



## AMATEUR SPORT: FUTURE CHALLENGES



**SECOND REPORT OF THE STANDING COMMITTEE ON HEALTH AND WELFARE, SOCIAL AFFAIRS, SENIORS AND THE STATUS OF WOMEN**

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CHAIRMAN**

**SUB-COMMITTEE ON FITNESS AND AMATEUR SPORT**

**DECEMBER 1990**

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R. Tait McKenzie (1867-1938)  
Canadian physician, physical educator

GAYLORD

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HOUSE OF COMMONS  
Issue No. 47  
Tuesday, December 4, 1990  
Chairman: Bob Porter

CHAMBRE DE COMMUNES  
Presidence n° 47  
Le mardi 4 décembre 1990  
Président: Bob Porter

Minutes of Proceedings and Evidence of the Standing Committee on Health and Welfare, Social Affairs, Seniors and the Status of Women  
Procès-verbaux et témoignages de la Commission permanente de la Santé et du Bien-être social, des Affaires sociales, du Troisième âge et de la Condition féminine

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Health and Welfare,  
Social Affairs,  
Seniors and the  
Status of Women

Santé et du  
Bien-être social, des  
Affaires sociales, du  
Troisième âge et de la  
Condition féminine

## SECOND REPORT OF THE STANDING COMMITTEE ON HEALTH AND WELFARE, SOCIAL AFFAIRS, SENIORS AND THE STATUS OF WOMEN

Sub-Committee on Fitness and Amateur Sport

Condition physique et le Sport amateur

INCLUDING:

Y COMPREND:

Second Report to the House

Deuxième rapport à la Chambre

Amateur Sport: Future Challenges

Le sport amateur: Des défis à relever

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SUB-COMMITTEE ON FITNESS AND AMATEUR SPORT

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Seniors and the  
Status of Women**

**Santé et du  
Bien-être social, des  
Affaires sociales, du  
Troisième âge et de la  
Condition féminine**

RESPECTING:

Consideration of the First Report of the Sub-Committee on Fitness and Amateur Sport

INCLUDING:

Second Report to the House

Amateur Sport: Future Challenges

CONCERNANT:

Étude du premier rapport du Sous-comité sur la Condition physique et le Sport amateur

Y COMPRIS:

Deuxième rapport à la Chambre

Le sport amateur: Des défis à relever

Second Session of the Thirty-fourth Parliament,  
1989-90

Deuxième session de la trente-quatrième législature,  
1989-1990

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# ACKNOWLEDGEMENTS

## REPORT TO THE HOUSE

The first Parliamentary Committee on Fitness and Amateur Sport wishes to acknowledge the input — written, formal, and informal — presentations from all areas of the sporting community. This report is the result of well documented proposals and submissions representing over 5 million Canadians actively involved in Amateur Sport.

The Standing Committee on Health and Welfare, Social Affairs, Seniors and the Status of Women has the honour to present its

A special thanks to the staff of the Committee; the Clerk, Clairette Bourque and the researchers Luc Fortin and Odette Madore. They have been most helpful in analyzing the submissions and working to an extremely tight schedule — particularly during our hearings in July.

Pursuant to Standing Order 108(1), a Sub-Committee of the Standing Committee on Health and Welfare has the honour to present its

A final word of thanks to all members of the Committee who have worked constructively together in the best interest of Amateur Sport in Canada. It has been an honour and pleasure to serve as your chairman.

In accordance with its mandate under Standing Order 108(2), the Sub-Committee has examined the Report Toward 2000: Building Canada's Sport System, prepared by the Task Force on National Sport Policy, and the Report of the Commission of Inquiry into the Use of Drugs and Banned Practices Intended to Increase Athletic Performance (Dobson Commission).

The Sub-Committee agreed to present the following to the Committee. Your Committee has adopted this report which reads as follows:

# ACKNOWLEDGEMENTS

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Chairman

2

Members

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Staff

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CONCLUSION

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# SUB-COMMITTEE'S REPORT

## REPORT TO THE HOUSE

### PREAMBLE

The Sub-Committee on Fitness and Amateur Sport was created in June 1989 by the House of Commons Standing Committee on Health and Welfare, Social Affairs, Seniors and Status of Women. At its first meeting, held in November 1989, the Sub-Committee decided to study the Report of the Task Force on National Sport Policy, published in August 1989.

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During this meeting, the Sub-Committee also stated its intention to study the recommendations of the Dubin Commission's Report on the Inquiry into Drug Use by Athletes. In this regard, the Minister of Health and Amateur Sport, the Honourable Jean Charest, indicated to the members of the Sub-Committee that the

### SECOND REPORT

Pursuant to Standing Order 108(1), a Sub-Committee of the Standing Committee on Health and Welfare, Social Affairs, Seniors and the Status of Women has been established to examine some aspect of Fitness and Amateur Sport in Canada and to report its conclusions and recommendations to the Committee.

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On the matter of Maroni Davis, the Sub-Committee transmitted its views to the Minister by way of a resolution, copy of which is provided in Appendix A.

Hearings were continued in the fall on matters related to penalties for coaches. A motion requesting the establishment of an independent arbitration in the case of Mr. Andrzej Kulesza was adopted unanimously. Appendix B presents a copy of this motion.

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During this meeting, the Sub-Committee also stated its intention to study the recommendations of the Dubin Commission, responsible for the inquiry into drug use by athletes. In this regard, the former Minister for Fitness and Amateur Sport, the Honourable Jean Charest, indicated to the members of the Sub-Committee that the Dubin Report would be referred to them.

The Sub-Committee's public hearings began in December 1989 and, until May 1990, dealt mainly with a study of the Task Force Report. Some fifteen witnesses were heard and almost twenty-five briefs were received; the Minister of State for Fitness and Amateur Sport, athletes, national sports organizations (NSOs), and various multi-sport service and franchise-holding agencies appeared before the Sub-Committee.

The report of the Commission of Inquiry into the Use of Drugs and Banned Practices Intended to Increase Athletic Performance, chaired by the Honourable Charles L. Dubin, was officially tabled in the House of Commons on 27 June 1990. During the hearings held in July on this Report, the Sub-Committee addressed issues mainly related to penalties for the violation of the government's anti-doping policies. At the request of the Minister of State for Fitness and Amateur Sport, the Honourable Marcel Danis, the Sub-Committee transmitted its views to the Minister by way of a resolution, copy of which is provided in Appendix A.

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## INTRODUCTION

Since the adoption of the *Fitness and Amateur Sport Act* in 1961, the structures of the Canadian sports system have reached a level of sophistication and require some adjustment to the modern environment. In response to demands from the sports community, the federal government has, during the last 30 years, adopted various policies reflecting both the concerns of groups and individuals involved in sport and government priorities. The Task Force Report, published in 1988, and more recently, the Dubin Report indicated that some policy changes will be necessary to increase the efficiency and the efficacy of programs affecting various sports disciplines.

Considering that many people are directly concerned with the formulation of sports policy, the members of the Sub-Committee on Fitness and Amateur Sport concentrated on reactions to the recommendations of the Task Force, and the Dubin Report, and particularly on comments on the present sports system. The Sub-Committee Report reflects the essential contribution of the athletes, NSOs, multi-sport and service agencies, coaches, volunteers and other groups or individuals, concerned about the future of amateur sport. The first section describes the structure of Canada's sports system and focuses on various issues that have an impact on the development and the central role of the athlete in the present system. The second section examines some key components of management and decisions affecting the sports sector. Following comments to the Sub-Committee by organizations and agencies, the third section examines the role of government in sport at the national and international levels, particularly its involvement in public funding, and other strategic areas.

The key responsibilities of the NSOs are: to develop national policies and programs for the province and/or provincial sport bodies; to run national and international sports events; to select, develop and manage the national team (both at an individual and at a team level); to be the single agency representing Canada at the International Federation; and to establish standards or certification criteria for officials.

# INTRODUCTION

Since the adoption of the Fitness and Amateur Sport Act in 1981, the structure of the Canadian sports system has reached a level of sophistication and technical expertise adjustment to the modern environment. In response to demands from the sports community, the federal government has, during the last 30 years, adopted various policies reflecting both the expertise of groups and individuals involved in sport and government priorities. The Task Force Report, published in 1988, and more recently, the O'Brien Report, indicated that some policy changes will be necessary to increase the efficiency and the efficacy of programs affecting various sports disciplines.

Considering that many people are directly concerned with the formulation of sports policy, the members of the Sub-Committee on Fitness and Amateur Sport, comprising on leaders in the organizations of the Task Force, and the O'Brien Report, and particularly on committees on the present sports system. The Sub-Committee Report reflects the essential contribution of the states, NSOs, multi-sport and service agencies, coaches, volunteers, and other groups or individuals, concerned about the future of amateur sport. The first section discusses the structure of Canada's sports system and focuses on various issues that have an impact on the development and the central role of the athlete in the present system. The second section examines some key components of management and decisions affecting the sports sector. Following comments on the Sub-Committee by organizations and agencies, the third section examines the role of government in sport at the national and international levels, particularly its involvement in public funding and other strategic areas.



## CHAPTER ONE

### THE STRUCTURE OF CANADA'S SPORTS SYSTEM

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Canada's sports system is characterized by its complexity and the remarkable diversity of opinions held by those involved. This diversity results mainly from differences in the philosophies of the numerous participants in the sports community. For some, sport leads to excellence through the encouragement of a sports élite. Others consider sport as a means of improving health and fitness and favour mass participation in sports and recreational activities by the population as a whole. Still others look for personal prestige and pride and for national unity, through sports success. Finally, some see sport as a source of personal profit.

Federal, provincial and territorial governments have a responsibility to sport through various overlapping sports organizations. Six major groups participate in the sports system: the federal government, national sports organizations (NSOs), national multi-sport service and franchise-holding agencies, provincial governments, provincial sports associations, and provincial multi-sport service agencies.

The National Sport Organization (NSO) is the pivotal agency in each category of sport. In Canada, there are currently 65 NSOs, which are incorporated non-profit national agencies recognized by the federal government. This means that they are eligible for federal financing through Fitness and Amateur Sport. An NSO is generally made up of provincial sport organizations (PSOs) and various regional and local clubs and organizations, which are affiliated to the national body through the provincial body. Their mandate is tripartite: at the national level, it is derived from its members; another mandate is given by the relevant International Sport Federation; finally, they must promote, encourage and develop their sport in Canada. The NSOs have a national office based at the Canadian Sport and Fitness Administration Centre.

The key responsibilities of the NSOs are: to develop national policies and programs for the provinces and the provincial sport bodies; to run national and international sports events; to select, develop and manage the national team (both at an individual and at a team level); to be the single agency representing Canada at the International Federation; and to establish standards or certification criteria for officials.

A second group of organizations has substantial input into the sports system: the multi-sport franchise-holding agencies. These account for eight different organizations and can be divided into three different categories: the games organizations, the post-secondary school sport organizations, and umbrella agencies. The games associations include the Canadian Olympic Association (COA), the Commonwealth Games Association of Canada (CGAC) and the Canadian Intercollegiate Athletic Union (CIAU) and the Canada Games Council (CGC). The first three organizations are responsible for naming the Canadian team to the Olympic and Pan-American Games, the Commonwealth Games, and the World Students' Games (the FISU Games) respectively. The Canada Games Council runs the National Multi-Sport Games in Canada, which are held once every two years. The post-secondary school sports organizations, the Canadian Inter-University Athletic Union (CIAU) and the Canadian Colleges Athletic Association (CCAA), hold national championships in a few university or college sports. Finally, the Sports Federation of Canada (SFC) and the Canadian Federation of Sport Organizations for the Disabled (CFSOD) are umbrella groups. The SFC represents the concerns of all the NSOs and the CFSOD conducts sports development on behalf of the disabled (e.g., deaf sports, wheelchair sports, sports for the blind, disabled skiing) including participation in international games.

The Multi-Sport Service Agencies provide support and assistance to the NSOs in specialized areas such as administration, technical development, coaching, promotion and fund-raising. The Canadian Sport and Fitness Administration Centre, which houses the NSOs and umbrella agencies, delivers a wide range of services to NSOs, including accounting and computer services, translation, and secretariat support. The Sport Marketing Council assists the marketing efforts of the NSOs by educating and training staff, undertaking feasibility studies and developing public and media relations. The Coaching Association of Canada provides a five-level coaching certification program to help in the development of coaches in Canada. The Athlete Information Bureau and the Sport Information Resource Centre provide information-related services to the sports community and the media. Finally, the Sport Medicine Council of Canada provides athletes, coaches and sports organizations with high quality medical, paramedical and scientific services at major sporting events in Canada and abroad.

There is a similar sport structure in the provinces. The provincial sport-governing bodies (PSOs) are members of appropriate NSOs. Their roles are similar to those of NSOs, but relate to the provincial level. There are also multi-sport service agencies in the provinces. In each province and territory, there is a ministry responsible for fitness or sport

or recreation. These ministries provide funds and support to the sports system within the particular province or territory. There is liaison between the federal and provincial or territorial governments at the ministerial level.

For each National Sport Organization, there is an International Sport Federation responsible for conducting world championships, both awarding the bids and being responsible for technical procedures. For each single sport family there is, at the international level, a regional sport federation. In order to attend national championships or to compete in an international meet, an individual or a team must be a member of an NSO.

The relationship between the sports organizations and the government is primarily financial. Sport Canada is the primary government agency for the sports system. Fitness Canada provides some support services to the sports system but in a relatively minor way. In recent years, Sport Canada has provided administrative and technical leadership to NSOs. It is also involved in the coordination, the promotion and the development of domestic sport and high performance programs. In addition, the government agency supports research, special studies, evaluations and the development of a database. Major initiatives funded by Sport Canada include: subsidies to NSOs, assistance for high performance athletes, support to the Best Ever program, which facilitates high performance sport in Olympic winter and summer sports, technical assistance for high performance training centres, sport science and medicine and applied sport research.

When an athlete becomes member of a FSO, he or she also becomes a member of the respective national sport body. The athlete is thus eligible to participate in national championships and may be selected to go to the Canada Games as a representative of the province, as a member of the provincial team. Having made the national championships, the athlete may go on to compete at the international level.

The athletes are the *visu beneficiaries* of the sports associations' network and Sport Canada's program. Accordingly, the Task Force Report suggests that national goals for sport must be developed at all levels -- local, provincial, national -- and be based on the athlete and the athlete's needs. The majority of witnesses endorsed this recommendation. As stated by the Canadian Air Association, "... perhaps the most important point in the [Task Force] Report is the explicit recognition that the sports system should be based around the athlete and what is required to develop his or her full potential. This may be seem obvious and simplistic, but it needs to be remembered when the current collection of sports organizations is considered."<sup>19</sup> The Coaching Association of Canada also argued in favour of an athlete-centred system. Its brief suggested that it is important "... to

<sup>19</sup> Canadian Air Association, *ibid.*, p. 2.



## CHAPTER TWO

### THE ATHLETE

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#### A. Central Role of Athlete

The athletes have a relationship with most of the organizations and agencies of the sports community. As a young athlete advances through the system, he or she is first likely to learn basic skills in a school or a local recreational centre. If the athlete wishes to compete, he or she will become a member of a team and be involved in advanced skills and competitions. This will be generally done through the school system or the local clubs. An athlete beginning to take part in competitions within the province but outside the local community may decide to become a member of the provincial sport body and thus have access to services provided by the PSO and the provincial government. After competing within the province, the athlete may participate in a provincial championship. In general, when an athlete becomes member of a PSO, he or she also becomes a member of the respective national sport body. The athlete is thus eligible to participate in national championships and may be selected to go to the Canada Games as a representative of the province, as a member of the provincial team. Having made the national championship, the athlete may go on to compete at the international level.

The athletes are the true beneficiaries of the sports associations' network and Sport Canada's program. Accordingly, the Task Force Report suggests that national goals for sport must be developed at all levels — local, provincial, national — and be based on the athlete and the athlete's needs. The majority of witnesses endorsed this recommendation. As stated by the Canadian Ski Association, "... perhaps the most important point in the [Task Force] Report is the explicit recognition that the sports system should be based around the athlete and what is required to develop his or her full potential. This may be seem obvious and simplistic, but it needs to be remembered when the current collection of sports organizations is considered."<sup>(1)</sup> The Coaching Association of Canada also argued in favour of an athlete-centred system; its brief suggested that it is important "... to

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<sup>(1)</sup> Canadian Ski Association, Brief, p. 2.

develop a system which results exclusively from providing the means to meet the needs of athletes of both sexes and of various levels of accomplishment and levels of motivation.”<sup>(2)</sup>

Witnesses explained that this objective needs to be emphasized since resources are limited and should be allocated so as to maximize the benefit to the elements in the system most closely connected with the athlete. However, some witnesses expressed concerns about this objective. For instance, the Canadian College Athletic Association stated that making athletes the focus of the sports system would require radical changes. The Coaching Association of Canada considered that some NSOs might not be capable of providing all the services necessary to the comprehensive development of athletes at various levels. The Association also pointed out that the development and employment of coaches, who are perceived as the second most important individuals within any sport structure, may be neglected if the sports community concentrates on athlete-centred sport.

The Sub-Committee considers that the athlete must be at the centre of the sports system. The plethora of organizations, programs and funds must relate to the athlete in such a way that the whole system is organized to provide programs and services, advance the cause, the advocacy, the profile, the endowment of the athlete. The members of the Sub-Committee do not believe that this would alter the sports system radically but would rather make it more comprehensible and more effective. The Sub-Committee therefore recommends:

- 1. That, in all assessments, evaluations and programs, the athlete must be the essential element and the raison d'être of all related activities.**

## **B. Pursuit of Medals Vs. the Achievement of Excellence**

From the very beginning of their athletic development, athletes feel pressure to win. The magnitude and the intensity of this pressure generally increase over time, when the athlete performs better and reaches higher levels of competition (from local, to provincial, national, and international). However, such pressure is often inevitable; athletes want to win and improve their performance. All of them, or at least most of them, want to be rewarded for their achievements; all of them wish to become winning athletes on the world scene.

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<sup>(2)</sup> Coaching Association of Canada, Letter, p. 2.

It appeared, during the hearings, that there was no consensus among the sports community about the definition of success. Testimonies from the athletes, the sport-governing bodies and the multi-sport organizations revealed two different concepts of success: the first definition relates to individual achievement, while the second relates to winning medals at the international level (being the best in the world). This raises the issue of whether we want Canadian athletes to compete successfully or just to participate internationally. This issue is particularly significant in designing sports policy.

On one hand, some witnesses who appeared before the Sub-Committee claimed that the objective of winning medals is better than that of achieving excellence. According to these witnesses, this is the best way to motivate athletes, since success leads to more participation and attracts sponsors. On the other hand, others said that the recognition of success at the national level should be strengthened. They argued that when the chief motivation is tied to successful performance, the athlete is encouraged to resort to whatever methods improve performance. They also maintained that emphasizing a larger number of medals goes against the idea of promoting sport for all Canadians.

According to some NSOs, Canada currently appears to place much of the emphasis on achieving success at the international level. They said that this can be mainly explained by the fact that Sport Canada has over the years changed its definition of success. From this perspective, the Task Force Report is criticized because it outlines a set of performance levels (related to the winning of medals) that high-level athletes should attain in international competitions. The Dubin Report also expresses some concerns about the objectives set up by the Task Force and the policy of the federal government:

Government funding should not enshrine victory as the sole worthy objective of participation in sport. Although there are many commendable objectives in the *Toward 2000 report*, their importance is minimized when the measure of success of government investment in sport is the number of medals won in international competition. (...) The pursuit of excellence is worthwhile and should be encouraged. But all Canadians, not just our high-performance athletes, should have the opportunity to pursue personal excellence through sport while broadening their experience and abilities with a view to their future contribution to society. Success in national and international competition should be viewed as a consequence and not as a goal of mass participation in sport.<sup>(3)</sup>

The Sub-Committee recognizes that the dichotomy in the philosophy of sport — between winning and excelling — results mainly from the variety of goals, interests and needs which are distinctive for each sport organization. The Sub-Committee considers that both approaches are worthwhile and could be adapted to the organization's own objectives. Therefore, the Sub-Committee recommends:

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<sup>(3)</sup> Dubin Report, p. 526.

2. **That the pursuit of excellence be encouraged at all levels of competition. However, the relevance of the pursuit of medals, although critically important to élite athletes as a measurement of their international performance level, should be assessed by each NSO.**

The Sub-Committee is concerned by the opinion of some witnesses that the focus on medals encourages athletes to use drugs and other questionable methods to improve performance. The vast majority of athletes have never used performance-enhancing drugs in their pursuit of medals. Consequently, the Sub-Committee believes that the use of drugs by a few should not adversely affect on the amateur sport community as a whole.

### **C. Public Image**

All athletes recognize the various advantages of public visibility. First, establishing a personal reputation within a specific sport leads to financial rewards and it helps improve an athlete's marketing. As well, it can certainly generate some corporate interest which can be beneficial to the athlete. Public visibility can also generate more general enthusiasm for sport and thus foster participation and help to resolve problems at the local or club level.

The majority of witnesses acknowledged the benefits of athletes' visibility. However, there seem to be recognition for and greater exposure of athletes only when they have done something quite outstanding at the international level. During its testimony, the Sports Federation of Canada underlined that athletes must develop good public relations. The Federation pointed out that this should not only be the athletes' responsibility, but also that of the respective NSOs.<sup>(4)</sup>

It is the view of the Sub-Committee that, up to now, the system has not taken advantage of the high regard in which lead athletes are held by the general population. The Sub-Committee believes that we must encourage élite and outstanding athletes to be more actively involved in public speaking engagements at local annual meetings, banquets, etc. It also considers that the NSOs have an important role to play among the Canadian media and the public in the promotion of sport. To increase the athlete's profile in Canadian society, the Sub-Committee recommends:

3. **That the NSO work with the athlete and the media to promote both the individual athlete and the sport.**
4. **That athletes be more visible by, for instance, giving lectures and participating in conferences.**

<sup>(4)</sup> *Minutes of Proceedings and Evidence of the Sub-Committee on Fitness and Amateur Sport, Issue No. 1, p. 1:39.*



#### D. The Role of the Media

The media can play an important role in the promotion of the athlete's image as well as that of amateur sport. It seems that the media do not cover amateur sport adequately. According to the Canadian Sport and Fitness Administration Centre, this limited media support is the result of the sports community's inadequate attempts to establish relations with the press. In its brief, the Centre affirmed that "While the national sport community has constantly lamented the lack of satisfactory media support, it has also constantly failed to invest its limited resources in this field."<sup>(5)</sup> It appears that the sports community must make greater efforts in public relations and communications in order to have sport and athletes adequately recognized.

According to the Canadian Colleges Athletic Association, the media are a significant problem in promoting the concept of sports excellence. For example, they follow the progress of Canadian amateur athletes only during Olympic competitions.<sup>(6)</sup>

The Canadian Figure Skating Association was of the view that the media were not very interested in amateur sports and suggested "a public relations program aimed at interesting media in reporting amateur sport in a positive and encouraging fashion."<sup>(7)</sup>

Some witnesses believed that the Sport Marketing Council could help in promoting and marketing Canadian sport among the media. Others stated that there should be a concerted effort to provide information and press releases to media in small towns rather than attempting to compete with the pros in the major centres. They affirmed that this would greatly improve the diffusion of amateur sport information to the Canadian general public.

The Dubin Report points out that it is increasingly difficult for athletes to hold on to a personal sense of satisfaction at doing their best when international standards are generally accepted as the only measures of success.<sup>(8)</sup> According to the Dubin Report, the media are fostering the public's attitude that only victory and new records are worthwhile, rather than individual accomplishments. The Dubin Commission mentioned the

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<sup>(5)</sup> Canadian Sport and Fitness Administration Centre, Brief, pp. 9-10.

<sup>(6)</sup> Canadian Colleges Athletic Association, Brief, p. 8.

<sup>(7)</sup> Canadian Figure Skating Association, Brief, p. 4.

<sup>(8)</sup> Dubin Report, p. 484.

negative reaction by the media to outstanding performances by Canadian athletes that did not result in gold medals:

Only the winner is accorded praise and financial reward without recognition of the outstanding achievements of those who also compete but do not come first. The role of the media in fostering and encouraging this narrow, superficial view of success cannot be ignored.<sup>(9)</sup>

As the Dubin Report notes, the media may send the wrong message to the public:

The Commission got a taste of this when the press gave ample coverage to athletes who admitted steroid use but little or no coverage to athletes who had competed without drugs.<sup>(10)</sup>

The Sub-Committee strongly believes that recent events have unfairly tainted the image of the amateur athlete and that public misconceptions must be corrected. Moreover, it considers that amateur sport's many attributes, accomplishments and appeal for the general public must be enhanced by all participants in the system — athletes, coaches, sports organizations, international federations, etc. There will thus be more direct and indirect support for all areas of the amateur sport system.

To improve the promotion and marketing of Canadian amateur sport among the media, the Sub-Committee recommends:

- 5. That the role of the media be recognized and developed through the Sport Marketing Council and through specific sport activities.**

## **E. Target Groups**

During the hearings, many witnesses underlined the under-representation of certain groups in amateur sport. Particular concerns were expressed about low participation by the disabled, women, and Native people.

In order to increase the participation of disabled athletes, the Task Force recommends the development of national strategies and the implementation of plans adapted to the needs of disabled participants. As well, the Dubin Report considers that the support for the disabled is still one of the principles that should inspire government sports policy. During an informal meeting with the Sub-Committee members, Rick Hansen remarked that athletes with disabilities have their own sports; however, they are basically

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<sup>(9)</sup> Ibid., p. 518.

<sup>(10)</sup> Ibid., p. 484.

precluded from participating in most competitions. To improve the participation of disabled athletes, he proposed the establishment of a secretariat which would be a coordinating and lobbying body. This secretariat would have a mandate to promote the integration of disabled athletes into world class multi-sport competitions.

The Sub-Committee welcomes such proposals. Furthermore, it believes that there should be events open to any and all competitors willing to compete on an equal basis. This would stimulate the development and competitiveness of highly skilled athletes without "casting a cloud" over their individual performance and success and would develop an increased public appreciation of their sports. These events could be part of multi-sport events, such as the Canada Games, Pan Am Games, etc.

The Sub-Committee therefore recommends:

- 6. That a secretariat be established through Sport Canada to encourage and develop events giving support to disabled athletes to compete on an equal basis.**

Concerning gender parity, the Task Force suggests Canada should "increase the number of women in organized competitive sport through the development of sport specific strategies ...."<sup>(11)</sup> The Dubin Report also affirms the need to re-examine the role and mandate of government in sport in order to attain other goals such as broader participation and better access to sports programs by women, disadvantaged groups and the disabled. The Report concludes that, despite federal efforts to close the gap between male and female participation in sport, much remains to be done. It also suggests that the government agencies' sport policies should encourage equal access for men and women to sports programs and facilities. The Sub-Committee fully supports the views expressed by the Dubin Commission and the Task Force and therefore recommends:

- 7. That gender parity be encouraged through a secretariat established within Sport Canada.**

Some witnesses criticized the Task Force Report and the Dubin Report because they have no specific reference to Native participation in the field of sport. These witnesses noted that the present legislation on fitness and amateur sport does not give any consideration to Native people. In his brief, Alwyn Morris explained that, because of a lack of recreational infrastructure in Native communities, young Native people cannot develop the competitive spirit, skills and level of fitness required to fully participate in the Canadian sports system. He suggested that the federal government allocate special funds for training

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<sup>(11)</sup> Task Force Report, p. 39.

Native athletes until such time as they constitute a fair proportion of the total Canadian participation. It is the view of the Sub-Committee that Native people deserve more attention in the field of amateur sport. Therefore, it recommends:

- 8. That a secretariat be established to encourage the increased active participation of Aboriginals in national and international sports competitions.**

#### **F. Role of Multi-Sport Centres**

Canadian athletes may use a wide range of training facilities, such as local sports clubs and high-performance centres. Prior to major sport events, athletes can also train in lengthy national team-training camps in Canada or abroad. However, there seems to be an increasing sophistication in the facilities and equipment needed at the highest levels of training and competition. Some witnesses stated that the quality of performance at the international level is directly related to the preparation programs for athletes. They underlined the need to provide high-quality sport facilities to Canadian athletes. For this reason, they endorsed the Task Force's suggestion for consideration of the concept of multi-sport high-performance centres to be located in major urban centres and employing professional administrators, coaches, sport scientists, and sport medicine practitioners.

Multidisciplinary centres offer high quality of coaching, support services (scientific and medical) and facilities which make for optimal athletic preparation. According to some athletes who appeared before the Sub-Committee, multi-sport centres for a certain number of sports, where athletes could get together for intensive training a few weeks before the games, could be beneficial. They noted that it was important to remember that such centres would have an optimum size, after which the returns would start to diminish. It is thus essential to get the right-sized centre and the right coordination.

The Sub-Committee believes that the concept of multi-sport high-performance centres is interesting and deserves further consideration. The members of the Sub-Committee therefore recommend:

- 9. That an in-depth study be conducted into the question of multidisciplinary centres and their costs and benefits.**

#### **G. Rights and Status**

Athletes and other members of a national sport organization face a broad range of rules for the conduct of amateur sport. These rules are related to various aspects of sport,

including selection, carding, discipline, negotiation of athletes' contracts, anti-doping measures, etc. The whole sports community agrees that athletes subject to the rules governing sport must also have their own rights recognized and respected.

From this perspective, the Task Force states that actions and decisions affecting athletes should be conducted in accordance with accepted standards of due process and natural justice. The Dubin Report further recommends the establishment of a grievance process for all sport-governing bodies because there are a number of areas for potential disagreement between athletes and sport organizations. The Dubin Commission believes that such a procedure, adjusted to the specific rules of the association and federation, would allow each athlete to receive a fair hearing from the NSO itself. There should also be a mechanism for an independent arbitration acceptable to both parties.

It is the view of the Sub-Committee that athletes, as well as coaches and others who work and participate in sport activities funded by the federal government, are entitled to fair treatment in their working relations, as recommended by the Task Force and the Dubin Commission. The Sub-Committee recommends:

- 10. That sports organizations and other federally funded bodies be required to see that athletes and others are fully informed of their rights and are not prejudiced in any way by exercising those rights.**

The Sub-Committee also endorses the Task Force's view with regard to athletes' rights and therefore recommends:

- 11. That the government require all bodies receiving federal funds to establish fair procedures in actions and decisions affecting athletes and others.**
- 12. That such procedures include a mechanism for the arbitration of disputes by an arbitrator who is independent of the parties to the dispute.**

The Sub-Committee recognizes that most NSOs have already established grievance procedures which give athletes a right of appeal within that jurisdiction. These procedures, however, do not generally provide for the independent arbitration of disputes as called for by the Task Force and the Dubin Commission. While the number of athletes with potential grievances may be minimal compared with the total number of athletes involved in the whole system, each athlete and participant in the system is entitled to the fundamental rights afforded all Canadians under federal jurisdiction, including the public servants who administer the funds.

On appeals from government decisions on athletes' assistance and other funding that directly or indirectly affect the careers or working conditions of athletes, coaches and others, the Sub-Committee recommends:

- 13. That the federal government accept the recommendation of the Dubin Report and replace appeals to the Minister with appeals to an independent arbitrator.**

The Sub-Committee is willing to work with the Minister and the sports community to develop practical procedures to implement these proposals.

## CHAPTER THREE

# MANAGEMENT OF THE SPORTS SYSTEM

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### A. The Role of the NSOs

Our discussion of the structure of the Canadian sports system confirms the central role of NSOs in the development and management of sports in Canada. At the executive level of these organizations, elected directors are responsible for decisions affecting the management of human and financial resources. Volunteers who are members of the board of directors also have a strong input into the programs and activities of each NSO.

The Task Force clearly recognizes that the NSOs are still the primary agents in the development of athletes and the advancement of sport. It also emphasizes that NSOs are the organizations closest to the athletes. As such, the NSOs are said to represent the athletes and their needs and they are perceived as the most appropriate body to implement athletic training models for their respective sports. In order to have a system effectively providing high quality training development, the Task Force recommends that multi-sport agencies respond to the needs of the athlete as defined by the NSOs.

Some witnesses expressed reservations about this last recommendation. First, it was said that a high degree of cooperation with provincial associations will be necessary if the NSOs are to provide a wide range of services. There were also concerns about the effect that the participation of many NSOs which are strongly oriented towards high performance could have on a more unified sports system. Finally, it was said that it could lead to an increase in the administrative duties of the NSOs, resulting in a more bureaucratic structure which might not be appropriate for all NSOs and for the sports community.

Despite these reservations, most of the witnesses representing the single-sport organizations, the multi-sport and service agencies and various government organizations acknowledged the essential contribution of the NSOs to the sports community.

The Sub-Committee fully endorses the Task Force's recommendation that NSOs be the key agencies of sport development. It is the Sub-Committee's view that it is through the NSOs and their affiliated provincial and local bodies that the development, promotion and management of all sport disciplines in Canada are carried out.

As regards of the autonomy of the NSOs, there is a widespread perception within the sports community that if the organizations have to assume a greater share of their own funding, they should perhaps have more latitude and participate more actively in the political and administrative decisions governing their daily operations. Some associations do not share that opinion, however, and still have reservations about the promotion of NSOs as key agencies in the development of the sports system. In view of the recent evolution of the NSOs' structures, the Sub-Committee does not support those views; it clearly favours any initiative that will increase NSOs' control over their agenda.

As expressed by an executive member of the Sports Federation of Canada: "... you have to look at each NSO as a responsible organization, capable of making mature decisions about what they can and cannot live with."<sup>(12)</sup>

The Sub-Committee fully endorses that principle and therefore recommends:

**14. That NSOs must be given the autonomy and the independence to manage all programs and activities related to their sphere of influence.**

The transfer of additional powers and responsibilities to NSOs should not imply the establishment of another layer of bureaucracy. In performing their administrative duties, the elected officials of each NSO should ensure that the growth of the organization's structure does not exceed their span of control.

**B. Shared Leadership**

Considering the number of participants directly involved in the management and planning of sports programs, as well as the current complexity of the Canadian sport structure, the need for shared and coordinated leadership remains a challenge for many sports organizations and agencies. In this regard, the Task Force supports the concept of shared leadership which aims at improving communications among various components of the sports community and at ensuring that there is no duplication of the services offered to athletes. As well, it assumes the recognition of agents with specific responsibilities in different areas.

Almost all the witnesses endorsed the Task Force's goal of promoting leadership and linkage within the Canadian sports system. In its brief to the Sub-Committee, the Canadian Canoe Association supported the concept of a shared leadership approach described in

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<sup>(12)</sup> *Minutes of Proceedings and Evidence* of the Sub-Committee on Fitness and Amateur Sport, Issue No. 1, p. 1:25.



the Report. For the Association, any initiative in that regard should respect "the various unique roles/responsibilities of the numerous partners involved in the Canadian Sport System."<sup>(13)</sup> Some agencies recognize that there should be more consultation between parties and a greater involvement by governments, athletes, NSOs, multi-sport organizations, volunteers, coaches, administrators, the educational system, etc. In light of the hearings, the Sub-Committee concludes that there is a need for a system that is sufficiently flexible to permit contributions from all interested parties. Shared leadership would imply the greater involvement of the sports community in the decision-making process and would reinforce cooperation, partnership and coordination.

The Sub-Committee strongly supports the goal of leadership and linkage expressed in the Task Force Report and therefore recommends:

- 15. That there be a continuing process of consultation involving all elements of the sports community which would allow sports representatives to meet on a regular basis to discuss matters compatible with their common interests. Members of the Aboriginal communities and other groups who have special concerns and needs should be invited to participate in the establishment of the new process.**

### **C. Role of an Independent Body**

The idea of shared leadership described in the last section implies the need for initiatives to promote consultation and cooperation among members of the sports community. One of the suggestions introduced by the Task Force is the establishment of a Consultative Council on National Sport. This body would draw its membership from national sports organizations, multi-sport agencies, the federal government and other experts. The council would provide advice to the Minister on the following issues: national goals for sport, a broad financial framework for the quadrennial and beyond, and the relationships and roles of major agencies in achieving goals.

The establishment of such a consultative council received unanimous support from representatives of agencies and organizations appearing before the Sub-Committee. Most council would be useful in promoting coordination between the main participants in the sports system in the formulation of national objectives.

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<sup>(13)</sup> Canadian Canoe Association, Brief, p. 2.

The Sub-Committee supports these views of the witnesses as well as the Task Force's suggestion. Members believe that a consultative council could be a very effective organization. They maintain, however, that unless there is a substantive change to the mandate and authority of Sport Canada, such a council would simply provide an additional layer of bureaucracy. As well, they believe that if the consultative council were given the appropriate authority, autonomy and direction, it could be the ideal forum for providing and coordinating leadership and direction for amateur sport in the future.

The Sub-Committee therefore recommends:

- 16. That the Minister of State for Fitness and Amateur Sport signal his willingness to share leadership by establishing a consultative group including representatives of athletes, coaches, NSOs, multi-sport organizations and the community.**
- 17. That a consultative council be created with the authority and the autonomy for providing and coordinating future leadership and direction for amateur sport.**

The members of the Sub-Committee believe that such a council could assume various responsibilities within the sports system. Its involvement in public financing will be discussed in more detail in the chapter focusing on the role of government.

#### **D. Anti-Doping Policy**

Commenting on the use of drugs and banned practices intended to increase athletic performance, the Dubin Report makes recommendations on the following issues: out-of-competition testing, laboratory monopoly, competition and doping control, doping control appeals, and the role of the Sport Medicine Council. The members of the Sub-Committee reviewed the Dubin recommendations on anti-doping policy as well as Fitness and Amateur Sport's *Discussion Paper Prepared for Consultation on the Dubin Report*. The situation described in those documents implies possible damage to the health of athletes using drugs and, therefore, the Sub-Committee endorses the Discussion Paper's guiding principle for a Canadian anti-doping strategy:

There is unequivocal support for the health and welfare of the athletes and opposition to any actions not in the best interests of the individual athlete.<sup>(14)</sup>

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<sup>(14)</sup> Discussion Paper, p. 36.

The Sub-Committee also recognizes that "fair competition is a fundamental premise of sport."<sup>(15)</sup> Doping seriously affects fair play and goes against the essence of sport. All athletes should be aware of the implications of the concepts of fair play and ethics.

Having considered the comprehensive analysis on doping matters included in the Dubin Report and in the Discussion Paper, the Sub-Committee recommends:

- 18. That due process and consistent protocols for dope testing and determining doping violations be established. The Sub-Committee affirms that the laws of Canada, of the provinces and territories, and the rights, dignity and integrity of the individual must all be respected and the responsibilities of all must be defined.**

The members of the Sub-Committee acknowledge the leading role of the federal government in anti-doping at the international level. The Canadian government must maintain its international leadership in this area.

#### **E. A Canadian Anti-Doping Agency**

The implementation of doping control policies implies the presence of an arm's length mechanism that will ensure the coordination of the anti-doping campaign and, at the same time, exercise the following responsibilities: contracts with laboratories, advice and guidance to NSOs and other agencies, anti-doping technical information, linkage to other agencies with interests in anti-doping; at the same time, it would act as a clearing house for information, carry out research and investigation, present progress reports to the federal government and other agencies, and be a resource on international matters.

The Dubin Report believes that the Sport Medicine Council should become the central independent agency responsible for doping control of Canadian athletes. It should also coordinate Canada's anti-doping activities.

The Sub-Committee supports the views of Justice Dubin on that issue and therefore recommends:

- 19. That the Sport Medicine Council's present mandate be expanded so that the Council can become the central agency in policing and enforcing anti-doping policy. The Council should**

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<sup>(15)</sup> Ibid.

also provide the expertise required by the NSOs in encouraging, enforcing and promoting drug-free amateur athletics at all levels from the domestic through the national and international levels. Emerging as a central institution in drug testing and anti-doping policies, the Council should be more involved in research on matters compatible with its mandate. In order to preserve its impartiality, the Council should continue to be independent of NSOs.

## F. Coaching

In view of the influence of coaches on the athlete's development, the sports community recognizes their essential contribution to the Canadian sports system. Their association with any sport has an impact on the future of amateur athletes. This important role was acknowledged by the Task Force, which says that the recognition of coaching as a viable career and part of the labour market justifies an increase in the number of qualified full-time and part-time remunerated coaches at selected levels within the sports system.

Insisting that coaching must be of the highest standard, the Dubin Report recommends that all coaches receiving federal funding be certified by the Coaching Association of Canada.

Most of the witnesses who expressed views on this matter stressed the recognition of the coach's role. Some organizations representatives mentioned that success in international competitions depends directly on the strength of coaching at the national level.

The Sub-Committee agrees with the perception that coaching can be a viable career within the sports system and should be promoted as such. In that regard, it recommends:

- 20. That the certification system be a multi-sport agency and teach skills on a broad non-specific basis. Such an initiative could be the basis of the program, which could then become sport-specific as required by the individual NSO.**

## G. Volunteers

As well as the input of athletes and coaches, the contribution of the many volunteers who administer or referee sporting events is essential to the development of the sports system. NSOs, in particular, benefit from the massive involvement of elected directors who

are willing to play a significant role at the executive level within the organizations. Most representatives believe that volunteering must be encouraged more vigorously in amateur sport. Some suggested that there should be amendments to the *Income Tax Act* establishing tax credits for employers who grant time off to employees who volunteer in this way.

The Sub-Committee favours a more active system of recognition for volunteers who must sometimes take some time off from their jobs to meet their sports obligations. Therefore it recommends:

**21. That incentives be adopted for corporations and employers to implement special measures for employees who volunteer for a sport organization.**

The federal government became directly involved in the field of sport in the early '60s after the *Fitness and Amateur Sport Act* was passed in 1961. Under the Act, which has remained unchanged to the present day, the government's mandate is related to the promotion, encouragement and development of fitness and amateur sport in Canada. Such goals, which aim at enhancing the health, fitness and personal achievements of Canadians, are accomplished primarily through Sport Canada and Fitness Canada. Fitness Canada is responsible for promoting better health conditions and consequently for improving the lifestyle of all Canadians. Sport Canada mainly provides financial support to athletes and sport-oriented organizations and policy leadership to the whole sports community.

Public commitment to excellence in amateur sport and support for initiatives that encourage more Canadians to participate in sport are motivated by underlying objectives. Indeed, many factors help to explain the rationale for federal intervention in the area of fitness and amateur sport. As stated by the former Minister of State for Fitness and Amateur Sport, Jean Chrétien:

The federal government invests in the sport system for several important reasons. First, we support sport simply for what it is - a part of human nature, a social development made accessible through the special sport system. We also invest in the system because sport forms a part of our national identity and is an expression of our culture and who we are. ... Finally, the federal government wishes to ensure that certain social benefits and objectives are attended to by the sport community, including bilingualism, gender equity, more equitable regional access and an ethical conduct of sport.<sup>(18)</sup>

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## CHAPTER FOUR

### ROLE OF GOVERNMENT

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#### A. Rationale for Government Intervention in Sport

The federal government became directly involved in the field of sport in the early '60s after the *Fitness and Amateur Sport Act* was passed in 1961. Under the Act, which has remained unchanged to the present day, the government's mandate is related to the promotion, encouragement and development of fitness and amateur sport in Canada. Such goals, which aim at enhancing the health, fitness and personal achievements of Canadians, are accomplished primarily through Sport Canada and Fitness Canada. Fitness Canada is responsible for promoting better health conditions and consequently for improving the lifestyle of all Canadians. Sport Canada mainly provides financial support to athletes and sport-oriented organizations and policy leadership to the whole sports community.

Public commitment to excellence in amateur sport and support for initiatives that encourage more Canadians to participate in sport are motivated by underlying objectives. Indeed, many factors help to explain the rationale for federal intervention in the area of fitness and amateur sport. As stated by the former Minister of State for Fitness and Amateur Sport, Jean Charest:

The federal government "invests" in the sport system for several important reasons. First, we support sport simply for what it is — a part of human nature; a social movement made accessible through the national sport system. We also invest in the system because sport forms a part of our national identity and is an expression of our culture and who we are. (...) Finally, the federal government invests to ensure that certain social benefits and objectives are attended to by the sport community, including bilingualism, gender equity, more favorable regional access and an ethical conduct of sport.<sup>(16)</sup>

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<sup>(16)</sup> Task Force Report, pp. 16-17.

The Dubin Commission also supports a broad basis for federal involvement in sport. The Dubin Report states that "... the federal government, ..., is perhaps the only entity capable of exercising sufficient moral and economic suasion to ensure equality of access by all Canadians — regardless of gender, physical disability, socio-economic or cultural background, or language — to sport, to sport facilities, and to programs it supports."<sup>(17)</sup>

The Task Force recognizes that sport is directly involved in the transmission of national values and traditions to the Canadian population. Several associations reiterated the central role of sport in Canadian culture. Canadians, as spectators, participants, coaches and athletes, are directly involved in a socialization process at the local and national levels. Some witnesses mentioned to the Sub-Committee that sports events are still an efficient means of highlighting cultural elements. For instance, through the use of mass media, advertising and marketing techniques, PARTICIPaction encourages activities which can serve as a rallying point for families, communities and neighbourhoods. As well, the Canada Games assemble athletes and supporters from all the provinces and territories for national championships. Such initiatives may also contribute to the unification of the various groups within the Canadian population.

From this perspective, the Dubin Report considers that sport has become a means of unifying Canadians. The Sub-Committee also believes that amateur sport and athletics represent a major avenue for the promotion of national unity. Furthermore, the Sub-Committee fully endorses the statements made by the former Minister Charest, the Dubin Commission and the Task Force outlining the basis for federal government involvement in sport. Sport is a vital aspect of our national culture.

The Sub-Committee believes that policies and strategies developed by government and sports organizations should be oriented toward the unity of all components of the Canadian mosaic. Most amateur sport activities should encourage cooperation and understanding among different cultures and backgrounds through well organized healthy participation and competition at all levels of sport.

Therefore, the Sub-Committee recommends:

- 22. That such initiatives as the Canada Games (summer and winter), PARTICIPaction, and Master Athletic programs, with their visibility and representative input from all regions of Canada, should be further expanded, as their goals improve the promotion of national unity, identity and pride.**

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<sup>(17)</sup> Dubin Report, pp. 61-62.



## B. Funding of Amateur Sport

Although it varies according to the category of sport, there is generally a high cost involved with bringing an athlete on to the sports scene. In order to alleviate the financial burden of top-level athletes, the federal government provides them with financial assistance to defray day-to-day living and training expenses and enable them to succeed in their pursuit of excellence. This is done through the Athlete Assistance Program (AAP) whose criteria, benefits and procedures are set up by Sport Canada. Seven different levels of funding are associated with the athlete's performance level. As of 28 February 1990, some 815 athletes were currently carded under the AAP.<sup>(18)</sup>

In its Report, the Task Force identifies matters related to the funding of top-level athletes. It recognizes that financial support, both public and private, is important for achieving high-performance objectives. It recommends increasing the number of athletes eligible for the AAP and evaluating financial support on the basis of needs and rewards. It also suggests developing a system which would enable an athlete who has benefited from public financial assistance to support, in turn, the association or system which has encouraged him or her to achieve success.

A number of high-performance athletes receive substantial financial assistance through their personal agents and sponsors. As a matter of fact, five carded athletes appearing during an *in-camera* meeting with the Sub-Committee, affirmed that athletes who have succeeded at the international level do not always need money from Sport Canada because their good performance provides them enough money from outside public funding programs. From that perspective, the Dubin Commission suggests that the athlete's means should be a factor in determining whether funding should be granted.

Athletes also discussed the criteria for determining federal funding. Some of them stated that international standards appear to be critical in their sport. Others believed that a different ranking system would be needed or that the present system could be improved. Athletes suggested that the national governing body of each sport be involved in determining what the carding criteria should be. They said they would be comfortable having their NSO, rather than Sport Canada, setting up AAP's guidelines because that would allow more flexibility in terms of making a commitment to an athlete in the long term rather than just in the short term.

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<sup>(18)</sup> According to information provided by Fitness and Amateur Sport.

In light of the hearings, the Sub-Committee recognizes that a significant number of high performance athletes have become financially self-sufficient while others with talent and determination to pursue excellence really need basic support from the government. It is also the view of the Sub-Committee's members that sports organizations which are most closely related to the athletes may be in a better position to determine the eligibility of athletes for funding.

Therefore, the Sub-Committee recommends:

- 23. That financial assistance to athletes be the responsibility of the NSOs. Such funding should be based upon potential for superior performance, the financial needs of the athletes and the performance level (international as well as national) based on criteria set out by the NSO.**

In addition to providing direct funding to athletes, the federal government, through Sport Canada, currently offers financial assistance to the Canadian sporting community, which includes organizations responsible for specific sports and multi-sport agencies. However, the funding of sport is partly public; as a matter of fact, an NSO's revenue also includes sponsorships, membership fees and sales of supplies.

The proportion of non-government funding varies among sports organizations mainly because certain sports are easy to market while others are not. The Sport Marketing Council has been created to help the organizations in generating increased revenue from non-government sources. The Council assists the marketing efforts of the NSOs by educating and training staff, undertaking feasibility studies and developing public and media relations.

In its Report, the Task Force emphasizes the need to diversify the sources of funds and strongly encourages financial participation by the commercial and business sectors. It also considers that participation must be increased so as to raise the contribution of members of sports organizations. It suggests a balance between public and private funding by recommending a long-term goal of a 50:50 balance of government and non-government funding sources for NSOs.

While acknowledging the importance of increasing private funding, the Task Force also maintains that the federal government must continue to play an important role in the financing of sport. This is also the view of the Sub-Committee's members. However, they recognize that the private sector, the public sector, and individuals, all have limits in their funding of amateur sport. Furthermore, they are also concerned by the 50:50 split between

public and private funding suggested by the Task Force. As the commercialization of sport is not evenly distributed among the sports organizations and since contributions from private funds are often unstable, the Sub-Committee believes that government assistance remains essential for ensuring support for the components of the system. It is also the view of the Sub-Committee that NSOs must ensure that public funds are spent properly.

Therefore, the Sub-Committee recommends:

- 24. That the federal government contribution in the sports field is beneficial for Canadian society as it serves to promote a sense of unity and pride. In this regard, the federal government must continue to contribute to the sports system. Indeed, the government should consider the advisability of increasing its financial commitment toward sport. As well, better planning, coordination and efficiency appear to be a necessity for ensuring an effective allocation of public resources. Thus, good administrative management by the NSOs is necessary in the use of public funds.**

When federal funding is decided upon for a sport organization, the funding is generally allocated among different "blocks", including administration, professional staff, meetings, national coaches, domestic sport development, officiating development, national team programming and equipment, high-performance centres, promotion and communications. There are also terms and conditions of greater or lesser importance that may be attached to the various blocks. For instance, if one objective does not rank as high in priority as another, then Sport Canada may not contribute to it. These terms and conditions are highly variable from block to block of funding, or from sport to sport.

According to government representatives, funding is provided on a block basis to avoid a burdensome accounting process and to make sure that both self-funding and government funding are involved. However, a majority of sports organizations representatives who appeared before the Sub-Committee affirmed that there was a need to review and update the bureaucratic relationship between sports bodies and the government. As observed in the Dubin Report, "The day-to-day administration of sport in Canada has become a function of government to a degree that never was intended nor, indeed, is either healthy or appropriate for sport."<sup>(19)</sup> Many witnesses also expressed support for a funding system which would allow the NSOs to manage the public resources allocated to them.

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<sup>(19)</sup> Dubin Report, p. 529.

The Sub-Committee believes that over the years the sports organizations have developed the capability to show more leadership on their own, separate from government. The members of the Sub-Committee also think that, if the sports organizations have to take a leading role and become the primary agents, less dependent on government, then we have to give them the autonomy to do so. In fact, the sports community has matured to a significant degree and we must adopt a more encouraging approach to its development.

Therefore, the Sub-Committee recommends:

- 25. That the federal government take a less active role in daily sports operations and that NSOs be given the autonomy to manage the public resources allocated to them.**

The Dubin Report discusses the possibility of establishing an independent body charged with the responsibility of administering government funding and supervising the development of sport in Canada. Justice Dubin refers to the British Sports Council, which represents an attractive concept mainly because it operates independently from the government. The British Sports Council<sup>(20)</sup> receives grant from the central government and raises money from non-governmental sources. It seeks to obtain sponsorship to support its programs, undertakes commercial activities such as publishing and generates income by running its own national centres. It offers support to sport-governing bodies in order to enable them to develop excellence programs, improve the standards and scope of coaching, compete internationally and provide facilities and equipment. The Dubin Report does not include any recommendation based on this, but it might be worthwhile though to look at the structure and role of this granting council.

The Sub-Committee believes that public funding should be different from its present form. There should be a council or body that decides on the allocation of federal funds according to broad criteria, such as: participation, performance need, administrative abilities, public perception and, as suggested in the Dubin Report, accessibility of programs to the broader community, anti-doping policies, and the organization's record in encouraging participation by women, minorities, disabled and the disadvantaged.

The Sub-Committee wants to insist that any new structure such as a "Canadian Sports Council" must not become another layer of bureaucracy. It suggests that the Canadian Sports Council be both a consultative and granting body. It further believes that

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<sup>(20)</sup> British Sports Council, *Fact Sheet: What is the Sports Council?*

there is a need to consult the sports community and to prepare an in-depth study on the structure of such a granting council. Therefore, the Sub-Committee recommends:

- 26. That the Canadian Sports Council be established.**
- 27. That the first step in consultation be the design of the new granting and policy structure.**
- 28. That the Sub-Committee on Fitness and Amateur Sport participate in the design of the new structure.**
- 29. That the Minister of State for Fitness and Amateur Sport undertake a study of a new structure for funding allocations and policy.**
- 30. That the long-term role of the federal government be defined in the consultation process.**

Multi-sport service agencies and major Games associations such as the Sport Marketing Council, the Canadian Olympic Association, Canada Games Council, the Commonwealth Games Association of Canada, etc., are funded mostly or entirely by Sport Canada. They are arms-length organizations which have been created to carry out specific functions. They play an important role in supporting the collective needs of single-sport organizations. It was suggested in the Task Force Report that multi-sport organizations' programs and services be primarily derived from and clearly linked to the aggregated needs of NSOs as articulated in their athlete development and sports system models. The Sub-Committee agrees with this proposal and thinks that arms-length associations could be an effective arrangement for assisting amateur sport and accomplishing national objectives. The members of the Sub-Committee also believe that the federal government has a particular responsibility to oversee the promotion and direction of multi-sport agencies and major Games associations.

Therefore, the Sub-Committee recommends:

- 31. That federal government policy directed toward multi-sport agencies and major Games associations be designed so as to meet the collective needs of the NSOs and to allow NSOs to use the services of those organizations effectively.**

The Dubin Report points out the need to re-examine the role and mandate of the federal government in sport in order to attain other goals such as broader participation and better access to sports programs by women, disadvantaged groups and the disabled. The

Task Force also encourages the development of a community-based sports system which would be integrated in the national structure. It also suggests that the NSOs assume a leadership role in the promotion and development of domestic opportunities within their respective sports. The NSOs' representatives who appeared before the Sub-Committee claimed that, in order to develop an integrated sports system, the federal government had to increase its support for the development of domestic sport while maintaining its assistance for high-performance sport. However, the Sub-Committee would be concerned if there was increased intervention of the federal government at the domestic level. It believes that this is likely to restrict the autonomy of the local, municipally-oriented organizations that form the base of the NSOs. Nonetheless, a few issues raised by the witnesses showed that there were obstacles to increased fund-raising by NSOs and their members. For instance, parents, who must often assume a substantial proportion of the high cost of the children's instruction in sports schools, are not entitled to income tax deductions since these schools are not considered educational institutions. According to the Canadian Figure Skating Association, it costs parents on average approximately \$30,000 a year for a young senior athlete, between \$15,000 and \$20,000 for a young novice athlete and approximately \$12,000 for a beginning athlete. Furthermore, money given to individual athletes cannot be considered a charity donation for income tax purposes; this limits the number of potential donors. Finally, clubs affiliated with national sports organizations are unable to issue tax receipts, as charitable institutions do.

It is the view of the Sub-Committee that these impediments hamper the effectiveness of fund-raising efforts at the provincial and municipal levels, as well as in sports clubs. The Sub-Committee also considers that the federal government could assist with the development of domestic sport by implementing tax incentives.

Therefore, the Sub-Committee recommends:

- 32. That the Minister of Finance prepare a study of tax provisions relating to charitable donations and then provide some tax-oriented proposals relevant to the field of amateur sport.**

### **C. International Sport Leadership**

Over the years, Canada has played a leading role in international sport, particularly in the areas of anti-doping and fitness. According to various representatives of sports associations, there is, however, a lack of Canadian leadership on the international scene. Several factors may explain this. For example, the philosophy of the agencies concerned and the content of programs run by participants in the sports community weaken the Canadian position in international circles. It was suggested that coordinated, shared

leadership by all the participants would be a valid option for consolidating Canada's position. NSOs which recognized that Canada must play a larger role at the international level said that the federal administration had an important part in the area of leadership.

The Task Force Report recognizes the disparity between the amount of influence Canada has within international federations and the recent successes of Canadian athletes in top-level competitions. In order to re-establish a balance between these two variables, the Task Force believes that the presence of Canadian agencies within the international sports circles must be strengthened. Staging international sports events in Canada is one initiative proposed by the Task Force which would consolidate our reputation in international sport. Most of the witnesses supported the Task Force proposals concerning the maintenance of Canada's presence within the international sports community. This presence is necessary to ensure that the merits of Canadian athletes receive the respect they deserve at the international level.

In light of the hearings, the Sub-Committee recognizes that both the federal government and the sports community have important roles in the international decision-making process. For example, the government has given strong leadership in the world-wide effort to enforce the anti-apartheid boycott against South Africa. The Sub-Committee shares the hope that apartheid will soon end and that South African athletes will therefore be able to take their place in international competition.

Canada has often acted successfully as the host of major international games. This has been good for Canadian sport but it has also been good for international sport. In 1994, Canada will host the Commonwealth Games in Victoria. The government has provided particular leadership in *la Francophonie* and the Commonwealth, as well as the Olympic movement, with a view to broadening access to those Games for women, disabled athletes and those from developing countries. This last concern led to the establishment of the Working Party on Strengthening Commonwealth Sport chaired by Canada. The Sub-Committee strongly endorses the idea that sport offers a special way to build links with the Commonwealth, as it does within Canada. The Canadian government through CIDA has funded sports development projects in *la Francophonie*. The Sub-Committee urges CIDA to support the Commonwealth Cooperation Through Sport Program (CCSP) as a useful vehicle for developing sport in Third World Commonwealth countries. International Games should be the "best-ever" Games, not just for Canadian athletes but for all participants, especially those from developing countries.

Therefore, the Sub-Committee recommends:

- 33. That the federal government continue to play a leading role and maintain its leadership in the international sporting community and that policy direction have input from multi-sport agencies as well as athletes and organizations directly involved.**

The Sub-Committee wants to express its concerns about recent statements by the International Olympic Committee indicating a reduction in the number of disciplines eligible for the Olympic Games. The Sub-Committee believes that there should be broad consultation between government agencies and the sports community in order to determine Canada's position on this issue.

Therefore, the Sub-Committee recommends:

- 34. That recognition of sport disciplines at the international and Olympic levels be the result of further and upgraded consultation involving NSOs, athletes, multi-sport agencies. These should investigate the issue and provide advice to government.**

#### **D. Sport Canada**

During the hearings, a majority of witnesses affirmed that over the years Sport Canada has become the main leader in the sports area. They claimed that the bureaucratic nature of Sport Canada has limited the growth of sports organizations and prevented them from maturing. According to Hugh Glynn, President of the Sport Marketing Council, "We have reached the stage where the bureaucrats have assumed leadership to the degree that they resent other potential leadership and use the contribution dollars as a stick to ensure obedience."<sup>(21)</sup> The sports associations insist that the federal government's participation is essential; however, they maintain that bureaucrats must not be allowed to weaken sports organizations. For these reasons, many witnesses recommended reducing the excessively bureaucratic character of Sport Canada.

The Sub-Committee recognizes that people from the sports community are hardly involved at all, while the design and development of sports policies are dominated by the federal government. It feels that sports associations should be involved when the programs and policies are implemented, since they are in direct contact with the athletes.

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<sup>(21)</sup> According to a letter (p. 1) sent to the Sub-Committee.



Therefore, the Sub-Committee recommends:

- 35. That Sport Canada separate itself from sport-specific activities and organizations and cooperate with the multi-discipline organizations, such as the Canadian Coaching Association and the Canadian Olympic Association.**

According to some witnesses, there is a need to encourage and strengthen the capabilities of NSOs in order for them to become more effective national agencies. The Sub-Committee suggests that the government participate in improving the administrative side of sport. Sound administrative management is a means of ensuring that efficiently allocated resources will provide the best long-term technical support to athletes.

Therefore, the Sub-Committee recommends:

- 36. That Sport Canada continue to help those NSOs requiring assistance in developing their administrative capabilities.**

#### **E. Role of the Educational System**

During the hearings, it was pointed out that not enough physical education is given in Canadian elementary and secondary schools, although the physical and human resources are available. The education sector is responsible for academic success, but it is also responsible for the principle of good physical fitness. Schools constitute the best possible forum for the promotion of fitness, but there are not enough incentives in schools to encourage it. For example, in Ontario, only one physical education credit is required at the secondary level, even though there are teachers specializing in this area. To improve sport in Canada, the sports system must use the secondary schools as its foundation.

According to some witnesses, the educational system is not really taken into account in the Task Force Report. They find it annoying that the education system is somewhat excluded, since in theory, the educational system should promote a holistic approach toward the development of young people and athletes. Witnesses said that the Task Force gives only limited recognition to intercollegiate and inter-university athletics. Post-secondary institutions can play a major role in the sport delivery system, even though their primary function is in the area of domestic sport. The Canadian Interuniversity Athletic Union and the Canadian Intercollegial Athletic Union are responsible for national and international competitions of student athletes at post-secondary educational institutions. It is significant that a large proportion of Canada's athletes are students. According to Mr. Leon Abbott, president of the Canadian Interuniversity Athletic Union, the school system is

prepared and willing to cooperate with all of the various segments of the sports community. As well, Mr. Glenn Ruiter, president of the Canadian Colleges Athletic Association, said that the education system should be recognized as a key player in the promotion, development and presentation of amateur sport in Canada.<sup>(22)</sup> However, they both expressed the need to preserve the autonomy and the philosophies of the educational institutions. For instance, the programs of the educational institutions embrace both the academic and the athletic pursuits of the individual and this should be reflected in a more integrated sports system.

The Sub-Committee considers the educational system to be a very important part of building up the domestic sports system. While its members recognize that this is a provincial matter to a substantial degree and that we may have to deal with 10 sports ministries, they consider it is important to try to integrate the school system into overall sports development. It is also important to recognize that there are a lot of facilities that could be opened to the community. The education system grants access to the greatest number of young Canadians because that is where they are. Furthermore, the education system is a primary information base, whereby it is possible to instill sports culture in young Canadians.

Therefore, the Sub-Committee recommends:

- 37. That the educational system enhance the development of athletes by taking an active role in the teaching of basic athletic skills (coordination, running, jumping, etc.). Sport should be promoted at all levels of education, from the elementary schools to the post-secondary institutions. The system should encourage the continued life-long participation of Canadians in athletic endeavours, thus promoting a more active and healthy society.**

#### **F. Federal-Provincial Relations**

According to our description of the Canadian sports system, the responsibility for sports is both federal and provincial. Provincial governments exercise their jurisdiction within the education sector and in municipal affairs which are directly involved in sports planning and programming. The *Fitness and Amateur Sport Act* is mostly perceived as a federal sports policy; some witnesses do not consider it to be a national policy because it does not make any reference to the provinces' responsibilities. Over the years, the federal government has taken over the area of elite sport and left the recreational sector to the

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<sup>(22)</sup> *Minutes of Proceedings* of the Sub-Committee on Fitness and Amateur Sport, Issue No. 5, p. 5:21.

provinces. This division of responsibilities in the evolution of government programs has resulted in a lack of coordination between the various levels of government. The design and development of sports policies is still dominated by the federal government.

Some mechanisms for improving communications between the two levels of government are already in place. Provincial-territorial meetings of deputy ministers responsible for sport and recreation and the annual federal-provincial-territorial conference of ministers responsible for sport and recreation remain useful forums for an exchange of information. Since 1983, government representatives have discussed a review of Sport Canada activities, women's input in sport policy, the role of the Sport Marketing Council and recreation strategies for the promotion of health. In 1988, the Conference of Ministers also confirmed the "second cycle" for hosting the Canada Games; they agreed that every province will have had the opportunity to host the Games a second time by the year 2005. The Task Force recognizes that collaboration among all of the jurisdictional levels is essential to the attainment of a more integrated sports system and recommends we should "integrate athlete development programs at the national, provincial and local or club levels, thereby resulting in integrated national and provincial plans and a consistency in funding and program support from governments at the federal and provincial levels."<sup>(23)</sup>

The Sub-Committee invited the provincial and territorial governments to provide comments with regard to the Report of the Task Force. The ministries responsible for sport in Alberta, British Columbia, Manitoba, New Brunswick, Newfoundland and Labrador, Northwest Territories, Ontario and Yukon responded to the invitation. Alberta Recreation and Parks, the New Brunswick Minister of Tourism, Recreation and Heritage, and the Minister of Municipal and Community Affairs from the Northwest Territories each sent a brief to the Sub-Committee. The other provincial/territorial ministries mentioned that, at the Federal/Provincial/Territorial Conference of Ministers held in October 1989, it had been agreed that review of the Task Force Report would be deferred until after the Dubin Commission had reported, and that consultation would take place thereafter.

In his brief, the New Brunswick Minister of Tourism, Recreation and Heritage said that he favours the concept of improved mechanisms of consultation and collaboration, and shared leadership and partnership.<sup>(24)</sup> The Albertan ministry mentioned that there should

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<sup>(23)</sup> Task Force Report, p. 32.

<sup>(24)</sup> Tourism, Recreation and Heritage, New Brunswick, Brief, pp. 1-2.

<sup>(25)</sup> Alberta Recreation and Parks, Brief, p. 1.

be an opportunity for provincial/territorial governments and provincial/territorial sports organizations to have more input into the development of future strategies in the field of sport.<sup>(25)</sup>

The Sub-Committee fully endorses this view. As well, the Sub-Committee believes that, despite the variety of interests involved, the federal and provincial governments should extend their dialogue to allow for enhanced sport integration and coordination at the national and provincial levels.

Therefore, the Sub-Committee recommends:

- 38. The continuation of a concerted effort by the federal government to act as a coordinator of policy and initiatives promoting dialogue between NSOs, provincial governments, PSOs and municipal and regional organizations in the development of sport in Canada.**

#### **G. Standing Committee**

Recent government interventions in sport, together with the human and financial resources involved in major sports events, illustrate that an increased number of sectors are concerned with public sport policy. Athletes, NSOs, multi-sport and service organizations are all trying to influence government policy and to influence decisions related to sports programs. Such involvement requires the development of various channels of communication between the government and the representatives of the sports community. The complexity of issues also requires the establishment of structures that will facilitate exchanges of information between partners in the sports decision-making process. Some witnesses indicated to the Sub-Committee that sport, as a social and cultural phenomenon, requires some institutionalization in the national public interest. The growth of federal intervention in that sector and the need for accountability call for careful scrutiny at the executive and legislative levels.

The Sub-Committee agrees with that argument and therefore recommends:

- 39. That a Standing Committee on Fitness and Amateur Sport be created.**

The Committee should act as a political forum and be part of the "linkage-leadership" process so often referred to as a positive step in the further development of the amateur sport system in Canada. Its contribution should provide assistance in resolving differences between the various organizations and interest-oriented agencies that give leadership to the millions of Canadians involved, both directly and indirectly, in amateur sport.

## H. The Act

In light of the briefs and testimonies, it appears that modifications to policies and programs in the field of amateur sport are necessary to improve the Canadian sports system. Moreover, in view of the recommendations contained in this Report, the Sub-Committee further recommends:

### 40. That the "Fitness and Amateur Sport Act" be amended.

1. That the NSO work with the athlete and the media to promote both the individual athlete and the sport.
2. That athletes be more visible by, for instance, giving lectures and participating in conferences.
3. That the role of the media be recognized and developed through the Sport Marketing Council and through specific sport activities.
4. That a secretariat be established through Sport Canada to encourage and develop events giving support to disabled athletes to compete on an equal basis.
5. That gender parity be encouraged through a secretariat established within Sport Canada.
6. That a secretariat be established to encourage the increased active participation of Aborigines in national and international sports competitions.
7. That an in-depth study be conducted into the question of multidisciplinary centres and their costs and benefits.
8. That sports organizations and other federally funded bodies be required to see that athletes and others are fully informed of their rights and are not prejudiced in any way by exercising those rights.
9. That the government require all bodies receiving federal funds to maintain fair procedures in actions and decisions affecting athletes and others.
10. That such procedures include a mechanism for the arbitration of disputes by a referee who is independent of the parties to the dispute.

...in light of the above and the fact that the Commission has not yet received any information from the Government of the Netherlands regarding the implementation of the measures proposed in the report of the Commission, it is necessary to propose to the Council the adoption of a decision which would require the Government of the Netherlands to take the necessary steps to ensure the implementation of the measures proposed in the report of the Commission.

#### 4. That the Council and the Commission should be requested to take the following measures:

1. The Council should request the Commission to continue its work on the measures proposed in the report of the Commission and to report to the Council on the progress made.
2. The Commission should continue to monitor the implementation of the measures proposed in the report of the Commission and to report to the Council on the progress made.
3. The Council should request the Commission to continue its work on the measures proposed in the report of the Commission and to report to the Council on the progress made.

#### 5. The Commission should be requested to take the following measures:

1. The Commission should continue its work on the measures proposed in the report of the Commission and to report to the Council on the progress made.
2. The Commission should continue to monitor the implementation of the measures proposed in the report of the Commission and to report to the Council on the progress made.
3. The Commission should continue its work on the measures proposed in the report of the Commission and to report to the Council on the progress made.
4. The Commission should continue to monitor the implementation of the measures proposed in the report of the Commission and to report to the Council on the progress made.
5. The Commission should continue its work on the measures proposed in the report of the Commission and to report to the Council on the progress made.

#### 6. The Council should be requested to take the following measures:

1. The Council should request the Commission to continue its work on the measures proposed in the report of the Commission and to report to the Council on the progress made.
2. The Council should request the Commission to continue to monitor the implementation of the measures proposed in the report of the Commission and to report to the Council on the progress made.
3. The Council should request the Commission to continue its work on the measures proposed in the report of the Commission and to report to the Council on the progress made.
4. The Council should request the Commission to continue to monitor the implementation of the measures proposed in the report of the Commission and to report to the Council on the progress made.
5. The Council should request the Commission to continue its work on the measures proposed in the report of the Commission and to report to the Council on the progress made.

## LIST OF RECOMMENDATIONS

1. That, in all assessments, evaluations and programs, the athlete must be the essential element and the *raison d'être* of all related activities.
2. That the pursuit of excellence be encouraged at all levels of competition. However, the relevance of the pursuit of medals, although critically important to elite athletes as a measurement of their international performance level, should be assessed by each NSO.
3. That the NSO work with the athlete and the media to promote both the individual athlete and the sport.
4. That athletes be more visible by, for instance, giving lectures and participating in conferences.
5. That the role of the media be recognized and developed through the Sport Marketing Council and through specific sport activities.
6. That a secretariat be established through Sport Canada to encourage and develop events giving support to disabled athletes to compete on an equal basis.
7. That gender parity be encouraged through a secretariat established within Sport Canada.
8. That a secretariat be established to encourage the increased active participation of Aboriginals in national and international sports competitions.
9. That an in-depth study be conducted into the question of multidisciplinary centres and their costs and benefits.
10. That sports organizations and other federally funded bodies be required to see that athletes and others are fully informed of their rights and are not prejudiced in any way by exercising those rights.
11. That the government require all bodies receiving federal funds to establish fair procedures in actions and decisions affecting athletes and others.
12. That such procedures include a mechanism for the arbitration of disputes by an arbitrator who is independent of the parties to the dispute.

13. That the federal government accept the recommendation of the Dubin Report and replace appeals to the Minister with appeals to an independent arbitrator.
14. That NSOs must be given the autonomy and the independence to manage all programs and activities related to their sphere of influence.
15. That there be a continuing process of consultation involving all elements of the sports community which would allow sports representatives to meet on a regular basis to discuss matters compatible with their common interests. Members of the Aboriginal communities and other groups who have special concerns and needs should be invited to participate in the establishment of the new process.
16. That the Minister of State for Fitness and Amateur Sport signal his willingness to share leadership by establishing a consultative group including representatives of athletes, coaches, NSOs, multi-sport organizations and the community.
17. That a consultative council be created with the authority and the autonomy for providing and coordinating future leadership and direction for amateur sport.
18. That due process and consistent protocols for dope testing and determining doping violations be established. The Sub-Committee affirms that the laws of Canada, of the provinces and territories, and the rights, dignity and integrity of the individual must all be respected and the responsibilities of all must be defined.
19. That the Sport Medicine Council's present mandate be expanded so that the Council can become the central agency in policing and enforcing anti-doping policy. The Council should also provide the expertise required by the NSOs in encouraging, enforcing and promoting drug-free amateur athletics at all levels from the domestic through the national and international levels. Emerging as a central institution in drug testing and anti-doping policies, the Council should be more involved in research on matters compatible with its mandate. In order to preserve its impartiality, the Council should continue to be independent of NSOs.



20. That the certification system be a multi-sport agency and teach skills on a broad non-specific basis. Such an initiative could be the basis of the program, which could then become sport-specific as required by the individual NSO.
21. That incentives be adopted for corporations and employers to implement special measures for employees who volunteer for a sport organization.
22. That such initiatives as the Canada Games (summer and winter), PARTICIPaction, and Master Athletic programs, with their visibility and representative input from all regions of Canada, should be further expanded as their goals improve the promotion of national unity, identity and pride.
23. That financial assistance to athletes be the responsibility of the NSOs. Such funding should be based upon potential for superior performance, the financial needs of the athletes and the performance level (international as well as national) based on criteria set out by the NSO.
24. That the federal government contribution in the sports field is beneficial for Canadian society as it serves to promote a sense of unity and pride. In this regard, the federal government must continue to contribute to the sports system. Indeed, the government should consider the advisability of increasing its financial commitment toward sport. As well, better planning, coordination and efficiency appear to be a necessity for ensuring an effective allocation of public resources. Thus, good administrative management by the NSOs is necessary in the use of public funds.
25. That the federal government take a less active role in daily sports operations and that NSOs be given the autonomy to manage the public resources allocated to them.
26. That the Canadian Sports Council be established.
27. That the first step in consultation be the design of the new granting and policy structure.
28. That the Sub-Committee on Fitness and Amateur Sport participate in the design of the new structure.
29. That the Minister of State for Fitness and Amateur Sport undertake a study of a new structure for funding allocations and policy.

30. That the long-term role of the federal government be defined in the consultation process.
31. That federal government policy directed toward multi-sport agencies and major Games associations be designed so as to meet the collective needs of the NSOs and to allow NSOs to use the services of those organizations effectively.
32. That the Minister of Finance prepare a study of tax provisions relating to charitable donations and then provide some tax-oriented proposals relevant to the field of amateur sport.
33. That the federal government continue to play a leading role and maintain its leadership in the international sporting community and that policy direction have input from multi-sport agencies as well as athletes and organizations directly involved.
34. That recognition of sport disciplines at the international and Olympic levels be the result of further and upgraded consultation involving NSOs, athletes, multi-sport agencies. These should investigate the issue and provide advice to government.
35. That Sport Canada separate itself from sport-specific activities and organizations and cooperate with the multi-discipline organizations, such as the Canadian Coaching Association and the Canadian Olympic Association.
36. That Sport Canada continue to help those NSOs requiring assistance in developing their administrative capabilities.
37. That the educational system enhance the development of athletes by taking an active role in the teaching of basic athletic skills (coordination, running, jumping, etc.). Sport should be promoted at all levels of education, from the elementary schools to the post-secondary institutions. The system should encourage the continued life-long participation of Canadians in athletic endeavours, thus promoting a more active and healthy society.
38. The continuation of a concerted effort by the federal government to act as a coordinator of policy and initiatives promoting dialogue between NSOs, provincial governments, PSOs and municipal and regional organizations in the development of sport in Canada.
39. That a Standing Committee on Fitness and Amateur Sport be created.
40. That the *Fitness and Amateur Sport Act* be amended.

## APPENDIX A

July 26, 1990

### RESOLUTION:

The Chairman is instructed to write to the Minister of State for Fitness and Amateur Sport to advise him that the Sub-committee has considered the recommendations of the Dubin Commission in respect of the penalties for violation of the government's anti-doping policies and has heard witnesses on the issues; the Sub-committee instructs the Chairman to transmit to the Minister the following views of the Sub-committee:

1. The Sub-committee urges the government to move quickly to implement the principles of the Dubin Commission recommendations on penalties.
2. As noted by Commissioner Dubin, it is important to distinguish *present penalties from those that might be imposed in future. It is also important to distinguish penalties governing eligibility and participation from penalties governing the receipt of government funding. (Dubin, page 557.)*
3. For infractions that have occurred to date the penalties of both government and the sports bodies should be those in place at the time of the infraction.
4. The government should seek to ensure that, in future, penalties of sports bodies should be more stringent. (Rec. 48.)
5. The Dubin Commission recommendations seek to clarify the dividing line between the responsibilities of the government, through Sport Canada, and those of the national sports organizations. The government should limit its involvement in individual cases to a decision on the continuance or suspension of direct government funding to individuals. The sports bodies should decide on eligibility and participation, including the selection of Canada's representative teams.
6. The government should confine its sanctions of individuals to "direct" government funds, not funds administered by sports bodies or provided indirectly

by the government through its funding of sports bodies. Under the 1985 anti-doping policy, the government has sought to apply its standard of lifetime suspensions for anti-doping violations to "indirect", as well as "direct", funding of athletes and others. This position should be dropped by the government for past as well as future infractions. The government should not seek to impose its view of proper sanctions of participation and team selection indirectly through its funding involvement. This does not preclude the government from requiring strong anti-doping policies from sports organizations as a condition of funding. Quite the contrary, as we set out below.

7. The government must ensure that organizations, such as national sport organizations, multi-sport service agencies and multi-sport franchise holding agencies, receiving funding from the government have in place effective anti-doping policies. The Dubin Commission correctly recommends that the government establish criteria under which funding of sports organizations would be suspended if the organization fails to take all reasonable measures to avoid doping infractions, and that the government suspend from funding any organization that fails to enforce anti-doping policies on individuals within its jurisdiction. (Recs. 43 and 44.)
8. The government should suspend direct government funding, such as Athletes Assistance funding, to any individual who violates anti-doping rules.
9. The suspension of direct government funding should be for life, subject to the individual's right to seek modification of the lifetime suspension based on the factors outlined by Commissioner Dubin. As recommended, the onus should be on the individual seeking the modification. (Rec. 42.) This represents a change only in the person to whom an individual may appeal, from the Minister to an independent arbitrator.
10. The full responsibility for deciding on eligibility, selection to national teams and participation in events must be the function solely of the national sports organizations. (Rec. 7.) The government should make it clear that it will not withdraw or reduce funding on the basis that the organization has exercised this responsibility incorrectly.
11. However, as part of its funding agreements, the government must require the national sports organizations to exercise the responsibilities set out in Paragraph 10 under the following conditions, a breach of which will be the basis of withdrawing or reducing funding of the organization:

- a. as recommended by Commissioner Dubin and accepted by the sports organizations appearing before the Sub-committee, there must be in place a grievance and arbitration procedure for suspended individuals that will give final authority to an independent arbitrator mutually agreed to by both parties (Rec. 38), with authority to modify the penalties imposed. (Rec. 42.)
  - b. there must be no retroactive imposition of penalties or the creation of offences not in place at the time of the infraction; penalties imposed must only be those permitted under the rules at the time of the infraction. (Rec. 40.)
  - c. the sports organizations must establish, for future offences, more stringent policies than those generally in place at present, and must make efforts to encourage their international bodies to stiffen future penalties. (Rec. 48.) We commend the Canadian Weightlifting Federation for already taking action in that direction.
  - d. the sports bodies must have in place an anti-doping policy satisfactory to the government and must accept that failure to impose and implement the policies could result in the organization's suspension from government funding. (Recs. 43 and 44.) The Sub-committee would ask the Minister to file copies of the policies with the Sub-committee.
  - e. penalties for coaches and others working for the sports organizations who violate anti-doping rules must be at least as stringent as those imposed on athletes for similar offences (Recs. 45 and 49); Sport Canada and sports organizations must provide penalized coaches and other individuals a right to appeal to an independent arbitrator on the same basis as provided for athletes. (Rec. 46.)
  - f. the condition of reinstatement of anyone suspended must be that the athlete agree to be tested during the period of suspension. (Rec. 50.)
12. In keeping with the principles endorsed above, the Sub-committee supports the lifetime suspension of direct government funding of those individuals named in the Dubin Commission Report, subject to their right of appeal to an independent arbitrator. (Recs. 51-70.)
  13. In the interests of fairness, the government should offer those referred to in the Dubin Commission Report an opportunity to make representations on the procedures proposed. In the fall, the Sub-committee will provide a further

opportunity for interested parties to clarify the record, should that be considered necessary.

14. The Sub-committee heard evidence that government and sports bodies' sanctions should be "standardized". Discussions might be pursued to that end. However, the government should not reduce its lifetime suspension of funding simply to achieve "standardization". If sports bodies increase their penalties in compliance with the Dubin recommendations, then the government might consider a general modification to bring its penalties into line. We should add that, in some cases, the penalties are already in line. The general principle should be: tough sanctions for violation of anti-doping rules.
15. The role of coaches in sport is critical. Proposals are under consideration to strengthen the importance of the certification of coaches. One suggestion is to require coaches to sign a contract obligating the coaches to comply with anti-doping policies. Another suggestion is that, as part of its anti-doping policies, the government require sports bodies, as a condition of government funding, not to employ coaches whose certification is withdrawn or denied for violation of anti-doping rules or to permit athletes coached by such individuals to participate in the activities of government-funded sports bodies. Consideration will have to be given to the appropriate body to regulate the certification of coaches. The Sub-Committee is very interested in these proposals and will give a high priority to the issue in the fall.
16. In all the focus on sanctions, the other recommendations of the Dubin Commission must not be forgotten. The Commission proposes substantial changes in sports policy, both by government and by the sports community. The Sub-committee is looking forward to reviewing those recommendations in the fall and forwarding its report to the full Committee and the government, in due course.
17. The Sub-committee heard testimony from: the Canadian Weightlifting Federation, the Sports Federation of Canada, Athletics Canada and the Coaching Association of Canada.

# APPENDIX B

## LIST OF WITNESSES

### EXTRACT

	ISSUE NO.	DATE
<b>Minutes of Proceedings of the Sub-Committee on Fitness and Amateur Sport</b>	11	May 7, 1990
<b>THURSDAY, OCTOBER 4, 1990 (20)</b>		
	12	July 25, 1990
	13	April 27, 1990

John Brewin moved, - That the Sub-Committee ask the Minister of State, Fitness and Amateur Sport, to establish an independent arbitration into the case of Mr. Kulesza, if he applies for arbitration.

The question being put on the motion, it was agreed to unanimously.

### ATTEST

Clairette Bourque

*Clerk of the Sub-Committee*

# APPENDIX B

EXTRACT FROM THE REPORT OF THE COMMISSIONER OF THE GENERAL LAND OFFICE, 1871

MEMORANDUM OF THE COMMISSIONER OF THE GENERAL LAND OFFICE, 1871

TO THE HONORABLE SECRETARY OF STATE FOR THE COLONIES

FROM THE COMMISSIONER OF THE GENERAL LAND OFFICE

THE GENERAL LAND OFFICE, 1871

THE GENERAL LAND OFFICE, 1871

THE GENERAL LAND OFFICE, 1871

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THE GENERAL LAND OFFICE, 1871

THE GENERAL LAND OFFICE, 1871



## APPENDIX C

### LIST OF WITNESSES

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	ISSUE NO.	DATE
<b>Alwyn Morris Education and Athletic Foundation</b> Alwyn Morris, Founder and President	11	May 7, 1990
<b>Athletics Canada</b> (former Canadian Track and Field Association) Paul-François Dupré, President and Chief Executive Officer	7 13	March 19, 1990 July 25, 1990
Jean-Guy Ouellette, Chairman of the Board of Directors	13	July 25, 1990
<b>*Bowker, Deborah</b> (Track and Field)	10	April 23, 1990
<b>Canadian Association for Health, Physical Education and Recreation</b> Thomas Bedecki, Executive Director	10	April 30, 1990
<b>Canadian Canoe Association</b> David Egan, Commodore Mike Chambers, Past Commodore (1986-1988) Kerry T. Moynihan, Executive Director	9	April 9, 1990
<b>Canadian Colleges Athletic Association</b> Glenn Ruiter, President Bill Dean, Vice-President Administration Clare Gillespie, Executive Director	5	February 19, 1990
<b>Canadian Figure Skating Association</b> David Dore, Director General John McKay, Finance Chairman	4	February 12, 1990

	ISSUE NO.	DATE
<b>Canadian Interuniversity Athletic Union</b> Leon Abbott, President Gail Blake, Member of the Board of Directors Robert W. Pugh, Executive Vice-President	4	February 12, 1990
<b>Canadian Lacrosse Association</b> William Hutton, Chairman of the Board Guy Mercier, Executive Director	3	February 5, 1990
<b>Canadian Olympic Association</b> Greg Mathieu, Director of Operations	9	April 9, 1990
<b>Canadian Ski Association</b> Jim Berwick, President	5	February 19, 1990
<b>Canadian Sport and Fitness Administration Centre</b> Wilf Wedmann, President	6	March 6, 1990
<b>Canadian Weightlifting Federation</b> Dan Steinwald, General Manager Richard Champion, Vice-President, Technical	13	July 25, 1990
<b>Coaching Association of Canada</b> Geoff Gowan, President	8	April 2, 1990
John D. Bales, Vice-President, Technical	8	April 2, 1990
	13	July 26, 1990
<b>Fitness and Amateur Sport, Office of the Minister of State</b> Honourable Jean Charest, Minister of State (Fitness and Amateur Sport)	2	December 18, 1989
Lyle Makosky, Assistant Deputy Minister	12	June 14, 1990
Abby Hoffman, Director General, Sport Canada	12	June 14, 1990
<b>*Irvin, Bernard (Canoe)</b>	10	April 23, 1990
<b>Kulesza, Andrzej (former National Coach of the Canadian Weightlifting Federation)</b>	14	October 4, 1990
<b>Mohawk Council of Kahnawake, Quebec</b> Joseph Norton, Grand Chief	11	May 7, 1990

	ISSUE NO.	DATE
<b>*Morin, Janet</b> (Gymnastics)	10	April 23, 1990
<b>Ontario Federation of School Athletic Associations</b>	8	April 2, 1990
Andy Gibson, Executive Director		
<b>PARTICIPaction</b>	7	March 19, 1990
Russ Kisby, President		
Richard H. Oland, Chairman		
François Lagarde, General Manager		
<b>*Ponting, Tom</b> (Swimming)	10	April 23, 1990
<b>*Sasseville, Lorna</b> (Cross Country Ski)	10	April 23, 1990
<b>Sports Federation of Canada</b>		
Allan Rae, President	13	July 25, 1990
Hugh Fraser, Past President	1	December 4, 1989
	13	July 25, 1990
Margaret Barber, Executive Director	1	December 4, 1989
	13	July 25, 1990

\* Appeared in camera, as individual



## APPENDIX D

### LIST OF SUBMISSIONS

#### REQUEST FOR GOVERNMENT RESPONSE

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Alberta Recreation and Parks

Alwyn Morris Education and Athletic Foundation

Athletics Canada (former Canadian Track and Field Association)

Canadian Association for Health, Physical Education and Recreation

Canadian Canoe Association

Canadian Colleges Athletic Association

Canadian Figure Skating Association

Canadian Interuniversity Athletic Union

Canadian Lacrosse Association

Canadian Olympic Association

Canadian Ski Association

Canadian Sport and Fitness Administration Centre

Coaching Association of Canada

Kulesza, Andrzej (former National Coach of the Canadian Weightlifting Federation)

Littlechild, Wilton, M.P. (Wetaskiwin)

National Alpine Ski Team

New Brunswick Minister of Tourism, Recreation and Heritage

Ontario Federation of School Athletic Associations

PARTICIPaction

Sports Federation of Canada

LIST OF SUBMISSIONS

- 
- Alberta Recreation and Parks
  - Alvin Monie Education and Athletic Foundation
  - Athletics Canada (former Canadian Track and Field Association)
  - Canadian Association for Health, Physical Education and Recreation
  - Canadian Canoe Association
  - Canadian College Athletic Association
  - Canadian Figure Skating Association
  - Canadian Interuniversity Athletic Union
  - Canadian Lacrosse Association
  - Canadian Olympic Association
  - Canadian Ski Association
  - Canadian Sport and Fitness Administration Centre
  - Coaching Association of Canada
  - Kluze, Anxyl (former National Coach of the Canadian Weightlifting Federation)
  - Litochin, Wilton, M.P. (Volunteer)
  - National Alpine Ski Team
  - New Brunswick Minister of Tourism, Recreation and Heritage
  - Ontario Federation of School Athletic Associations
  - PARTICIPANTS
  - Sport Federation of Canada

MINUTES OF PROCEEDINGS

TUESDAY, DECEMBER 4, 1990

(57)

[Text]

**REQUEST FOR GOVERNMENT RESPONSE**

The Standing Committee on Health and Welfare, Social Affairs, Seniors and the Status of Women met in camera at 9:33 o'clock a.m. this day in Room 371, West Block, the

Pursuant to Standing Order 109, the Committee requests that the Government table a comprehensive response to this Report.

A copy of the relevant Minutes of Proceedings and Evidence (*Issues No. 1 to No. 14 of the Sub-Committee on Fitness and Amateur Sport and Issue No. 47 of the Standing Committee on Health and Welfare, Social Affairs, Seniors and the Status of Women, which includes this report*) is tabled.

Respectfully submitted,

**BOB PORTER**

*Chairman*

*Christo Bourque  
Clerk of the Committee*

## REQUEST FOR GOVERNMENT RESPONSE

Pursuant to Standing Order 119, the Committee requests that the Government table a comprehensive response to this Report.

A copy of the relevant Minutes of Proceedings and Evidence (Issues No 1 to No. 144) of the Sub-Committee on Family and Domestic Sport and Issue No. 47 of the Standing Committee on Health and Welfare, Social Affairs, Senior and the Status of Women, which includes this report is tabled.

Respectfully submitted,

BOB FORTER  
Chairman



## MINUTES OF PROCEEDINGS

TUESDAY, DECEMBER 4, 1990

(57)

[Text]

The Standing Committee on Health and Welfare, Social Affairs, Seniors and the Status of Women met *in camera* at 9:33 o'clock a.m., this day, in Room 371, West Block, the Chairman, Bob Porter, presiding.

*Members of the Committee present:* Gabrielle Bertrand, John Cole, Barbara Greene, Bruce Halliday, Bob Porter.

*Acting Members present:* Edna Anderson for Stanley Wilbee; Joe Fontana for Albina Guarnieri; Jim Karpoff for Joy Langan.

*In attendance: From the Research Branch of the Library of Parliament:* Luc Fortin, Odette Madore and Joan Vance, Research Officers.

The Committee commenced consideration of the Report of the Sub-Committee on Fitness and Amateur Sport.

It was agreed,—That the Report of the Sub-Committee on Fitness and Amateur Sport be adopted as the Second Report of the Standing Committee and that the Chairman be instructed to present the said Report to the House.

It was agreed,—That, pursuant to Standing Order 109, the Committee request that the Government table a comprehensive response to its Second Report.

It was agreed,—That the Committee print 1000 copies of its Second Report in tumble bilingual format with a distinctive cover page.

At 10:32 o'clock a.m., the Committee adjourned to the call of the Chair.

Clairette Bourque  
*Clerk of the Committee*

MINUTES OF PROCEEDINGS

TUESDAY, DECEMBER 4, 1990

(2)

(Text)

The Standing Committee on Health and Welfare, Social Affairs, Seniors and the Status of Women met in camera at 9:30 a.m. on this day, in Room 371, West Block, the Chairman, Bob Fisher, presiding.

Members of the Committee present: Gabrielle Barran, John Cole, Barbara Green, Bruce Hallett, Bob Fisher.

Acting Members present: Edna Anderson for Stanley Wilber, Joe Fontana for Alana Guimard, Jim Kestel for Joy Logan.

In attendance: Ron the Research Branch of the Library of Parliament, Luc Fortin, Odette Madure and Joan Vance, Research Officers.

The Committee commenced consideration of the Report of the Sub-Committee on Fitness and Amateur Sport.

It was agreed--That the Report of the Sub-Committee on Fitness and Amateur Sport be adopted as the second Report of the Standing Committee and that the Chairman be instructed to present the said Report to the House.

It was agreed--That pursuant to Standing Order 103, the Committee request that the Government table a comprehensive response to its second Report.

It was agreed--That the Committee print 1000 copies of its second Report in duplicate format with a distinctive cover page.

At 10:32 a.m., the Committee adjourned to the call of the Chair.

Gabrielle Barran  
Chair of the Committee

Chambre Bourgeoise

La Chambre du Commerce

Le 10 et 11 de la Chambre s'ajoute l'ordre de nomination du président

quintuple

officielle 1000 exemplaires de son deuxième rapport avec une copie complétée

Il est convenu — Que la Chambre fasse imprimer, telle qu'elle est, dans les deux langues

parlementaire de déposer une copie de son deuxième rapport

Il est convenu — Que au lieu de l'article 108 du Règlement, la Chambre demande au

président de présenter son rapport à la Chambre

au lieu de son rapport à la Chambre de son deuxième rapport de la Chambre de son

Il est convenu — Que le rapport du sous-comité sur la condition financière et le

le rapport financier

Le Comité continue l'étude du rapport du sous-comité sur la condition financière et

l'ordre de la Chambre de son deuxième rapport de son deuxième rapport

Unanimité: On se servira de l'ordre de la Chambre de son deuxième rapport de son

l'ordre de la Chambre de son deuxième rapport de son deuxième rapport

Membres présents: John Anderson, membre de la Chambre de son deuxième rapport

Membres: Bob Foster

Membres du Comité présents: Catherine Anderson, John Cole, Barbara Greene, Bruce

et de la Chambre de son deuxième rapport de son deuxième rapport de son deuxième rapport

l'ordre de la Chambre de son deuxième rapport de son deuxième rapport de son deuxième rapport

Le Comité continuera de la suite et du lieu de son deuxième rapport de son deuxième rapport

[1810]

(21)

LE MARDI 4 DECEMBRE 1880

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