NSOs and universities, to benefits athletes' abilities to achieve high performance goals.

NSO survey respondents (Olympic sports) were most likely to agree that targeted excellence funding complements the Athlete Assistance Program (69%) followed by the Sport Support Program (51%), other NSO funding sources such as corporate support and membership revenues (40%), and the Hosting program (37%).

Interview respondents reported that there is little vertical integration with P/Ts (with Ontario and BC being cited as positive examples). Most respondents from sport organizations were of the opinion that the various levels of governments and organizations do not work together to develop high performance athletes. This view was reinforced by the Aboriginal sport community who commented on the "huge gaps" between funding for national level and P/T level programs, especially for athletes coming from remote communities. Further, when the North American Indigenous Games (NAIG), or the National Aboriginal Hockey Championships are staged, very few P/TSOs send someone to see if there are athletes with potential who could be recruited into the provincial/territorial high performance system.

5. Does Sport Canada's approach to targeted excellence funding lead to partnerships that benefit athletes' ability to achieve high performance goals, for example, partnerships between NSOs, MSOs, COPSI Network, OTP, COC/CPC and universities, as well as with other levels of government?

Key Findings

NSOs agreed that Sport Canada's targeted excellence approach has strengthened the partnership with key players including Own the Podium, the COC and CPC, and the COPSI network. Some sports noted that their dealing with OTP feels more like a contractual relationship than a partnership. Some others think there is overlap in the roles of Sport Canada, OTP and COC/CPC on advisory services and funding.

The extent to which the targeted excellence approach has strengthened partnerships with other levels of government, P/TSOs and universities is much lower.

NSO survey and interview respondents expressed mixed opinions about the extent to which Sport Canada's approach to targeted excellence funding leads to partnerships that benefit athletes' ability to achieve high performance goals, for example, partnerships between NSOs, MSOs, COPSI Network, OTP, COC/CPC and universities, as well as with other levels of government.

NSO survey respondents were most likely to think that the targeted excellence funding approach has strengthened partnerships (to at least a moderate extent) with OTP (80%); about half of

Olympic sports NSOs/coaches and two-thirds of Para NSOs/coaches reported that targeted excellence funding strengthens partnerships with OTP to a great extent. A minority of NSO interview respondents expressed the view that that OTP's approach did not lead to feelings of partnership and that the relationship was more contractual.

A majority of NSO survey respondents also indicated that partnerships have been strengthened to at least a moderate extent with the COC (72%), and the COPSI network (69%). On the COPSI network, some NSO interview respondents reported that, because of the way the targeted excellence funding is apportioned, too much time is spent between the sport institutes and NSOs negotiating about the money, as opposed to partnering on ways to enhance athlete performance.

NSO survey respondents were least likely to indicate that the targeted excellence approach has strengthened partnerships with universities (16%, with 55% indicating "not at all"), other levels of government (19%), and P/TSOs (41%).

Interview respondents generally agreed that there is duplication of roles among Sport Canada, OTP and COC/CPC on advisory services and funding. Some noted that Sport Canada, OTP, the COC and CPC have inconsistent messaging about how excellence is defined, and that these organizations duplicate activities, such as in providing technical advice and that there is duplication in application and reporting.

5. Findings: OTP Selection Process

OTP selection and weighting criteria

6. Does OTP apply an appropriate set of criteria and weighting system to select sports, disciplines, teams and athletes?

- a. *Fairness and equity of selection criteria*
- b. *Time frame used by OTP to evaluate performance (e.g., one quad, two quads?)*
- c. *OTP performance / effectiveness of criteria and weighting system*
- d. *OTP (HPA) understanding of NSO needs*
- e. *NSO understanding of OTP criteria and capacity to apply*

a. OTP's criteria & weighting systems – fairness and equity

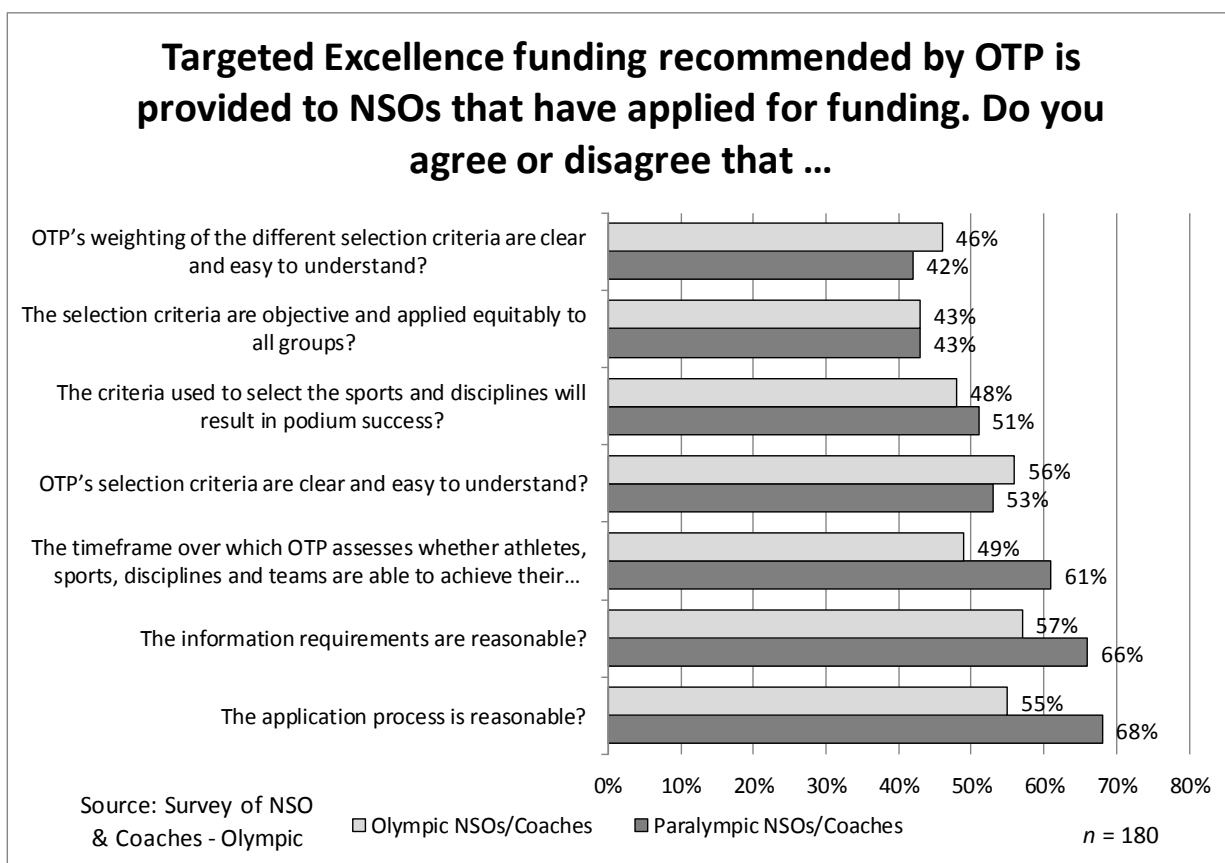
Key Findings

Most participants in this review were in agreement that the criteria and weighting systems used by OTP to recommend sports, disciplines, teams and athletes for funding were fair and equitable, although that agreement was not strong. Significant minorities expressed reservations, and emphasized the need for different criteria for team sports and to invest in sport system development, in addition to targeting, to attain longer-term high performance system development sustainability.

Government and OTP respondents reported generally that the criteria were objective, fair and transparent. Sport organizations' key informants, while generally noting that the criteria and weighting systems were objective, highlighted that OTP's criteria did not work well for team sports, where the empirical outcomes measures of time, distance, frequency that characterize individual sports, could not be applied. In team sports, the design of a program to develop athletes was reported to be a better measure. For example, team sports sought approval from OTP for a process or a program to identify athletes for their team four years out from an Olympic or Paralympic Games, but were told by OTP's High Performance Advisors that they wanted to know the names of the team members at that time (four years out). There would be no funding for programs who could not identify athletes. An equitable set of criteria, we were told, would take account of differences among team and individual sports.

A minority of NSO/coach respondents in Olympic and Paralympic sports (43%) agreed that the selection criteria were objective and applied equitably to all groups (Figure 7). NSOs and coaches in Olympic sports agreed (46%) that weighting was clear and easy to understand, while 42% of the Paralympic agreed. Most NSOs/coaches for both Olympic and Paralympic sports agreed that the information requirements and application requirements were reasonable. The results of these and other related survey responses may be found in the figure below.

Figure 7



A minority of key informants noted that the current approach highlights short-term outcomes without apparent consideration for longer-term results, and consequently this group felt that the targeted excellence approach should focus more on sport system development.

Sport system development, it was described, would build sustainability, would entail taking a longer-term view (as it was reported, this process was taking place in the UK, over 3.5 quadrennials) and being patient because developing excellence takes time.

Sport organizations and sport institutes underlined the needs to focus on system development in addition to targeting, noting that Canada is still winning approximately two percent of the available summer sport medals, a situation that has not changed substantially since the Barcelona 1992 Olympic Games. These sports argued that Canada is not building a sport system that can win medals on a sustained basis, because sport organizations are required to focus too much on short term results, to attain targeted excellence funding. The whole sport system needs a longer-term focus, and the balance between Sport Development funding (that can be used to address system development) and targeted excellence is not correct at the present (i.e., that too much is being spent proportionately on targeted excellence), these sports reported.

These sport organizations noted that Sport Canada needs to emphasize the importance of system development with the NSOs, using Sport Development funding to encourage partnerships with the P/TSOs. System alignment, it was reported, is what will lead to being a top 8 nation.

b. Timeframe used by OTP to evaluate performance

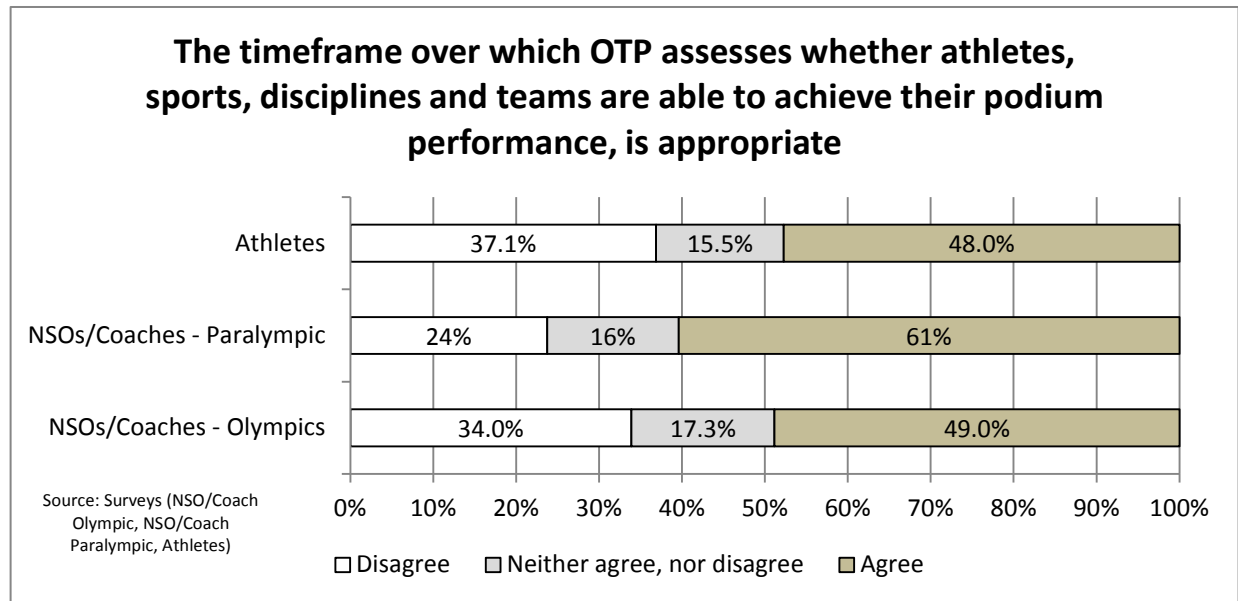
Key Findings

Recognition of the differences among sports and the types of sports (team versus individual, Paralympic and Olympic) needs to be taken into account by OTP when determining the time frame over which to evaluate performance.

While a plurality of NSOs/coaches in Olympic sports (49%) agreed that “the time frame over which OTP assesses athletes, sports, disciplines and teams are able to achieve their podium performances is appropriate”, a significant minority –a third—disagreed. NSOs and coaches in Paralympic sports were more likely to agree (61%) than disagree (24%) with this statement. More athletes agreed (48%) than disagreed (37%), although the agreement level is not strong (Figure 8).

Some key informants observed that the time frame for evaluating performance was not appropriate at present, being too short in some sports, and perhaps being too long in others. Overall, the conclusion was that more flexibility with regard to implementation of the evaluation time frame was needed, responding to the differences across sports and for individual versus team sports.

Figure 8



c. OTP performance / effectiveness of criteria and weighting system

Key Findings

NSOs, coaches and athletes surveyed strongly support the concept of a high performance agency independent of Sport Canada as the major funder of the targeted excellence approach. However, concern was raised about the potential for a conflict of interest for an agency (OTP) that both advises on high performance initiatives and recommends funding levels to accomplish those initiatives.

There was strong support across all data sources for OTP as a high performance independent agency and for the targeted excellence approach to funding to achieve high performance goals. Significant majorities in the surveys (Olympic sports – 82%, Paralympic sports – 84%) disagreed that the Own the Podium process should be ended and all targeted excellence funding incorporated into Sport Canada’s Sport Support Program (Sport Development funding). A majority of athletes (55%) also disagreed with this statement. However, respondents to the open forum survey associated with non-targeted sports were more likely to agree: 80% agreed that Own the Podium process should be ended and all targeted excellence funding incorporated into Sport Canada’s Sport Support Program.

Communications with sport organizations by OTP was mixed, as reported by the key informants. Some HPAs clearly conveyed the message that if their recommendations for program or staffing changes were not followed, then funding recommendations would not be made. This led some key informants to report that OTP is in a perceived or real conflict of interest. That is, that OTP is the *de facto* decider of funding (as Sport Canada does not have the high performance capacity to review OTP’s recommendations critically) and OTP also provides sport consulting advice to NSOs. Some NSOs believe if the advice is not followed, punitive OTP measures (lower funding levels) against the NSOs will result. This puts the NSOs in the position where they feel they must implement the HPA’s recommendations, even if the sport does not agree.

d. OTP (HPA) understanding of NSO needs

Key Findings

The extent to which OTP’s High Performance Advisors (HPAs) understood NSOs’ needs, varied with the skills of the individual HPAs.

Key informants reported that the understanding of NSOs by OTP depended on the personality and skills of the High Performance Advisor. Some HPAs were reported to be excellent, valued and welcomed members of the team, but some were reported to be "like second high performance directors", second guessing every one of the NSO’s decisions.

One NSO respondent described that it felt like he had three sets of bosses—his own Board, OTP and Sport Canada. He reported that OTP was well intentioned, and the HPA qualified, but that the “incessant reporting, whether formal or informal” added a layer of bureaucracy that challenged their capacity.

Other HPAs were reported not to be qualified to assess the sports, and were more like “bean counters”, focusing on “checking all the boxes” and “auditing”, as opposed to working in partnership with the sport.

e. NSO understanding of OTP criteria and capacity to apply

Key Findings

NSOs’ capacity to apply the OTP criteria varied with their capacity as an organization, with those with the least capacity being most challenged. Time spent completing submissions by the sports’ technical leadership took away from time spent on athlete programming. Timing of the submission in the sports’ calendars was also challenging for many.

NSOs were split on their capacity to complete the OTP funding application, with some reporting that they were able to complete the applications and other NSOs reported that they were challenged. These findings were supported by survey findings (cited earlier). There was a general message that devoting time to completing the application takes time away from coaching and technical leadership. One High Performance Director described completion of the submission as a full-time job for three weeks, working in concert with his national team director. This resulted in a lack of attention to programming during that period.

Just over half of Paralympic sport NSOs/coaches reported that the criteria were easy to understand, with a third disagreeing. Olympic sports NSOs and coaches were of like mind (over a half agreeing criteria were understandable), but again a solid minority, one third, disagreed.

It was learned that the timing of the submission was challenging for many—for a variety of reasons. In one case, a sport’s International Federation had just changed the competition rules and the sport wanted to see how their planned performance strategy would work with the new rules, but there was no time prior to the OTP deadline for a competition to take place and no flexibility on the part of OTP on the timing. In Olympic and Paralympic Games years, the timing was harder on Paralympic sports—as they had less time to recuperate after the Games before the submission was due.

These findings were supported by comments made by NSOs and coaches in the surveys.

OTP Application Requirements

- 7. Are the application requirements for targeted excellence funding recipients appropriate?**
- a. Is there any duplication of requirements for reporting by NSOs to COPSI Network, to OTP, Sport Canada or the COC/CPC?
 - b. Does OTP accept responsibility for the decisions that are taken by sports based on OTP's recommendations?

Appropriateness of Targeted Excellence Funding Application Requirements

Key Findings

The targeted excellence funding applications requirements—that is, the questions that were asked and the thinking required of sports—were regarded as appropriate. Those sports who were capacity challenged highlighted their struggle to complete the submissions.

The key informants generally agreed that the application process is thorough, rigorous, evidence-based and required sport organizations to track and report on underlying metrics. Those NSOs who observed that they did not have the capacity reported that preparing the OTP submission was very time consuming and draining, labour intensive, laborious, challenging and burdensome.

Two-thirds of NSOs/coaches for Paralympic sports (66%) and just over half of NSOs/coaches for Olympic sports (57%) reported that the information requirements were reasonable, and similar numbers reported that the application process was reasonable.

The joint presentation/submission for Olympic and Paralympic sports attracted mixed reviews with some seeing the time-saving benefits as well as benefits of integration, and others reporting that the Paralympic sports were likely to get less attention when a presentation and discussion about both Paralympic and Olympic sports took place in the same meeting.

a. Duplication in Application/Reporting

Key Findings

There is duplication in both the application and reporting process among the funding partners of Sport Canada, OTP, COC/CPC and the COPSI Network (where applicable). Sports asked for funders to align their requests thus minimizing the time taken away from support to athlete performance.

A majority of key informants agree that there is duplication in submission and reporting requirements to the funding partners: Sport Canada, OTP, COC/CPC, and COPSI Network. Government and OTP respondents felt that there was duplication in application and reporting for SFAF, AAP and OTP, that the information requests have become more and more onerous; and that sports would like a single reporting structure.

Most NSOs were also in agreement that there is duplication in the information provided to various funding partners, reporting that preparation of multiple submissions consumes a lot of time

which has a consequential negative effect on performance (i.e., attention is drawn away from performance to grant application writing). NSOs asked for alignment amongst funders and questioned why there could not be one report across all funders—Sport Canada, OTP, COC/CPC—noting that there is especially duplication on organizational structure, staffing and financial information.

Survey responses from Olympic sports supported this finding with over two-thirds (69%) agreeing there was duplication at least to a moderate extent. There was less agreement among Paralympic NSOs and coaches where 47% indicated that there was duplication “to a small extent” and only 40% reported that the duplication was at least to “a moderate extent”.

In provinces where there is a similar high performance program to OTP at the provincial level through the CSI, the NSOs reported on the duplication in the application process with the targeted excellence process. One NSO provided an example of the same amount of information being requested for a \$100,000 grant from the province, as the \$2.0M from the targeted excellence funding program, and expressed frustration with this. PSOs involved in this level of programming also noted that the CSI, the provincial Ministry and OTP all collected the same data, which was extremely capacity challenging for the PSOs.

b. OTP accepts responsibility for the decisions that are taken by sports based on OTP’s recommendations

A plurality of Olympic NSOs/coaches in the surveys (45%) and a majority of Paralympic sports NSOs/coaches (58%) agreed that OTP accepts responsibility for decision taken by NSOs based on OTP’s recommendations. Interestingly, very few of the views expressed on this question resulted in a “strongly agree/disagree”.

This view was not shared by some of the key informants who observed that if a sport did not achieve its targets at the Olympic and Paralympic Games, staffing changes would result in the NSO, but a similar level of impact was not experienced within the ranks of the HPAs that had made the recommendations to that sport.

OTP Administration and Overhead

8. Are OTP administration and overhead (e.g., travel expenses) appropriate?

The current ratio of OTP operational costs to overall targeted excellence funding costs is low (\$2 million OTP operational costs to \$64 million targeted excellence funding ratio).

Some view that some HPAs’ travel expenses are not justified and questioned HPAs’ travelling to other countries to observe competitions, whereas they could observe the athletes at home, or nearby. However, OTP justified the need for such travel by noting need to observe the competition during tournaments. It was also noted by key informants that OTP has a budget to relationship-build with NSOs while Sport Canada does not.

6. Findings: Opportunities and Alternatives

Alternative Approaches to Improve Athlete Performance and Enhance HP System Development

- 9. Are there alternative approaches to improve both athlete performance and enhance HP system development that should be considered? If yes, what are they?**
- What are the main advantages and disadvantages of these approaches?
 - How would these approaches impact the development (feeder) system?

The layout of this section deviates from the approach that has been followed to this point in the report. The findings, while answering the research questions, drew out other observations that warranted more detailed attention and reporting.

Major re-think for targeted excellence? Or tweaks?

Key Findings

While there is support for the notion of targeted excellence funding to achieve high performance, the current targeted excellence approach, as administered by OTP, needs a major re-think and revisions. Overall, over half of Olympic sports, over half of athletes, and almost three quarters of the Community Forum indicate that revisions should be made to the process used by OTP to recommend targeted excellence funding allocations. Paralympic sports were more supportive of the current targeted excellence approach, with less than a third recommending a major re-think and revisions.

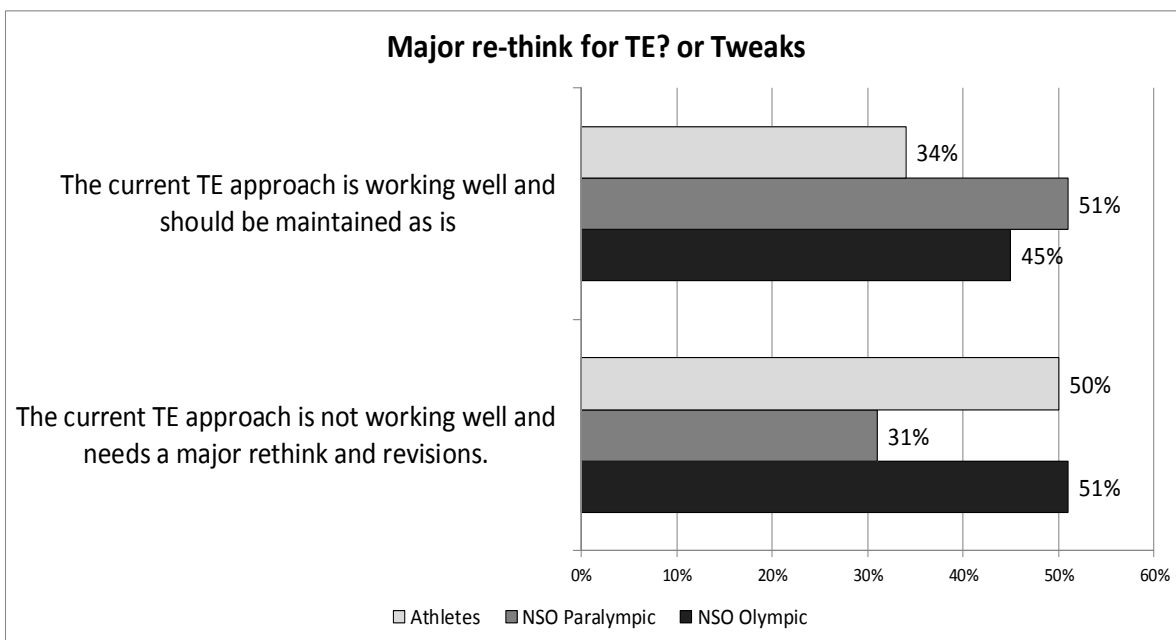
Over half (51%) of the Olympic NSOs and coaches and over half of the athletes (51%) surveyed indicated that the process of determining what targeted excellence funding should be recommended for a given sport, is not working well and needed a major re-think and revisions. As with the previous observation, NSOs and coaches in Paralympic sports were more supportive of the targeted excellence approach, with over half (55%) disagreeing that the targeted excellence approach needs a major re-think and revisions and just under a third (31%) agreeing.

Among NSOs for Olympic sports, 48% of those receiving targeted excellence funding in the last 10 years (n=147), agreed that the current targeted excellence approach is not working well and needs a major rethink and revisions, while 62% of those who did not receive targeted excellence funding (n=13) agreed. Also in Olympic sports, 51% of coaches (n=110), 48% of high performance directors (n=25) and 56% of Presidents/Executive Directors (n=32) agreed with the need for a major rethink and revisions.

The numbers of respondents are much smaller among Paralympic sports (n=44), making category breakdowns less reliable⁶. As noted, however, over half disagreed with the need for a major rethink and revisions.

NSO opinions are divided about whether the current targeted excellence approach is working well and should be maintained. Of the NSOs and coaches for Olympic sports surveyed, 45% agreed while 44% disagreed that the current targeted excellence approach was working well and should be maintained as is. Paralympic sports NSOs and coaches were more positive with over half (51%) agreeing and a third (33%) disagreeing that the targeted excellence approach is working well. Half (50%) of athletes surveyed disagreed that the targeted excellence approach is working well. [This 50% of athletes who disagreed that the targeted excellence approach was working well was made up of those who “benefited from targeted excellence funding recommended by the OTP” – 49% (n=123); and those athletes who either did not or did not know that they “benefited from targeted excellence funding recommended by OTP”—53% (n=45).] Almost 72% of Community Forum respondents agreed that revisions should be made to the process used by OTP to recommend targeted excellence funding allocations. These findings (not including the Community Forum) are shown in Figure 9.

Figure 9



The support for high performance through a targeted excellence approach is solid, with less than one quarter of Olympic sports (24%), Paralympic sports (23%) and a third of athletes (35%) agreeing that there should be less targeted excellence funding and more funding for broad-based sport participation initiatives.

⁶ Only 3 survey respondents out of 51 represented Paralympic Sports NSOs that did not receive targeted funding.

Alternative approaches to enhance high performance sport system development

In examining alternative approaches, the findings appeared to present themselves as related to (1) the levels and process of funding for high performance, (2) balance between Sport Development program funding and targeted excellence funding and (3) alternatives that focused on system development and (4) alternatives that impact the development (feeder) system. These findings are presented over the next four sections.

Alternative approaches to enhance high performance sport system development – levels and process of funding for high performance

Key Findings

Sports seek more stability in funding than can be provided by annual allocations: multi-year funding was suggested.

Funding reductions, if applicable, we were advised, should be extended over longer periods, to allow sports to adjust and, if possible, to recover.

Salary caps pose unrealistic restrictions on sports to be able to attract the best talent.

Sports asked that more consideration (and resources) be given to athletes and sports with potential to progress.

At present, sports apply for and receive targeted excellence funding allocations on an annual basis. A significant finding of this review was that this annualized targeted excellence funding, which can fluctuate dramatically for some sports, causes instability. Interviews with the corporate sector reinforced this notion: corporations are not attracted to forming long-term sponsorship arrangements with an NSO that might be de-funded next year.

By funding only for one year, world class coaches or High Performance Directors are not being attracted. A majority of sport organizations and institutes reported that multi-year funding is needed. They note that multi-year funding would provide stability to permit retaining key staff and allow sports to focus on sport delivery as opposed to grant applications. In response to the observation that without annual reporting, OTP may not know how sports are investing government funds, Sports suggest that ongoing monitoring and consequences for inadequate performance could be introduced. In the UK, for example, UK Sport requires the NSOs to update their profile online on a 12-point self-assessment on 62 criteria and report to UK Sport on progress against identified key performance indicators.

Substantial majorities of sport organizations (87% - Olympic sports, 89% - Paralympic sports) and athletes (88%) surveyed agreed that there should be more stability in the targeted excellence funding recommended by OTP.

Key informants noted that if reductions in funding allocations are to be made, then they should take place over a longer period. Sports further note that they need more time to show longer-term results, and that if there are not sufficient funds to permit this, then the number of targeted sports should be reduced. Three-quarters of Olympic sports (75%) and similar levels of Paralympic sports (72%), and athletes (79%) agreed that reductions should take place over a longer time frame.

Key informants reported that the salary caps imposed for some positions pose challenges to be able to attract “the best”. Although it is clear that Sport Canada’s salary cap is not a limitation, in

that sports are welcome to raise their own revenue to supplement the targeted excellence funding, practically this is not possible. We learned of sports where whole fundraising initiatives had been abandoned when targeted excellence funding was introduced. This was a question of capacity, as sport administrators only had so much time to devote to raising money, and dealing with OTP—either preparing the annual submission, various reports, or addressing requests from the HPA—was more reliable in terms of producing results (revenue for their sport) than efforts at commercial fundraising.

Another observation made by key informants was the need to have resources available to support sports and athletes with potential, to develop their high performance capacity. Athletes suggested that there be more money for the wildcard approach used in Australia; more funds to support individual athletes within a sport.

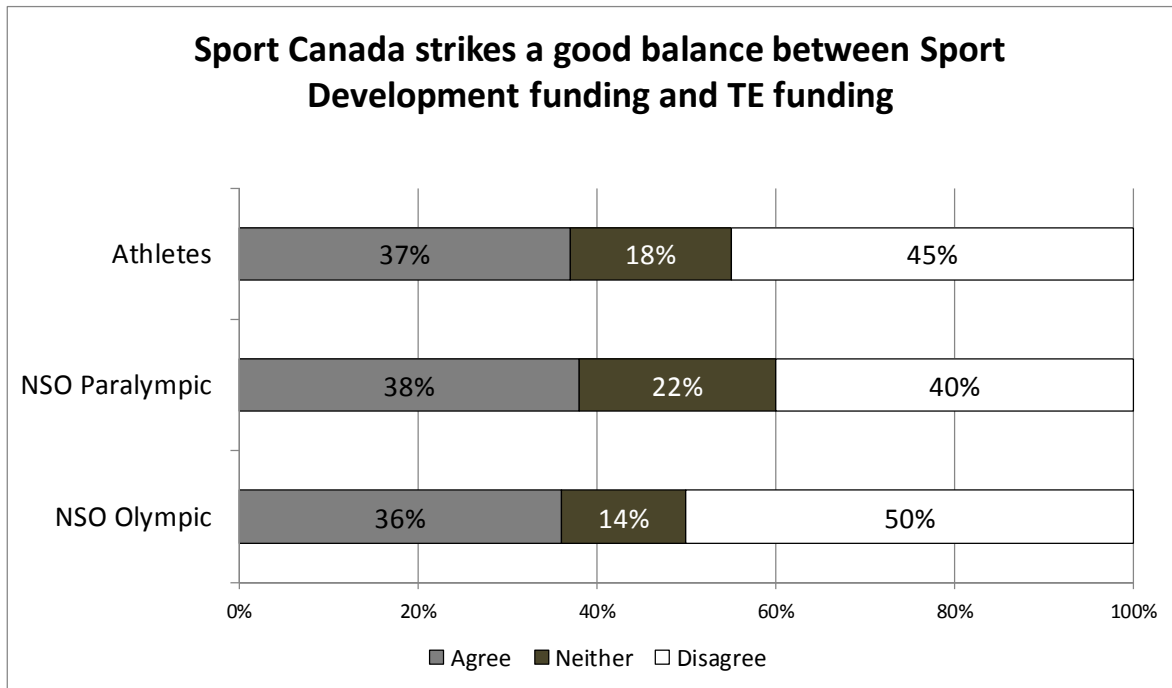
Balance between Sport Development and Targeted Excellence funding

Key Findings

The feeling is that the balance between targeted excellence and Sport Development funding is not right at present, with proportionately too much spent on targeted excellence. Nine out of 10 survey respondents reported that Sport Development funding is too low, but the views were mixed about whether targeted excellence funding was too high, too low or about right. More team than individual sports NSOs feel that targeted excellence funding is too low; and more women than men athletes feel targeted excellence funding is too low. The ability of NSOs to develop a sustained high performance development system is hampered by the amount of Sport Development funding.

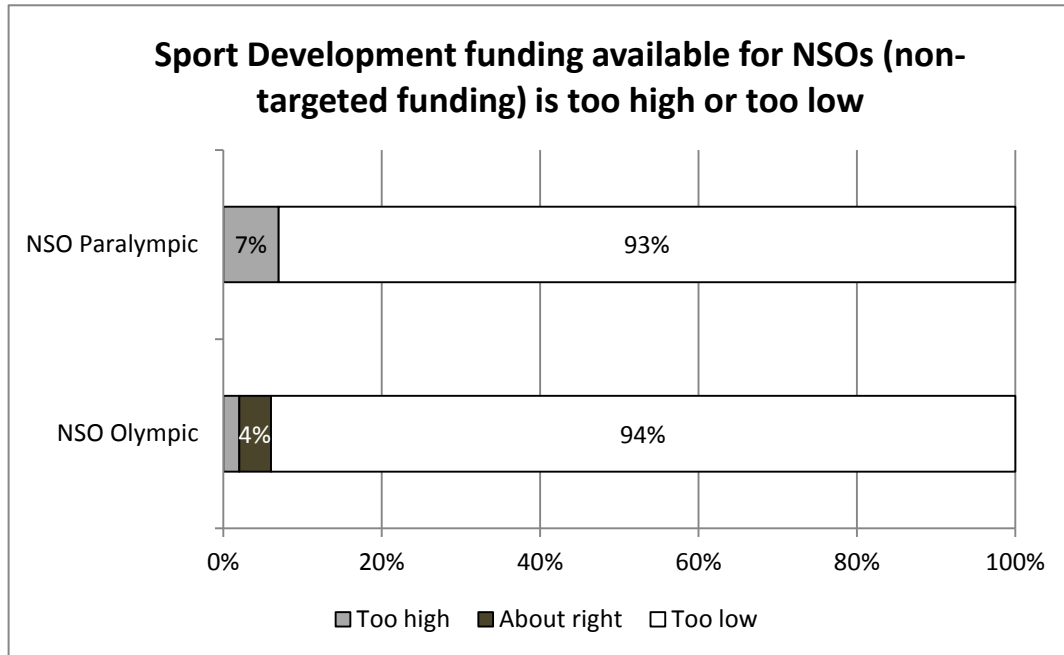
There was general agreement that the balance was not appropriate between the amount of funding allocated by Sport Canada to targeted excellence as opposed to Sport Development funding from the Sport Support Program. Key informants supported this finding by noting that the balance between Sport Development funding and targeted excellence is not correct at the present with too much being spent proportionately on targeted excellence. Half of Olympic sports (50%), 45% of athletes and 40% of Paralympic sports disagreed with the statement “Sport Canada strikes a good balance between funding for sport development and targeted excellence funding. This result is shown in Figure 10.

Figure 10



When asked whether Sport Development funding was too high, too low or about right, over 90% of Olympic and Paralympic sports NSOs indicated that the Sport Development funding is too low as shown in Figure 11.

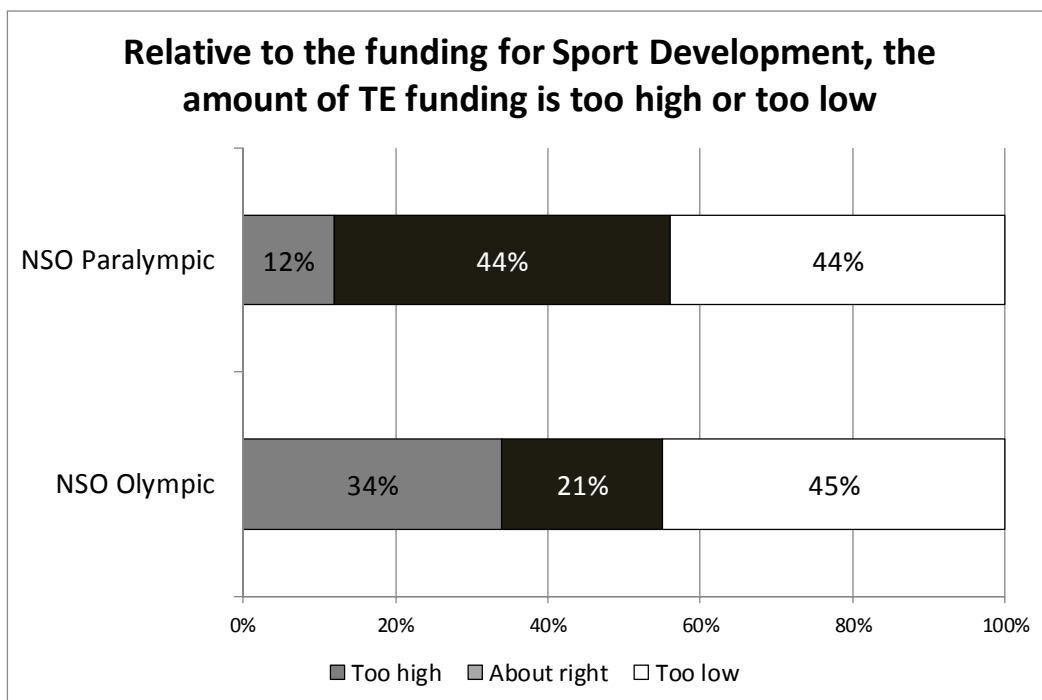
Figure 11



However, having said that, sports expressed very mixed views on whether the targeted excellence funding levels were too high or too low with 45% of Olympic sports indicating it was too low to be able to accomplish the objectives of the program (about right – 21%, too high – 34%) and 44% of

Paralympic sports indicating targeted excellence funding was too low (about right – 44%, too high – 12%), as shown in Figure 12.

Figure 12



A breakdown of these findings by team and individual Olympic sports show that 60% of team sports report that the targeted excellence funding is too low, (20% about right, 20% too high), and 40% of individual sports reporting too low, (20% about right, 35% too high, 5% don't know). With Paralympic sports, there were not enough cases to support the analysis.

A further analysis of the athletes' survey response to this question showed that overall, 41% of athletes reported that targeted excellence funding was too low, (12% about right, 24% too high, 23% don't know). But interestingly, there was a split between male and female athletes on this question, with almost half (49%) of the female respondents reporting that targeted excellence funding was too low, compared with just over a third (35%) of male respondents⁷. This suggests that the needs of female athletes to achieve podium performances are not being met through the current process of targeted excellence funding.

In particular, key informants reported that Sport Development funding was insufficient to develop an appropriate high performance system, that is, a feeder system coming up behind those athletes currently targeted.

⁷ Relative to funding for sport development, targeted excellence funding is: Male: 35% too low, 14% about right, 30% too high; 22% don't know; Female: 49% too low, 11% about right, 16% too high; 24% don't know

Alternatives that focus on system development

Key Findings

The emphasis by OTP on short term outcomes, it was reported, precludes sports from developing a sustainable high performance system over the longer-term. Sports asked, in addition to targeting, that resources be devoted also to high performance system development.

Sports requested that Sport Canada promote system alignment by leveraging their Sport Development funding; and that there be clarification of roles and responsibilities among Sport Canada, OTP and the COC/CPC to clarify who is the high performance leader in Canada.

The COPSI Network was singled out as requiring consistent delivery standards across CSIs, affordable and top quality sport science and sport medicine services, and stable, predictable funding.

It was noted that dramatic funding reductions to sports resulting in poor sport performance, can have a negative impact on the public's interest in those sports. An analogy was made to professional sports, where the league does not allow any one team's performance to fall below a certain level, in the interest of protecting the brand of that league. Amateur sport does not have similar protections.

NSOs reported being unable to focus on or fund decisions that would result in the longer-term development of a high performance system within their sport because of pressure from OTP to focus on short term results. Key informants reported that resources should be spent on high performance system development, in addition to targeting. They noted that the current approach is not building a system to be good on a sustained basis; that a longer-termed focus is needed; that sports are too dependent on targeted excellence funding; and that sports are sacrificing the long-term for the short-term because they do not have resources to invest in the longer term.

An example of this was a sport whose senior national team received funding in the first year of the quad, but by the third year, the funding had been reduced by half. As that year was a qualifying year for Olympic and Paralympic Games, the NSO attempted to limit the impact of the reduced funding on the senior team. The effect, however, was that some funding within that sport was taken from the junior national team, and junior team athletes were required to self-fund their attendance at a tournament, a commitment of \$5,000 per person. Not every junior team athlete could afford this and some had to drop out of the sport.

A key finding from the interviews was an expressed need for role clarification and the importance of system alignment, and the extent to which this can contribute to the development of a true high performance system. That is, that all organizations (Sport Canada, OTP, COC/CPC, COPSI Network, NSOs/MSOs, and P/TSOs) be aligned with regard to their intended vision and desired outcomes. At present, it was reported, this is not the case. P/TSOs who are funding primarily by provincial/territorial governments follow the priorities of their respective P/T government, not necessarily the direction of their NSO.

It might be argued that the Canadian Sport Policy (CSP) provides such a vision. The policy objectives for High Performance Sport address a number of shortcomings identified in this review: linkages and partnerships between and among sport organizations, municipalities/ local

governments and educational institutions leverage athletes and coach development, hosting partners adhere to a coordinated national strategy for hosting international sport events, key stakeholders have the organizational capacity to achieve system objectives, and roles and responsibilities in high performance sport system are clearly defined. The fact that the findings of this review identified action that needs to be taken in these areas perhaps speaks to the fact that the CSP is only five years into a 10 year vision.

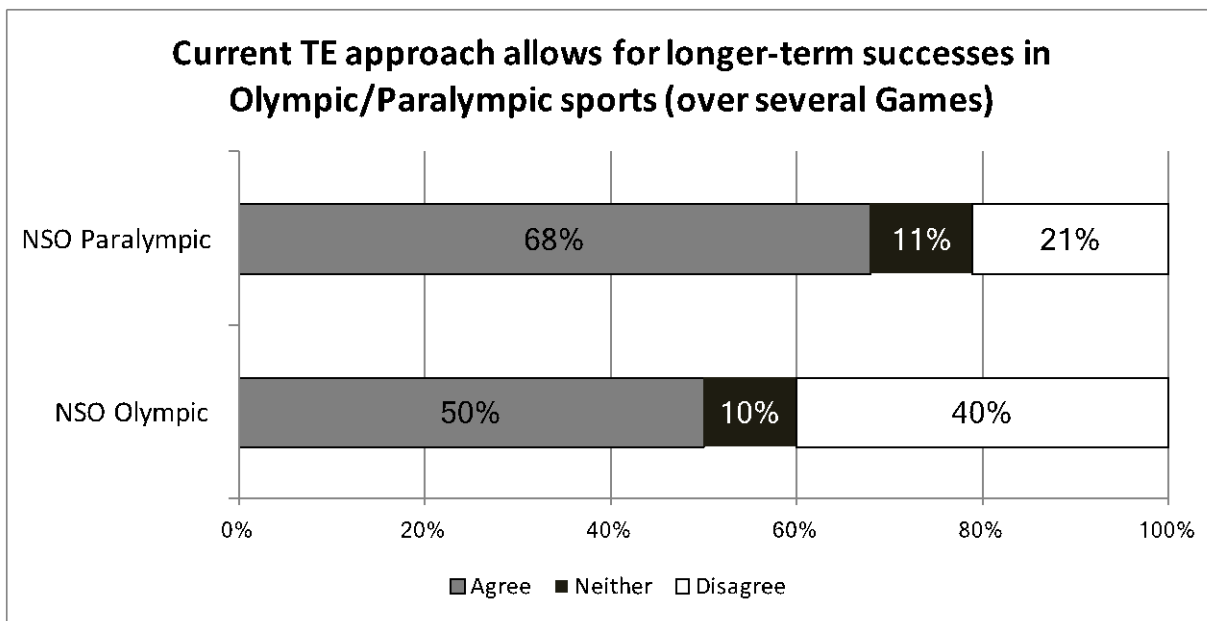
It was reported that Sport Canada could improve NSO-P/TSO system alignment by requiring NSOs to align with P/TSOs as a condition of NSOs receiving Sport Development funding. At present, P/TSOs reported frustration with lack of alignment or pressure from Sport Canada on NSOs to require system alignment.

Each of the members of the COPSI Network has a different Board of Directors and is funded in part by the P/T government of the jurisdiction in which their institute or centre is located. NSOs reported widely varying approaches, funding schemes, and access to programs and services from the different CSI/CSCs, reflecting the priorities of each CSI/CSCs funding partners. Different approaches with each CSI/C required additional time to be spent by sports negotiating with each CSI/CSC to arrive at an appropriate level of service for dollars spent. As well, CSI/CSCs who reported that their targeted excellence funding allocation was received well into the first quarter of the fiscal year, took different approaches to managing this funding gap, which NSOs had to navigate and accommodate. A number suggested that all CSI/CSCs be brought under one Board of Directors, or be aligned with OTP in a reporting relationship.

Key informants highlighted the need to clarify roles among Canada's four high performance agencies: OTP, COC, CPC and Sport Canada. As noted earlier, there is duplication in submitting and reporting to each of these. Key informants reported that in other countries, there is one high performance leader. In Canada, it is not clear who is the high performance leader, and some reported that there appears to be a competition between Own the Podium and the Canadian Olympic Committee for this role.

Olympic sports were split on whether the current targeted excellence approach allows for longer-term successes with half (50%) agreeing, but a significant minority (40%) disagreeing. Paralympic sports were much more hopeful about the future, with over two thirds (68%) reporting that the current targeted excellence approach would allow for longer-term successes. The results are shown in the figure below.

Figure 13



The media commented on the negative impact of reduced funding of some sports on the public’s interest in those sports as reflected by audience research. It was noted that professional sports, such as the NHL, protect the league’s brand as a quality product, by designing the entry draft process to ensure that no one team falls below a certain level of performance. The analogy was made to the sport system, where the quality of performance varies widely across sport organizations, thus affecting the public’s support for high performance sport.

Alternative approaches that impact the development (feeder) system

Key Findings

Developing Canadian high performance coaches and high performance directors that reflected gender balance was described as an alternative approach to improve athlete performance.

Creating a cooperative COPSI Network that operates in collaboration as opposed to competition with one another, and was supported by stable, predictable funding, was seen as another approach to improve athlete performance.

Developing a system for home-grown (Canadian) high performance coaches and high performance directors was identified by a number of key informants as an alternative approach to enhance high performance system development and improve athlete performance. Sports described being directed by OTP to “get the best” coach, which in many cases meant going outside Canada to hire someone with the expertise and track record that met those requirements. While a foreign-born coach might bring skills to a sport that they may need to get to the next level, that other country’s national also brought that country’s sport development experience with him/her, and was not reinforcing the Canadian approach. Key informants identified the need for Canada to

develop its own high performance coaches and HPDs, who, by virtue of being Canadian, would have a level of loyalty, pride and commitment to athlete performance and outcomes that would go beyond that brought by a foreign national.

Another side effect of the “get the best” approach was that little attention was paid to gender balance. In developing home grown high performance coaches and HPDs there is an opportunity to address gender balance.

Additionally, it was reported that the short-term annual funding makes it difficult to attract and retain world class coaches on a full-time basis. Some have hired part-time coaches who are based in another country—and who stay there and the athletes travel to them—to avoid the additional challenge of managing a household move for what may turn out only to be a short-term contract.

As noted, other approaches to improving athlete performance could be attained through the COPSI Network, through consistent delivery standards, affordable and top quality sport science and sport medicine and stable predictable funding. CSI/CSCs have an opportunity to operate cooperatively—right now they are in competition with one another for sports and training groups within sports and depending on the amount of support the CSI/CSCs get, the cost of their services to NSOs can vary across the country.

Alternative approaches – other jurisdictions

Through an analysis of documents, websites and literature, we were able to identify some best practices used in other jurisdictions with similar targeted excellence that systems, which might be considered by Sport Canada as alternative approaches worthy of implementation in Canada. These included the following:

- *Making longer-term (multi-year) funding commitments* – In Germany the national sport federations are allocated and guaranteed the same levels of annual funding over a quadrennial (or a four year Olympic/Paralympic) cycle (2013-2016). Funding is allocated by the German government on recommendations from the German Olympic Sports Confederation (DOSB), a similar arrangement to the OTP/Sport Canada relationship. In France, a discipline can receive a “high performance” status (with financial support) for the duration of a quadrennial.
- *Focusing on fewer targeted sports* – New Zealand determined after the 2012 Olympic and Paralympic Games that their high performance agency, High Performance Sport New Zealand (HPSNZ) would invest deeply in a limited number of sports that had medal potential in both the Olympic Summer and Winter Games. This involved providing intensive financial support to 10 - 12 sports across three Tiers, both Olympic and Paralympic sports, and to a designated non-Olympic/Paralympic sport (netball) that has national importance
- *Investing a higher proportion of funding in the targeted excellence approach*—Australia in 2014-15 spent \$120M annually to deliver programs aligned with their *Winning Edge* targets administered through a new funding and accountability model. Australia’s *Winning Edge* is that country’s 10-year plan to move from “world class to world best”. Investment is prioritized to sports that demonstrated the greatest chance of short-, medium- and long-term success and sports that had the capability to deliver; in other words, financial investments are targeted.



- *Using an online data system for collecting information from sports, which sports can update themselves* – UK Sport, the high performance agency in the United Kingdom funds sports annually, because of the unpredictability of lottery incomes, but requires sports to undertake and report on a 12-point self-assessment made up of 62 individual criteria and report to UK Sport on progress against identified key performance indicators. This mechanism, which was referred to by some of our key informants, was reported to minimize paper-based reporting. Basic tombstone data, such as staffing, organizational structure, etc. pre-populated in the online form when sports were completing their assessments.
- *Funding tied to NSO governance and standards* – A number of countries have set governance standards for sport organizations. UK, for example, requires sports' Boards of Directors to have 25% of their Boards made up of independent members and have set a target of 25% female Board members by 2017. In 2013, Australia required the seven sports receiving the highest levels of funding to meet the Mandatory Sports Governance Principles, otherwise funding would be impacted; other sports have been added since. Some aspects of those principles include: Boards of Directors must undertake an annual Board performance evaluation involving external input and also to have 40% female participation on the Boards. Australia also requires NSOs and their member bodies (state and territorial sport organizations) to work in cohesion, adhering to one strategic plan for the sport in the entire country. In France, the government exerts a very strong influence on the sport federations, which are subject to a regulatory regime.
- *Needs-based athlete assistance, where funding to high performance athletes is not provided to those with sponsorship or other income above a certain level* – UK athletes lose athlete assistance funding pound for pound over a maximum income threshold (£65,163), which permits other income from sponsorship, prize money or earned income before it affects the maximum athlete assistance figure each athlete can receive.
- *Development of high performance coaches and technical leaders is the responsibility of the country's high performance agency* – Leadership for the world-leading coaching and technical leader programs were conceptualized, led by and embedded in the high performance sport leadership organization within the country, separate from community coaching development. This is the case in New Zealand (HPSNZ), UK (UK Sport), Australia (AIS) and Germany (DOSB). New Zealand, UK and Australia all have separate agencies responsible for community sport development. France has various sport institutions, including the *Institut national du sport, de l'expertise et de la performance*, which provides training, research and development for the system, as well as three specialized sport schools.
- UK also operates an International leader program aimed at supporting Britons to take positions on International Federation Boards and Committees.

Targeting the NextGen and podium performances

10. At present, an initiative is underway to target the Next Generation of high performance athletes (NextGen) who are 5 to 8 years out from a podium performance. Is the current approach likely to result in podium performances within the expected timeframes? What are the alternatives?

Key Findings

The Government of Canada's planned investment in next generation athletes has yet to be fully launched when the majority of data was collected for this review. Nevertheless, respondents in both the surveys and interviews were supportive of more resources being used earlier into the development system than is currently the case. Sports and CSI/CSCs cautioned, however, that the current targeted approach should not be used with younger athletes deep in the "pipeline". Instead, an approach that favoured focusing on training groups and larger numbers was recommended.

Specific investment in next generation athletes was referenced in the Budget 2015 (April), when it was announced that:

*"Economic Action Plan 2015 proposes to provide up to \$20 million over four years, beginning in 2016–17, to support Canada's future Olympians and Paralympians, to be matched by the private sector. This funding would be used to support additional coaches, improve the daily training regimes of athletes, and invest in sport science and sport medicine services for up-and-coming elite athletes. This investment will provide continued support to the next generation of Olympians and Paralympians who are five to eight years away from potentially medaling at an Olympic or Paralympic Games."*⁸

Athletes' perspectives are generally that the concept of providing support deeper into the system was welcomed, although they noted that the time frame of 5 – 8 years may need to vary by sport.

At the time the interviews were conducted, the funds for the federal program had not yet been released as there was a caveat in the budget that the funds be matched by the private sector. An announcement in October 2016 by the Canadian Olympic Committee reported that \$16 million was being identified as the private sector matching funding, although this was a continuation of its existing commitment to high performance funding through OTP, over four years. It was reported that OTP had "jumped the gun" in promoting and delivering in collaboration with some CSI/CSCs, programs that using the "NextGen" moniker with internal resources, as opposed to the federal government funds, matched by the private sector, which potentially resulted in some of the confusion.

Most key informants were in agreement that the current approach to targeted excellence funding, of focusing on a limited number of athletes, would not work for younger athletes five to eight years from the podium. Their rationale was that athletes that young (in many sports) are unpredictable at such early developmental stages, and while some, if targeted, may achieve podium performances, others, also targeted, may actually leave the sport. Key informants cautioned against taking the approach of supporting two to three targeted athletes in a training

⁸ Government of Canada: 2015; Budget 2015 <http://www.budget.gc.ca/2015/docs/plan/ch4-2-eng.html> Accessed December 2016

group, in favour of providing funds to support the whole training group. Also, it was reported that the time frame should not be five to eight years, but should be more flexible reflecting the development requirements of different sports, ranging, in some cases up to 12 years, but with shorter time-frames for para athletes.

The general message from key informants however, which was a theme running throughout the Review, was that investment deeper into the development stream was needed, in addition to targeting at the very top. This concept was referred to by some as sport system development and did not necessarily reach down to the community level, but focused on development of high performance athletes and coaches with support from sport science and sport medicine personnel. Resources for sport system development would build capacity within sport organizations, would create positive environments for training, would develop high performance Canadian coaches and sport science and sport medicine staff and extend their specialized services deeper into the system.

This type of approach was fully supported by key informants and by NSOs and coaches surveyed, where 87% of Olympic sports, 86% of Paralympic sports and two-thirds of athletes surveyed (66%) reported that focusing on the next generation of high performance athletes is likely to increase the pool of medal contenders. Athletes were less supportive of focusing on NextGen athletes when the question was phrased “If there were to be changes to the Own the Podium process used to recommend targeted excellence funding” just under half (46%) agreed and a third (33%) disagreed that there should be more of a focus on the Next Generation of high performance athletes (NextGen) who are 5 to 8 years out from a podium performance. Perhaps athletes regarded this as a potential threat to their current funding support and expressed caution in that context.

7. Summary and Conclusions

Targeted Excellence funding has helped to achieve results in an increasingly-competitive field

Sport Canada funding for high performance sport has increased greatly over the last 20 years. Since the introduction of targeted excellence funding prior to the Vancouver Games, sports receiving targeted excellence funding have won a large proportion of the medals at Olympic and Paralympic Games and World Championships. Sports receiving higher levels of targeted excellence funding also have won a higher proportion of the medals over their two most recent quads.

The amounts of targeted excellence funding per Olympic and Paralympic medal have been relatively stable over the two most recent quads – about \$5 million and \$2 million, respectively for Olympic summer and winter sports, and about \$0.75 million and \$0.5, respectively for Paralympic summer and winter sports.

Over a longer time frame, however, the cost of winning medals has increased greatly, even as the amount of funding has increased. The amount of funding per medal won at Olympic winter and summer games has approximately doubled in the two 10-year periods before and after introduction of targeted excellence funding. The proportionate pre- and post-targeted excellence increase in funding for Paralympic Games medals is even greater, although the amounts are much lower for Paralympic sports and medals.

The targeted excellence approach has had a positive impact on targeted athletes and sports, but non-targeted sports and athletes are feeling left behind

A large majority of all types of participants in this review agreed that targeted excellence funding has achieved its main objectives, including achieving podium success at Olympic and Paralympic Games and World Championships, putting a high performance coaching system in place, and supporting athletes through targeted programs to podium-potential athletes.

There was a strong consensus among targeted athletes that targeted excellence funding has allowed them to improve both their own performances and the performances of other athletes at Olympic and Paralympic Games and World Championships. Athletes who have benefited from targeted excellence funding also expressed positive opinions about the extent to which the funding has allowed their NSO to provide enhanced high performance programs and services, particularly in participation in international competitions, sport science and sport medicine, high performance coaching, and access to training, competition facilities and training camps.

While the benefits for targeted athletes and sports are clear, many of the non-targeted athletes who have not benefited from targeted excellence funding are being left behind. There was a consensus among review participants that development by non-targeted sports and athletes is extremely difficult without targeted excellence funding. They have not had access to programs

and services necessary for international success. Athletes, NSOs and others reported that Sport Development funding alone (i.e., non-targeted funding) has not been sufficient to allow NSOs to provide the enhanced high performance programs and services needed for athlete development and international success.

Non-targeted athletes experience financial difficulties, often having to self-finance their participation in competitions, and sometimes being unable to continue to participate at a high performance level because of the costs. Negative impacts from a loss of funding can include psychological problems and physical stresses, such as an injury taking longer to heal because of limited access to sport medicine services.

It is getting more expensive to achieve international success

The amount of funding from the Government of Canada, through Sport Canada, for high performance sport has increased substantially over the last 20 years, increasing more than threefold for Olympic summer and winter sports and proportionately even more for Paralympic sports. The introduction of targeted excellence funding to support podium success at the Vancouver Games accelerated this increase in high performance sport funding.

While the amount of Government of Canada funding has increased, so has the amount of funding required to win a medal at the Olympic and Paralympic Games. In Olympic sports, the amount of funding per medal approximately doubled from Sydney to Rio in summer sports and from Salt Lake City to Sochi in winter sports. In Paralympic sports, the amount of funding per medal won increased even more in relative terms, although the dollar amounts of the funding per medal won in Paralympic sports have been much less.

NSOs, athletes, experts and others identified several factors that have increased the difficulty and costs of achieving podium success at international events. These factors include an increased depth of field as more athletes achieve international standards and compete at international events, more countries investing more money in high performance sport, including funding targeted to international success, and the higher costs of athlete development and support including coaching, training and competing at international events.

A recent review by SPLISS (Sport Policies Leading to International Sporting Success), an international sport research network, found that the most successful countries are those that invest most in high performance sport. However, the amount of money is not the only determinant of success: how the money is spent is a crucial. Some countries, for example Australia, France, Japan and the Netherlands, are more efficient in the extent to which spending on high performance sport is converted into medal performances. SPLISS also cited the UK as a nation that invests public funds strategically to maximize the performance of athletes at major international events. In addition to medals won, UK Sport measures success by the number of medalists developed and the quality of the systems and processes in place to find and support the country's most promising future podium performers.

There is strong support in the high performance sport community for a targeted excellence approach and for Own the Podium as an independent agency

There is strong support among the high performance sport community for the targeted excellence approach as a means of allocating funding to achieve Canada's high performance sport goals. There also is a consensus that Own the Podium serves a valuable function as an independent agency to conduct analysis and make recommendations about high performance sport funding. Few Olympic and Paralympic sport organizations, and only about one quarter of athletes, think that the Own the Podium process should be ended and, for example, that all targeted excellence funding should be incorporated into Sport Canada's Sport Support Program.

While NSOs and others generally are very supportive of the targeted excellence approach and of OTP as an independent agency, some expressed concerns about the potential for a conflict of interest in OTP's dual roles of funding agency and technical advisor. They see OTP as the *de facto* decider of funding – Sport Canada makes adjustments but it does not have the high performance capacity to review OTP's recommendations thoroughly and critically – while OTP also provides sport consulting advice to NSOs. Some NSOs reported that they feel pressure to follow OTP's advice to maintain their targeted excellence funding. Some also expressed concern about sharing information on weaknesses with a technical advisor when funding decisions are based on strengths and performance.

Despite success and support for a targeted excellence approach, approximately half think a major re-think is needed

As already noted, support for a targeted excellence approach to funding to achieve high performance sport results is strong. However, despite the successes, there was a clear message from review participants that the current targeted excellence approach, as administered by OTP, needs a major re-think and revisions. Among survey respondents, half of Olympic sport NSOs and coaches, half of the athletes, and almost three quarters of the Community Forum respondents indicated that revisions should be made to the process used by OTP to recommend targeted excellence funding allocations. Paralympic sports were more supportive of the current targeted excellence approach, with less than a third recommending a major re-think and revisions.

Three major areas were identified in interviews for consideration as alternative approaches that would improve athletes' performances and enhance the high performance sport development system. First is funding, where concern was expressed about the instability of annual funding. Sport organizations and others identified several negative impacts from this instability, such as being unable to attract top talent in the form of coaches and high performance directors and the associated salary caps, the inability to develop Canadian coaching talent and pay attention to gender balance, time taken away from sport development and spent on grant application writing and reporting, and failure to attract corporate sponsors because of unstable, unpredictable, annualized funding.

Second, the balance is not right between targeted excellence and Sport Development funding, something that also was reported by half of 50% of Olympic sports, 40% of Paralympic sports, and 45% of athletes who disagreed with the statement "Sport Canada strikes a good balance between funding for sport development and targeted excellence funding". Almost all sport organizations (over 93%), both Olympic and Paralympic, reported that Sport Canada's SSP funding is too low, but there was little agreement on whether the targeted excellence funding levels are too high or too low relative to Sport Development funding.

Third, the current focus on short-term outcomes precludes sports from developing a sustainable high performance system over the longer term. More detail on this third point about alternatives follows.

Strong support for high performance system development through a longer-term focus

There was a consensus among review participants that OTP's emphasis on accomplishing short-term objectives (generally in one year) makes it difficult for sports to develop a sustainable high performance system in their sport over the longer term. To undertake this type of development would involve NSOs taking some risks, for example, by sending younger, untested athletes to major competitions instead of the older athletes who may be proven but who potentially are declining in their ability to attain the podium. NSOs reported that OTP generally is unwilling to recommend funding of plans that entail such risks.

Sports asked, in addition to targeting, that longer-term, stable and predictable resources be devoted to high performance system development. Investing in the longer term would, it was reported, result in a sustainable high performance sport system, with a continuous pipeline of developing athletes, coaches and officials, all of whom would be supported to get to the next level. More stability in funding, as discussed earlier, also could contribute to a sustainable high performance sport development system. Stable, predictable funding, as opposed to funding that can vary widely from year to year, was reported to be more attractive to corporate sponsors. Potential sponsors are interested in making longer-term investments, made in conjunction with resources provided by governments. Attracting such longer-term investments, we were told, is more difficult in the context of a one-year cycle for targeted excellence funding.

Professional sports leagues protect their brands by ensuring that no one team falls below a certain level of performance. The annual draft of the top young players with potential is arranged so that the team at the bottom of the rankings has an opportunity to recruit the top player, and therefore re-build their team over the longer term and ultimately enhance their performance to the point where they can contend for the playoffs. A media key informant compared this situation to the amateur sport system, where different sports are allowed to drop below a certain level of performance, for example by having their targeted excellence funding reduced or withdrawn, and their performance slips. When one sport's performance slips, it was suggested, the entire brand of amateur sport suffers, as the public loses interest and moves on to another (non-sport) program to watch or stream. Lack of public interest can translate into a sport being less attractive to potential corporate sponsors.

Another contributor to a sustainable high performance sport system is vertical alignment within sports from the community to national team levels. Few provincial/territorial funding schemes, with limited exceptions, were reported to be aligned with Sport Canada's Sport Development funding. The relationships between NSOs and P/TSOs vary by sport and there are a variety of models, with some NSOs providing annual payments to P/TSOs and in other sports, the P/TSOs pay fees to the NSO. Nevertheless, sports suggested that Sport Canada has an opportunity to promote system alignment by making Sport Development funding to NSOs contingent upon alignment with P/TSOs' programs and services, with the objective of supporting the development of a high performance system within each sport.

Sports requested that there be clarification of roles and responsibilities among Sport Canada, OTP and the COC/CPC, and that there be a clear statement about who is the high performance leader/decision maker in Canada. At present, sports noted that it appears sometimes that there is a competition between the COC and OTP for this leadership role. Clarifying the roles, we were

told, would also contribute to high performance system development, so that progress would not be “two steps forward, one step back”.

The COPSI Network was singled out as requiring consistent delivery standards across CSIs, affordable and top quality sport science and sport medicine services, and stable, predictable funding. The seven different Boards of Directors, seven different sets of strategic goals and objectives, seven different leaders results, it was reported, in NSOs having to spend time in negotiations with different approaches to funding, and different responses to service needs.

Lack of stable, predictable funding was also cited as a challenge for the CSIs. When targeted excellence funding for the CSIs is delayed into the first quarter of the fiscal year, sports reported that different CSIs take a different approach to managing this. Sports suggested that if there would be one leader for all the CSIs, or even if they were brought into a reporting relationship with OTP so that the CSIs were operating in collaboration as opposed to competition, some level of consistency could be achieved, and less NSO time would be spent on needless negotiations.

A number of alternative approaches suggested by sports or uncovered in the document review from other jurisdictions, present concepts that may bolster support for high performance system development. These include: multi-year funding; using an online data system for collecting information from sports, which sports can update themselves; funding tied to NSO governance and standards; and, development of high performance coaches and technical leaders being the responsibility of the country’s high performance sport agency, as opposed to the agency responsible for community coaching.

Strong consensus about need to focus on NextGen

The NextGen program, announced by the federal government in the 2015 Budget, had yet to be launched when most of the consultations were conducted for this review. Over 85% of both Olympic and Paralympic sport NSOs agreed that “focusing on the Next Generation of high performance athletes is likely to increase the pool of medal contenders within the expected time frames (5 to 8 years).”

The general view of interview respondents was that using a targeted approach with the next generation of athletes would not be successful. Instead, most suggested that focusing enhanced funding on whole training groups rather than on individual athletes would be the best approach, recognizing that younger athletes are developing emotionally as well as physically and may decide to move away from sport at some point. If investments have been made in the entire training group, there was a greater likelihood that some would be able to attain podium performances. We were also advised that the time frame for NextGen should be flexible to reflect different sports’ developmental requirements, and taking into account the differences between team and individual sports.

Appendix A: Program Profile and Logic Model

As the single largest investor in Canada's amateur sport system, the Government of Canada, through Sport Canada, holds three programs associated with high performance excellence: the Sport Support Program, Athlete Assistant Program, and the Hosting Program.⁹

Sport Support Program (SSP)

SSP supports the development of Canadian athletes and coaches. The funding concentrates on programs and services that have a direct impact on athletes and athlete development. It also focusses on programs that introduce children and youth to their first experience in sport.¹⁰ The SSP has two distinct funding request mechanisms: Core and Above Core for National Sport Organizations (NSOs), Multisport Service Organizations (MSOs), provincial/territorial bilateral agreements, and Canadian Sport Institutes/Centers (CSI/C). The funding for the Targeted Excellence Approach comes from the SSP.

Targeted Excellence Approach and Own the Podium

The Targeted Excellence Approach and Own the Podium (OTP) are closely linked. Basically, the Targeted Excellence Approach is a strategy to provide funding, largely by the Government of Canada, to targeted sports and athletes through recommendations from Own the Podium.

OTP's purpose is as follows: "Own the Podium provides technical support to national sport organizations with the aim of delivering more Olympic and Paralympic medals for Canada. Own the Podium prioritizes investment strategies by making funding recommendations using an evidenced based, expert driven, targeted and collaborative approach."¹¹

OTP's first *raison d'être* is to determine which sports, disciplines, teams, or individual athletes have medal potential at future Olympic and Paralympic Games. OTP makes recommendations to the funding partners on funds coming from government and non-government sources to support winter and summer sport excellence in Olympic and Paralympic sports.¹² Today, OTP has extended this primary role. It oversees research and innovation projects as well as initiatives to identify and support the development of the next generation of Canadian athletes. It also monitors NSO high performance sport programs¹³ as well as provides technical advice and leadership.¹⁴

⁹ Canadian Heritage (2016) *Grouped Evaluation of Sport funding Programs: Sport Support Program Hosting Program Athlete Assistance Program 2010-11 to 2014-15 and Executive Summary of the Review of the Federal Government Investment in the Toronto 2015 Pan and Parapan American Games*.

¹⁰ Canadian Heritage Website. *Sport Support Program*. Retrieved December 2016 from <http://canada.pch.gc.ca/eng/1414078950287/1414085075067>

¹¹ Own the Podium. *Annual Report 2015-2016 To be a world leader in high performance sport at the Olympic and Paralympic Games*. Retrieved December 2016 from <http://www.ownthepodium.org/Resources/Annual-Report>.

¹² Canadian Heritage Website. *High Performance Support*. Retrieved in December 2016 from: <http://canada.pch.gc.ca/eng/1414514818317/1414514858262>

¹³ Canadian Heritage (2016) *Request for Proposals for the Review of Sport Canada's Targeted Excellence Approach*.

recommendations have been approved, Sport Canada is fully responsible for the allocation, management, distribution and accounting for the funding.¹⁵

Goals of the Targeted Excellence Approach and Own the Podium

The goals of the targeted excellence Approach are defined as outcomes in its logic model. The outcomes are as follow:

- A quality daily training environment exists for targeted sports (Immediate Outcome)
- The high performance sport system components are in place (Immediate Outcome)
- Targeted National Sport Organizations (NSOs) deliver programs to develop podium-potential athletes (Immediate Outcome)
- Athletes are optimally prepared and supported for high performance competition (Intermediate Outcome)
- Athletes achieve podium results at Olympic and Paralympic Games and World Championships (Ultimate Outcome)

Athlete Assistant Program (AAP)

AAP provides direct monthly financial assistance to Canadian high-performance athletes. The AAP aims at improving Canadian performances at major international sporting events such as the Olympic/Paralympic Games and World Championships. It offers directly monthly support to athletes in the form of a living and training allowance, plus tuition and supplementary AAP support. Over 2,000 athletes in more than 90 sport disciplines receive support through AAP each year. Only athletes who have been nominated under the *Sport Funding and Accountability Framework (SFAF)* can benefit from this program.¹⁶

Hosting Program

The Hosting Program assists sport organizations in hosting the Canada Games and international sport events in Canada. These events are anticipated to provide significant sport, economic, social and cultural legacies. The program promotes active liaison with partners/stakeholders and a diligent contribution system.¹⁷ The framework for the delivery of the Hosting Program is provided by the *Federal Policy for Hosting International Sport Events*.¹⁸

¹⁴ Canadian Heritage (2016). *Grouped Evaluation of Sport funding Programs: Sport Support Program Hosting Program Athlete Assistance Program 2010-11 to 2014-15 and Executive Summary of the Review of the Federal Government Investment in the Toronto 2015 Pan and Parapan American Games*.

¹⁵ Sport Canada (2013) *Review of Own the Podium Targeting Excellence at the Olympic and Paralympic Games*. (p.12)

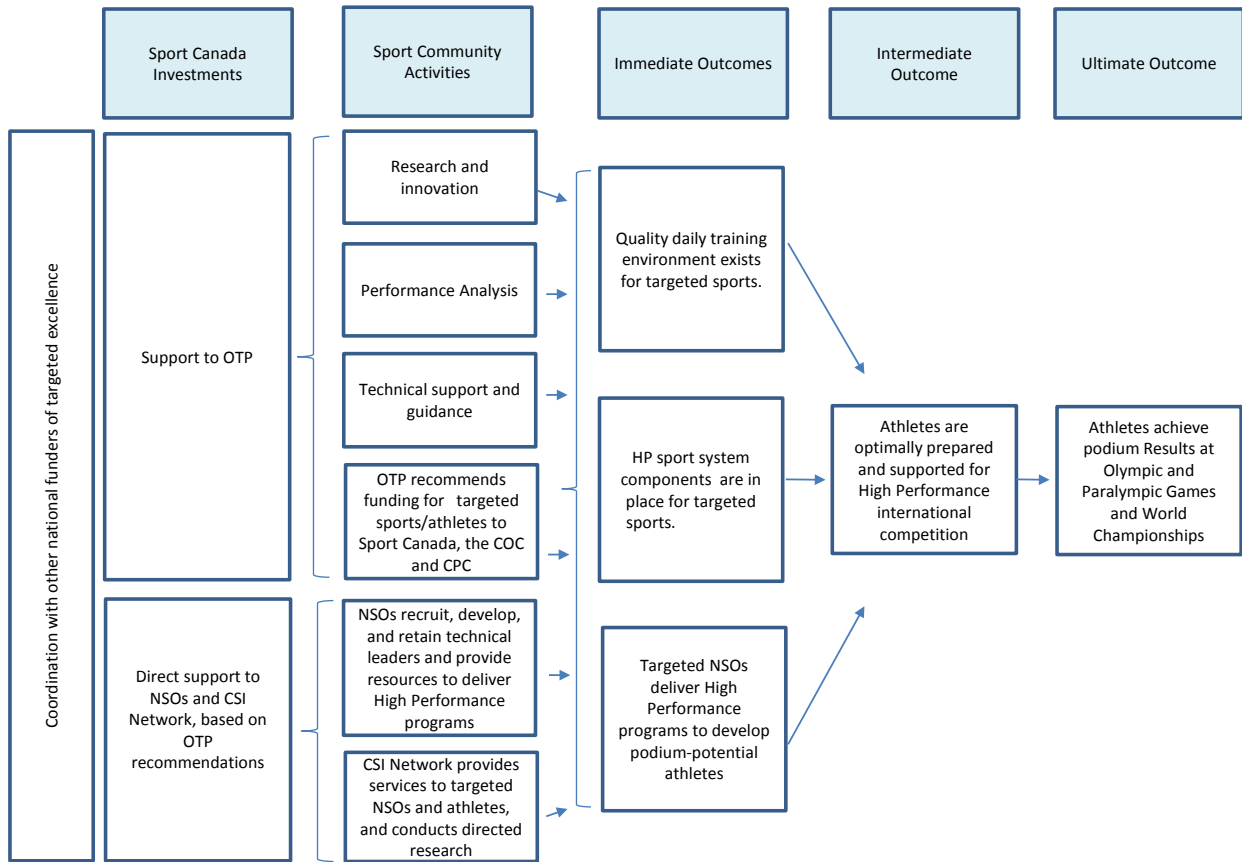
¹⁶ Canadian Heritage Website. *Sport Canada Athlete Assistance Program Policies and Procedures 2015*. Retrieved December 2016 from http://canada.pch.gc.ca/DAMAssetPub/DAM-PCH2-financement-funding/STAGING/texte-text/athlete_assistance_program_2015_1449583292452_eng.pdf?WT.contentAuthority=13.0

¹⁷ Canadian Heritage Website. *Hosting Program*. Retrieved December 2016 from <http://canada.pch.gc.ca/eng/1414504474134>

¹⁸ Canadian Heritage Website. *Federal Policy for hosting international sport events*. Retrieved December 2016 from <http://canada.pch.gc.ca/eng/1426532459308>.

Figure 14

Logic Model: Sport Canada's Targeted Excellence Approach



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Appendix C: Methodology Matrix

Review questions	Indicators	Methods/sources of information				
		Document/ Literature Review	Admin Data Analysis	Key Informant Interviews	NSO Survey	Athlete Survey
Impacts of the Targeted Excellence Approach						
1. Overall, what are the most important impacts of the approach to Targeted Excellence funding used by Sport Canada (and implemented by OTP) over the last 10 years?						
a. Impacts on targeted sports (Olympic and Paralympic)	Number of successes achieved in terms of podiums (trends in time), comparison with key countries	√	√			
	Opinions on impact of Targeted Excellence funding on sports on progress to achieve podium results			√	√	√
	Opinion about unintended impacts of Targeted Excellence funding on sports			√	√	√
	Impact of funding on visibility of sport among Canadians	√		√		
b. Impacts on non-targeted sports (Olympic and Paralympic)	Number of successes achieved in terms of podiums (trends in time, gaps with targeted sports)		√			
	Opinions on impact of TE funding on non-targeted sports on progress to achieve podium results in longer term (e.g., international standings)			√	√	√

Review questions	Indicators	Methods/sources of information				
		Document/ Literature Review	Admin Data Analysis	Key Informant Interviews	NSO Survey	Athlete Survey
	Opinion about unintended impacts of Targeted Excellence funding on non-targeted sports, including visibility of sport to Canadians			√	√	√
c. Impacts on targeting some disciplines and athletes within a sport and not others	Opinions about impacts on athletes, disciplines and sports			√	√	√
d. Impact of de-funding or significantly reducing funding on a previously targeted sport (Olympic and Paralympic)	Trends of successes achieved in terms of podiums of de-funding, or significantly reduced funding		√			
	Opinions about impact of de-funding or significantly reduced funding on a previously-targeted sport on athletes, organizations and visibility of sport among Canadians			√	√	√
e. Symbolic or perceived impacts	Opinions about benefits (or lack of benefits) of Targeted Excellence funding: <ul style="list-style-type: none"> for achieving podium success to sport/sport system development from podium success 			√	√	√
f. Main reasons or factors that have led to these impacts	Opinions of other factors affecting performance apart from funding	√		√		
2. To what extent has the Targeted Excellence funding allowed the NSOs to provide the HR and technical capacity to select and develop high performance athletes? (Olympic and Paralympic)						

Review questions	Indicators	Methods/sources of information				
		Document/ Literature Review	Admin Data Analysis	Key Informant Interviews	NSO Survey	Athlete Survey
a. To what extent has the Targeted Excellence funding allowed the NSOs to ensure the governance, HR and technical capacity to select and develop HP athletes?	Number of respondents agreeing that Targeted Excellence funding allowed organizations: <ul style="list-style-type: none"> improve coaching/technical capacity, improve gender-balanced coach development capacity in Canada; improve data collection and analysis capacity; improve sport science/medicine and technical knowledge improve ability to train and compete at the highest levels. 			√	√	√
	Number of respondents agreeing that Targeted Excellence funding has improved the daily training environments for athletes to achieve success			√	√	√
	% of respondents agreeing that coaching capacity is improved with Targeted Excellence funding			√	√	√
	% of respondents agreeing that sport science/medicine and technical capacity of sport is improved with Targeted Excellence funding			√	√	√
b. Should Targeted Excellence funding encourage the development of technical expertise within individual NSOs or is it better for technical expertise to reside in a central organization that looks at all NSOs, such as OTP or COC/CPC?	Opinions on best approaches to develop technical expertise (within or across NSOs)			√	√	
3. Does the targeting approach have an adequate process for allowing non-targeted sports (and disciplines) to become targeted sports?	Opinions on supports for non-targeted sports to become targeted sports	√		√	√	

Review questions	Indicators	Methods/sources of information				
		Document/ Literature Review	Admin Data Analysis	Key Informant Interviews	NSO Survey	Athlete Survey
4. Do the various sport funding and support programs complement each other (for example, Sport Canada's Sport Support, AAP, Hosting program, OTP, COC/CPC; corporate support).	Opinions about complementarity of funding and support programs			√	√	
a. Is there vertical integration of sport support funding from the local to P/T to the national level? For example, do they allow the most promising athletes to go from local and P/T levels of competition to the highest level of international competition?	Opinions on complementarity between local, P/T funding and Sport Canada programs, and among Sport Canada programs: AAP, Sport Support Program (core, Targeted Excellence (OTP), above core), Hosting Program; and corporate contributions. That is, no overlap and no gaps that would prevent athletes to progress from local to international levels of competition	√		√	√	
	Evidence of synergies between programs leading to excellence	√		√	√	√
5. Does Sport Canada's approach to Targeted Excellence funding lead to partnerships that benefit athletes' ability to achieve high performance goals, for example, partnerships between NSOs, MSOs, COPSI Network, OTP, COC/CPC and universities, as well as with other levels of government?	Opinions about contribution of SC approach to partnerships (common projects, coordinated activities and goals) between NSOs, MSOs, COPSI Network, OTP, COC and universities, as well as with other levels of government			√	√	
	Opinions of contribution of these partnerships to achieving performance			√	√	
OTP Selection Process						
6. Does OTP apply an appropriate set of criteria and weighting system to select sports, disciplines, teams and athletes?	Opinions about application process and capacity of NSOs and CSCs to complete applications			√	√	
a. Fairness and equity of selection criteria	Opinions about validity of criteria, that is, alignment of criteria with performance			√	√	√

Review questions	Indicators	Methods/sources of information				
		Document/ Literature Review	Admin Data Analysis	Key Informant Interviews	NSO Survey	Athlete Survey
b. Time frame used by OTP to evaluate performance (e.g., one quad, two quads?)	Opinions about appropriateness of timeframe to evaluate performance			√	√	√
c. OTP performance / effectiveness of criteria and weighting system	Opinions about effectiveness of criteria and weighting system to identify athletes and teams with podium potential and success			√	√	√
d. OTP's (HPA) role and understanding of NSO needs	Opinions about OTP's role and extent to which OTP understands NSO needs			√	√	
e. NSO understanding of OTP criteria and capacity to apply	Extent to which NSOs understand OTP criteria			√	√	
7. Are the application requirements for Targeted Excellence funding recipients appropriate?	Opinions about application requirements			√	√	
a. Is there any duplication of requirements for reporting by NSOs to Sport Centres/Institutes, to OTP, Sport Canada or the COC/CPC?	Extent to which there is duplication of requirements for reporting by NSOs to Sport Centres/Institutes, to OTP, Sport Canada or the COC/CPC?			√	√	
b. Does OTP accept responsibility for the decisions that are taken by sports based on OTP's recommendations?	Opinions about OTP attitudes and behaviors related to their recommendations to sports			√	√	
8. Are OTP administration and overhead (e.g., travel expenses) appropriate?	Percentage of OTP budget dedicated to overhead Opinions about OTP administration and overhead expenses		√	√		
Alternative approaches: advantages and disadvantages						
9. Are there alternative approaches to improve both athlete performance and enhance HP system development that should be considered? If yes, what are they?	Evidence of alternative approaches used in other comparable countries with high performance (per capita and per dollar spent)	√		√		
	Evidence of alternative approaches to address issues with Canadian system (as identified by interview respondents)	√		√		

Review questions	Indicators	Methods/sources of information				
		Document/ Literature Review	Admin Data Analysis	Key Informant Interviews	NSO Survey	Athlete Survey
a. What are the main advantages and disadvantages of these approaches?	Evidence of alternative approaches and advantages and disadvantages (e.g., impact on performance, sport and athletes)	√		√	√	√
b. How would these approaches impact the development (feeder) system?	Evidence of impact of alternative approaches on development system	√		√		
10. Is targeting the NextGen likely to result in podium performances within the expected timeframes? What are the alternatives?	Opinions about likelihood of NextGen program to improve performance in long term			√	√	√
	Opinions about alternatives			√		