

Under New Governance? Examining the Role of Canadian Sport for Life in Sport Policy  
and Governance

by

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## **Abstract**

This investigation examined the role of Canadian Sport for Life (CS4L) as a newly emerging phenomenon within Canadian sport. In drawing upon the notions of governance theory or the so-called 'governance narrative,' the inquiry sought to answer the question: What is the role of CS4L within sport policy and governance? An embedded, explanatory, case study design was employed using semi-structured interviews with CS4L leadership team members and senior Sport Canada officials. Interviews were supplemented by documentation, workshop/conference observations, and conference attendance data. The results examined the emergence and development of CS4L within the context of Canadian sport policy and CS4L's relationship with Sport Canada. Ultimately, this thesis contends that CS4L can be viewed as a fundamental shift from government to governance, however, Sport Canada still remains the central actor within Canadian sport with CS4L being used as a tool to achieve the objectives of the state

## **Preface**

### **Ethics Approval**

This thesis is an original work by Mathew Dowling. The research project, of which this thesis is a part, received research ethics approval from the University of Alberta Research Ethics Board, "*The Emergence and Development of Canadian Sport for Life*", No. 00036270, 09/01/13.

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### **Abbreviations**

**APM** – Asymmetric Power Model

**CSI** – Canadian Sport Institute

**CSP1** – Canadian Sport Policy 1 (2002)

**CSP2** – Canadian Sport Policy 2 (2012)

**CSPR** – Canadian Sport Policy Renewal (2009-2012)

**CS4L** – Canadian Sport for Life

**CS4LLT** – Canadian Sport for Life Leadership Team

**DPM** – Differentiated Polity Model

**F-P/TSC** – Federal-Provincial/Territorial Sport Committee

**F-P/TPCA** – Federal-Provincial/Territorial Plans for Collaborative Action

**LTAD** – Long-Term Athlete Development Model

**MSO** – Multi Sport Organization

**NPM** – New Public Management

**NSO** – National Sport Organization

**OTP** – Own the Podium

**SIRC** – Sport Information Resource Centre

**SFAF** – Sport Funding Accountability Framework

**P/TSO** – Provincial/Territorial Sport Organization

**WM** – Westminster Model

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## **CHAPTER I**

### **INTRODUCTION, CANADIAN SPORT FOR LIFE, AND THE LONG-TERM ATHLETE DEVELOPMENT MODEL**

#### **Research Aims and Objectives**

##### **Research Question**

What is the role of CS4L within Canadian sport policy and governance?

##### **Research Aim(s)**

- (i) To analyze the emergence and development of CS4L
- (ii) To examine CS4L's role within the sport policy and governance process

##### **Sub-Research Questions**

SRQ1. What are the key events in CS4L's development over the past 10 years?

SRQ2. To what extent has CS4L influenced Canadian sport policy?

SRQ3. To what extent is Sport Canada governing over CS4L?

### **Thesis Structure**

Chapter I, *Introduction, Canadian Sport for Life and the Long-Term Athlete Development Model* begins by outlining the significance and scope of the topic area as well as situating the research within its broader sport context. The later part of this opening chapter is dedicated to outlining Canadian Sport for Life and the principles by which it was founded.

Chapter II, *Theorizing Canadian Sport for Life*, begins by delineating the broader contours of governance theory, before turning towards the specific application of governance theory to the field of sport. Next, how governance theory can be utilized to understand the role of CS4L in sport policy and governance is discussed. Finally, the chapter concludes by deriving specific sub-research questions.

Chapter III, *Methodology*, articulates the philosophical underpinnings (i.e., the ontological and epistemological assumptions) of the research process, as well as the methodological approach and research design adopted. The later part of this chapter delves deeper into the specific research strategies (or methods), identifies the sources of data, and closes by addressing research quality.

Chapter IV, *Canadian Sport for Life and Sport Policy*, has a two-fold emphasis by tracing the historical development of CS4L since its inception and assessing the extent to which CS4L has been able to influence Canadian sport policy. In doing so, this chapter identifies some of the key events that led to the emergence and development of CS4L.

Chapter V, *Broader Shifts in Canadian Sport for Life's Development*, widens the discussion surrounding CS4L's emergence and development by examining some of the

broader trends in CS4L's development over the past decade. The examination of these broader trends offers an opportunity to begin to explicate the relationship between CS4L and Sport Canada.

Chapter VI, *Canadian Sport for Life and Sport Canada*, examines the relationship between CS4L and Sport Canada in more detail. In particular, in light of Sport Canada's continued support for, and close relationship with CS4L, this final results chapter examines the extent to which CS4L has influenced Sport Canada's ability to govern.

Chapter VII, *Discussion and Conclusion*, combines the previous chapters to discuss and draw conclusions regarding the emergence and development of CS4L and its role within sport policy and governance. This chapter also includes managerial implications, study contributions and limitations, as well as suggestions for future avenues of research.

## **Rationale and Scope**

### **Study Rationale**

Canadian sport has been characterized by substantial change over the past two decades (Thibault & Harvey, 2013). These changes include, but are not limited to, the successful bidding and hosting of mega-events such as the Winnipeg Pan-American Games in 1999 and the Vancouver Olympic Winter Games in 2010, the enactment of major physical activity legislation such as the Bill C-12 in 2003, the development and endorsement of Canada's first national sport policy, with bi-lateral agreements between the federal and territorial/provincials governments, Canadian Sport Policy 1 (CSP1; 2002-2012) and its successor policy, Canadian Sport Policy 2 (CSP2; 2012-2022) (Sam, 2011; Thibault & Frisby, 2011; Thibault & Harvey, 2013). This period has also

witnessed the emergence and development of a number of quasi/non-governmental organizations and interest groups such as Sport Matters Group in 2000, the resurrection of ParticipACTION in 2001, True Sport in 2003, Own the Podium in 2004, and Canadian Sport for Life in the same year. See Thibault and Harvey (2013) for a comprehensive overview of these recent developments. In light of these developments, it can be argued that Canadian sport has now entered a period of unprecedented growth and development paralleled by an increasing level of government funding and involvement within Canadian sport. In support of this viewpoint, Canada has witnessed a doubling of federal government investment into Olympic summer sports programs over the past decade from C\$52,297,871 during the Beijing quadrennial to C\$117,512,216 in the lead up to the London 2012 Games (OTP, n.d.).

In recognition of these broader shifts to the Canadian sport landscape and the increasing level of government funding and involvement in Canadian sport, this study emerges from an acknowledgment that further “contemporary analysis of government involvement in ‘amateur’ sport is not only warranted, it is essential given the significant changes that have occurred in Canadian sport” (Thibault & Harvey, 2013, p. 11). In heeding Thibault and Harvey’s (2013) remarks, the purpose of this research is to begin to unpack and assess one of these contemporary developments, namely the emergence and development of *Canadian Sport for Life* (henceforth CS4L).

CS4L began informally as a series of works by Balyi and colleagues (Balyi, 1990, 1995, 1996, 1998a, 1998b, 2001a, 2001b, 2002; Balyi & Hamilton, 1997, 1998, 1999a, 1999b), however, only formalized in 2004 under the guidance and support of Sport Canada, the federal government agency responsible for overseeing and delivering

governments objectives in sport. As Kikulis (2013) notes, “although LTAD/[CS4L] is framed as a Sport Canada initiative and fits within the broader public policy interests in social investment, it is an innovation developed outside of government” (p. 128). To elaborate further on Kikulis’ remarks, six individuals and public officials met in Ottawa in June of 2004 to discuss the idea of disseminating a ‘new’ athlete development model entitled the *Long-Term Athlete Development Model* (henceforth LTAD) across Canada. This idea has now developed and grown into a much broader phenomenon, now termed Canadian Sport for Life with many of CS4L’s supporters claiming that CS4L has become a major force for change within Canadian sport (Balyi, Way, Norris, Cardinal, & Higgs, 2005; Norris, 2010; Robertson & Way, 2005).

Since its conception, the LTAD model has been subject to substantial practitioner interest both domestically and internationally (Bailey et al., 2010; Canadian Heritage, 2009; Stafford, 2005) Within Canada, policy makers, sport administrators, and practitioners have begun to adopt and implement the LTAD model as part of their strategic and organizational planning. In particular, Sport Canada has now formally adopted the LTAD model as part of its own organizational and strategic framework (Coaching Association of Canada, 2012; Stafford, 2005). Moreover, with the recent introduction of Sport Canada’s Sport Funding Accountability Framework V (SFAF V), all Canadian National Sport Organizations (NSOs), the governing bodies that are primarily responsible for organizing and delivering national team programs and setting the rules and regulations of their respective sport, are now formally required to incorporate LTAD principles within their strategic planning process in order to be eligible for SFAF funding. In this manner, NSOs must demonstrate LTAD appropriate planning, produce a sport

specific LTAD model, and undergo a full competition review to ensure that all programs and structures are developmentally appropriate in accordance with LTAD principles.

Sport Canada currently invests C\$1,500,000 annually (2006-present) to support the NSO transition towards LTAD (Sport Canada, n.d.). See Table 1.1 below for an overview of Sport Canada funding to CS4L-related works. Initial anecdotal evidence suggests that some changes have occurred. For example, as of 2010, 60% of Canadian NSOs had integrated LTAD principles into their strategic plans by producing an LTAD sport specific plan. By 2012 approximately 90% of Canadian NSOs had developed sport specific plans, with all Sport Canada funded NSOs having completed models by the end of 2013 (Sport Canada Official, personal communication, August 8 2013; Sutcliffe Group, 2010). In terms of competition reviews, by 2010, 32% of Canadian NSOs had undergone and implemented new competitive structures, with close to half (47%) still in progress (Sutcliffe Group, 2010; Sport Canada Official, personal communication, August 8 2013).

Furthermore, LTAD/CS4L's influence has not gone unnoticed by federal sport policy makers. For example, during an independent evaluation of CSP1 (2002-2012) in 2010, CS4L was considered *the* cornerstone contributor to the relative success of the CSP1 (2002-2012) over the past decade (CS4L, 2012, 2013; Sutcliffe Group, 2010). Moreover, within CSP2 (2012-2022), CSP1's successor policy, the language used in the document heavily adopts LTAD/CS4L terminology and principles. For example, the five-goal framework that comprises CSP2's mandate is underpinned by CS4L's notion of physical literacy and fundamental movement skills (Canadian Heritage, 2012, p. 7).

**Table 1.1. Sport Canada LTAD/CS4L Funding Since 2008-09\*/\*\***

Fiscal Year	Leadership Team	National Sport Organizations	Total
2008-09	\$475,000	\$910,000	\$1,385,000
2009-10	\$482,000	\$865,000	\$1,347,000
2010-11	\$506,000	\$782,000	\$1,288,000
2011-12	\$500,000	\$1,008,785	\$1,508,785
2012-13	\$500,000	\$1,028,939	\$1,347,939
2013-14 (to date)	\$566,000	\$383,500	\$949,500
<b>Total</b>	<b>\$3,029,000</b>	<b>\$4,978,224</b>	<b>\$8,007,224</b>

Source: Sport Canada (n.d.)

\* Investment figures were not attainable for the 2005-2008 periods. Nonetheless, funding figures would have been similar to the above during the 2005-06, 2006-07 and 2007-08 periods. The initial 2004-05 funding by Sport Canada to the then LTAD Expert Group would have been substantially smaller than above.

\*\* all figures are in Canadian dollars (\$CAD)

In addition, this relatively swift change and infiltration of LTAD/CS4L principles into sport organizations has been evident at the national level and at the grassroots of Canadian sport. Provincial/Territorial Sport Organizations (P/TSOs), the provincial/territorial sport organizations that govern over a sport within their respective geographical regions, for example, are also beginning to adopt LTAD/CS4L principles into their strategic planning and daily operations. This has mainly arisen due to the heavy funding support of Provincial/Territorial governments and sport agencies that now invest C\$2,000,000 per annum to implement these LTAD-related changes. Presently, no data exist (at least publically) to assess the nature and extent of these changes at this level. Even further down the sport delivery system, there are numerous community and municipal-based programs embracing LTAD/CS4L principles (e.g., Pacific Institute for Sport Excellence, Edmonton Sports Council). In some cases, programs have been

specifically created, designed and delivered for the sole purpose of promoting LTAD/CS4L principles (e.g., CS4L Alberta Ambassadors Group, PLAY projects).

Taken collectively, then, the above provides some anecdotal evidence to support the notion that CS4L has begun to infiltrate, influence, or at least become a part of, the highest level of decision making within Canadian sport. Whilst the extent and effectiveness of these changes remain open to empirical debate, it is evident that sport organizations are now under substantial pressure, often through funding agreements, to comply with the principles as dictated by LTAD/CS4L (*vis-à-vis* Sport Canada). It follows, that if Canadian sport organizations are now required to undertake such substantial change to their operations, then more research is required to better understand this phenomenon now influencing them. In light of this recognition, the intention of this research is to answer the fundamental research question: What is the role of CS4L in Canadian sport policy and governance?

### **Study Scope**

Now a brief rationale for the study has been outlined, it is necessary at this point to provide five important caveats about the nature and scope of this investigation; most notably to clarify to the reader what this study is not. First and foremost, the inquiry is not a debate of the LTAD principles and practice. Rather, this is a case study analysis of a group, the Canadian Sport for Life Leadership Team, which happens to promulgate the LTAD model. For such LTAD debates, the reader is directed elsewhere (e.g., Banack, Bloom, & Falcão, 2012; Bruner, Erickson, McFadden, & Côte, 2009; Black & Holt, 2007; Collins & Bailey, 2013; Ford et al., 2011; Frankish, 2011; Kikulis, 2013; Lang & Light, 2010; Norris, 2010). With that addressed, this investigation does, however,

provide foundational knowledge and contributes towards the LTAD debate by examining the broader socio-political context in which the model has emerged within Canada. To date, no research has examined the socio-political/historical development of the LTAD model within Canada or its relationship with government despite its heavy funding reliance as indicated above.

Second, this study is not an evaluation of CS4L. The use of evaluative research comes with an entire barrage of theoretical and methodological considerations that were not included or accounted for within this inquiry. Furthermore, due to the size and complexity of CS4L, a full evaluation of CS4L's programs and practices would be beyond the available resources of a doctoral dissertation.

Third, although the researcher recognizes the extent and reach of CS4L across multiple sectors at multiple levels of delivery, this investigation primarily focuses on the national sport domain. In other words, this analysis is limited to the examination of CS4L at the national level of Canadian sport. As such, the inquiry does not, for example, examine LTAD/CS4L at the provincial/territorial or community level, nor does it attempt to go beyond the sport context to examine CS4L in relation to other sectors such as recreation or health.

Fourth, a deliberate attempt is made throughout this investigation (and the research process more generally) to provide appropriate distinctions between the terms Canadian Sport for Life (CS4L) as the broader 'movement' of individuals and organizations that are adopting and promoting the principles and practices of LTAD, the Canadian Sport for Life Leadership Team (CS4LLT) as the quasi-academic/practitioner leadership team overseeing implementation and alignment of LTAD across Canada,

and the Long-Term Athlete Development model (LTAD) as a specific athlete development pathway and theoretical framework. Although it is recognized that these terms are conceptually distinct, in practice they are often used synonymously and interchangeably. Moreover, to make these distinctions even more difficult, the difference in these terms also represents a real-life evolution in thinking by the CS4LLT, with the broader term CS4L used by many in lieu of the term LTAD post 2005. In order to accurately reflect these real-life developments and in recognition of this nomenclature, any discussion regarding developments pre-2005 adopts the term LTAD, whilst any discussion post-2005 adopts CS4L. The practical realities of working within and around sport organizations, however, are that the LTAD/CS4L distinction is not so apparent with respondents often using the above terms interchangeably. As such although the researcher recognizes the analytical distinction between these terms, these distinctions will not be overemphasized for purposes of this analysis.

Fifth and finally, this investigation should not be mistaken for a stakeholder or network analysis. Although it is recognized that CS4L sits within a complex organizational environment interacting with a variety of stakeholders, the intention of this research is not to examine all of these existing relationships in detail. Rather, the analysis centres on the key governance relationships (namely CS4L in relation to sport policy and Sport Canada) in order to answer the initial research question i.e., what is the role of CS4L in sport policy and governance? The remainder of this chapter outlines the empirical context of which this inquiry focuses.

## **Canadian Sport for Life and the Long-Term Athlete Development Model**

### **Canadian Sport for Life**

Those who lead CS4L have characterized it as a ‘social movement’ attempting fundamental change to improve Canadian sport (Balyi et al., 2005). This so-called ‘social movement’ aims to improve the health, wellness, and sport experiences of all Canadians by improving performance and participation in sport and physical activity (Balyi et al., 2005). According to Balyi et al. (2005), CS4L has materialized primarily due to dissatisfaction and subsequent recognition of a plethora of shortcomings of the Canadian sport system. These shortcomings include, but are not limited to: the over-competiting and under-training of athletes, imposition of adult-based training methods and competition on youths, too early specialization which has led to a lack of fundamental movement skills (e.g., running, jumping, and throwing), athlete burnout/injury, poor education, integration, and system alignment. See Balyi et al. (2005) and Norris (2010) for a more comprehensive overview of the supposed systemic shortcomings of Canadian sport.

LTAD/CS4L contends that the combination of these systemic issues and shortcomings have contributed significantly to decreasing participation rates, increasing obesity rates, and the relatively stagnant success of Canadian athletes on the international stage. In short, the way in which Canada has developed athletes to date has been inefficient and ineffective. As a result, the major issues currently facing sport and society are symptomatic of what CS4L claims to be a fundamentally flawed Canadian sport system.

Popularizing a famous Albert Einstein quotation, CS4L posits “the definition of

insanity is doing the same thing over and over again and expecting a different result.” This quotation is now firmly embedded as one of many of the CS4LLT’s rhetorical devices. If one accepts CS4L’s belief that Canada’s sport system is characterized by inappropriate athlete development and that the system has continually relied upon ad hoc chance to achieve international sport success, then we (society at large) must advocate for fundamental change, rather than remaining in systemic inertia. According to CS4L, if such change is not advocated for, then we (society at large) remain a part of a system that continually reinvents the wheel and reinforces what some have referred to as nothing short of a “*system of abuse*” (CS4LLT Member, personal communication, April 20, 2011).

More broadly, then, CS4L represents an attempt to fundamentally rationalize or modernize Canadian sport for the betterment of society with its vision to have “developmentally appropriate sport and physical activity resulting in quality programs for all Canadians” (Canadian Sport for Life, 2011, p. 1). As a result, CS4L has articulated, advocated, and scrupulously argued for, considerable systemic change in line with their beliefs, values, and prescriptions of which they claim to be the ‘solution’ to the so-called systemic ‘problem.’ Consequently, these prescriptions will lead to a more appropriate, efficient, and effective athlete development process, which will ultimately lead to a healthier, more active nation and greater success on the international stage.

### **The Canadian Sport for Life Leadership Team**

CS4L is led by the Canadian Sport for Life Leadership Team (CS4LLT), comprising of both practitioners (e.g., coaches, consultants, and administrators) and

academics (endowed with MSc's or PhD's and currently working within universities or equivalent institutions). According to the CS4L website, the CS4LLT

provides a broad range of experience from national sport organizations, post-secondary education, recreation, and various levels of government. A primary activity of the Team is to provide consultation and guidance to a wide variety of sport system stakeholders across Canada, including sport organizations, education, recreation and health. (CS4L, 2013, para. 5)

Crucially, although some of the individual members have financially benefited from their involvement in CS4L, the majority of those who comprise the CS4LLT are unpaid for their efforts. Most of the CS4LLT members have full-time jobs, with their involvement often ascribed to their own residual time. As one CS4LLT member described, "most of the work by the CS4LLT is done on the side of our desks" (CS4LLT Member, personal communication, February 31, 2012). At the time of writing, there were approximately 17 individual members who comprised the CS4LLT. Table 1.2 provides an overview of the leadership team. This number is considered an approximation for the following reasons. First, the CS4LLT is technically not a formalized organizational entity and thus is not required, amongst many other elements, to provide details of employment (see below for further elaboration on this point). Second, the membership has changed considerably in recent years. Attrition of CS4LLT members is relatively easier to account for, in that a loss of member is typically due to other personal or professional commitments. Even more difficult to ascertain, however, is precisely how members are added to the leadership team. For example, CS4LLT does not utilize job applications, interview processes, or any formal recruitment procedures of any kind. Rather, as far as

is understood, the addition of members is based upon general consensus amongst the group; in particular, whether individuals are deemed to have specific expertise or knowledge that is of considerable benefit to the CS4L endeavour. Third, even from initial conversations with the CS4LLT, they are not entirely consistent about those who are considered members and those who are not. This can partly be explained by CS4LLT's un-organizational, flexible nature whereby membership of the leadership team is constantly changing on a need-by-need basis.

**Table 1.2 Canadian Sport for Life Leadership Team**

<b>Member</b>	<b>Year</b>	<b>Degree</b>	<b>Organization</b>	<b>Background</b>
Richard Way	2004	MBA	CSI Pacific	Consultant (Citius)
Istvan Balyi	2004	MSc	NCI Victoria	Consultant (T&P Ltd)
Colin Higgs	2004	PhD	Consultant	Consultant
Charles Cardinal	2004	MSc	Consultant	Consultant
Stephen Norris	2004	PhD	Winsport	Winsport President
Vicki Harber	2009	PhD	Alberta University	Physiologist
Mark Vulliamy	2011		Consultant	Recreation consultant
David Legg	2011	PhD	M.Royal University	Paralympic sport
James Mandigo	2011	PhD	Brock University	Education consultant
Jim Groves	2011		Consultant	Communications
André Lachance	2011		Ottawa University	Baseball Canada
Paul Jurbala	2011	MSc	Consultant	Consultant
Carolyn Trono	2011		Rowing Canada	Coach Education
Christian Hrab	2010		Sporting DNA	NSO Director
Debra Gassewitz	2011		SIRC	President & CEO
Danielle Bell	2011		CSI Pacific	Citius Administration
Thom Brennan	2011		CSI Pacific	Citius Administration

Source: <http://www.cs4l.ca>; CS4LLT personal communications

Notwithstanding the above difficulties in identifying group membership, a number of points can be drawn from Table 1.2. First, six individuals (i.e., Richard Way, Istvan Balyi, Charles Cardinal, Stephen Norris, Colin Higgs, and Mary Bluehardt) were involved with CS4L at its inception, with the former four individuals responsible for the development of the original CS4L resource paper in 2005 (Balyi et al., 2005). This document is considered by many of the CS4LLT as their seminal resource document. Second, many of those within the CS4LLT are highly educated with many still retaining academic positions within higher education institutions. Third, in 2011, CS4LLT underwent a substantial increase in membership (i.e., size and capacity) and subsequently changed their name to the Canadian Sport for Life Leadership Team (from the LTAD 'Expert Group' to the 'CS4L Leadership Team').

In terms of the organizational nature of CS4LLT, it is not a formalized organizational entity per se. It has no formal headquarters, nor is it mandated to produce annual reports or report back to a board of governors, however, in spite the lack of formal organized structure, the CS4LLT operates in a highly organized manner. In particular, the CS4LLT holds meetings semi-annually, as well as numerous meetings throughout the year to strategically discuss the development and implementation of LTAD/CS4L. The leadership team is also highly active in the hosting of summits, workshops, consultation sessions, and the ongoing dissemination of information through a variety of social media formats (see <http://www.cs4l.ca>). Thus, despite not being a formalized entity per se, it can be said that CS4LLT displays many characteristics of a formalized organization, yet curiously enjoys the flexibility and freedom associated with being a non-formalized organizational entity. This atypical organizational design makes

CS4L and its leadership team relatively unique entity within Canadian sport that warrants further examination.

In recognition of the organized, albeit atypical, nature of the CS4LLT, it is necessary to situate the CS4LLT within its broader organizational and environmental context. To reiterate one of the caveats made above, it is not intention of this investigation to conduct a stakeholder analysis of CS4L's organizational environment but rather acknowledge that CS4LLT sits within a crowded, complex, and constantly shifting organizational landscape. By recognizing this environment, it is possible to more precisely situate CS4L within the broader milieu of sport and ultimately produce a more sophisticated account of CS4L's role within sport policy and governance.

According to the CS4LLT, their annual budget is C\$4,000,000 (Way, 2012), comprised mainly from government funding. The Canadian Federal Government (via Sport Canada) has provided CS4L with approximately C\$1,500,000 per annum since 2005, with additional Provincial/Territorial Governments' financial support of around C\$2,000,000 per annum to invest into LTAD/CS4L-related projects within their respective jurisdictions. The majority of CS4L's Federal Government funding (C\$1,000,000 i.e., two-thirds) is provided directly to NSOs for LTAD/CS4L-related works, with the remaining one-third (i.e., C\$500,000) allocated directly to the CS4LLT through the pre-existing Canadian Sport Centre (CSC) network. Formally, the CS4LLT receives its funding through a fiduciary organization<sup>1</sup> (Citius Performance Ltd.), a sport consultancy based firm created and led by Richard Way, but closely connected with the

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<sup>1</sup> Fiduciary is used here to refer to an ongoing funding relationship that was set up by Sport Canada in order to fund Canadian Sport for Life through Sport Canada's pre-existing funding relationship with the Canadian Sport Institute Network via the Canadian Sport Institute Pacific.

Canadian Sport Institute Pacific (CSI Pacific)<sup>2</sup> in Victoria, British Columbia. The rest of CS4LLT's funding is generated from various charitable foundations (e.g., Ontario Trillium Foundation: C\$166,000; McConnell and Communities: C\$400,000 over three years), agencies (e.g., Public Health Agency of Canada: C\$200,000 over one year) and private investment organizations (e.g., B2Ten: undisclosed funding figures) (Way, 2012).

### **The Long-Term Athlete Development Model**

Commonly accredited as the 'brain-child' of the Hungarian born, Canadian residing sport scientist Istvan Balyi (Banack et al., 2012; Ford et al., 2011; Norris, 2010; Stafford, 2005), the LTAD model is a multi-stage competition, training, and recovery athlete development pathway. The model was originally conceived as four stages (Balyi, 1990), but later expanded it to seven stages (Balyi et al., 2005). See Table 1.3 for an overview of the LTAD model in its current form. The LTAD model was developed out of a growing dissatisfaction with the superimposition of adult training and competition structures primarily on children aged 6-16 (Balyi & Hamilton, 2004; Balyi & Way, 1995). This dissatisfaction led Balyi and colleagues to conduct small-scale physiology, periodization, and motor learning research to support several of their own theses, which fundamentally questioned traditional approaches to athlete development. Balyi and colleagues published their research through the 1990s/early 2000s across a number of pseudo-academic coaching outlets including BC Coach Perspective and Coaching Report (e.g., Balyi, 1990, 1995, 2004; Balyi & Way, 1995; Robertson & Way, 2005) and

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<sup>2</sup> The Canadian Sport Institute Pacific (CSC Pacific) was originally called Canadian Sport Centre Pacific and was granted institute status by Own the Podium and Sport Canada in late 2012.

in recent years the LTAD model has been published as a textbook (Balyi, Way, & Higgs, 2013). For more information regarding the LTAD model, see Appendix 1

**Table 1.3 The LTAD Model Pathway**

<b>LTAD Stage</b>	<b>Male age (Years*)</b>	<b>Female age (Years*)</b>	<b>Description of Stage</b>
Active Start	0-6	0-6	Learning fundamental movement skills. Play + FUN as part of daily life.
FUNDamentals	6-9	6-8	Building basic motor movement skill; play many sports; focus on agility, balance and coordination.
Learning to Train	9-12	8-11	Building basic fundamental sport skills. Acquiring sport skills as a cornerstone of athletic development
Training to Train	12-16	11-15	Building the engine. Endurance based, strength, speed. Reduction of sports.
Training to Compete	16-23 +/-	15-21 +/-	Optimizing the engine. Fitness to compete internationally
Training to Win	19+	19+	Maximizing the engine. Podium performance.
Active for Life	Any age	Any age	Lifelong participation and physical activity. Transition from competition to participations

Source: Balyi et al. (2005)

\* LTAD stages are based upon developmental rather than chronological age. Hence the ages indicated here are approximate guidelines for stage-appropriateness.

### **Chapter I Summary**

To summarize this section, CS4L (and by extension LTAD) has arisen within Canada over the past 20 years, bringing with it a whole host of underlying principles, values, and beliefs about the current supposed shortcomings of Canadian sport. During this period, the CS4LLT has attempted to influence the strategic and administrative approach of sport organizations across Canada with some initial, albeit anecdotal evidence that suggests varying levels of success. CS4LLT's attempts began with small-

scale, relatively ad hoc interventions, which have evolved in recent years into a more systematic approach to achieve organizational change across Canadian sport.

Components of this increasingly systemic approach include, but are not limited to: Sport Canada's formal adoption of the model which, in turn, led to the enforcement (through funding mechanisms) of LTAD/CS4L-related changes within sport organizations, the mass production and dissemination of information through an array of media formats, and the strategic implementation of LTAD/CS4L-related principles across all levels of the sport delivery system (i.e., from national to community programs).

The notable shift from ad hoc to an increasingly systematic approach begs a number of empirically generated questions such as: what influence has CS4L and the CS4LLT really had on sport organizations within Canada? To what extent is CS4L changing the organizational design within sport organizations? Moreover, as CS4L and Sport Canada seem inherently interconnected, what is the extent and nature of this relationship? How did this relationship initially form? How (if at all) has the involvement of government influenced CS4L/CS4LLT and vice versa? To begin to answer some of these initial empirical questions this research draws upon the theoretical notions and insights of governance theory to help make sense of this complex and contemporary phenomenon.

## CHAPTER II: THEORIZING CANADIAN SPORT FOR LIFE

### Why Governance Theory?

This research draws upon the observations and notions of governance theory in order to make sense of CS4L as a new phenomenon within Canadian sport. First and foremost it should be acknowledged that although this dissertation will henceforth refer to governance '*theory*', the usage of the term is misleading in that it more accurately "refers to a proto-theory but remains basically a set of observations looking for a more comprehensive theory" (Pierre & Peters, 2000, p. 7). In this sense, governance theory does not identify causal principles or mechanisms per se, but does refer to a distinct debate within the political science and managerial literature.

With the above caveat in mind, and to justify governance theory over alternative approaches, first governance as a lens is congruent with the research question in that both governance theory and this study seek to understand and explain change. As Bellamy and Palumbo (2010) state "the notion of governance is a conceptual device that helps rationalize and articulate the changes that have been undertaken by liberal democracies since the late 1980s" (p. xiii). Moreover, "governance theory is essentially about: combining structure and agency in analysing changes in the political rules of the game" (Kjaer, 2011, p. 105). Central to the concept of governance, then, are the concepts of change and power. The emergence of CS4L can be viewed as a fundamental change in the Canadian sport system, as well as potentially a form of allocation, re-allocation, or redistribution of power to a newly emerging group (i.e., the CS4LLT), although to what extent remains open to empirical examination.

Second, the concept of governance has gained much attention in recent years in both scholarship and practice. As Marsh (2008a) posits, “the move from a focus on government to a focus on governance has been one of the most noticeable developments in recent political science” (p. 254). Authors have described governance as a hot topic (Bevir & Rhodes, 2010) with the term being a “paradigm-generating concept” (Bellamy & Palumbo, 2010, xii) that “has spawned a veritable cottage industry of its own” (Grix & Phillpots, 2011, p. 6). Consequently, the concept has evoked a whole host of empirical and theoretical enquiries in recent years. Yet despite this broader scholarly interest, the notion of governance has been under-utilized and under researched within the field of sport (see Sport and Governance Theory section below).

Last, governance theory holds particular merit for scholars interested in policy, in that the notions of governance are useful in understanding “the contribution of central government to the policy process” (Marinetto, 2003, p. 592). Furthermore, as Grix (2010) notes “governance, broadly defined, is not only a useful tool with which to study and analyse policy, but is inextricably bound up with the notion of making and implementing policy” (p. 169). As such, this research adopts a similar view to Grix (2010) in that the adoption of a governance lens is particularly useful “for [sport] policy scholars seeking to ‘frame’ their studies” (p. 169), with the governance literature offering “an ideal scaffolding upon which to hang an argument” (p. 169). The concept of governance is therefore particularly well equipped to examine the researcher’s interest in macro level policy developments and systemic level change within the Canadian sport context.

### **What is Governance Theory?**

Broadly speaking, governance theory represents a growing consensus amongst academics that the contours of the state-society relationship have fundamentally shifted. This shift in thinking has been referred to as a paradigmatic shift (Kuhn, 1970; Marinetto, 2003) from a traditional understanding of 'government' to a modern 'governance' approach (Rhodes, 1997). Governance therefore refers to a new process of governing, or what Rhodes described as a "*changed condition of ordered rule*" (Rhodes, 2007, p. 1246). Underlying this approach is the assumption that governing is not (as it once was) the sole function and responsibility of government. Rather, multiple institutions and actors are now increasingly involved in the governing process; hence, governance as an "analytical framework and as a theory directs us to comparative questions of how and through what institutional mechanisms governing occurs in particular settings" (Kjaer, 2011, p. 106).

On a more practical level, recent interest in governance has partly stemmed from the spread of 'New Public Management' (NPM) principles of Managerialism and Marketization into public administration throughout the 1970s and 1980s (Bevir & Rhodes, 2010; Hood, 1991, 1995; Osborne, 2010), with these changes arguably being most profound in Canada (Glor, 2001). The spread of NPM coincided with growing societal concerns regarding the ability of the state to manage public policy effectively (Marinetto, 2003; see also Bevir & Rhodes, 2010, Chapter 5). As Marinetto (2003) states, the analysis of governance "has reinvigorated the study of governing institutions, producing a sophisticated theoretical account of the state...the result [of which is] a broadening of politics beyond an exclusive concern with parliament" (pp. 593-594). The

consequence of this development has been an entirely new way of theorizing the state-society relationship that has produced contemporary, open, and lively debate into the role of governments, and crucially, the role of other non-government actors (e.g., corporate entities, lobbyists, and interest groups) in the governing process. Now a brief overview of governance has been provided, the next section outlines a more precise definition of governance that will be operationalized for purposes of this inquiry.

### **Defining Governance**

Despite much academic and practitioner interest in the concept of governance, agreement on a singular definition still remains problematic. Authors have pointed towards the concepts' confusing (Pierre, 2000), elusive (Kjaer, 2011), and weasel-like nature (Bevir, 2012), with its application to date being imprecise (Rhodes, 1997), slippery (Pierre & Peters, 2000), and vogue (Kjaer, 2004). Some scholars have even gone so far as to claim that the concept is analytically tired (Bevir, 2012), in need of rescue (Hughes, 2000), or that it "has too many meanings to be useful" (Rhodes, 1997, p. 15). Yet in spite this ongoing definitional assault, many authors have equally noted the flourishing usage of the concept in recent years (Bellamy & Palumbo, 2010; Bevir & Rhodes, 2010; Kjaer, 2004, 2011; Marsh, 2011). Furthermore, Hughes (2000) notes that it is not uncommon in social science for concepts (such as governance) to be notoriously difficult to define or even homonymous in nature. See Appendix 2 for an overview of definitions provided within the governance literature.

Notwithstanding the above concerns, it is both necessary and appropriate at this juncture to define as concisely as possible how the terms governance, governing, and government are operationalized for purposes of this inquiry. For purposes of this

analysis, the notion of *governing* refers to *the attainment or exercise of authority*.

Governing is therefore considered the ability, regardless of whether it is exercised, of an actor (or multiple actors) to enact authority over others. Closely linked to the notion of governing is the concept of governance. *Governance* is defined here as: “*a new process of governing; or a changed condition of ordered rule; or the new method by which society is governed*” (Rhodes, 2007, p. 1246).

In employing this definition, this study most closely aligns with public administration and normative notions of the term governance (Kjaer, 2004; Rhodes, 2007). Finally, the term *government* is therefore considered in its narrowest sense (i.e., as one of many actors who may be responsible for social co-ordination) and it is used herein as synonymous with the term *state*. In other words, the government (or the state) to an extent governs over actors, but it is by no means the only actor that exercises authority. Logically, therefore, government cannot exist without governing or governance, yet governance can exist without government.

### **Governance Theory and Sport**

The application of the concept of governance to sport practice and scholarship has been notable in recent years. In regard to practice, improving or modernizing governance has been a significant policy priority for many funding agencies within Canada (e.g., Canadian Heritage, 2011), Britain (e.g., UKSport, n.d.), and Australia (e.g., Australian Sport Commission, 2012). These agencies have emphasized the necessity of a ‘modern’ governance structure, particularly for not-for-profit sport organizations that are directly funded through government via taxpayer support. The underlying assumption being made by these funding agencies is that improved

governing practices will lead to improved organizational performance outcomes (i.e., increase in medals, participation etc.). For example, Sport Canada, the governmental agency of Canadian Heritage responsible for overseeing the delivery of sport across Canada, stated that “improving governance practices will unleash potential in the sport system” (Canadian Heritage, 2011, p. 1). Similarly, within Britain, UKSport, the United Kingdom’s high performance sport commission, posits that

if the [United Kingdom’s] sports’ system is to be truly world class then performance off the field of play will be as important as the results achieved on it...beyond ensuring that sports’ governing bodies are ‘fit for purpose’, well organized and structured bodies will make more efficient and effective use of the resources at their disposal. (UKSport, n.d.)

In short, concerns of governance have been impacting sport organizations primarily from the ‘top-down’, with a ‘modern governance’ structure now considered necessary by funding agencies. Consequently, improving governance has become imperative for sport organizations to be seen as ‘fit for purpose’ and therefore an increasing necessity in order to receive governmental funding.

In turning to scholarship, there have been a number of special issues (e.g., Dolles & Söderman, 2011; Szymanski, 2002), workshops (e.g., Chappelet, Pielke, & Taylor, 2012), and books (Hoye & Cuskelly, 2007; Hums & Maclean, 2009; Sawyer, Bodey, & Judge, 2008) applying governance principles specifically to the field of sport. Yet despite this recent surge of interest, much of the sport literature that draws upon governance theory focuses on what is often termed ‘corporate’ or ‘organizational’ governance, with the vast majority of authors examining the application to, and practice

of, 'corporate governance' principles within the not-for-profit sport organizational sector (Hoye & Cuskelly, 2007; Hums & Maclean, 2009). This has led some authors to refer specifically to 'Sport' Governance as a distinct field of inquiry (Hoye & Cuskelly, 2007), with 'Sport' being used to denote the sub disciplinary application of organizational or corporate governance theory to the specific field of sport.

As a result of these narrow and applied usages of governance, sport scholars have mainly focused on the management-governance board relationship within and above sport organizations. In this manner, scholars have examined a number of areas including shared leadership (Auld, 1997; Auld & Godbey, 1998; Inglis, 1994, Schulz & Auld, 2006), board capability (Ferkins & Shilbury, 2010; Shilbury & Ferkins, 2011; Shilbury, Ferkins, & Smythe, 2013), board motivation (Doherty & Carron, 2003), and board structure and performance (e.g., Bayle & Robinson, 2007; Hoye, 2002). See Hoye and Doherty (2011) and Shilbury and Ferkins (2011) for an overview of this particular area of research.

Whilst these studies have been valuable in understanding the role that governing boards can play in improving organizational performance, these narrow conceptualizations of governance overlook the potential insights that broader conceptualizations of governance can provide. Broader conceptualizations of governance are useful in that they help to address bigger questions within sport. For example, what role should government play in the delivery of sport? Who should direct and control system delivery? Who should hold the power, authority, and the rights to reward funding within a sport system? Furthermore, as a result of the increasing taxpayer (via government) investments into sport, who (if anyone) should be held

accountable for an unsuccessful medal haul or the rising obesity epidemic? Or for that matter should government be responsible for investing in sport at all?

In light of the above recognition, this inquiry is not concerned with the direct governance over an organization per se, but rather this research focuses on the more systemic level changes to the broader governance structure within Canadian sport. In other words, this research adopts a broader conceptualization of governance, i.e., governance '*between*' organizations rather than governance '*of*' or '*over*' organizations (Henry & Lee, 2004).

With regard to broader examinations of governance, there have been few studies that have adopted a similar broader governance lens for purposes of analyzing sport systems (Green, 2003; Grix, 2010; Hindley, 2002; Kikulis, 2000; Phillpots, Grix, & Quarmby, 2011). Moreover, there are also a handful of studies that examine systemic sport governance, but often do so implicitly rather than explicitly (Grix & Carmichael, 2012; Houlihan & Green, 2009; Sam, 2009, 2011; Thibault, Kihl, & Babiak, 2010). Houlihan and Green (2009), for example, explore the modernization processes of Britain's two focal funding agencies: UKSport and Sport England. Although their study focused on the impact of government intervention to 'modernize' these organizations, their findings have far reaching implications for understanding the broader changing contours of sport governance within British sport policy.

One of the more explicit attempts to apply the broader notions of governance, or the 'governance narrative' as he often terms it, to the context of sport has been from the works of Grix and colleagues (Goodwin & Grix, 2011; Grix, 2009, 2010a, 2010b, 2010c; Grix & Parker, 2011; Grix & Phillpots, 2011; Phillpots, Grix, & Quarmby, 2011). In

particular, Grix and colleagues' work has highlighted the utility of applying broader notions of governance theory to understand systemic change within sport (Grix, 2010a). These specific benefits include unique methodological designs (Grix, 2009, 2010a), its utility in explaining government intervention into sport, sport as a unique research site by which to examine notions of governance, and explaining the sport sector's so-called deviant nature (Grix & Phillpots, 2011). To elaborate on the latter, Goodwin and Grix (2011) contend that the area of sport policy (amongst a handful of other sectors such as education) is a deviant case to what the first wave of governance theory would predict. In this regard, the sport policy sector "reveals the paradox at work in some of these areas of governance in the UK. Surface observations of the involvement of multi-agency actors...would lead many to conclude that these cases 'fit' the 'governance narrative'" (Goodwin & Grix, 2011, p. 551). Goodwin and Grix (2011) argue that despite the increasing number of multi-agency actors within sport, the sector still upholds a hierarchical governance structure; a phenomenon they term Asymmetrical Network Governance (Goodwin & Grix, 2011; Grix, 2010; Phillpots et al., 2010). The broader implications of Grix and colleagues' findings are that sport potentially offers a unique context by which to study the notions of governance.

### **Governance and Sport Summary**

To summarize the above section, the application of governance theory to sport has been limited both conceptually and empirically. Conceptually, sport scholars have emphasized the application of 'organizational/corporate' governance to understand direct governance over (often singular) organizations. Only in recent years have a handful of scholars, most notably Grix and colleagues, begun to apply broader notions

of systemic governance to sport. This research contributes to the latter development. Empirically, the application of governance theory to the context of sport remains underutilized, with very few studies applying broader notions of governance to understand sport or vice versa.

As the sport management literature offers a limited knowledge base regarding broader notions of governance, it is both necessary and appropriate at this point to provide a more in-depth review of the literature within the broader governance debate. The purpose of reviewing this broader governance literature is two-fold. First, it provides an overview of the potential utility of the broader notions of governance that have been traditionally overlooked by sport management scholars. Second, given the insufficient treatment of systemic governance and the broader governance debate within the sport management literature, this outline will allow the researcher to draw upon this literature base in a meaningful way to examine the role of CS4L within sport policy and governance.

### **The Broader Governance Debate**

In turning to the broader governance literature, Bevir and Rhodes (2010) reflect upon the growth and interest in broader applications of governance by dividing the extant literature into three categories or so-called 'waves' of interest. These waves provide an appropriate structuring device by which to explore how broader notions of governance have evolved over the past 30 years or so. To the three waves, an additional 'pre-first wave' is added in order to provide the reader necessary background context of how the concept of governance originally emerged.

### **Pre-‘First Wave’**

The traditional or ‘old governance’ (Peters, 2002) perspective has historically dominated political thinking as the primary organizing approach in political science and has ultimately affected the way we have come to understand the relationship between the state and society (Rhodes, 1996, 1997). This perspective is so taken for granted today that it is often assumed as *the* normative understanding of the state-society relationship. Due to its British origins as an organizing perspective, this view is often commonly referred to as the ‘Westminster Model’ perspective (henceforth WM) (Gamble, 1990). It was not until the 1980s that the WM perspective began to be questioned as the fundamental organizing perspective (see Appendix 3). This questioning became known as the ‘first wave’ of governance theory literature.

### **The ‘First Wave’ of Governance**

For Bevir and Rhodes (2010), the ‘first wave’ of governance, which is often described as the initial ‘governance turn’ (Goodwin & Grix, 2011), began with the conceptualization of Rhodes’ own Differentiated Polity Model (henceforth DPM). The DPM has become so influential that it and the first wave are often considered synonymous. According to Bevir and Rhodes (2010), the DPM recognized the necessity to reconsider the traditional orthodox explanations that were put forward by the WM. See the left hand side of Table 2.1 and Appendix 3 for a detailed overview of the WM and DPM. According to the DPM and the first wave literature, the conceptualization of governance is a deliberate attempt to move away from the traditional notions of the WM orthodoxy (Rhodes, 1997). In particular, the DPM is positioned as an alternative approach to the WM, which suggests an increasing reliance on networks and markets

(as opposed to hierarchies) and an increasingly fragmented and weakened executive core, which ultimately has led to a ‘hollowed out’ state.

Albeit insightful, first-wave conceptualizations have not been without criticism. For example, Marinetto (2003) questions the entire validity of the ‘governance narrative’ by arguing that these broader shifts go much further back than the present literature suggests. According to Marinetto (2003), “the history of the core executive shows that features regarded as constituting and typifying the new phase of ‘governance’, as opposed to ‘government’, are not unique to the present or to the past 20 years” (p. 605). Furthermore, McAnulla (2006) criticizes the DPM model by outlining four major weaknesses: two theoretical (overemphasis on pluralism and post-modernity) and two empirical (overemphasis on change and underemphasizing centrality). Others have questioned specific components of the DPM, such as the ‘hollowing out’ thesis (Holliday, 2000; Marsh, 2008a; Taylor, 1997). This is not to imply that the first-wave is redundant or out-dated. To the contrary, as Kjaer (2011) notes, the work of Rhodes (1997) marked a fundamental shift in thinking, and provoked substantial theoretical and empirical work into the area of governance in recent years. Nonetheless, such sustained criticism of this first wave, typified by McAnulla (2006) and Marinetto’s (2003) remarks, led to the development of a new wave of thinking and theorizing of the state which has become known as the second wave of governance.

**Table 2.1. Overview of the Main Conceptual Models of Governance**

<b>Governance Variables</b>	<b>Westminster Model (WM)</b>	<b>Differentiation Polity Model (DPM)</b>	<b>Asymmetric Power Model (APM)</b>	<b>Metagovernance (MG)</b>
<b>Origins/Key Authors</b>	Gamble (1990)	Rhodes (1996; 1997); Rhodes & Bevir (2003, 2008)	Marsh, Richards & Smith (2002, 2003); Marsh (2008a; 2008b)	Jessop (2004); Fawcett (2009); Bell & Hindmoor (2009)

<b>Government or Governance</b>	Government is governance	Governance rather than government	Governance rather than government	Government and Governance duality
<b>Governance Wave</b>	Pre First Wave	First Wave	Second Wave	Second Wave
<b>State of Government</b>	Unitary, Monolithic State	'Hollowed-out'	NOT 'Hollowed-out'	NOT 'Hollowed-out' more steering less rowing
<b>Philosophical underpinnings</b>	Positivist/ Empiricist Structure Materialist Elite Pluralist	Interpretivist Ideational Agency over structure Change orientated Embedded across	More Critical Realist Dialectical between: ideational/materialist Structure/agency Stability over change	More Critical Realist Dialectical between: ideational/materialist Structure/agency Stability over change
<b>Locus of Power</b>	Hierarchical, Solely held by the state	inter-organizational networks	Hierarchical; stronger government power	Asymmetric; reflecting past struggles
<b>Power-Dynamics</b>	Elite Pluralist	Evolving and open exchange relations	Asymmetric exchange relations	Asymmetric; reflecting past struggles
<b>Core Executive</b>	Strong Cabinet Executive	Segmented and fragmented	Strong and Cohesive Executive	Strong Cabinet Executive to steer
<b>Traditions</b>	Dominant	Contested	Dominant; shifting form	Shaping present
<b>Society</b>	Structured Inequality	Implicitly Pluralist	Structured Inequality	Structured Inequality
<b>Game Outcome</b>	Zero-sum game	Positive-sum game	Closer to zero-sum game	Closer to zero-sum game

Source: Adapted from Marsh (2008, 2010, 2011); Marsh et al. (2002, 2003)

### The 'Second Wave' of Governance

This research most closely aligns itself with the second wave of governance theory (Bell & Hindmoor, 2009; Fawcett, 2010; Kjaer, 2004, 2011; Marinetto, 2003; Marsh, 2008a, 2008b, 2011; Marsh, Richards, & Smith, 2002, 2003). The 'second wave' of governance is essentially a corrective to the over-corrective approach of the first wave of governance (i.e., the DPM perspective). Within the second wave, authors have drawn upon notions such as: asymmetric power, the shadows of hierarchy and meta-governance (Fawcett, 2010; Jessop, 2004; Marsh et al., 2003). See right hand columns in Table 2.1 for an overview. Meta-governance, for example, "refers to the role of the state in securing coordination in governance and its use of negotiation, diplomacy, and

more informal modes of steering” (Marsh, 2011, p. 35). Although second wave scholars agree with the first wave’s notion that society is becoming increasingly fragmented and that networks are playing an increasing role within the governance process, the second wave fundamentally questions the first wave’s notion of hollowing out. In this regard, second wave authors’ contend that the notion of hollowing out is inaccurate, and “thus reject the notion that there has been any general loss of governing capacity but instead agree...that governance is about governments seeking to govern better rather than govern less” (Bell & Hindmoor, 2009, p. 2). As such, according to the second wave, the state has not been subject to a hollowing out process, but rather has been able to reassert itself through a different kind of governing structure, albeit admittedly different than the traditional WM approach would suggest.

Moreover, second wave authors also argue that rather than a monolithic or hollowed out state, government now holds an overseeing, advisory metagovernance role above that of governance. In other words, the state now governs the governance process (see Peters, 2000 for example). Thus, this secondary wave of governance literature signals an attempt to return the role of government back into the governance equation, arguing that the first wave is too much of a corrective to traditional WM views of government. Bell and Hindmoor (2009), who can be identified as ‘second wave’ scholars, illustrate this contention by arguing for more of a ‘state-centric’ perspective to the study of governance. In particular, the pair critiques the first wave for being too ‘society-centred’ in its approach and overemphasizing the alleged weakening of the state. Thus the central thesis of their book is to provide a corrective to this viewpoint by

arguing that government now holds an even stronger position in being able to steer and direct.

Consequently, where both the first and second wave scholars agree is that we are witnessing a transformation of the state. The point of departure lies in the fact that second wave scholars argue this transformation has only led to the reinforcement and strengthening of the state, rather than its weakening and fragmentation as suggested by the first wave. Yet despite its potential utility in explaining the contemporary state-society relationship, the second wave has also been criticized. Leading the charge has been Bevir and Rhodes (2010) who now point towards a potential new wave in the continued evolution of the term governance. Bevir and Rhodes (2010) argue that in order to understand governance, we must deemphasize the definitional and hollowing out debates and pay closer attention to the role of agency in the form of traditions, dilemmas, and cultural practices. In doing so, the authors suggest a newly emerging third wave of governance.

### **The 'Third Wave' of Governance**

The third and final wave, and what Bevir and Rhodes' (2010) book essentially calls for, is an evolution towards what the pair called a "stateless society" or a "decentered state" (p. 91). This perspective has become known as the decentred approach (Bevir & Rhodes, 2010; Marsh, 2008a, 2008b, 2011), in that "it encourages political scientists to decenter concepts such as institution, norms, power and language" (Bevir & Rhodes, 2010, p. 73). According to Bevir and Rhodes (2010), such concepts as institution, norms, and language are all considered modern-empiricist terminology for

scholars who are futilely hanging on to foundationalist explanations of the state (Marsh, 2008).

Consequently, Bevir and Rhodes (2010) advocate for an approach that “involves challenging the idea that inexorable or impersonal forces, norms, or laws define patterns and regularities in politics” (p. 73). Instead, the state can only be understood as a form of cultural practice in that its existence arises as a result of situated agency through practice, beliefs, and traditions. In other words, Bevir and Rhodes (2010) theorize “the state as a series of contingent and unstable cultural practices, which in turn consist of political activity of specific human agents” (p. 1). Evident from this quotation, and the third wave more broadly, is Bevir and Rhodes’ even stronger conviction of the role of agency (over structure) in the governance process compared to the previous waves which place a greater emphasis on structure in understanding the governance process; albeit to varying extents.

More specifically, in order to distinguish their contemporary work from the first and second governance waves, Bevir and Rhodes draw upon distinctly interpretivist terminology such as situated agency, beliefs, practices, dilemmas, narratives, and traditions. Briefly, situated agency is central to an interpretivist perspective. Agency is not entirely autonomous, but rather individual actions can be explained by referring to one’s web of beliefs. Reoccurring beliefs or patterns of behaviour are considered cultural practices. These beliefs are imperfect and are understood in terms of pre-existing traditions. Traditions “are ideational background against which individuals come to adopt an initial web of beliefs” (Bevir & Rhodes, 2010, p. 73). In other words, they are the starting point when a new experience or idea occurs. It is only if beliefs contradict or

oppose traditions that they become a dilemma. For Bevir and Rhodes (2006), a dilemma is “any experience or idea that conflicts with someone’s beliefs and so forces them to alter the beliefs they inherit as a tradition” (p. 399). See Bevir and Rhodes (2006, 2010) for a more comprehensive explanation of these terms.

The product of Bevir and Rhodes’ rather elaborate theoretical account is a radical difference in conceptualization of governance. According to Bevir and Rhodes’ contemporary works (i.e., Bevir & Rhodes, 2006, 2008, 2010), attempting to derive characteristics of governance is limiting scholars’ conceptualisations of governance and as such may be considered a futile process entirely. This is because “governance is not any given set of characteristics. It is the stories people use to construct, convey, and explain traditions, dilemmas, beliefs and practices” (Bevir & Rhodes, 2010, p. 94).

### **Governance Waves Summary**

To summarize this outline of the broader governance literature, and to restate a point made previously, although this research is situated and most closely aligned with the second wave of governance literature, this is not to suggest that the other perspectives within the broader governance debate should be ignored. On the contrary, all of these perspectives can offer potentially useful insights into the field of sport management especially as none of these perspectives to date have been applied within the context of sport. Rather than ‘picking sides’, the intention of the above review was more pragmatic i.e., to situate or ‘stake-out’ the research within this broader literature. In doing so, it is now possible to provide an outline of the specific theoretical approach that will be adopted hereafter, namely the Asymmetric Power Model put forward by Marsh and colleagues (Marsh, Richards, & Smith, 2002, 2003).

### The Asymmetric Power Model (APM)

In order to examine the role of CS4L within sport policy and governance, this research draws upon the notions put forth by the Asymmetric Power Model (henceforth APM) developed by Marsh, Richards, and Smith (2002, 2003; see also Marsh, 2008a, 2008b; McAnulla, 2006). The APM offers an alternative conception of politics to the increasing orthodoxy of Rhodes' DPM (Kjaer, 2011; Marsh, 2008a). See Table 2.2 for an overview of these features.

**Table 2.2 The Asymmetric Power Model**

<b>Component</b>	<b>Description</b>
<b>Structural Inequality within Society</b>	Society is marked by continued patterns of structured inequality that affect institutions and process of politics.
<b>Government Knows Best</b>	A tradition of 'government knows best' remains despite reforms. The political system remains a limited democracy and still holds strong executive power.
<b>Asymmetrical Exchange Relations</b>	Although governance now exists, power still lies mainly within the executive core and not outside it. Exchange relations remain asymmetrical.
<b>A Strong, Segmented Core Executive</b>	Asymmetry is reflected in the core executive also. Those within the core executive play a positive-sum game, but key resources still lie with those in charge.
<b>Constrained, but not Hollowed-out state</b>	There are increasingly external constraints to core executive decision making. These should not be over-emphasized, especially in relation to hollowing out from above. Networks are increasingly important, just not as important as has been suggested previously.

Adapted from: Marsh (2008a, 2011); Marsh et al. (2002, 2003); McAnulla (2006)

To provide a brief overview of the APM, Marsh et al.'s (2002, 2003) emphasizes five main features of politics. First, Marsh and colleagues suggest that *structural inequalities* are central to the political system (McAnulla, 2006). Here Marsh and colleagues emphasize that some stakeholder interests (typically those who are male, white, and middle-upper class) are favoured compared to others. According to Marsh et

al. (2003), politics does not occur on an “even playing field and that there are enduring slopes and gullies which favour some interests than others” (Marsh et al., 2003, p. 310). Favoured interests have greater access to resources and the political process more generally. Rather than a deterministic argument, Marsh and colleagues are suggesting that students who study politics often overlook or even ignore the structural constraints that are present within politics and the political process (Marsh et al., 2003).

The second feature of the APM is that the political system continues to believe in and support a political tradition that maintains the view that *Government knows best*. According to Marsh et al. (2003), this long held tradition is the result of a ‘top-down’ view of democracy that emphasizes a limited liberal notion of representation and a conservative notion of responsibility. The consequence of this, according to Marsh and colleagues, is a core executive that remains closed and elitist under the belief that a decisive government is better than a participatory government (Marsh et al., 2003).

As a direct result of the structural constraints and dominant political tradition within the political process, a third feature of the APM is the presence of *asymmetrical power relationships* both within government and between government and society. Although APM accepts the presence of exchange relationship between government and society, the APM suggests that although government depends on others groups for resources, these groups “continue to depend on the government which has a unique set of resources – force, legitimacy, state bureaucracy, tax-raising powers and legislation – which are unavailable to other actors” (Richards & Smith, 2002, p. 283). Furthermore, these asymmetries of power result in only groups which themselves provide crucial or valuable resources to government gain consistent and prevailed access to, and

influence over, government (Marsh et al., 2003), with government retaining the capacity to decide membership of networks and reassert control if necessary (Marsh et al., 2003).

As a result of these unique resources, government has a *strong but segmented executive* - the fourth feature of Marsh et al.'s APM. For Marsh et al., departments, ministers, and officials dominate decision making, with the majority of resources (and thus power) remaining within rather than outside of government and that these relationships are not zero-sum and dependent on exchange.

The final feature of the APM is a *limited pattern of external constraint*. According to the APM, although there has been a shift from government to governance, government has not witnessed a 'hollowing-out' outwards to interest groups and/or upwards to international institutions such as the European Union. As such, government still operates under with limited external constraint.

In summary, due to the substantial efforts of Marsh and colleagues (Marsh, 2008a, 2008b, 2011; Marsh et al., 2002, 2003), it is argued here that the APM has emerged as a useful explanation of the state-society relationship, with scholars only now beginning to discuss its utility and potential application (e.g., Grix, 2010a). Moreover, McAnulla (2006) supports the adoption of the APM as it "offers a more convincing organizing perspective [sic] that of the differentiated polity" (p. 49). The remainder of this chapter will now focus on how governance theory broadly and the APM specifically can inform our understanding of CS4L.

### **Conceptualizing Power**

It is appropriate at this juncture to outline how power has been conceptualized in this research given the concepts' centrality to the governance

narrative generally and Marsh et al.'s APM specifically. It is worth noting normative definitions of power (i.e., as physical strength, rate of doing work, and so on). The Oxford English Dictionary refers to power as:

1. the ability or capacity to do something or act in a particular way
2. the capacity or ability to direct or influence the behaviour of others or the course of events

Useful here is the idea that power is both an ability and capacity. Power at its very simplest is a transformative capacity (Scott, 2001). It is a social relation between two actors: a principal (A) and a subaltern (B). Scott (2001) refers to power as the production of casual effects and draws upon the analogy of a river. The river, exercises power by eroding a bed, transporting rock material, producing a delta plain, and so on. Normative definitions aside, Scott (2001) also notes that there is no real consensus within the literature regarding a formalized definition of power. The author further argues that this partly stems from the multiple and varying philosophical and methodological traditions of which the concept is often approached, as well as the intended utility sort from operationalizing the concept. In short, power has been conceptualized in multitude of ways for an array of purposes. For this reason, it is necessary to identify the specific manner in which power is conceptualized for the purposes of this research.

This research draws upon the conceptualization of power identified by Lukes (1974) in order to examine the role of CS4L in sport policy and governance. Lukes' (1974) conceptualization of power builds upon a series of previous attempts to conceptualize power. This literature thread, which spanned from the 1950s-1970s, is more commonly referred to as the faces of power controversy/debate (Hay, 2002), and

draws upon the works of Dahl (1957) and Bachrach and Baratz (1962, 1970). The common basis of this literature was an attempt to find ways to define and measure power for the purposes of political analysis. As Hay (2002) notes, this purpose and intent is very different from the conceptualization/ debate and usage of power made by the likes of Foucault, Habermas, and Bourdieu who attempt to situate power more philosophically. The emphasis within the latter debate is more concerned with whether power is ubiquitous and whether individuals can be liberated from it per se. See Table below for an overview of these two traditions of power analysis:

**Table 2.3 Traditions in the Analysis of Power**

	The 'Faces of Power' Controversy	The Foucault, Habermas, Bourdieu "Debate"
Protagonists	Political scientists- Dahl, Bachrach, Baratz, Lukes	Socio-political theorists- Foucault, Habermas, Bourdieu
Origins of debate	Anglo-US	European
Key Issues of debate	How should power be defined? How should power be measured?	Is power ubiquitous? Is liberation from power possible?
Nature of debate	Pragmatic Methodological Direct: modification of perspectives	Philosophical Metaphysical (Ontological) Virtual: comparison of perspectives

Source: Adapted from Hay (2002)

Given these relatively distinct traditions that exist with regards to examining power, this research draws upon the former (i.e., the faces of power debate) to conceptualize power. The faces of power conceptualizations are particularly relevant for the purposes of this research for a number of reasons. First and foremost, Lukes' conceptualization of power is commonly drawn from the broader political science literature (Hay, 2002; Marsh et al., 2003; Marsh & Smith, 1999) and the sport policy and

sport governance literature more specifically (Green, 2003; Green & Houlihan, 2005). Second, Lukes' conceptualization of power is pragmatic in the sense that it is particularly useful in understanding the many faces and forms that power might take. Moreover, whilst being conceptualized, it does not envelope the study as to become too focal or embedded and thus become unwieldy. Third, Lukes' conceptualization of power is congruent with the Asymmetrical Power Model, in that power is concentrated, emphasizes 'power over' rather than 'power in,' and involves consideration of both agency and structure. Fourth and finally, and linking to the last point, Lukes' conceptualization of power is congruent with the underlying critical realist perspective adopted within the study in that it is conceptualizing power in a dialectical fashion (i.e., agency vs. structure, material vs. ideational). What follows is a brief outline of Lukes' conceptualization of power. This will be brief given time and space constraints, but is necessary before being able to address how power can be understood in examining CS4L's role within the sport policy and governance.

Lukes (1974) conceptualizes three faces of power. More accurately, Lukes' (1974) builds upon two previous conceptualizations of power by Dahl (1957) and Bachrach and Baratz (1967) by identifying a third 'radical' conceptualization. The *first dimension of power* can be simply expressed as A has power over B to the extent that he/she can get B to do something that B would not otherwise do (Dahl, 1957). This first face of power is most closely aligned with normative definitions of power like the normative conceptualization identified above. Power is therefore the influence of an actor on direct, overt decision-making, and has been described as the 'pluralist view' of power (Lukes, 1974, p. 16). This conceptualization is commonly associated with the

works of Robert Dahl (1957: *Who Governs?*) who examined the power relations within the community of New Haven, Yale. This dimension can be formally stated as: (A) has power over (B) to the extent that he can get (B) to do something that (B) would not otherwise do (Dahl, 1957). In addressing how power can be measured, examining power involves “careful examination of a series of concrete decisions” (Dahl, 1958, p. 466). Thus, who prevails in decision-making processes are therefore those who are most powerful. For the first dimension of power, observation, and measurement of conflict is therefore critical.

Lukes’ *second dimension of power* can be expressed as: A also exercises power over B when B is prevented by A from bringing to the fore any issues that might be detrimental to A. In other words, this second dimension of power is the ability of actors to keep issues off the agenda. Arising as a critique of the narrow conceptualization of the first dimension, emerged from the works of Bachrach and Baratz (1970) who argued that actors are also exercising power when they are able to set agendas. In particular, the authors introduced the concept of mobilization of bias (borrowed from Schattschneider, 1960), in that individuals or group are able to mobilize organization in a way that favours certain agendas over others. As Schattschneider (1960) contends that “all forms of political organization have a bias in favour of the exploitation of some kinds of conflict and the suppression of others, because organization is the mobilization of bias. Some issues are organized into politics while others are organized out” (p. 71). In this manner, an actor is able to influence without resorting to either a tacit or an overt threat of severe deprivation, cause (B) to change course of action. The consequence of this conceptualization in terms of understanding power is therefore that both decision

making and non-decision making are just as important. The insight of this face of power is that power therefore does not necessarily have to constitute overt conflict and that non-decision making is as critical as decision making. Non-decision making is therefore “a means by which demands for change in the existing allocation of benefits and privileges in the community can be suffocated before they are even voiced; or kept covert; or killed before they gain access to the relevant decision-making arena” (Bachrach & Baratz, 1970, p. 44). In the context of CS4L, this means gaining an insight and understanding how actors have been able to set the agenda regarding the emergence and development of CS4L.

The *third dimension of power*, of which Lukes' adds to the existing conceptualizations, is preference shaping. Lukes' (1974) argues that Bachrach and Baratz critique does not go far enough, and argues that “is it not the supreme exercise of power to power another or others to have the desires you want them to have – that is, to secure their compliance by controlling their thoughts” (Lukes, 2005, p. 27). This dimension of power therefore can be formally stated as: (A) socializes, shapes, and molds (B) to have the same preferences as (A). It is the ability of an actor to shape the entire preferences of another. This suggests that B may even have a ‘false consciousness’ in the sense that they are unaware of their own ‘real’ preferences. This third face of power has come under substantial critique due to its difficulty in measuring. How, for example, it is possible to know what one’s ‘real’ preferences are? Nonetheless, there have been many attempts to reinstate Lukes' third dimension for purposes of political analysis (cf. Dowding, 2005; Hay, 2002). These dimensions are summarized in the table below:

**Table 2.4 Lukes' (2005) Dimensions of Power**

	One-dimensional view	Two-dimensional view	Three-dimensional view
Proponents	Dahl, Polsby, classic pluralists	Bachrach and Baratz, neo-elitists	Lukes, Marxists, neo-marxists and radical elitists
Conception of power	In decision making	In decision making and agenda setting	In decision-making, agenda setting and preference shaping
Focus of analysis	Formal political arena	Formal and informal political arena	Civil society
Methodological Approach	Counting of votes in decision-making forums	Ethnography of corridors of power	Ideology critique
Nature of power	Visible, transparent and easily measured	Visible and invisible, harder to measure	Largely invisible-power distorts perceptions

Source: Adapted from Lukes' (2005)

Therefore, Lukes' (1974) conceptualization's of power is not without limitation or criticism – most apparently its limitation in being able to empirically measure Lukes' second and third face of power. Nonetheless, it is argued that Lukes' conceptualizations of power provide a far greater level of sensitivity in understanding of power and its various forms (i.e., decision making, agenda setting, and preference shaping) and offers some useful insights of how power can be at least understood and moves the discussion of power far beyond the normative understanding of power as overt, decision based, and conflictual.

### **Utilizing Governance Theory to Understand CS4L**

The usage of theory enables the researcher to make sense of the phenomenon he/she is examining. Moreover, the examination and adoption of a theoretical lens also leads the researcher to privilege certain aspects of the phenomenon in question over others. As Stoker (1998) phrases it, theoretical lenses provide an “organizing

framework” (p. 18) or organizing perspective. Although lenses may narrow the researcher’s attention, they nonetheless allow the researcher to make sense of what he/she is examining (Bryman, 2012). In the case of governance theory, this perspective narrows our focus to understanding shifts regarding the nature of organizational relationships, accountability, authority, power, and control. More specifically, it focuses attention towards where the locus of power lies between state and society along with the interrelationships between actors and agencies (i.e., Federal Government, Sport Canada, CS4LLT, and Sport Organizations). The use of governance theory brings to the forefront questions concerning whether or not fragmentation of the state is evident (Bellamy & Palumbo, 2010; Kjaer, 2004). To state this more explicitly, governance theory emphasizes the following considerations that may be solved through empirical examination:

- Has government gained or lost control over society?
- Has there been a change or shift in the locus of power?
- Where does the power/authority to govern lie?
- What is the form and nature of the relationships between agents and agencies?
- What is the outcome of the relationships between actors (i.e. is it a ‘positive-sum’ game, or a ‘zero-sum game’)?

Given these broader considerations, how then might the APM inform our understanding of the role of CS4L within sport policy and governance? According to the APM perspective, the following may be ascertained regarding CS4L within the context of sport. First, the APM emphasizes that power remains within the hands of government, with hierarchical structures still the dominant organizing approach. In line with the APM, although CS4L be may empowered as part of broader policy community or network, the question still remains as to whether Sport Canada (i.e., the state) has

relinquished power to the CS4L and its leadership team. Second, exchange relationships exist between groups such as CS4L and government. Furthermore these relationships can create a 'positive-sum' game in that Sport Canada and the CS4LLT both benefit from their relationship with one another. On the one hand, Sport Canada can resort to more indirect forms of governance (steering), by utilizing CS4L as a means by which to deliver what it perceives as necessary changes to sport organizations. Whilst on the other, CS4L and its leadership team obtain legitimacy, access, and necessary funding in order to carry out its mandate. Third, and critical here, is APM's insight that these relationships are asymmetrical in nature. Although the relationship between Sport Canada and CS4L can be conceived as a 'positive-sum' game, according to the APM, this game remains unfair and imbalanced with Sport Canada gaining more from the relationship than CS4L. As suggested by Marsh (2011), understanding to what extent remains time and context dependent and ultimately a question to be answered through empirical examination. To state this more explicitly, the APM emphasizes the following considerations that can be solved through empirical examination:

- Is there an asymmetric power relationship between Sport Canada and CS4LLT?
- Has the use of networks become increasingly prevalent within Canadian sport?
- Are hierarchies the dominant form of organizing within the Canadian sport system despite CS4L's emergence?
- Is CS4L delivering (rowing) services that Sport Canada (steering) would have traditionally delivered?
- What influence has CS4L had on the reporting/administrative structure within the Canadian sport system?
- Do both Sport Canada and CS4L benefit from their relationship? (i.e., is there a 'positive sum game' between Sport Canada and CS4L?)
- Has Sport Canada maintained or increased power/control as a result of the emergence and development of CS4L?

Stemming from these broad and specific theoretical considerations along with the primary research question (i.e., what is the role of CS4L within Canadian sport policy and governance?) three sub-research questions were derived. These sub-research questions enabled a closer examination of the emergence and development of CS4L and its relationship with government.

SRQ1. What are the key events in CS4L's development over the past 10 years?

SRQ2. To what extent has CS4L influenced Canadian sport policy?

SRQ3. To what extent is Sport Canada governing over CS4L?

These sub-research questions were derived primarily through a two-fold rationale. First, governance theory emphasizes the nature and extent of exchange relationships between the state and society. As such, the research questions were derived in order to examine the nature and extent of the relationship between the state (conceptualized empirically as Sport Canada) and society (conceptualized empirically as CS4L). For example, the development of SRQ1 was based on the rationale that understanding the historical development of CS4L would provide insight into how the relationship between CS4L and federal government has evolved over time, whilst SRQ3 was derived specifically to examine the relationship between CS4L and Sport Canada in greater detail.

Second, the emphasis on both sport policy and governance stems from recognition of the interconnectedness of these two concepts (Grix, 2010). As such, the sub-research questions were an attempt to examine CS4L's role within both policy and governance. SRQ2 is included in order to examine the extent to which CS4L has influenced sport policy making, whilst SRQ3 attempts to examine CS4L's role within the

governance process of Canadian sport. Collectively these three sub-research questions will provide a greater understanding of the emergence and development of CS4L and its relationship with federal government.

### **Chapter II Summary**

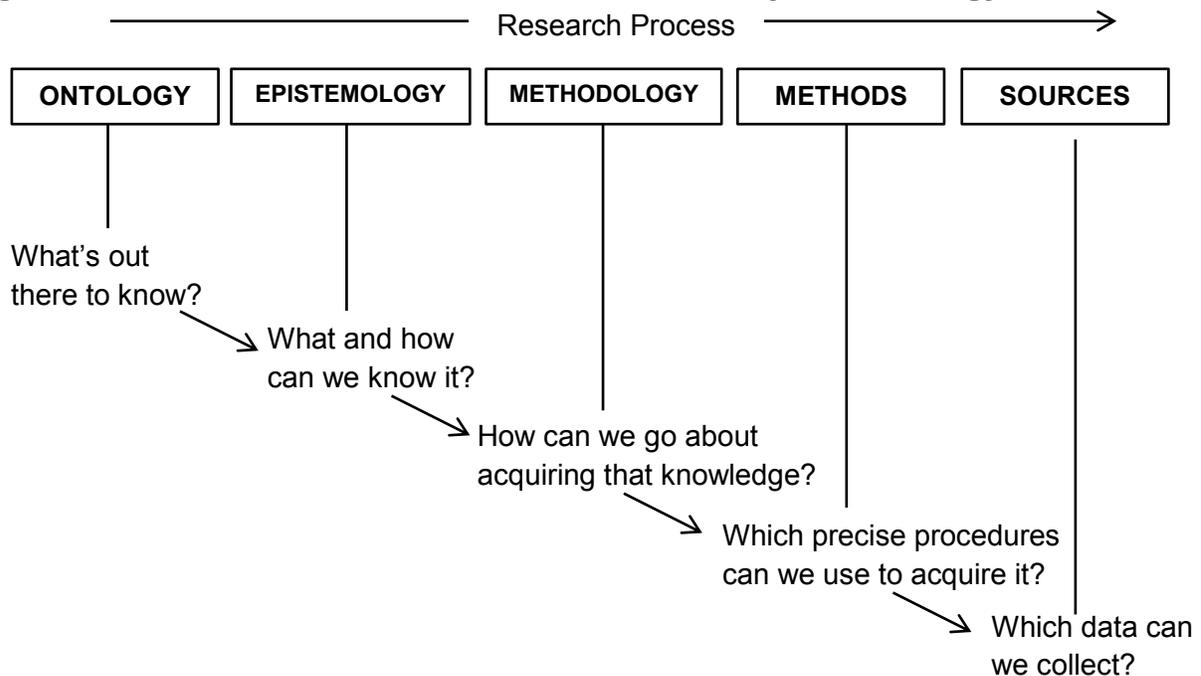
This chapter begun with a brief outline of the empirical setting of which this research focuses. This was followed by a delineation of how governance theory has been applied to sport. The review revealed the necessity and utility of drawing upon the broader notions of governance theory to understand the role of CS4L in sport policy and governance. Next, consideration was then made to how governance theory more generally and the APM specifically can be utilized to examine CS4L. Finally, specific sub-research questions were derived. The next chapter addresses the research methodology.

## CHAPTER III: METHODOLOGY

### Research Paradigms: Ontological and Epistemological Assumptions

In order to examine the role of CS4L in sport policy and governance, it is important to clarify the underlying philosophical assumptions that informed this investigation. According to Grix (2010), there is a threefold rationale for clarifying the assumptions of a research project. First, doing so demonstrates the directional yet interrelated nature of the research process in that the ontological, epistemological, methodological, and data collection strategy should logically flow. This is often described as the methodological coherence of a study (Mayan, 2009). See Figure 3.1 below for an overview of this process.

**Figure 3.1 Directional Flow of Ontology, Epistemology, Methodology and Methods**



Source: Grix (2010)

Second, clarification of underlying assumptions of the research process is important in order to avoid confusion should theoretical debates occur. Many debates

that arise can be attributed to fundamental differences in underlying philosophical assumptions, rather than conceptual or theoretical disagreements per se.

Consequently, being open and explicit with regards to your philosophical assumptions can avoid the pitfall of 'talking past one another' (Grix, 2010). The governance literature in particular provides a quintessential illustration of how important it is to clarify one's philosophical assumptions (cf. Marsh, 2008a, 2008b vs. Rhodes & Bevir, 2008). Finally, and linked to the previous point, philosophical clarification ensures that the researcher recognizes other positions in relation to their own, as well as being able to defend his/her own position (Grix, 2010).

To preface what follows, although the researcher recognizes the importance of the array of alternative ontological, epistemological, and methodological perspectives, it is not considered appropriate or necessary to outline all of these alternative perspectives in detail. For a comprehensive examination of philosophical assumptions, the reader is directed elsewhere (e.g., Bryman, 2012; Creswell, 2009; Guba & Lincoln, 1994; Patton, 2002). Rather, in line with the recommendation of Grix (2010), the following sections clarify the research paradigm of this inquiry, and in doing so, stake out as concisely as possible this inquiry's own philosophical position.

### **Research Paradigm**

Senge (1990) defines research paradigms as "deeply ingrained assumptions and generalizations that influence how people see the world or behave" (p. 8). Guba and Lincoln (1994) describe paradigms as

a set of basic beliefs (or metaphysics) that deals with ultimate's or first principles.

It represents a worldview that defines, its holder, the nature of the world, the

individuals place in it, and the range of possible relationships to that world and its parts. (p. 107)

An investigator's research paradigm, or *worldview*, dictates his/her perspective on the nature of reality, what is worth studying, what relationships exist to study, and ultimately what constitutes as legitimate research inquiry (Edwards & Skinner, 2009; Guba & Lincoln, 2000). For Kuhn (1970), a paradigm is

a set of values and techniques which is shared by members of a scientific community, which acts as a guide or map, dictating the kinds of problems scientists should address and the types of explanations that are acceptable to them. (p. 175)

This inquiry's paradigm is most closely aligned with a *post-positivist* worldview (see Table 3.1 for an overview of main paradigms that have historically impacted the field of sport management). Guba and Lincoln (1994) provide a historical overview of the emergence of paradigms. According to Guba and Lincoln (1994), post-positivism emerged during the 1950s and 1970s in response to the limitations of the traditionally dominant positivist perspective. In particular, post-positivism emerged from the influential works of Karl Popper's scientific verification by falsification. For post-positivists, evidence is always imperfect and fallible, with researchers not able to 'prove' hypotheses but are able to reject them on the basis of falsification. Consequently, the research process is therefore about making claims and either refining or rejecting them based on the strength or weakness of evidence. From a post-positivist perspective, data, evidence, and an independent perspective thus drive research and knowledge acquisition (Philips & Burbules, 2000). A post-positivist research tradition contrasts the

traditional positivist approach by contending that no absolute truth can be ‘found.’

Research for post-positivists is therefore not a straightforward linear process whereby research builds upon one another but rather a cyclical process of steady rejection, reinstatement, and refinement (Edwards & Skinner, 2009).

**Table 3.1 Assumptions Underlying Inquiry Paradigms**

<b>Assumptions</b>	<b>Positivism</b>	<b>Post-Positivism</b>	<b>Critical Theory</b>	<b>Constructivism</b>
<b>Ontology</b>	Naïve Realism- ‘real’ reality but apprehensible	Critical Realism- ‘real’ reality but only imperfectly and probabilistically apprehensible	Historical Realism- virtual reality shaped by social, political, cultural, economic, ethnic, and gender values; crystalized over time	Relativism- local and specific co- constructed realities
<b>Epistemology</b>	Dualist/object; findings true	Modified dualist/ objectivist; critical tradition/community; findings probably true	Transactional/subje ctivist; value- mediated findings	Transactional/subje ctivist; co-created findings
<b>Methodology</b>	Experimental/ manipulative; verification of hypotheses; chiefly quantitative methods	Modified experimental/ manipulative; critical multiplism; falsification of hypotheses; may include qualitative methods	Dialogic/dialectical	Hermeneutical/ dialectical

Source: Edwards and Skinner (2009); Lincoln and Guba (2000)

According to Guba and Lincoln (1994), three questions need to be satisfied in order to understand your research paradigm more precisely: what is the form or nature of reality (ontology), what constitutes acceptable belief about knowledge, i.e., what can be known (epistemology), and how can the researcher find out what can be known (methodology). The answers to these philosophical questions are all interconnected in that the response to one constrains (but does not dictate) the next. This is often described as an inherent directional logic (hence Figure 3.1). In line with Guba and

Lincoln's above remarks, the following section identifies the key assumptions of the research process as well as clarifies the key decisions that have been made with regards the employment of a research strategy.

### **Ontological Considerations**

This investigation is most closely aligned with the ontological and epistemological assumptions associated with the critical realism perspective (Bhaskar, 1978; Downward, 2005). Critical realists assume that reality exists independently from oneself. The critical realism perspective is commonly accredited to the works of Roy Bhaskar (1978, 1989, 1991). According to Danermark, Eskstrom, Jakobsen, Karlsson, and Bhaskar (2002), Bhaskar gave critical realism a coherent philosophical language of which to be able to 'pit' itself against alternative yet dominant research paradigms.

The adoption of a critical realist perspective is particularly valuable for purposes of this research for two reasons: critical realism's ability to span metatheoretical debates and its appropriateness in understanding policy and management issues. Taking these in turn, one of the major strengths of the critical realist perspective is its ability to span (or sidestep) many of the metatheoretical debates such as agency versus structure and idealism versus materialism debates (this argument is returned to in greater depth later on in this chapter). In particular, although inherently a realist perspective, critical realism is a pragmatic attempt to break the divide between realism and relativism in so far as "there exists both an external world independently of human consciousness, and at the same time a dimension which includes our socially determined knowledge about reality" (Danermark et al., 2002, p. 6). This knowledge is imperfect and either enabled or constrained by our environments.

In addition, a critical realist perspective also has particular utility in understanding managerial and policy issues. According to Downward (2005), and generally speaking, “by construction, policy and management insights presuppose a realist perspective” (p. 306). The use of critical realism has become increasingly adopted within policy analysis (Hay, 2002; Marsh et al., 1999; Marsh & Smith, 2001; Sayer, 1992), and increasingly salient within sport policy analysis (Downward, 2005; Green, 2004b, 2006; Green & Houlihan, 2005; Grix, 2010a; Phillpots et al., 2011). For example, Green (2004b) adopted a critical realist ontological perspective to understand elite sport policy change examining three sports (swimming, track and field, and sailing) across three countries (Australia, UK, and Canada).

To briefly answer Guba and Lincoln’s (1994) ontological question of ‘what constitutes reality’ a critical realist views reality as independent between the observer and the observable. In this regard, critical realists are logically consistent with the positivist paradigm. The critical realists’ departure from positivism lies in the fact that they “are perfectly content to admit into their explanations theoretical terms that are not directly amenable to observation” (Bryman, 2012, p. 13). In short, the existence of objects cannot be reduced to perception alone (Downward, 2005). Critical realists, then, generally accept the charge against naïve objectivism and foundationalist approaches in so far as reality is more complex than objectifying and measuring only the empirically observable to the fourth decimal place.

At the other extreme, and to demarcate critical realism from constructivist approaches, critical realism does not fall into the ‘self-contradiction’ of extreme anti-foundationalist views that, if no general truths can exist then all scientific argumentation

must be rendered completely meaningless. Consequently, according to critical realists, extreme anti-foundationalists can be considered contradictory in that all relativist claims can equally be rejected on the same basis (Danermark et al., 2002).

### **The Role of Theory in Critical Realism**

The production and testing of theories is a central, if not imperative, means to generating knowledge from a critical realist perspective. Critical realists assert that inquiry should not be theory dictated as in the positivist sense, but rather theory determined (Danermark et al., 2002). Theories, then, are attempts to understand reality that is independent from the researcher. Such independence implies that some theories are better at explaining reality than others. Consequently, the role of the sport management researcher is to try and test theories and to revise and adjust them based upon empirical evidence and observation and ultimately produce a closer account of the 'true' representation of reality. The ultimate goal of research is therefore not to mirror exactly 'true' reality, but rather the attempt to attain a close as possible representation through scientific inquiry. Critical realists agree with the anti-foundationalist argument that knowledge is seldom entirely objective or neutral, the role and derivation of theories, then, are seldom entirely objective or neutral processes (Danermark et al., 2002).

### **Epistemological Considerations**

This inquiry adopts an interpretivist epistemology. Simply stated, if ontology refers what constitutes social reality (i.e., what is out there), then epistemology refers to how can we know about it (Bryman, 2012). This inquiry adopts an anti-foundational, yet interpretivist perspective states that although there is a reality to be obtained, not all

social phenomena are directly observable. Moreover, whilst structures can and do exist, not all structures in themselves are directly observable. This inquiry thus adopts a dialectical approach whereby both agency and structure both enable and constrain phenomena. Based upon the post-positivist perspective, a 'truth' may and can be found, but consistent with the critical realist perspective, there are multiple versions of that reality, that are interpreted by various individual agents.

To illustrate this perspective using a sport example, within the Canadian sport system, whilst agencies such as Sport Canada and Own the Podium are tangible, observable structures, they are also partly non-observable, for example, there are structural constraints they place on national sport organizations. This research takes the view that 'real' processes exist, these processes are nonetheless discursively constructed through actors. The researcher, then, is not only interested in entities that can be directly observable, but also those that are non-observable. To apply this to the present study's interest, in order to fully understand CS4L, not only must the researcher consider observable phenomenon such as organizational structures such as Sport Canada, Own the Podium, and the CS4LLT, but also to consider the non-tangible structures that lie beneath them, i.e., the relationships and processes between observable phenomena.

### **Overcoming Agency/Structure**

As mentioned previously, one of the major strengths of the anti-foundationalist perspective is its ability to sidestep the structure-agency debate (Downward, 2005). Thus, it is argued here that neither entirely structural nor entirely agent-based explanations of the role of CS4L in sport policy and governance are sufficient. On the

one hand, an entirely structural based argument voids any role of individual agency. By its very nature, policy is discursively derived by key individuals with gatekeeping powers, consequently it is difficult to ignore the substantial role of individuals such as Istvan Balyi, Richard Way, and Stephen Norris, for example, as well as the critical role of government officials such as Carol Malcolm-O'Grady as key actors in the emergence and development of CS4L.

Conversely, an entirely individualistic explanation of the role of CS4L is void of the broader context of which CS4L has emerged and developed. The social world does not exist in a vacuum. Thus to fully account for the role of CS4L, understanding its broader context is both appropriate and necessary. In particular, significant events such as Sport Canada's desire for a strategic framework (Sport Canada, 2009) and the publication of the Canadian Sport Policy 1 in 2002 (Canadian Heritage, 2002) are examples of structural shifts with the broader policy context that facilitated the emergence and development of CS4L. These factors would be negated should an entirely individualistic approach be adopted.

Consequently, based upon the ontological and epistemological perspectives and the argument put forth above, this research adopts a dialectical approach to structure and agency. In this regard,

social structure and agency are held to be recursively related. Each is both a condition for and consequence of the other. Actors constantly draw on social structures in order to act and in acting they either reproduce or transform those structures. (Lewis, 2002, pp. 17-18)

In line with the remarks of Lewis (2002), explaining the role of CS4L requires careful consideration of both the role of individuals (agents) in being able to navigate the social structures and processes of the sport system. Consistent with the critical realist perspective, then, individuals do not have the ability to control structure per se, but they have the ability to shape it and are subject to being enabled or constrained by it.

## **Research Design**

### **A Case Study Approach**

This investigation adopts a case study research design. A case study approach is a detailed and extensive examination of a particular setting (Bryman, 2012). As Edwards and Skinner (2009) note, the term case study is homonymous in that often has multiple meanings and thus is operationalized in different ways. For example, a case study approach can be prescribed as a unit of analysis or a specific research method in itself (Edwards & Skinner, 2009). For Yin (1994), a case study approach is much broader in that it constitutes a comprehensive research strategy, which includes its own logic of design, data collection techniques, and specific approaches to analysis (Edwards & Skinner, 2009; Stake, 1995; Yin, 1994). This inquiry adopts this latter perspective, i.e., as a comprehensive research design and framework, which will guide the design, collection techniques, and analytic approach that will be adopted hereafter.

As a result of the different conceptualizations noted above, definitions of what constitutes a case study vary. Creswell (1998) defines case studies as “an exploration of a bounded system which may be a programs, an event, an activity or group of individuals” (p. 15). For Creswell (1998), then, case studies have a distinct boundary. It is this distinction of a bounded entity or phenomenon that differentiates case studies

from alternative research designs. Similarly, Stake (1995) draws our attention to case studies as an integrated system or a specific, complex functioning thing (p. 2). To expand on Stake's (1995) later point, a case study approach is particularly valuable for highly complex, contemporary phenomena that require an emic and holistic approach to investigate fully (Bryman, 2012; Yin, 1994). Perhaps the most robust definition of a case study is provided by Yin (1994). For Yin (1994), a case study is a form of enquiry that:

- i) Investigates a contemporary phenomenon within its real-life context
- ii) Investigates boundaries between the phenomenon and context are not clearly evident
- iii) Copes with the technically distinctive situation in which there will be many more variables of interest than data points
- iv) Relies on multiple sources of evidence, with data needing to converge in a triangulating fashion
- v) Benefits from the prior development of theoretical propositions to guide data collection and analysis. (p. 13)

In embracing Yin's (1994) definition and design typology, this research adopts an *embedded, single-case study design* in that multiple units of analysis will be examined to explain the role of a singular phenomenon. There are a number of empirical, methodological, and theoretical reasons for why an embedded, single-case study design was particularly appropriate for investigating CS4L. Empirically, a case study approach is the most appropriate because of the availability of data sources pertaining to CS4L (i.e., Yin's definition criteria iii). On the one hand, the contemporary nature of the phenomenon means that there are limited data in existence due to its relatively short lifespan, whilst on the other hand, of the limited data that do exist, much of it is spread across a variety of formats (websites, blogs, presentations, discussion papers,

publications, and so on). Consequently, a case study approach was particularly appropriate given the feasibility of data access.

The adoption of a case study approach is also methodologically beneficial in that case studies by design collect multiple sources of data, rather than relying on one source of data. For this reasons, the case study approach is relatively neutral in terms of its prescription of data collection strategies. As Edwards and Skinner (2009) noted, “unlike some other forms of research, the case study approach does not employ any particular methods of data collection...but does use a range of techniques appropriate to the given context” (pp. 209-210). This is not to imply that *all* data collection strategies should therefore be used in a case study analysis. Some authors (Bryman, 2012; Stake, 1995; Yin, 1994) argue that case studies often have an inherently qualitative ‘feel’ to it, in that “qualitative designs are often used for purposes of case studies due to their utility in generating intensive, detailed examinations” (Bryman, 2012, p. 48) or what Geertz (1973) calls thick description. Similarly, Guba and Lincoln (1981) argued that a case study approach inherently lends itself to a naturalistic form of inquiry “that assumes there is an interaction between the inquirer and the subject of his/her inquiry” (Edwards & Skinner, 2009, p. 202). Some authors, however, contest this view and consider both qualitative and quantitative approaches to be equally appropriate for a case study research design (Flyvbjerg, 2006; Yin, 1994).

Third and finally, a case study approach is especially insightful in generating or testing theory (Eisenhardt, 1989; Eisenhardt & Graebner, 2007; Flyvbjerg, 2006); a strength that is congruent with a critical realist underpinning. For Eisenhardt and Graebner (2007), theory building from case studies “is one of the best (if not the best) of

the bridges from rich qualitative evidence to mainstream deductive research” (p. 25).

One of the major misunderstandings of the case study approach is the inherent belief that empirical findings are not generalizable (Flyvberg, 2006; Yin, 1994). Yin (1994), and indeed Flyvbjerg (2006), differentiates between the terms ‘analytical generalization’ and ‘statistical generalization’ with the former referring to the ability to generalize to the development of theory and the latter referring to inferences about a general population. Yin (1994) argues that the goal of a case study is not to generalize statistically, but rather contribute to the development of theory. In a similar vein, Eisenhardt and Graebner (2007) argue that some researchers “make the faulty assumption that the cases should be representative of some population” (p. 27). Thus, the primary intention with examining CS4L as a singular case study is to analytically contribute to governance theory. Attention now turns to the specific data collection strategies that will be adopted hereafter.

### **Data Collection Strategies**

This inquiry adopted semi-structured interviews as the primary data collection strategy. Interviews were augmented by a series of secondary data sources including: CS4LLT and Sport Canada produced documentation, observation, and attendance survey data. Using multiple data sources in this manner is therefore consistent with a case study research design. The following section provides a detailed outline of the data collection strategies that are adopted. This is followed by an outline of the sources of data, sampling, and protocol that are used hereafter.

## **Interviewing**

The primary data collection strategy utilized for purposes of this research is semi-structured interviewing. The decision to conduct interviews was based on a three-fold rationale. First and foremost, the investigator heeds the remarks of Andrew, Pedersen, and McEvoy (2011) in that “researchers are advised to choose the technique that will best help them extrapolate the data they are seeking in order to pursue their research questions and objectives” (p. 94). Thus, the ability of the data collection strategy to answer the initial research question and the underlying objectives were vital considerations in deciding the appropriateness of the technique.

Second, and linked to the above point, not only are interviews considered an essential (if not central) component of case study analysis (Yin, 1994) but they are particularly effective at “examin[ing] context of thought, feeling and action, and can be a way of exploring relationships between different aspects of a situation” (Arksey & Knight, 1999, p. 32). Interviews were therefore deemed consistent with the underlying propositions and interests of governance theory and methodologically coherent with the assumptions of a case study approach (Gratton & Jones, 2010; Yin, 1994).

Third, the inquiry’s philosophical paradigm was considered when choosing a data collection strategy. Like all data collection strategies, their usage and adoption is not philosophically or theoretically neutral. Unstructured interviewing is traditionally viewed parsimoniously with a relativism (ontology) and interpretivist (epistemology) and structured interviews with objectivism and positivism perspective (Andrew et al., 2011; Bryman, 2012; Pawson, 1996). A semi-structured approach was therefore considered a

congruent and 'middle ground' strategy that was consistent with a critical realist philosophical perspective that underpinned this inquiry.

To summarize the above, this investigation recognizes "that by offering respondents a chance to elaborate on their fixed choice answers that hard, comparable, rich and meaning data can ensue" (Pawson, 1996, p. 154). On the one hand, such an approach to data collection is structured in order to ensure that the necessary points of emphasis- indicated by the research question and governance theory- are addressed appropriately. Whilst on the other hand, adopting a semi-structured interview approach still facilitates the possibility of new, unforeseen avenues that may help explain the role of CS4L within governance and sport policy. Indeed, it was deemed particularly important that the interview process remain open to new considerations when exploring uncharted empirical sites such as CS4L.

### **Secondary Data Collection Strategies**

In addition to interviewing, this case study draws upon supplementary data throughout various stages of the research process. More specifically, the researcher obtained a number of additional data sources over a three-year period which included: all the CS4LLT produced documents (40 documents), CS4L summit attendance data since its inception in 2006, and observational data from attendance of three CS4L national summits. These data are used to support the investigation at two key stages of the research process. First, these data were initially used during the development of the proposal as a means to immerse the researcher within the research context. In doing so, this allowed the initial research ideas and questions to be generated. Moreover, these data also provided context by which to develop the necessary interview

questions. Second, data were drawn upon to identify appropriate themes that emerged from the interview process.

### Sources of Data

Now the data collection strategies have been articulated, this section outlines the specific sources of data that were collected. Multiple (yet complementary) sources of data were chosen as appropriate means to answer the research question and its respective sub-questions (albeit some more appropriate than others). See Table 3.2 for a detailed description of the data sources employed. Interview data were used to answer all three sub-research questions, with documentation and the remaining sources of secondary data drawn upon to supplement the interview data. For example, federal sport policy was drawn upon to understand the extent CS4L has influenced Canadian sport policy (SRQ2). This approach is consistent within Yin's (1994) case study design in that multiple data sources were converged to draw conclusions. See Table 3.3 for clarification of these data sources and how they contributed to the sub-research questions.

**Table 3.2. Overview of Data Sources**

<b>Primary Sources</b>
<b>Interview Transcripts:</b>
<ul style="list-style-type: none"> <li>a. Any current member of the CS4L Leadership Team (17 transcripts)</li> <li>b. Sport Canada officials who have in-depth knowledge of CS4L and its development (5 transcripts)</li> </ul>
<b>Supplementary Sources</b>
<b>Documents:</b>
<ul style="list-style-type: none"> <li>a. Any CS4LLT produced documentation since 2004. This includes blog posts, presentations, discussion papers, workbooks, booklets and position statements (38 documents)</li> <li>b. Any F-PT government/Sport Canada produced documentation pertaining to CS4L. This includes ministerial meeting minutes, strategic frameworks and unpublished internal documentation (7 documents).</li> </ul>

- 
- c. Any documentation produced as part of the Canadian sport policy process since 2000 (i.e., CSP1 2002-2012, the CSP renewal process, and CSP2 2012-2022). This includes consultation documents, summary reports, draft policies, and actions plans (24 documents)

**Additional Sources:**

- a. Observation of three CS4L annual conferences, two world symposiums, three CS4L mini-summits, one International Physical Literacy conference.
  - b. Annual summit conference attendance data of the CS4L annual conference since its inauguration (2006-present).
- 

## Interview Sampling and Protocol

### Interview Sampling

In turning to the sampling and protocol of interviews, this research conducted semi-structured interviews with the entire CS4LLT. The precise informant list of the CS4LLT is established from Table 2.1 and equates to 17 key individuals at the time of writing. Consequently, informants were purposefully *selected* based upon their in-depth knowledge of CS4L (Gratton & Jones, 2010; Mayan, 2009) and their current membership of the CS4LLT as established by the CS4L website. This approach is also referred to in the methodological literature as *elite sampling* (Kvale, 2007; Mayan, 2009) whereby leading experts or those who hold positions of relative power and knowledge are selected to inform an inquiry. Evident from Table 3.3 the vast majority of the data collected were from the CS4LLT interviews. Whilst the researcher accepts the likelihood that the CS4LLT have a particular worldview and inherent bias with regards to CS4L's role within Canadian sport, they nonetheless were recognized as the most knowledgeable experts in regards to CS4L's operations and practices. To overcome the concern of CS4LLT bias in the data set, multiple alternative perspectives were also drawn upon to verify CS4LLT data. To be more specific, an additional interview data set

was gathered in order to answer the second and third sub-research questions appropriately. These additional informants were selected on the basis of their specific knowledge of LTAD/CS4L since its inception into Sport Canada. As these individuals are very far and few between, and difficult to access and identify a priori, a snowball sampling technique (Gliner & Morgan, 2000) was employed from recommendations made by the CS4LLT informants and public officials.

### **Interview Protocol**

This inquiry drew upon Kvale's (2007) recommended interview protocol in order to examine the role of CS4L in sport policy and governance. Kvale (2007) outlines seven stages of the interview process (thematizing, designing, interviewing, transcribing, analyzing, verifying, and reporting) that provided an appropriate structuring device for the discussion that will follow. In taking each of these stages in turn, the initial stage prescribed by Kvale (2007) is thematizing. Thematizing involves clarifying the purpose of the study, obtaining a pre-knowledge of the subject matter and becoming familiar with different techniques of interviewing (Kvale, 2007, p. 37). The development of a proposal of which this dissertation was based was the product of close to two years of cyclical exploration and refinement. Moreover, the researcher was immersed in the research context for a number of years. In particular, the researcher attended three CS4L National Summits (i.e., CS4L National Summits; 2012, 2013, 2014) two LTAD World Symposiums (i.e., 2012 and 2014), an International Physical Literacy Summit (2013), and three CS4L mini-summits (2013). Collectively, attendance of these conferences/workshops/symposiums provided the researcher with a prolonged insight into CS4L and its role within Canadian sport. The researcher also gathered, read, and

re-read all LTAD/CS4L-related material since CS4L's endorsement by government in 2004. Furthermore, the steady development and refinement of this dissertation over such an extended period of time constituted an essential step in the second of Kvale's (2007) approach, i.e., designing, with much of the practical considerations of the research process discussed below.

**Table 3.3. Main Contribution of Data Sources**

<b>Data Source</b>	<b>SRQ1: CS4L Key Events</b>	<b>SRQ2: CS4L &amp; Sport Policy</b>	<b>SRQ3: CS4L &amp; Sport Canada</b>
<b>Primary Sources</b>			
CS4LLT Transcripts	✓	✓	✓
Sport Canada Transcripts	✓	✓	✓
<b>Supplementary Sources</b>			
CS4L Produced Documentation	✓	✓	✓
Federal Policy Documentation	✓	✓	✓
Sport Canada Documentation	✓	✓	✓
Consultation Documentation	✓	✓	
CS4L Summit Observation Data		✓	✓
CS4L Attendance Survey Data		✓	✓

During the interview stage (i.e., Kvale's third step), interview guides were derived and appropriately adjusted throughout the data collection process (Bryman, 2012; Creswell, 2009; Mayan, 2009; Patton, 2002). Interview guides are scripts that inform the topic areas and specific questions (Kvale, 2007). The topic areas and specific questions were informed by a number of sources and considerations. First, and as mentioned above, supplementary sources were gathered and read to generate interview questions. Second, the interview guides were developed in line with the primary and sub-research questions and the key objectives of the research process in mind. As such, the three major topic areas for discussion were matched to the three stated sub-research

questions. Third, questions were also derived from the theoretical insights provided within Chapter II; more specifically the theoretical propositions that were outlined at the end of Chapter II. For example, in order to elicit a better understanding of whether an asymmetrical power relationship existed between CS4L and Sport Canada, respondents were asked a series of questions to examine the relationship closely (e.g., How would you describe the relationship between CS4L and Sport Canada? How much discretion does Sport Canada give the CS4LLT? What influence (if any) has Sport Canada had on CS4L?) These questions were deliberately designed to be broad enough to allow the data to 'speak for itself' rather than to seek specific propositions or tenets. See Appendix 4 for an example of an interview guide. All interviews were conducted between January and July 2013, with a majority conducted at the C4SL National Summit in Gatineau, Ottawa (28<sup>th</sup> January - 1<sup>st</sup> February, 2013) and ranged between 31 and 125 minutes in length. The CS4L National Summit was deemed a particularly appropriate location for conducting interviews as the CS4LLT and Sport Canada officials converge in Ottawa during this time to attend pre-summit workshops, meetings and the summit. Face-to-face interviews were preferred (Bryman, 2012) and where not feasible, interviews were conducted electronically using the software program *Skype*.

In fulfilling Kvale's (2007) fourth step, all interviews were recorded using a VN2100-PC Olympus Digital Audio Recorder. Although digital recording was considered an appropriate step in ensuring data accuracy, it was also acknowledged that digital recordings were not a substitute for field-notes (Andrew et al., 2011). All interviews were transcribed verbatim producing 412 (single-spaced) pages of transcript for further

analysis. Transcripts were then read and re-read to ensure accuracy and full data immersion (Miles & Huberman, 1994). In line with the recommendations made by Miles and Huberman (1994) and Kvale (2007), all transcripts were simultaneously transcribed and subject to data analysis throughout the interview process.

Transcripts were then subject to a thematic analysis (i.e., Kvale's fifth step) in line with the three stated sub-research questions. The analysis processes was largely inductive through the identification of segments of information (i.e., raw codes) pertaining to these sub-research questions. As themes began to emerge, the data were then subject to an iterative coding process whereby previously identified codes were applied deductively to the data, whilst simultaneously allowing for new codes to emerge (Patton, 2002). Coding in this manner thus required multiple rounds of analysis. These themes and evidence were then combined to produce second and higher-order themes pertaining to the role of CS4L within sport policy and governance. Now that both data sampling procedures and protocol have been outlined, the final section of this chapter addresses assurance of quality of research.

### **Quality of Research**

A discussion of research methodology would not be complete without a consideration of research quality. Regardless of philosophical differences and methodological approaches, all research should "demand theoretical sophistication and methodological rigour" (Silverman, 2004, p. 209). Much literature has been devoted to this endeavour (Andrew et al., 2011; Bryman, 2012; Creswell, 2009; Lincoln & Guba, 1985; Mayan, 2009; Patton, 2002; Yin, 1994). Even though this section concludes this methodology chapter, it is not to suggest that research quality is a peripheral concern

(Bryman, 2012; Rolfe, 2006; Shenton, 2004; Yin, 1994). On the contrary, consideration of research quality was deemed an essential component of the research process.

For qualitative research, how to best judge quality of research still remains relatively open to debate (cf. Bryman, 2012; Lincoln, 1995; Rolfe, 2006). Rolfe (2006) claims that this is due to a fundamentally flawed, incoherent, and non-cohesive qualitative paradigm in itself (Rolfe, 2006). Others, however, have adopted a more optimistic viewpoint by suggesting that the debate is indicative of 'healthy' emerging criteria of how best to judge qualitative research quality (Guba, 1981; Lincoln, 1995). In attempting to navigate this debate, three positions can be ascertained from the quality of research literature. First, some scholars believe that qualitative and quantitative research should be judged by the same criteria (e.g., LeCompte & Goetz, 1982). Second, there are those who believe that qualitative research requires a different set of criteria than those found within quantitative research (e.g., Guba, 1981; Guba & Lincoln, 1994; Lincoln, 1995). Lastly, some authors believe that qualitative research should not be judged by any codes of quality at all (e.g., Rolfe, 2006). Those who adopt this latter position are particularly hard to cite as these scholars often downplay or ignore the issue of research quality entirely. Moreover, such strong qualitative perspectives might regard the judgement of quality as the infringement of otherwise 'pre-determined' codes upon the research process. From this perspective, the mere suggestion of quality of research is in itself an unnecessary and inappropriate positivistic notion with "trustworthiness of qualitative research generally...questioned by positivists" (Shenton, 2004, p. 63).

This research adopts the second of these perspectives and specifically draws upon Lincoln and Guba's (Guba, 1981; Guba & Lincoln, 1994; Lincoln, 1995) and Yin's (1994) quality research criteria. See Table 3.4 for an overview of these concepts. These concepts are particularly beneficial as they move conversations regarding the quality of the inquiry beyond the traditional, yet limited distinctions of validity and reliability typically taught to, and utilized by, students in their formative years (Yin, 1994).

### **Confirmability (Construct Validity)**

In order to ensure confirmability, this research draws upon Yin's (1994) three stages of data collection: i) the usage of multiple data sources, ii) the creation and maintenance of a case study database, and iii) maintenance of a chain of evidence. The most applicable to confirmability is the convergence of multiple data sources, which acts as a form of *data triangulation*. Note that Yin's (1994) second and third stages are addressed as *Dependability* concerns below. The ability to be able to triangulate data is considered as one of the major strengths of a case study approach, and a strength that is difficult to match using other research strategies (Patton, 2002; Yin, 1994).

Converging data sources allow conclusions to be drawn more holistically than deriving conclusions from individual data sources separately. In order to triangulate effectively, a series of data sources were drawn upon as part of this inquiry. More specifically, interviews were conducted with respondents from variety different backgrounds and documentation was gathered from a variety of sources. The use of multiple methods and data triangulation in this manner was therefore a vital step in ensuring confirmability. See Figure 3.1 for an illustration of this process.

**Table 3.4. Quality of Research Considerations**

<b>Criteria</b>	<b>Definition</b>	<b>Case Study Tactic</b>	<b>When tactic occurs</b>
<b>Confirmability</b> (Construct Validity)	Establishing correct operational 'measures' for the concepts being studied.	- use of multiple sources of evidence - establish a chain of evidence - have key informants review report (thesis)	Data collection Data collection Composition
<b>Credibility</b> (Internal Validity)	Establishing a causal relationship, whereby certain conditions are shown to lead to other conditions.	- do pattern-matching - do explanation-building - do time-series analysis	Data analysis Data analysis Data analysis
<b>Transferability</b> (External Validity)	Establishing the domain to which a study's findings can be generalized (statistical and analytical forms)	- use replication logic in multiple-case studies	Research design
<b>Dependability</b> (Reliability)	Demonstrating that the operations of a study—such as data collection procedures can be repeated with the same results	- use case study protocol - develop case study database	Data collection Data collection

Source: Guba and Lincoln (1995); Yin (1994);

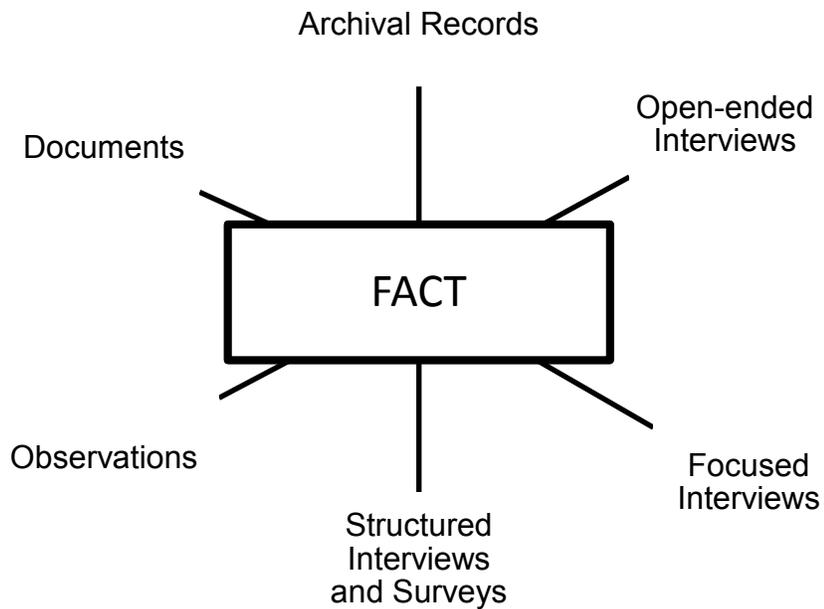
### **Credibility (Internal Validity)**

Credibility refers to whether an inquiry 'measures' or 'tests' what it actually intended to (Guba, 1981). In other words, does the researcher have confidence in the fact that what was recorded was intended? Guba (1981) suggests an array of credibility measures. See also Shenton (2004) for a comprehensive overview of these measures. Many steps were taken to ensure credibility. First, this research adopts methods that are well established within case study research (Bryman, 2012; Yin, 1994). Second, and as indicated previously, the researcher spent a considerable amount of time becoming familiarized with CS4L. Third, the establishment of a dissertation committee allowed for frequent debriefing and discussion regarding the research process and ensured reflexivity on the part of the researcher.

In addition to the steps taken prior to the research process, Yin (1994) and Bryman (2001) suggest undergoing research quality tactics during the data analysis stage. These include, for example, informant validation, colleague reviewing, and building time-series analysis. In light of these recommendations, the following steps were adopted prior to the data analysis process. First, all interview transcripts were sent back to informants interviewed to allow them opportunity to amend or edit their responses as they saw fit. The intention of this process was “to seek confirmation that the researchers findings and impressions [were] congruent with the views of those on whom the research was conducted” (Bryman, 2001, p. 273). This step was considered especially appropriate due to the potentially political nature of the material discussed. Second, all emerging themes were then reviewed and discussed with the supervisory committee throughout the research process. The importance of establishing credibility is particularly relevant for purposes of this inquiry due to the “stress on multiple accounts of social reality...it is the feasibility or credibility of the account that a researcher arrive at is doing to determine its acceptability of others” (Bryman, 2012, p. 272).

**Figure 3.2 Convergence of Sources of Evidence**

CONVERGENCE OF MULTIPLE SOURCES OF EVIDENCE



*NONCONVERGENCE OF MULTIPLE SOURCES OF EVIDENCE*



Source: Adapted from Yin (1994)

**Transferability (External Validity)**

Yin's (1994) and Guba's (1981) third consideration is that of Transferability (or External Validity). This refers to the ability of the researcher to show that the results of the work at hand can be applied to a wider population (Guba, 1981). This consideration

is also often referred to as an inquiry's generalizability (Bryman, 2012). To reiterate, case studies are often misunderstood in terms of their ability to generalize (Flyvbjerg, 2006). Many scholars have suggested that the case study approach is not a credible form of research inquiry due to its inability to do so (Campbell, 1975; Miles, 1979; Daft & Lewin, 1990). As a consequence of this critique, "it is easy for researchers to develop a preoccupation with transferability" (Shenton, 2004, p. 70). Shenton (2004) argues that "it should be questioned whether the notion of producing truly transferable results from a single case study is a realistic aim or whether it disregards the importance of context which forms such a key factor in qualitative research" (p. 70). For Shenton, then, generalization should be considered cautiously. Other scholars have attempted to distinguish different types of generalization in order to overcome this concern. For example, Eisenhardt and Graebner (2007) distinguish between statistical generalization, whereby the intention is to generalize findings from a sample size to a population. (i.e., n to N) and analytical generalization, which involves the generalization of conclusions to a theoretical construct. As Bryman (2012) phrases it, "the crucial question is not whether the findings can be generalized to a wider universe, but how well the researcher generates theory out of the findings" (p. 51). Consequently, in order to avoid the erroneous pitfall of statistical generalization, this research makes no such attempt. Rather, this inquiry generalizes analytically to better understand the changing contours of sport policy and governance within Canadian sport.

### **Dependability (Reliability)**

The fourth and final research quality consideration is Dependability (or Reliability). In its traditional (positivistic) sense, this refers to whether the same results

would be found if an inquiry was repeated in the same context and using the same protocol (Guba, 1981; Shenton, 2004; Yin, 1994). Due to the constant changing and fluid nature of real-life phenomenon, this consideration is particularly difficult for a case study approach (and many other qualitative approaches for that matter). According to Guba (1981), qualitative research can at least ensure a degree of dependability by outlining both the strategic intentions and assumptions of a research as well as sufficiently detailing the operational procedure. In this regard, the derivation of a proposal and this dissertation was itself key component of ensuring dependability.

Moreover, in returning to Yin's (1994) data collection process. Yin's (1994) second and third stages (i.e., the creation and maintenance of a case study database, and data audit trail) are also adopted in order to improve reliability. In addressing these in turn, the researcher created a database to ensure data were at any point retrievable. Keeping thorough records (both electronically and hardcopy) also went a considerable way to ensure a necessary audit trail. This was especially important due to the prolonged period of the investigation and the substantial amount of data (from a variety of sources) that was collected and analyzed over this period.

To summarize this section on research quality, a number of measures were taken in order to ensure a greater level of methodological rigour and further improve the quality of the research process. Rather than afterthoughts, these measures were regarded as critical to the research process. A summary of the quality of research considerations is provided in Table 3.5.

**Table 3.5 Summary of Research Quality Considerations**

<b>Criteria</b>	<b>Consideration</b>	<b>When tactic occurs</b>
<b>Confirmability</b> (Construct Validity)	<ul style="list-style-type: none"> <li>- Data triangulation</li> <li>- Informant triangulation</li> <li>- Informant validation</li> </ul>	<ul style="list-style-type: none"> <li>Data collection</li> <li>Data collection</li> <li>Data analysis</li> </ul>
<b>Credibility</b> (Internal Validity)	<ul style="list-style-type: none"> <li>- Well established methods adopted</li> <li>- Informant validation</li> <li>- Supervisory review</li> <li>- Prolonged engagement</li> <li>- Supervisory debriefing</li> </ul>	<ul style="list-style-type: none"> <li>Research design</li> <li>Data analysis</li> <li>Data analysis</li> <li>Throughout</li> <li>Data analysis</li> </ul>
<b>Transferability</b> (External Validity)	<ul style="list-style-type: none"> <li>- Emphasis on 'analytical generalizability'</li> </ul>	Throughout
<b>Dependability</b> (Reliability)	<ul style="list-style-type: none"> <li>- Yin's (1994) case study protocol</li> <li>- Develop case study database</li> <li>- Establish a chain of evidence</li> </ul>	<ul style="list-style-type: none"> <li>Data collection</li> <li>Data collection</li> <li>Data collection</li> </ul>

Source: Guba and Lincoln (1995); Yin (1994)

### Chapter III Summary

To summarize this chapter, the intention of this section was not to provide an exhaustive overview of all research methods available to the researcher, but rather to provide a detailed 'roadmap' of the methodological approach adopted for purposes of this inquiry. In particular, the chapter attempted to provide an overview or 'walkthrough' of the underlying philosophical assumptions that guided this research process, as well as to delineate the specific research strategy that was adopted to examine the role of CS4L within sport policy and governance. A summary of this section is provided in Table 3.6.

**Table 3.6 Methodological Summary**

<b>Assumptions</b>	<b>Underpinning Assumptions</b>
<b>Ontology</b>	Perspective that is most closely aligned with Critical Realism and an anti-foundationalist ontology. Reality is considered 'real' but only imperfectly and probabilistically apprehensible. Some theories are more appropriate reflection of an independent reality than others.
<b>Epistemology</b>	Modified interpretivist perspective: agency/structure (dialectical); material/ideational (again dialectical), within the critical tradition/community; findings from analysis probably true.
<b>Research Design</b>	Case study research design which has a tendency towards qualitative, 'thick description' (Geertz, 1984). Singular, embedded case study approach.
<b>Methods (Research Strategies)</b>	Primary: Semi-structured interviews (n=23): All current CS4LLT members (n=17); Senior Sport Canada officials (n=5). Supplementary: CS4LLT documentation (n=38); F-P/T government/Sport Canada documentation (n=7); Canadian sport policy documentation (n=24); CS4L National Summit attendance (2006-2013) and observation data (four conferences, two symposiums, and three mini-summits)
<b>Data Sources and Analysis</b>	Interview data subject to Kvale's (2007) protocol and thematic analysis for evidence of CS4L and its role in sport policy and governance.

Source: Edwards and Skinner (2009); Green (2003); Lincoln and Guba (1985)

## CHAPTER IV: CANADIAN SPORT FOR LIFE AND SPORT POLICY

### Chapter Objectives

- To identify key events in the development of CS4L over the past 10 years
- To assess the extent to which CS4L has influenced Canadian sport policy

This chapter examines how CS4L has evolved over the past 10 years (SRQ1) and the extent to which CS4L has influenced Canadian sport policy (SRQ2). To restate part of the rationale provided in Chapter I, the analysis of CS4L's historical development is necessary for a number of reasons. First, very little is currently known about LTAD/CS4L and how it emerged within Canadian sport. As such, this chapter is included herein in order to fill an important knowledge gap in our understanding of how LTAD/CS4L originated within Canada. Second, although this chapter draws upon the concepts and language of governance theory in a less explicit manner compared to the latter results chapters, this chapter nonetheless takes a governance theory perspective LTAD/CS4L's historical development by primarily focusing on the relationship between the CS4LLT and Sport Canada. Consequently, examining this relationship, the origins of LTAD/CS4L, and the involvement of government were viewed as critical steps in understanding CS4L's role within the governance process. Third and finally, to explicitly motivate the examination of CS4L in relation to sport policy, governance "is inextricably bound up with the notion of making and implementing policy" (Grix, 2010, p. 169). In line with Grix's remarks, the examination of CS4L's role within policy making was viewed as a critical step in understanding CS4L's role within the governance process.

The current chapter is ordered chronologically and divided into five sections. These sections were primarily derived on the basis of the researcher's interest and

emphasis on examining CS4L's role within sport policy. Consequently, the periods selected conform closely to pre and post the publication dates of Canadian Sport Policy (i.e., pre and post 2002 and pre and post 2012). Furthermore, the decision to split the inter-policy period was made on the basis of key LTAD/CS4L-related intergovernmental milestones such as the federal-provincial/territorial Sport Ministers' conferences that occurred between 2004 and 2006, LTAD's formal adoption into government in 2004, and the publication of Sport Canada's LTAD strategic framework in 2009. In line with these considerations, the first section of this chapter examines LTAD/CS4L's progress prior to its formal adoption by government in 2004. The second section examines CS4L in relation to the 2002 Canadian Sport Policy (CSP1). The third section reflects upon the key CS4L-related developments during the inter-policy period (2004-2011) and its implications for CS4L. The fourth section then considers CS4L's role and influence within the Canadian Sport Policy renewal process (i.e. 2010-2012). The fifth and final section assesses the extent to which CS4L is reflected within the 2012 Canadian Sport Policy (CSP2) and then considers the likely outcomes of CSP2 for CS4L.

### **Pre-2004**

Themes identified from the literature and current data regarding LTAD/CS4L prior to 2004 include: the origins of LTAD, LTAD's emulation of Soviet Union and Eastern Bloc countries' approaches to athlete development, the initial promotion and development of LTAD by key individuals, and the initial promotion and development of LTAD abroad. Each of these themes will now be discussed in turn.

#### **The Origins of LTAD**

The earliest known formal publication of the LTAD model was produced in 1990

(Balyi, 1990) with Balyi and colleague (i.e., Ann Hamilton) subsequently publishing a series of 12 LTAD-related articles in quasi-academic/practitioner coaching reviews such as *Faster Higher Stronger* and *BC Coach Perspective* throughout the 1990s (Balyi, 1990, 1995, 1996, 1998a, 1998b, 2001a, 2001b, 2002; Balyi & Hamilton, 1997, 1998, 1999a, 1999b). In examining the origins of LTAD, LTAD/CS4L as an idea was not (and still remains not) theoretically original. The extant LTAD-related literature is instructive here. Ford et al. (2011), for example, contends that “the LTAD model is not novel” (p. 390). Furthermore, not only have scholars critiqued the LTAD model for a general lack of scientific evidence to support many of its claims (e.g., Black & Holt, 2007; Frankish, 2011; Ford et al., 2011; Lang & Light, 2010; Norris, 2010), but of the limited scientific research of which the model is based, much of it has been around for some time (e.g., Ross, Amabile, Steinmetz, 1977; Sanderson, 1989) and in various alternative athlete development model forms pre-dating Balyi’s model (see Bruner et al., 2009 for further elaboration on this point).

The respondents interviewed further supported the above contention, for example, one Sport Canada official stated that LTAD is “nothing new. It’s not different to what existed, it was just better organized” (Senior Sport Canada Official #19 07/26/13).

Even CS4LLT members admitted that,

At the beginning it was really a few guys who wrote a paper...they just glued together a bunch of long-term athlete development studies and made it accessible. Nothing revolutionary but they made it accessible. They spoke about it in the language that people understood (CS4LLT Member #4 01/30/13).

LTAD/CS4L isn’t really all that complicated and it’s not really that it’s new, it’s just a way that’s been re-packaged...it’s really quite remarkable that such a simple thing has been reconfigured to be, to appear as this revolutionary perspective on running a system” (CS4LLT Member #7 01/30/13).

Yet despite its lack of theoretical originality and in spite of ongoing academic critique, LTAD's innovation resides in its practicality and political attractiveness. This, in part, can be explained by the inherent attractiveness and appeal of the model itself, but also due to the efforts of key individuals to promote, sell, and simplify the model in its formative years (i.e., 1990s-early 2000s).

### **Emulation of the Soviet Union/GDR**

To build on the above discussion, it should also be acknowledged that the foundational principles of LTAD/CS4L originate from emulating ideas developed by the Eastern Bloc countries of the Union of Soviet Socialist Republics (USSR/Soviet Union) and the German Democratic Republic (GDR) around the cold war period (1952-1988). These systems demonstrated the advantages of adopting a systemic approach to athlete development in order to achieve consistent and sustainable international sport success (Dennis & Grix, 2010; Green & Houlihan, 2005; Grix, 2008; Grix & Carmichael, 2012). As scholars have previously argued, "both the Soviet Union and the GDR, then, were renowned for their highly structured approaches to developing elite performers, which have, arguably, provided a 'template' for the subsequent development of elite sport models in Western nations" (Green & Houlihan, 2005, p. 19). The adoption and implementation of LTAD/CS4L within the Canadian context is a contemporary illustration of Green and Houlihan's remarks. In recalling the origins of LTAD, one CS4LLT member stated,

Istvan was eastern European originally and there were several others when I first came to Canada in 1990-91 who had been transplanted here as well. We started to see information coming into English that was outside of the norm...some of the key East German writers and Russian writers and all that group on periodization and those types of things, the thinkers on really long-term periodization, not periodization just within a quadrennial or a year but periodization right from a young age (CS4LLT

Member #15 04/15/13).

Hence the premise and basis of the LTAD model can be traced back to Istvan Balyi's own knowledge and experience acquired during his time as a high performance coach in Hungary, before taking up residency in Canada.

### **Initial promotion and development of LTAD by key individuals**

The role of key individuals such as Istvan Balyi and Richard Way as well as early support from key decision makers within government (namely Lane McAdam, Dan Smith and Francis Drouin and Phil Schlote) should be acknowledged as critical to the promotion of the LTAD model within its formative years. To discuss the important roles of Istvan Balyi and Richard Way, Balyi in particular had spent many years prior to the formation of the leadership team, developing and promoting the principles of the LTAD model - it is for this reason he is described by many as the 'grandfather' of LTAD (CS4L, 2013). As one senior Sport Canada official recalled, "the concept of LTAD had been around in various forms for many years, but never really kind of formalized as a kind of national driven process and template" (Senior Sport Canada Official #21 02/05/13). In emulating Soviet/USSR and Eastern Bloc models, Istvan originally conceived the LTAD model in the mid-1980s whilst working as a sport science and fitness director for the Canadian Alpine Ski team. In 1994, Istvan Balyi then became a resident sport scientist at the National Coaching Institute in Victoria, British Columbia, where he continues to work today.

It was whilst in Victoria that Istvan Balyi met and began collaborating with Richard Way (e.g., Balyi & Way, 1995). Richard Way in the formative years of the LTAD model's development was primarily responsible for the simplification of Balyi's otherwise

academically presented ideas, as well the translation and promotion of LTAD within government (via Sport Canada). As Richard recalled,

He [Istvan Balyi] would bring me stuff and I couldn't understand most of it, way over my head, and so I kept saying, 'Can you write it down and can you make it simpler?' Then a relationship evolved with Istvan and where he would bring stuff and he would write it down, and then I would draw pictures to try and sort it out. It kind of worked that way. I would do these different figures and graphics and you see some of them remaining like in the back of the Canadian Sport for Life document where I was the guy trying to draw what Istvan was explaining. (Richard Way, personal communication, January 31, 2013)

Richard Way and Istvan Balyi would work together for a number of years in British Columbia with Richard Way holding a number of senior sport roles within the province. It was during this time that the pair formulated and refined what can essentially be described as a simplified (i.e., user-friendly) version of Balyi's original LTAD model. Furthermore, it was also during this time that Balyi and colleagues started to formally test some their ideas in practical settings. For example, Balyi and colleagues helped design and implement Alpine Canada's Alpine Integration Model (AIM); the first edition of which was formally published in 1999 and can claim to be the first sport-specific LTAD model ever produced.

Richard Way was also critical to the promotion of the LTAD model in its formative years in that he was able to articulate (i.e., translate into governmental terms) the benefits of the LTAD model to senior Sport Canada officials. Richard Way had spent many years of working as a senior civil servant, during which he built up a number of personal and professional connections within and around federal and provincial governments. It would be in the latter years of LTAD/CS4L's emergence (i.e., post-2004) that Richard Way would take a more central role as the CS4L lead coordinator. Yet in spite of these critical developments, and despite Balyi and Way's initial attempts

to publish and practically test their ideas surrounding LTAD throughout the 1990s, support for LTAD throughout the 1990-2000 period can be generally characterized as being confined to the interest of a select few sport scientists and high performance coaches primarily within the borders of British Columbia. In particular, initial interest in the LTAD model stemmed from coaches wanting to find better ways to systematically produce athletes at the highest levels of competition. It would not be until the turn of the century that interest in the LTAD model began to materialize nationally, beginning not in Canada but overseas in Ireland and the United Kingdom.

### **Initial promotion and development of LTAD abroad**

In August 2003, Pat Duffy, the then Director of Ireland's National Coaching Training Centre, invited Istvan Balyi to give a presentation at the 7th National Irish Sports Forum. As Istvan recalled,

Pat [Duffy] found me in the Internet and asked me to come over to Ireland for the Irish sports forum and give a presentation on LTAD, and it seems to be the right place, and the right time, the right people, because Ireland started to buzz about LTAD" (Istvan Balyi, personal communication, January 30, 2013).

One of the direct outcomes of Istvan's presentation to the Irish Sport Forum was that he and colleagues were contracted by Ireland's National Coaching Training Centre to produce a generic LTAD for Ireland (Duffy, Balyi, Aboud, & Gregg, 2003). The production of the Irish LTAD model took over two years and involved major consultations with stakeholders across the country. It was during this time that Balyi and colleagues were also contracted by Sports Coach UK to develop LTAD coaching materials, as well as to develop LTAD sport specific models for Irish Rugby and British Swimming.

It would be only after LTAD had been tried and tested abroad that it would begin

to gain greater interest and traction domestically, most notably greater interest and traction within Sport Canada. As a CS4LLT member recalled, “What happened is we published the generic LTAD booklet in Ireland, and Sport Canada got a copy of it and they became very much interested in the possibilities of the document” (CS4LLT Member #9 02/15/13). Sport Canada officials echoed this perspective,

Istvan and Richard had done work in other countries and had been positively received and I think a lot of Canadian sport leaders saw that if this is being embraced by other countries and these are Canadians [who] are doing this, are we [Sport Canada] missing the boat by not being on board here? (Senior Sport Canada Official #18 07/22/13).

Similarly, “In some ways we [Sport Canada] got involved a little bit after the fact, so Istvan and Richard and some others had been very busy going out around the world, going to do work in the UK and Ireland and all kinds of places selling CS4L” (Sport Canada Official #22 01/17/13). Evident from the above accounts, and rather ironically, the work of Balyi and colleagues abroad between 2002 and 2004 should be recognized as an important and necessary step towards the adoption of the LTAD model within Canada. Thus without the selling, promotion, and demonstration of the LTAD model overseas, it would have been unlikely that the model would have been adopted and endorsed by Sport Canada in 2004.

To summarize the LTAD-related developments prior to 2002, the findings of this research concur with Kikulis (2013) in so far as “the ideas that provide[d] the foundation of LTAD [were] not new nor did they originate in Canada” (Kikulis, 2013, p. 140).

Rather, the LTAD model emulated the systematic athlete development models from the former USSR and GDR, with Balyi and colleagues spending over a decade promoting the model with initially limited success. It would only be after the LTAD model had been

tried and tested abroad that it would begin to gain traction domestically, most notably within Sport Canada. Sport Canada's growing interest in LTAD can partly be explained by the perceived success of Balyi and colleagues' work abroad, but also due to an increasing recognition of the potential of LTAD to contribute the broader ongoing developments surrounding the 2002 Canadian Sport Policy. These broader policy developments and their implications for LTAD/CS4L will now be discussed.

### **CS4L and the CSP1 Process**

This section traces the emergence and development of LTAD/CS4L within CSP1 (2002-2012). In particular, the analysis below focuses on how (if at all) LTAD/CS4L emerged from CSP1 (2002-2012). The creation of CSP1 stems from a two-year consultation and drafting process that began in January 2000 and culminated in April 2002 with the endorsement of all 14 governmental jurisdictions during the Federal-Provincial/ Territorial (F-PT) Ministers' Conference held in Iqaluit, Nunavut (Canadian Heritage, 2002a). Most notably, CSP1 signified the first ever Canadian Sport Policy with bi-lateral agreements with all provinces and territories developing a shared vision for sport in Canada to create:

a dynamic and leading-edge sporting environment that enables all Canadians to experience and enjoy involvement in sport to the extent of their abilities and interests and, for increasing numbers, to perform consistently and successfully at the highest levels of competition. (Canadian Heritage, 2002a, p. 4)

Underpinning this broad vision were the now well-known four goals (or 'pillars' as they became known) of participation, excellence, capacity, and interaction. These four pillars would provide the cornerstones of CSP1's vision over the next decade.

It was during this time that F-PT Sport Ministers also approved the development of bi-lateral agreements to supplement CSP1. These agreements were formalized through the publication of two collective action plans, the *Federal-Provincial/Territorial Priorities for Collaborative Action* (F-P/TPCA) 2002-2005 and its 2007-2012 successor (Canadian Heritage, 2002b, 2007). The F-P/TPCA 2002-2005 document outlined 13 priorities and 22 action plans spanning across the four aforementioned pillars, with the F-PTPCA 2007-2012 subsequently identifying an additional four priorities and 12 action plans to those articulated in 2002. The broader outcome of the CSP1 process for the sport community at large was an unprecedented political commitment by government during this period towards a common vision for sport in Canada. This political commitment is evident by the 34% (C\$81,310,000) increase in F-PT government sport and physical activity budgets between April 2002 and March 2005 (Canadian Heritage, 2007, p. 3), with a further 97% increase (C\$171,000,000) by 2009 (Sutcliffe Group, 2010).

In attempting to trace LTAD/CS4L within the CSP1 process, it should be noted that despite Balyi and colleagues' efforts in publishing LTAD-related material for over ten years prior to the publication of CSP1, LTAD/CS4L was not directly mentioned within the document nor was it mentioned in the F-P/TPCA 2002-2005 action plan that supplemented it. When asked about CS4L's emergence from CSP1, a leadership member responded, "I think technically it didn't. I think not from the policy, but from the federal-provincial/territory agreements that followed" (CS4LLT Member #5 01/29/13). Similarly, another CS4LLT member stated, "CSP1 didn't mention long-term athlete development at all because it was created before. It was created in 2002 or it was

adopted in 2002, endorsed in 2002, created in 2002 and long-term athlete development wasn't supported by Sport Canada till 2005" (CS4LLT Member #13 01/29/13). These viewpoints are supported by a closer inspection of CSP1 and the action plans that followed. In fact, it would not be until the publication of the F-P/TPCA 2007-2012 action plan, i.e., five years after the publication of CSP1, that LTAD/CS4L would be explicitly mentioned as a political priority and policy outcome.

Nonetheless, the genesis of LTAD/CS4L, at least in policy terms, can arguably be traced back to CSP1's excellence goal, which stated that by 2012 "Canadian athletes and teams are *systematically achieving* [emphasis added] world-class results at the highest levels of competition through fair and ethical means" (Canadian Heritage, 2002a, p. 4). This need for systematic athlete development was also identified as a political priority within CSP1, which directly called "for a systematic, analytical, and collaborative approach to the development of high performance athletes" (Canadian Heritage, 2002a, p. 9), and "greater attention [...] devoted to a systematic approach to ensure the development of a constant stream of world-class athletes, coaches and officials" (Canadian Heritage, 2002a, p. 17).

The recognition of a need for a systematic approach to athlete development was reinforced by the F-P/TSC Excellence Working Group #4 that was formed after the publication of CSP1 in order to carry out the specific actions of the F-P/TPCA 2002-2005. The group was mandated to i) establish athletic performance targets, ii) develop initiatives to enhance athlete development, and iii) evaluate the role of Canadian Sport Centres in achieving the goals of CSP1 (Brisson, 2004). Of particular note, Richard Way was one of the nine members who formed the working group as a provincial

government representative at the time. The efforts of the group culminated in the publication of the Brisson Report in 2004 (Brisson, 2004). Amongst other recommendations, the report (and by extension the F-P/TSC working group) considered the system wide adoption of the LTAD model as a priority for Canadian high performance sport, and in doing so, “recommended that the entire sport system take a Long-Term Athlete Development (LTAD) approach” (Brisson, 2004, p. v). The recommendations of the Brisson Report would be a critical step towards F-PT Sport Ministers endorsing and adopting LTAD later that year.

Yet in spite of government and the sport community at large recognizing the need for a more systematic approach to athlete development, it would not be until the enactment of CSP1’s collaborative action plans that LTAD/CS4L would materialize as one of many potential instruments to help achieve CSP1’s objectives; in particular the excellence objectives of the policy. In building on the recommendations of the Brisson Report, and to achieve CSP1’s overarching goal of enhancing excellence, the governments agreed within the F-P/TPCA 2002-2005 and 2007-2012 action plans, that the enhancement of athlete and sport system performance should be a priority. In particular, three specific actions were identified within the F-P/TPCA 2007-2012: (i) the establishment of performance targets, (ii) the enhancement of sport science and competitions and other key elements for athlete development, and (iii) the re-evaluation of the role of Canadian Sport Centres (Canadian Heritage, 2007). LTAD/CS4L would directly contribute to the former two actions, with the latter being delegated to Sport Canada as part of the newly emerging portfolio of the Own the Podium 2010 initiative.

The second action plan (i.e., F-P/TPCA 2007-2012) was produced through

consultation with the sport community between 2005-2006 with the process identifying an additional new four priorities for the 2007-2012 period (Canadian Heritage, 2007). Additional priorities included (i) Sport Community Capacity, (ii) Canada Games, (iii) Performance Management Plan to Measure Progress of CSP1, and (iv) Canadian Sport for Life (Long-Term Athlete Development). In direct contrast to both CSP1 and the 2002-2005 action plan, the 2007-2012 action plan explicitly mentions LTAD no less than 14 times within as many pages. Furthermore, LTAD/CS4L was not only mentioned, but it was identified as a priority in that the adoption and implementation of LTAD/CS4L is “fundamental to the realization of the vision and goals of the Canadian Sport Policy” (Canadian Heritage, 2007, p. 3), most apparently because LTAD/CS4L would be used as a “framework from which several priorities and actions will be developed and monitored over the next several years” (Canadian Heritage, 2007, p. 3).

The broader outcome of the CSP1 process and the action plans that followed was the creation of what can be described as a ‘permissive policy climate’ that enabled LTAD/CS4L to emerge. To elaborate further and to clarify precisely what is meant by the term ‘permissive climate’, the consultation processes that occurred in the lead up to the creation of CSP1 as well as the bi-lateral discussions that followed clearly identified a need for a more systemic approach to athlete development in Canada in order to achieve CSP1’s objectives – most notably with regards to the high performance sport and integration pillars. As one Sport Canada official stated:

I think the Canadian Sport Policy process proved that there was an appetite to have a truly Canadian, integrated system. So I think it was a natural kind ... [of] follow on to some of that work that had been done across Canada. There was a series of priorities identified and governments and the sport community identified those to actually work on and move forward to try and advance the broad goals of the policy, and it had very specific deliverables against that, and every year there would be an

update on the kinds of activities that would be prioritized by governments and those within the sport community. So it was a way to ensure that the policy was more than just words on a page, but it actually had measureable goals and specific activities to advance those goals (Senior Sport Canada Official #21 02/05/13).

Furthermore, not only did CSP1 identify a need and create an 'appetite' for more systematic approaches to athlete development in Canada, but the process also enabled Sport Canada the political latitude to rationalize and justify its initial investment in LTAD/CS4L. As one CS4LLT member remarked:

It was the creation of the first Canadian Sport Policy that gave the latitude to Sport Canada to advance certain projects that they wanted to see advanced that they couldn't previously because there was no sport policy and mechanism to allow them to do that, right? There wasn't a permissive policy climate. CSP1 gave a permissive enough policy climate to allow people at Sport Canada and other groups probably in the PT government to support some things that they couldn't support previously and it was in part that support that kind of led to this flowering. All of a sudden there was money and support for LTAD and Canadian Sport for Life (CS4LLT Member #13 01/29/13)

This increased political latitude in decision-making was also supported by political turnover that occurred around the same time, "We had the Canadian Sport Policy [CSP1], we had a new minister who was pretty activist. We had some leadership that was willing to take the risk...those people aligned to, and lent towards the decision to move this process forward" (Senior Sport Canada Official #21 02/05/13). The product of these factors (i.e., the creation of a new policy, the identified need for a systematic approach to athlete development, a newly elected and activist government) along with the ongoing work by Balyi and colleagues identified in the previous section was the creation of a socio-political environment by which CS4L could emerge and develop within Canada.

To summarize the above discussion regarding CS4L and the CSP1 process, three overarching themes can be identified. First, although CSP1 did not explicitly

mention LTAD or CS4L, the CSP1 policy process did however articulate a clear concern by government, and the sport community at large, that Canada was in need of a more systematic approach to athlete development. Of particular importance were the recommendations of the Brisson Report that would eventually lead to the adoption of LTAD/CS4L within government. Second, and closely linked to the above, the adoption of LTAD/CS4L originated almost exclusively from a desire to enhance excellence within Canadian sport. In this regard, LTAD/CS4L's original design and contribution can be traced back through CSP1's policy process as a potential solution and deliberate action to systematically produce athletes at the highest levels of international competition. Third, what can be drawn from the above discussion is that CS4L had no direct influence over CSP1, but only explicitly surfaced as a political priority within the actions plans that stemmed from CSP1. What is clear, therefore, is that somewhere between 2002 and 2007 a fundamental shift occurred whereby LTAD/CS4L developed from relative obscurity to become a major part of, and central contributor towards, achieving the overall objectives of CSP1. The next section unpacks this fundamental shift further by examining the key events and developments that occurred during the inter-policy period.

### **The inter-policy period (2004-2011)**

The inter-policy period was critical to the emergence and development of CS4L. Most notably in addition to enacting the F-PT action plans to achieve the objects of CSP1, the period witnessed a number of LTAD-related intergovernmental developments, the initiation of LTAD/CS4L-related work by Sport Canada, and the resurgence and restructuring of the LTAD Expert group resulting in a change in

nomenclature from LTAD to CS4L<sup>3</sup>

### **Intergovernmental developments (2004-2006)**

On the 29<sup>th</sup> April 2004, F-PT Sport Ministers, the provincial, territorial, federal ministers responsible for sport, met in Québec City to discuss, amongst other elements, the formal adoption and dissemination of LTAD across Canada. The Québec conference had three major outcomes relevant to the emergence and development of CS4L. The first major outcome was a bi-laterally agreed commitment to adopt and implement LTAD across Canada. In this manner, not only was the Québec conference an integral step for the ‘buy-in’ of government ministers in general, but it also signified a political commitment and willingness on behalf of two levels of governments within Canada to develop LTAD across the country. Second, ministers also agreed to provide the necessary funding, through Sport Canada, to produce a generic LTAD model to serve as a template to assist NSOs, P/TSOs, and provincial/territorial governments in developing LTAD appropriate programming. This initial investment by ministers would eventually lead to the publication of the Canadian Sport for Life resource document a year later (Balyi et al., 2005) – a document that remains the seminal resource document outlining the fundamental principles of LTAD to this day (see below). The third and final outcome of the Québec conference, and as a direct result of the decision to create a generic LTAD model, was the formation of the then ‘LTAD Expert Group’ which was contracted by government with the sole purpose of producing the generic LTAD document. The group initially consisted of four members (Istvan Balyi, Richard Way,

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<sup>3</sup> During 2004-2006, the term LTAD would become insufficient to describe the overall interest and emphasis of the LTAD Expert Group. Canadian Sport for Life (CS4L) began to be used in lieu of LTAD. To accurately reflect this change in emphasis, the term CS4L will be used where appropriate. A more detailed discussion surrounding the name change is provided in subsequent chapters.

Charles Cardinal, and Stephen Norris) who would meet in Ottawa later that year with the sole purpose of producing a generic LTAD document for Canada.

In August the following year, Sport Ministers met again at the F-PT Sport Ministers Conference, this time hosted in Regina to coincide with the Canada Games. At the Regina conference, ministers agreed to proceed forward with LTAD implementation by initiating the development of sport-specific LTAD models across all sports. To support this process, ministers also agreed it was necessary to produce an LTAD implementation and communication strategy, with particular emphasis placed on the importance of physical literacy and establishing links with health (Canadian Heritage, 2009). These plans were intended to be supplementary to the F-P/TPCA (2007-2012) document that was also being drafted around the same time. The LTAD implementation plan identified the following 13 priorities:

- Each NSO has a sport specific LTAD model
- Multi-Sport Organizations alignment with LTAD
- Engagement of NGOs to increase awareness of LTAD
- NCCP alignment with LTAD
- Multi-Sport Games alignment with LTAD
- Development of material for various stages of the LTAD model
- Physical Literacy
- Communication resources
- F-PT governments coordination
- Linkage/Integration with education sector
- Integration with health sector
- Pursue relevant research
- Monitoring and evaluation

(Canadian Heritage, 2009)

In order to realize the decisions made at the Regina conference, deputy ministers met on 23<sup>rd</sup> November 2006 to discuss, amongst other elements, the implementation of LTAD. In addition to the approval of the implementation and communication plans that

had now been drafted, deputy ministers approved the formation of an F-P/TSC 'LTAD Working Team' in order to oversee the implementation of LTAD/CS4L across Canada. Reporting directly to the F-P/TSC, the F-P/TSC LTAD Management Team is co-chaired by a Sport Canada official and a provincial/territorial government representative. The group was initially comprised of members from New Brunswick, Ontario, Manitoba, Québec, and Sport Canada's LTAD lead (F-P/TSC Working Group, 2007). The team was tasked with developing a project charter and work plan, identifying LTAD jurisdictional leads, and overseeing the production of sport specific LTAD models (F-P/TSC Working Group, 2007). The LTAD Management Team continues to oversee the ongoing process of LTAD/CS4L implementation.

#### **CS4L and Sport Canada developments (2004-2006)**

As a direct result of the decisions made by Sport Ministers at the Québec and Regina conferences, a number of more specific LTAD/CS4L-related developments occurred. These developments included the hosting of the first LTAD workshop, the publication of the seminal resource document (Balyi et al., 2005), and the production of sport-specific LTAD plans. In June 2005, Sport Canada hosted an LTAD Workshop in Ottawa to discuss the specific dissemination of LTAD across the 56 NSOs funded by Sport Canada. This workshop was an attempt by Sport Canada to elicit 'buy-in' from the sport community regarding the importance of LTAD, and also provided an opportunity for Sport Canada to elicit ideas on how to effectively implement LTAD across Canada.

Two months following the LTAD workshop, the newly formed LTAD Expert Group produced a 66-page "consultation paper" (Balyi et al., 2005, p. 7) entitled '*Canadian Sport for Life: Long-Term Athlete Development Model*'. The document was published

through the Calgary Canadian Sport Centre, with the two-fold intention of generating debate and discussion around athlete development and to provide a necessary template for the development of sport specific LTAD models. With regards to the former, the 2005 resource document “was compiled as a basic ‘pop science’ resource and guide, as well as a deliberate ‘lightening rod’ or catalyst to inspire (or even incense) discussion and action” (Norris, 2010, p. 380). According to a member of the then LTAD Expert Group, this deliberate attempt to generate debate

was necessary to overcome an obvious inertia to change in the Canadian system, particularly at a time when there was increasing recognition and vocalization of various challenges or negative consequences (i.e., high dropout rates from organized activities and sports, increasing obesity. (Norris, 2010, p. 380)

Evident from the above account, the then LTAD Expert Group’s intentions with publishing the 2005 resource document were far more pragmatic and political than just providing an outline of LTAD/CS4L to sport organizations. Rather, the publication of the CS4L resource document was critical to the advancement of CS4L for a number of reasons. First, it provided a simplified and digestible overview of LTAD principles that could be read and understood by just about anybody – a notable departure from Balyi’s previously published physiologist, periodization and coach-centric works. Second, the document clearly articulated (at least in the view of the LTAD Expert Group) a clear picture of the current problems with Canadian sport, or what the document describes as the apparent “shortcomings and consequences” (Balyi et al., 2005, p. 17) of the current Canadian sport system. This articulation would lead the LTAD Expert Group to re-label

the LTAD generic model '*Canadian Sport for Life*' as a more encompassing and broader term than LTAD (see Chapter V for further discussion regarding the broadening of CS4L's mandate). Third, and as intended, the document generated substantial interest and notoriety, which in turn resulted in the LTAD Expert Group and the LTAD model gaining greater visibility and interest within and beyond the Canadian sport community. Thus, the publication of the 2005 resource document should be acknowledged as a key focusing (Kingdon, 1984) or field-configuring (Lampel & Mayer, 2008) event within the development of CS4L within Canadian sport.

As a direct result of the publication of a generic model and the decisions made at the Québec and Regina conferences, Sport Canada began the process of funding NSOs to produce LTAD sport specific models. NSOs were allocated between C\$70,000-120,000 based on the complexity of the sport over a period of 3-4 years. Sports such as Athletics and Gymnastics, for example, were given more funding to accommodate the complexity of the multi-disciplinary nature of these sports. To ensure the effective implementation of sport specific models, NSOs underwent the process in four groups or so-called 'waves', which were determined by Sport Canada based on a combination of readiness factors and more pragmatic budget/human resource considerations (Sport Canada Official, personal communication, August 8, 2013). The decision to produce LTAD models in waves was therefore based on a two-fold rationale,

At the front end, there wouldn't have been enough of an expert group to deal with 50 something organizations all at once, from another perspective, there weren't 50 organizations that wanted to jump on this change, or could have if they wanted to, because of the capacity issues. So organizations were kind of introduced in waves over several years (Sport Canada Official #22 01/17/13).

The first sport-specific LTAD models were completed in 2007, with all sports funded by Sport Canada having produced an LTAD model by early 2013. See Table below for an overview of this process. LTAD sport specific models were produced in both English and French, and were made publically available. In January 2006, the CS4LLT hosted its first ever LTAD workshop in Ottawa with over 147 delegates in attendance. This workshop has since been expanded, renamed the Canadian Sport for Life National Summit, and continues to be held in Ottawa on an annual basis. The summit has now become the second largest sport conference in Canada with 508 delegates registered in 2012.

Later that year, and in accordance with the recommendations made by ministers in Regina, Ottawa would also host a Physical Literacy Round Table (entitled the ABC's of Physical Literacy) with delegates including representatives from five NSOs, the Canadian Association of Health, Physical Education, Recreation and Dance (now Physical and Health Education Canada (PHE Canada), the Canadian School Sport Federation, the Coaching Association of Canada, the Canadian Paralympic Committee, 2010 Legacies Now, provincial governments, Sport Canada, and four members of the then LTAD Expert Group (Canadian Heritage, 2009).

**Table 4.1 LTAD Sport Specific Model Waves**

<b>Summer Sports</b>			
<b>Wave 1</b>	<b>Wave 2</b>	<b>Wave 3</b>	<b>Wave 4</b>
2006-2007	2007-2008	2008-2009	2009-2010
Athletics	Archery	Badminton	Cricket
Baseball	Basketball	Bowling	Fencing
Boccia	Football	Boxing	Goalball
Cycling	Taekwondo	Field Hockey	Lawnbowls
Diving	Wrestling	Karate	Shooting
Equine	Yachting	Lacrosse	Sport Parachuting*

Golf	Racquetball	Table Tennis
Gymnastics	Squash	
Judo	Waterpolo	
Rowing	Weightlifting	
Rugby		
Soccer		
Softball		
Swimming		
Tennis		
Triathlon		
Volleyball		
Waterski		
Wheelchair Rugby		

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**Winter Sports**

<b>Wave 1</b>	<b>Wave 2</b>	<b>Wave 3</b>	<b>Wave 4**</b>
2006-2007	2007-2008	2008-2009	2009-2010
Alpine Ski	Ringette	Hockey	Broom-Ball
Biathlon	Figure Skating		
Cross-Country			
Curling			
Freestyle-Ski			
Snowboard			
Speed Skating			

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Source: Sport Canada Official Personal Communication (08/10/13)

\* Sport Parachuting is no longer SFAF- eligible/funded

\*\* Ski Jumping is receiving project funding, but has not been supported to develop a LTAD framework

The roundtable was co-hosted by Sport Canada and Pacific Sport, and provided the first opportunity for leaders from across various sectors to share information and best practices regarding the promotion and implementation of physical literacy. The roundtable also signified a substantial commitment to promote and develop the concept of physical literacy within Canada, which had to date, remained a relatively uncommon term that had often been confined to the realm of academia. This growing interest and emphasis on physical literacy would lead CS4L to publish a number of physical literacy documents such as the Physical Literacy Concept Paper: Ages 0-12 years (Mandigo,

Francis, & Lodewyk, 2007) and *Developing Physical Literacy: A Guide for Parents of Children Ages 0 to 12* (Higgs, Balyi, & Way, 2008). The increasing saliency of physical literacy is discussed in detail in the next chapter.

### **CS4L's consolidation period (2007-2009)**

The intermediate years of the inter-policy period (i.e., 2007-2009) can be described as a relatively stable period in the emergence and development of CS4L. By 2007, LTAD/CS4L now had full F-PT government support, Sport Canada was continuing to oversee the production of sport-specific LTAD models, and the LTAD Expert Group continued to publish a number of supplementary LTAD-related documents. Evidence of this consolidation period can be seen through Sport Canada's publication of its five-year LTAD strategic plan entitled *Long-Term Athlete Development Strategic Framework* in 2009 (Canadian Heritage, 2009). The strategic plan identified two overarching priorities: "the full implementation of sport-specific LTAD models and the broadening of the base of people who can speak to and actively engage on LTAD related initiatives" (Canadian Heritage, 2009, p. 4). These overarching priorities were achieved through eight strategies, which included the (i) engagement of NSOs, (ii) P/T governments, (iii) Multi Sport Organizations (MSOs), (iv) other sectors such as health, education, and recreation, (v) strategies to broaden the bases of LTAD knowledge, (vi) gather evidence, (vii) develop and share LTAD-related resources, and the (viii) alignment of Sport Canada. These eight strategies were to be primarily funded through Sport Canada's pre-existing Sport Support Program, as well as through its Operational and Maintenance Fund (Canadian Heritage, 2009).

Sport Canada's LTAD strategic framework was particularly noteworthy for the development of LTAD/CS4L as it outlined "a high-level approach for the continued implementation of CS4L and LTAD related activities by Sport Canada" (Canadian Heritage, 2009, p. 2), and in doing so, explicitly identified Sport Canada's contribution to the implementation, integration, and alignment of LTAD/CS4L. Furthermore, the strategic framework also signified Sport Canada's formal and public support of LTAD/CS4L over the next five years; a formal commitment that had been notably absent – at least publically – over the previous five years. Sport Canada formally approved the strategic framework in 2010 around the same time as Canada was preparing to host the XXI Olympic Winter Games in Vancouver.

#### **CS4L reorganizes and restructures (2010-2011)**

Post-Vancouver, CS4L underwent substantial change regarding its own organization and structure. Changes include, but are not limited to: the expansion and renaming of the LTAD Expert Group, the formal partnering with B2Ten and the launching of Active for Life website, the launching of a new CS4L website and social media campaign, and the creation of the International Sport for Life Society (IS4LS). To elaborate further on these developments, on June 9, 2011, the LTAD Expert Group formally expanded from six to eighteen members, through acknowledging that

as CS4L and LTAD implementation moves forward, we recognize that we need additional capacity and direction from greater numbers of people in the field...Having 18 experts on the CS4L Leadership Team will enable the movement to keep pace with its own growth as we provide more direction and support to sport organizations and stakeholders in other sectors across Canada.

(CS4L, 2011, p. 1)

In recognition of this increased capacity and expertise the LTAD Expert Group was subsequently renamed the 'Canadian Sport for Life Leadership Team' (CS4LLT) to appropriately reflect the increasing scope and diversity of the group and its broadening mandate (see Chapter V for a discussion regarding CS4L's broadening mandate).

At the same time as the official expansion and renaming of the leadership team, CS4L formally announced its partnership with B2Ten to launch the Active for Life campaign. B2Ten is a privately funded, charitable organization that provides funding and training support for top Canadian athletes. The Active for Life campaign targeted parents (primarily mothers) with children 0 to 8 years old in an attempt to demonstrate the importance of physical literacy for children. In particular, B2Ten provided direct funding and support in kind for the development and maintenance of the Active for Life website (<http://activeforlife.com>) and a public service announcement which were officially launched on June 9 and 10 respectively. It was during this time that CS4L expanded its communication formats by launching a new website and undergoing a social media campaign using platforms such as Facebook (joined May 5), Twitter (first tweet August 18), and blog (first post August 30). CS4L's Twitter account, for example, at the time of writing had tweeted 2,171 times over the three-year period with over 1,907 followers. This widening of communication outlets would ultimately provide CS4L with greater exposure and visibility both within and beyond the Canadian sport community.

Finally, the latter part of the inter-policy period would also witness the creation of the International Sport for Life Society. The International Sport for Life Society was created to develop a healthy and active global population, with a vision to "remodel how

sport is supported on an international level and reshape how athletes are trained to enhance the quality of sport and physical activity around the world” (International Sport for Life Society, n.d. para 1). Despite being conceived in 2011, the formal membership of the society was not established until the first LTAD World Symposium that was hosted in conjunction with the 2012 CS4L National Summit. The International Sport for Life Society claims to operate independently from CS4L, however not only was the society originally developed by the CS4LLT in recognition that much of the work conducted by CS4L and its leadership team occurred beyond the Canadian border. Moreover, many of the CS4LLT have adopted key roles as staff or board members within the fledgling society. Consequently, although technically a distinct entity from CS4L and its leadership team, in reality these distinctions are not so clear-cut with the International Sport for Life Society representing an evolution and logical extension to the size and scope of much of the work produced by the CS4LLT.

To summarize the above discussion regarding CS4L and the inter-policy period, the developments during this period have been critical to the advancement of CS4L. With the CSP1 as a necessary foundation, the inter-governmental developments during the formative years (i.e., 2004-2006) were critical in gathering support and momentum for CS4L politically. As a direct consequence the CSP1 and the decisions made by Sport Ministers at the Québec and Regina conferences, Sport Canada was authorized to contract Balyi and colleagues to produce the LTAD generic model, and to undergo (i.e., fund and oversee) the development of sport-specific LTAD plans. Simultaneous to these governmental-developments, CS4L and its leadership team were actively publishing and promoting LTAD both domestically and internationally, with its own

internal organization and structure undergoing substantial change during the latter years of this period (i.e., 2010-2011). These changes would result in a substantial increase in the capacity and reach of CS4L and its leadership team. The ultimate outcome of the above developments during the inter-policy period was a relatively well-established but still ongoing process of LTAD/CS4L alignment and implementation across all levels of delivery (albeit with varying levels of interest and uptake). It was also during this time that Canada had begun a lengthy process of renewing its own national sport policy. This process and its implications for, and the involvement of, CS4L will now be discussed.

### **CS4L and the CSP2 renewal process**

In order to ensure an effective transition from CSP1 to its successor policy (CSP2), F-PT ministers agreed in August 2009 to review the progress of CSP1, determine the interest and merit of a new policy, and (if appropriate) undergo the work needed to produce a successor policy (Canadian Heritage, 2011). These three elements and the actions that stemmed from them will collectively be referred to as the Canadian Sport Policy Renewal (CSPR) process. Overseen by the F-P/TSC, the CSPR process occurred over three-year period (i.e., 2009-2012) and involved extensive consultation between government and the sport community. See Table 4.2 for an overview of this process. Three themes regarding CS4L and the CSPR process were identified from the data: CS4L's discussion and involvement within the CSPR process, the support and leveraging of key sport organizations, and CS4L's political derailment during the latter part of the CSPR process.

#### **CS4L's discussion and involvement within the CSPR process**

CS4L was not only discussed throughout the CSPR process but the CS4LLT was

also extensively involved in the renewal process. To elaborate on the former, CS4L was considered by many as a key-contributing factor towards the success of CSP1. For example, an independent social research consultant company (Sutcliffe Group Inc.) was contracted during the initial stages of the renewal process to conduct an evaluation of CSP1. The Sutcliffe evaluation highlighted, amongst other elements, CS4L's contribution to achieving CSP1's goals, most notably its contribution to the objectives of the capacity pillar (see Sutcliffe Group, 2010, pp. 31-34). Moreover, in evaluating the overall impact of CSP1, the evaluation stated that "perhaps the most significant outcome of the Policy [CSP1] in terms of impact on the sport system in Canada is the development of the Canadian Sport for Life model" (Sutcliffe Group, 2010, p. 6).

**Table 4.2 Overview of the Canadian Sport Policy Renewal Process**

2009	May 26 <sup>th</sup>	Canadian Sport Policy Evaluation Framework Approved by F-PT Deputy Ministers in Toronto, Ontario
	Aug 13 <sup>th</sup>	Sport Ministers take initial steps towards renewal in Charlottetown, Prince Edward Island
2010	Apr 25 <sup>th</sup>	Sutcliffe Group Ltd publishes Interprovincial Sport and Recreation council: Evaluation of the Canadian Sport Policy
	Jul-Sep	Initial National Sport Community Engagement and Consultation Process undertaken by Sport Matters and Sport Canada
	Jul 14 <sup>th</sup>	Sport Canada holds internal meeting to gather input from officials regarding initial consultation questions
	Jul 30 <sup>th</sup>	Discussion Paper: Canadian Sport Policy Renewal and Sport Participation (Joanne Kay) published
	Sep 17 <sup>th</sup>	Sport Canada and NSOs meet to discuss CSP1/ CSPR to coincide with Sports Day in Canada
	Sep 24 <sup>th</sup>	Additional Sport Canada and Sport Leaders workshop hosted in Ottawa to discuss CSP1/CSPR
	Sep 30 <sup>th</sup>	SMG and Sport Canada publish summary of national sport community engagement and consultation process
	Sep 30 <sup>th</sup>	Submission of post- initial consultation reports by P/T governments to the F-P/TSC for deliberation
	Oct 14 <sup>th</sup>	National CSPR 'Consolidation Workshop' hosted by the Public Policy Forum in Toronto
	Nov	Public Policy Forum CSPR 'Consolidation Workshop' Summary Report published

2011	Feb	Sport Ministers proceed forward with the renewal of CSP1
	Apr-Aug	CSPR consultation sessions (50+ sessions held across Canada)
	May-Jul	SIRC E-Survey data collection period (796 organizations and 2,500 individuals respond)
	Jul 21 <sup>st</sup>	SIRC E-Survey summary report published
	Oct 20 <sup>th</sup>	Conference Board of Canada: Analysis of the CSPR, F-PT Government Consultations and E-Survey Data published
	Oct 28 <sup>th</sup>	Towards a Renewed Canadian Sport Policy Discussion Paper published in preparation for national gathering
	Nov 1 <sup>st</sup>	SMG publishes policy brief 2.0: Towards a New Era in Canadian Sport in recognition of the CSP2 drafting process
	Nov 9 <sup>th</sup>	National gathering to discuss the drafting of CSP2 draft
2012	Feb 14 <sup>th</sup>	CSP2 draft published
	Mar 2 <sup>nd</sup>	CS4LLT submit responses to CSP2 draft
	Mar 7 <sup>th</sup>	SIRC deadline for CSP draft input
	Jun 27 <sup>th</sup>	F-PT Sport Ministers formally endorse CSP2 in Inuvik, Northwest Territories

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Source: Canadian Heritage (2012); Conference Board of Canada (2011); Intersol Group (2011); Public Policy Forum (2010a, 2010b); Sport Matters/Sport Canada (2010)

Furthermore, not only did the evaluation highlight the contribution of LTAD/CS4L to Canadian sport over the previous decade, but also recommended that LTAD/CS4L had an important role to play in achieving the objectives of any policy over the subsequent decade. For example, whilst discussing the limitation of CSP1's strong distinction between the participation and excellence pillars, the report indicated that "the stages of the LTAD/CS4L model did not obviously mesh with the participation/excellence dichotomy of the Policy, yet provided a more acceptable approach to the description of how Canadians participate in sport" (Sutcliffe Group, 2010, p. 55). As a consequence, the evaluation recommended that "terminology from the Canadian Sport for Life model should be used instead of the terms 'Participation' and 'Excellence' when emphasizing engaging people in sport participation and work towards excellence" (Sutcliffe Group, 2010, p. 7).

Similar sentiments were echoed in the initial consultation process that followed

after the Sutcliffe evaluation during the summer of 2010. From July to September 2010, Sport Canada and the Sport Matters Group conducted an initial national sport community engagement and consultation process through a series of meetings, workshops, and surveys. Rather than attempting to identify concrete policy recommendations per se, the intention of this initial consultation process was to assess “the overall successfulness and impact of the CSP [CSP1], and explore issues and ideas related to the creation of a successor policy” (Sport Matters/Sport Canada, 2010, p. 1). More specifically, these initial consultations attempted to gather feedback regarding seven pre-determined questions (e.g., is there a desire for a pan-Canadian sport policy post-2012? Would the four goals of the existing CSP be appropriate for the new policy?). This process culminated in a jointly produced report entitled *Canadian Sport Policy Renewal: Summary of Findings from the National Sport Community Engagement and Consultation Process* that was submitted to Public Policy Forum for discussion at the national CSPR conference held in Ottawa, October 14<sup>th</sup> 2010 (Sport Matters/Sport Canada, 2010). The initial consultation report (and by extension the initial CSPR consultation process) identified and discussed CS4L within five of the seven questions that were put forward to the sport community at large. Most notably, CS4L was apparent within discussions regarding whether or not the new policy should use the existing four pillars identified in CSP1. The report stated,

many participants in these discussions were interested in exploring how the CS4L framework and model could be integrated into a renewed CSP. Some proposed that CS4L language and terminology could be used in the new policy. Others proposed that CS4L could perhaps be used to frame the existing four

goals. And others explored how CS4L related to specific goals such as participation, excellence, and interaction, or could be used to combined one or more of these goals. (Sport Canada/Sport Matters, 2010, p. 18)

What can also be drawn from the above discussion besides CS4L's prominence in the initial CSPR discussions is that some ambiguity and ambivalence existed throughout these initial discussions regarding precisely how CS4L would contribute to the new policy. This initial uncertainty would later manifest itself in the political debates surrounding CS4L that would follow in the later stages of the CSPR process (see below). Nonetheless, the Sport Canada/Sport Matters report was broadly consistent with the Sutcliffe evaluation in that it acknowledged CS4L as a positive, albeit unexpected, outcome of, and major contributing factor towards, the relative success of CSP1.

The interest and momentum that CS4L had gathered during the initial stages of the renewal process continued into the more formal and extensive consultation process that occurred during the spring and summer of 2011 (i.e., April-August). It was during these later stages in particular that the CS4LLT became directly and indirectly involved in the renewal process. For example, as part of the national consultation process, four national consultation workshops were held in Vancouver, Calgary, Ottawa, and Montréal throughout June 2011. Apparent from the attendance lists of these workshops, CS4LLT members were present at every major national consultation meeting during CSPR's formal consultation process.

Furthermore, a select few members of the CS4LLT were also directly involved in the formulation of more formal written responses to the drafting of the new policy. For

example, Richard Way produced a two-page discussion paper in October 2011 as a response to the initial drafting of the CSP2 document (Way, 2011). The discussion paper argued that the initial CSP2 draft “neglects to leverage key initiatives occurring presently in Canadian sport, including but not exclusive to Canadian Sport for Life” (Way, 2011, p. 1) and consequently called for a greater attention to, and incorporation of, the CS4L principles into the new policy. In a similar vein, the CS4LLT also collectively produced its own seven-page response to the February CSP2 draft in March 2012 (CS4L, 2012). The response had two major recommendations: the incorporation of the LTAD model and a more action-orientated policy.

Taken collectively, these examples (i.e., attendance and written responses) suggest that the CS4LLT, or at least a sub-set of the leadership team, were actively involved in attempting to influence the CSPR process. This finding was also supported by those interviewed who suggested a degree of policy attentiveness by a select few members of the CS4LLT, “Richard in particular was obviously very concerned that the new Canadian sport policy will formally recognize CS4L/LTAD and ideally recognize it as a fundamental organizing principle of Canadian sport” (CS4LLT Member #13 01/29/13).

#### **The role of SIRC within the CSPR process**

Perhaps of equal, if not greater significance was CS4L’s indirect involvement and influence over the renewal process. Most notably, the CS4LLT was able to utilize the Sport Information Resource Centre (SIRC), a not-for-profit information resource and education organization for the Canadian sport community, to be able to gain insight into, and influence over, the renewal process. Historically, SIRC has primarily supported

LTAD/CS4L in a reactive manner by circulating existing research and disseminating LTAD/CS4L-related materials through outlets such as the SportDiscus Database and SIRC's monthly newsletter. However, in recent years, SIRC has taken on an increasingly proactive role in the promotion and support of LTAD/CS4L, most apparently throughout the CSPR process.

Due to SIRC's perceived legitimacy, neutrality, and unique position within Canadian sport, it was heavily involved with, and responsible for overseeing, the renewal process. In particular, SIRC was responsible of creating, distributing, and analyzing the CSPR e-survey that was conducted between May 6 and July 4, 2011. The survey comprised of 36 questions across a variety of topic areas. In total, SIRC received 3,332 responses (2,536 individuals and 796 organizations). The data collected from this e-survey comprised a large portion of the empirical evidence gathered as part of the renewal process, and were published by SIRC in a summary report in July 2011 (SIRC, 2011). This is not to imply or suggest that SIRC somehow unfairly manipulated the policy process in favour of CS4L, but having the support of SIRC during this process did ensure that CS4L was included and incorporated into the survey.

In addition to designing surveys, another way in which SIRC enabled the CS4LLT to influence the policy process by providing them with guidance and inside information regarding CSP2's ongoing drafting process. One CS4LLT member, who was directly involved with SIRC was also one of a handful of individuals who sat on CSP2's drafting and editing committee. In being placed in this unique position, this key individual was able to relay information to the CS4LLT regarding the progress of the policy, as well as provide guidance to the CS4LLT on how to most effectively engage in

the process. For example, in discussing the CS4LLT's response to the CSP2 February draft, "I saw [CS4LLT's] draft obviously before it went through. I provided feedback on it as well as to what was being presented. I knew it was going to be presented to the committee. I knew the table. I knew who was about to receive it" (CS4LLT Member #8 01/31/13). The respondent argued that

This is where we've [SIRC] probably been able to make one of the almost quietest but probably biggest impacts that a lot of people won't even know because at the end of the day when you're helping and providing guidance as to who should this go out to, who should we be checking with, and what do we need to know through people [who] are sitting at the table saying 'you should check this. You should make sure here. Make sure that there is a submission' (CS4LLT Member #8 01/31/13).

Evident from the above quotation, support and advocacy for CS4L has taken many forms, with SIRC's support occurring somewhat 'behind-the-scenes' of the policy process. As a consequence, the CS4LLT was able to exert a greater level of influence than it would have been able to produce without the help of SIRC. SIRC's role in supporting CS4L and its leadership team during the policy process is aptly summed up in a research note written whilst attending a CS4L National Summit,

SIRC has been valuable and influential ally in the CS4L endeavor. Whilst it has not been the cannon fodder, fuse, or gunpowder, it has become increasingly responsible for the dissemination and communication of the CS4L message through the trenches of the sport system for many years now (Research Note, 01/31/13).

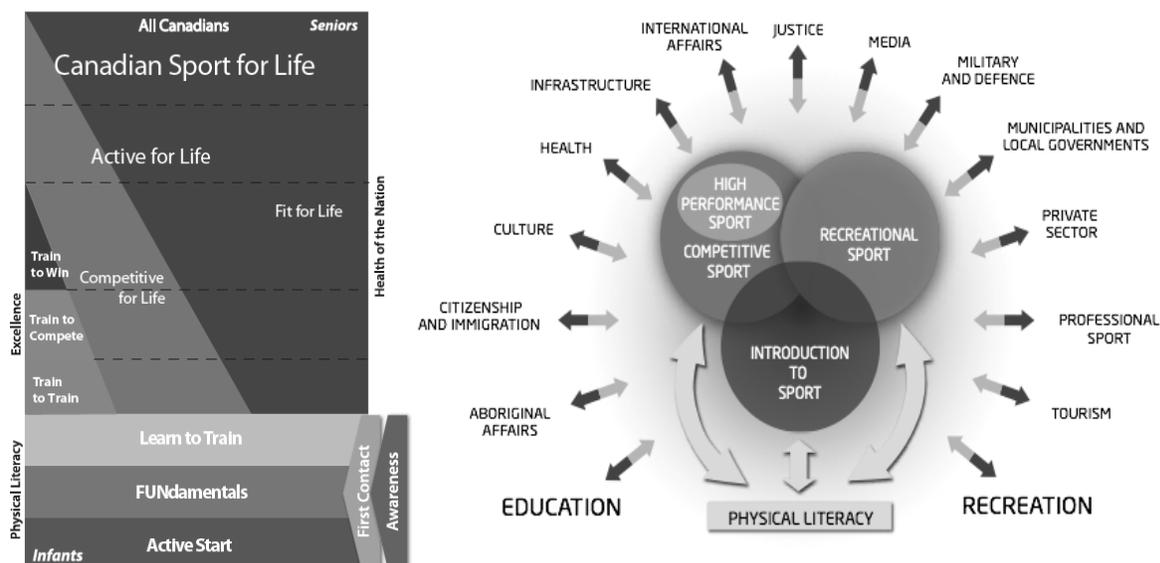
### **CS4L's derailment from the CSPR process**

The third and final theme that emerged from the data regarding CS4L and the CSPR process was the political resistance CS4L faced during the renewal process. This political resistance would chiefly manifest itself in the debates that occurred during the later stages of the CSPR process regarding how the new policy should be

fundamentally organized. In particular, two models were proposed during the consultation process as potential conceptualizations of Canadian sport. These conceptualizations were put forward as fundamental organizing frameworks for the new policy. The first conceptualization was CS4L's rectangular diagram, depicting its seven-stage athlete development pathway of sport from playground to podium. The second and alternative model to CS4L's rectangle was a Venn diagram (also known as the Spheres Model) that was proposed by a select few key individuals – namely, but not exclusively, from the province of Québec. See Figure 4.1 for an overview of these two conceptualizations.

As a result of these two conceptualizations being put forward during the consultation process, a pseudo-political debate and a false 'either-or' dichotomy was created between the Venn diagram primarily supported by representatives of Québec on the one hand, versus the CS4L rectangle that had been adopted and endorsed by the rest of Canada on the other. A Sport Canada official reflected on this tension, "It became a highly political issue, with a lot of positioning in and around it...early on it became polarized as opposed to really being able to work through the issues" (Sport Canada Official #22 01/17/13). The official continued,

I think there was a sense that the model of the three spheres came from a model that has been used in Québec since 1984. I think that there is certainly an argument to be made that because of the way that the writing team is composed and so on and so forth, that really led to a whole sense that a dichotomy existed between, 'We could either use the spheres or we could use the [CS4L] pathway' (Sport Canada Official #22 01/17/13).

**Figure 4.1 CS4L Rectangle and the Venn (Sphere) Diagram**

Source: CS4L (n.d.); Canadian Heritage (2012)

It is important to note that the Québec representatives were not (and are still not) necessarily principally against LTAD/CS4L, in fact, many of CS4L's principles such as physical literacy and the CS4LLT produced documentation were generally well-received and welcomed. In support of this viewpoint, a senior Sport Canada official stated,

we had the unique challenge of one of our jurisdictions, Québec, essentially saying that they didn't endorse Canadian Sport for Life. It's not that they were against it but they would not re-endorse it as the sole method. They felt that there were other frameworks that they felt equally comfortable with and were not prepared to put all of the eggs into the Canadian Sport for Life basket (Senior Sport Canada Official #18 07/22/13).

Similarly,

I think the only province that it was putting a barrier to it was Québec, because they have their own way of doing it, they are so opposed to their associations to have to adopt the national model. They are not against it, but they are against it for political reasons, for other reasons (Senior Sport Canada Official #19 07/26/13).

Nonetheless, it was the view of those representing the province of Québec that it had already addressed systematic and appropriate athlete development. As a CS4LLT member stated,

Québec had already initiated a planning process...that looked very much like LTAD before LTAD, so Québec could rightfully claim that they already had LTAD which they weren't calling LTAD, before LTAD and so their position formally ever since has been we have our own thing and we're not adopting any pan-Canadian thing because we have our own thing which is their position on just about everything (CS4LLT Member #13 01/29/13).

In drawing from the above quotations, the political debate that ensued was not necessarily about CS4L's merit and appropriateness as Canada's de facto athlete development model per se, but rather CS4L became the focal topic of a much larger and longstanding political debate regarding Québec and the rest of Canada. The debate would finally culminate with a key governmental representative from Québec explicitly and forcefully denouncing the usage of LTAD/CS4L at a consultation meeting by threatening not to sign the newly developed policy, should the CS4L Rectangle be adopted,

It was only at the consultation process when finally somebody from Québec stood up and said 'If you stick it in there, I won't sign it.' All of a sudden, there was this silence that went across the room. Everyone kind of went, 'We didn't realize this is...' That was one of many that they didn't realize (CS4LLT Member #8 01/31/13).

It was the view of many respondents interviewed that the Venn diagram was broader and more inclusive than CS4L's rectangle. In this manner, and in spite of the CS4LLT's efforts over the past decade, they argued that CS4L's conceptualization of sport had yet to be fully adopted across Canada, and therefore, could not claim to be truly Canadian. Furthermore, and rather ironically, CS4L rectangular conceptualization was also limited in that it primarily (although not exclusively) focused on athlete development within the

sport domain - hence long-term *athlete* development. As such, it could be argued by some that CS4L did not, for example, meaningfully incorporate broader definitions of sport. A CS4LLT member elaborated on this point,

In this case, the sport policy was not about an athlete pathway. The sport policy this year, this time, sport was being redefined as broader than sport. That's why in the end, just an athlete pathway didn't encompass what they later tried to play it through. They saw it and they worked with it, that said 'it's not meeting the broader consultation is defining as sport (CS4LLT Member #8 01/31/13).

Adopting a broad conceptualization of sport also had a number of political benefits for government. First, it ensured that all provinces and territories would endorse the policy. Second, a broader definition would enable the governments of Canada and the sport community at large to work closer with other interlinking sectors such as health, education, and recreation. This lack of inter-sector connectivity was considered a limitation of its predecessor, CSP1. Third, and an alternative motive for why CS4L was not identified as the fundamental organizing perspective of the new policy was the recognition that a broader conceptualization would also ensure that successive governments would be able to interpret CSP2 as deemed appropriate. As one CS4LLT stated, "I think it's a policy written so that it can be interpreted by successive governments in any way they see fit" (CS4LLT Member #5 01/29/13). Consequently, it can be argued that the adoption of the Venn diagram over CS4L's rectangle allowed government(s) greater flexibility in making decisions regarding whether or not to invest in CS4L in the future.

As a direct consequence of the governmental representative from Québec explicitly denouncing CS4L, and the above mentioned political benefits of adopting a broader conceptualization of sport, the drafting committee made the decision to adopt

the Venn diagram as the fundamental organizing principle of the new policy; a decision that would effectively derail CS4L from policy process. This is not to suggest that CS4L was dismissed from the renewal process entirely. On the contrary, and in spite of this political resistance, CS4L was incorporated into the final draft of the new policy (see next section). Nonetheless, the political resistance faced by CS4L during the consultation process, along with the political benefits sought by government, resulted in CS4L playing a much less prominent role within in the final draft of new policy.

To summarize the above discussion regarding CS4L and the CSPR process, this section examined CS4L's direct and indirect involvement during the initial stages of the CSPR process. The product of this involvement was substantial momentum for the consideration and adoption of CS4L within the new policy during the initial stages of the renewal process. In particular, CS4L was able to leverage SIRC to exert greater influence over the policy process. Yet in spite of these efforts during the formative stages of the renewal process, CS4L was effectively derailed during the latter stages the renewal process by political resistance, primarily (but not exclusively) from Québec representatives. As a direct result of this political resistance and the subsequent decisions made by the editing committee, and despite CS4L's principles still being evident within CSP2 (see below), CS4L nonetheless played a far less influential and prominent role within the final draft of the new policy. The implications and outcomes of which will now be discussed.

### **CS4L and CSP2**

With the above discussions in mind, this last section assesses the extent to which LTAD/CS4L is reflected in CSP2, and in doing so, highlights some of the

implications and outcomes of the process for CS4L. Even a cursory examination of CSP2 reveals that the policy makes a number of deliberate and direct references to CS4L. In particular, the document explicitly draws upon CS4L on a number of occasions in order to situate the sport context (or spheres) in relation to the LTAD stages (see pages 9-13). This viewpoint was supported by a respondent,

CS4L is worded within it [CSP2]. Intentionally, it was put into the introduction, so that internationally, it was pulled out so that the first two pages, there is a reference to CS4L, while it doesn't claim it to be the be-all and end-all. The fact that it's up in the front two pages is huge. That was part of the process. You can read the whole 40 pages and you'll see that it makes reference to athlete pathways including CS4L. It did get its mention. The fact that it got into the front two pages is very strong" (CS4LLT Member #8 01/31/13).

Yet despite CS4L's explicit mention within the policy on several occasions, it was not identified as the 'be-all and end-all' approach to athlete development for Canadian sport. Rather, LTAD/CS4L was used in a cursory and supplementary manner in order to explain the Venn diagram conceptualization within the policy.

In addition to CS4L's explicit inclusion in the policy, it can also be argued that CS4L and its principles are conceptually and implicitly embedded within CSP2. For example, a number of edits were made to the Venn diagram in order to incorporate CS4L and its principles. A CS4LLT member confirmed this contention, "In terms of corrections of Venn diagrams, CS4L was definitely taken into consideration" (CS4LLT Member #8 01/31/13). Edits to the final policy included, but were not limited to, the recognition of physical literacy - a foundational principle of LTAD/CS4L - as an underpinning of the policy framework (see Venn Diagram on page 7). Not only was the inclusion of physical literacy one of the recommendations made by the CS4LLT in their draft response, but the policy also included the specific wording and citations that were

suggested by the CS4LLT (e.g., Margaret Whitehead's definition of physical literacy).

The incorporation of physical literacy into the Venn diagram is also indicative of the fact that in spite of what was perceived by many throughout the consultation process as an 'either-or' debate regarding CS4L's and the Venn diagram, the final version of the policy was able to amalgamate both of these conceptualizations – solidifying the fact that the CS4L-Venn debate that occurred was largely political and not conceptual. Furthermore, the major advancement of CSP2 from its predecessor (CSP1) was the breaking down of the participation-excellence 'either-or' dichotomy into a more nuanced pathway or continuum (i.e., introduction to sport, recreational sport, competitive sport, high performance sport). Whilst CS4L should not be recognized as the sole contributor to this advancement, it can be argued that the work of CS4L throughout Canadian sport over the past decade would have nonetheless contributed to an evolution in thinking towards a long-term and incremental approach to athlete development.

In turning to some of the implications and outcomes of CSP2 for CS4L, when asked about the extent to which respondents felt CS4L was reflected within CSP2, the response was mixed. This difference in response can partly be explained by respondents varied interest and involvement in the policy process, but also due to the difference in appreciation for the inherent underlying challenges and difficulties of developing a truly Canadian sport policy.

On the one hand, a select few respondents reflected upon the final draft of CSP2 positively, "It was an absolute win. I would say it was an absolute win" (CS4LLT Member #8 01/31/13) and "CSP2 really has CS4L in its DNA. It's foundational" (CS4LLT Member #13 01/29/13). Generally these respondents felt that CS4L's inclusion, albeit

largely conceptual, had been safeguarded over the next ten years, and that CS4L's inclusion in spite of political resistance was testimony to its success to date. On the other hand, and in direct contrast to the above, a select few respondents reflected upon the process negatively, "It was kind of a disappointment, but policy is policy" (Senior Sport Canada Official #19 07/26/13), and "I thought it was hijacked to a certain degree" (CS4LLT Member #15 04/22/13). This group of respondents were generally dissatisfied with the overall process and argued that CS4L should have been identified more explicitly and specifically within the policy.

This mixed response would in turn lead to differing perceptions on the likely outcome of the CSP2 for CS4L in the future. Those who reflected positively on the outcome of CSP2, also highlighted the positive impacts it would have on CS4L,

I would say it was huge kudos to the movement that in spite of what seemed like some resistance, that it showed that it prevailed. It said, 'No, No, we are believing in it. We are strong behind it' Yes it was a success. For the next ten years, you got it. It's written in there. It's strong (CS4LLT Member #8 01/31/13).

In particular, respondents highlighted positive outcomes such as: increased legitimacy of CS4L, continued support for the CS4L cause, and sustained funding allocation to CS4L-related projects.

In direct contrast, those respondents who viewed the outcome of CSP2 for CS4L negatively expressed concerns for CS4L's future,

My fear is with that because it's not there, it's not explicit, will we lose some traction, some mileage, or what we've done to build it up... I think there's been a lot of money, a lot of effort, a lot of time spent, seven years, building this up is a really important way for us to improve sport in Canada, improve international performances, and for all that money and effort to keep that going, we have got some momentum. By the Canadian Sport Policy [CSP2], having it in there, would've kept that going, increased momentum, improved momentum... (CS4LLT Member #2 01/30/13).

In direct contrast to the above positive outcomes, respondents identified the loss of momentum, the creation of confusion for the ongoing implementation of LTAD/CS4L, and re-allocation of funding, as potential negative outcomes of the CSP2 process. Furthermore, it should also be noted that and in spite of whether respondents reflected positively or negatively on the outcome of CSP2, many identified CS4L as compatible with the new policy. For example, "If you can't get explicit policy, then compatible policy will do" (CS4LLT Member #12 02/12/13), and "We can live with it" (CS4LLT Member #5 01/29/13). This 'we can live with it' perspective was common amongst those interviewed, with many respondents of the view that in spite of CS4L's derailment from the renewal process, CS4L and its related works still remains compatible with the Venn Diagram specifically, and the new policy generally.

What can be drawn from the above discussion is that the outcome of CSP2 with regards to CS4L remains unclear. On the one hand, by not adopting CS4L as the fundamental organizing perspective, government has retained the flexibility and scope to reallocate funding elsewhere should it choose to do so, and CS4L's (relative) absence from CSP2 may signal to the federal, territorial, and provincial governments and the sport community at large that CS4L is not the 'be-all and end-all' framework for athlete development model. Whilst on the other hand, and in spite of CS4L's (relative) absence, CS4L was viewed as compatible with CSP2 and therefore the policy does not necessarily limit or hinder CS4L-related work in the short-term. Thus, the full effect of CSP2 on CS4L remains to be seen, however if CSP2 is likely to either advance or hinder the ongoing implementation of CS4L, then such outcomes are likely to be realized over the long-term rather than short-term.

To summarize the above, and despite CS4L being explicitly mentioned within the new policy, CS4L's inclusion and incorporation into CSP2 was largely conceptual and implicit. Respondents' expressed mixed views regarding this outcome. Some respondents reflected positively on this outcome by suggesting that it may increase legitimacy, provide continued support and sustainable funding for CS4L-related works. Other respondents were disappointed that CS4L was not more explicitly identified and expressed concern that it may cause a loss of momentum, confusion in LTAD implementation, and re-allocation of funding.

**Table 4.3 Overview of the Development of Canadian Sport for Life**

<b>2002</b>	Apr	<b>Canadian Sport Policy (CSP1) document published</b>
<b>2003</b>	Jul	Vancouver wins bid to host XXI Olympic Winter Games SFAF (III) implemented (summer and winter)
	Aug	Istvan Balyi presents LTAD to the 7th Irish Sports Forum
<b>2004</b>	Jan	Brisson Report published
	Apr	F-PT Sport Minister's Conference held in Québec City discuss LTAD F-P/T Sport Ministers adopt LTAD/development of generic LTAD Model* Four LTAD experts contracted to develop generic LTAD model First meeting of the LTAD Expert Group
<b>2005</b>	Jun	Sport Canada hosts workshop on LTAD
	Aug	F-P/T Ministers direct officials to proceed with sport-specific LTAD work** 'First Wave' of NSOs begin to work on LTAD models <b>Canadian Sport for Life Resource 1.0 published</b> <b>Coaching for LTAD (Sports Coach UK/Sport England) published</b>
<b>2006</b>		<b>No Accidental Champions v1 published</b>
	Jan	First CS4L workshop, 147 delegates attend SFAF (III) updated for winter sports (valid until 2010)
	Oct	Physical Literacy + ABCs Roundtable held in Ottawa
	Nov	Deputies direct formation of F-P/T CS4L working group/ jurisdiction leads
<b>2007</b>		First NSO models completed
	Jan	Second CS4L workshop; 169 delegates attend <b>Physical Literacy Concept published</b>
	May	F-P/TSC CS4L Management Team formed <b>CS4L: A Sport Parents' Guide published</b> <b>Female Athlete Perspective Guide published</b>
<b>2008</b>	Jan	Third CS4L workshop; 233 delegates attend P/T Sport Organizations begin to implement models <b>Linking Sport for Life with management values published</b> <b>Developing Physical Literacy published</b>

<b>2009</b>		Sport Canada LTAD Strategic Framework (2009-2014) published
	Jan	Fourth CS4L workshop; 401 delegates attend
	Apr	SFAF (IV) for summer sport implemented
	Aug	Alberta Parks forms ad hoc CS4L committee to discuss CS4L-recreation
	Nov	<b>Role of Monitoring Growth in LTAD published</b>
<b>2010</b>		Sport Canada LTAD Strategic Framework approved
		F-P/T LTAD Strategic Framework developed
	Feb	Vancouver hosts the XXI Olympic Winter Games
	Apr	Fifth CS4L workshop; 393 delegates attend
		<b>Provincial/Territorial CS4L Implementation Guide's published</b>
		<b>Partnering Recreation With Sport Through CS4L published</b>
		SFAF (IV) for winter sports implemented
<b>2011</b>		52 NSOs' LTAD models completed
	Jan	B2ten partners with Canadian Sport for Life
		LTAD Expert Group renamed CS4L Leadership Team (CS4LLT)
		CS4L formally adds 12 new members to the CS4LLT
		Sixth CS4L workshop; 423 delegates attend
	May	CS4L joins Facebook
	Jun	<i>Active for Life</i> launched
	Jul	New CS4L website launched
		<b>No Accidental Champions v2 document published</b>
	Aug	CS4L sends first tweet from Twitter
		CS4L launches its own blog
	Oct	First provincial CS4L Workshop held in British Columbia
<b>2012</b>	Jan	CS4L workshops renamed CS4L Summit (6 <sup>th</sup> workshop); 508 delegates
		Minister of State (Sport) Bal Gosal attends at CS4L Summit
		<b>Moving Forward: Collaboration 2010-2013 document published</b>
		<b>Active Engaging Women in sport document published</b>
		<b>CAC/CS4L guide for parents document published</b>
		<b>Special Report: CS4L Disability Athletes document published</b>
		First World Long-Term Athlete Development Symposium
		First set of members join the Internal Sport for Life Society (IS4LS)
		Canadian Sport Policy Renewal (CSP2) draft published
		<b>CS4L releases response to CSP2 draft</b>
	Apr	SFAFV for summer sports implemented – first inclusion of LTAD elements
	Jun	<b>Canadian Sport Policy (CSP2.0) published</b>
	Sep	CS4L hosts its first Mini-Summit to support LTAD implementation
<b>2013</b>		All 55 NSOs complete LTAD models
		43 Mini-Summits held across Canada (approximately 1,000 attend)
	Jan	Second CS4L Summit (7 <sup>th</sup> workshop); 454 delegates
		CPRA/CS4L co-host a community collaboration workshop
		<b>CS4L: Five Year Activation Strategy published</b>
		<b>Building Enhanced Collaboration: Recreation &amp; Sport published</b>
		<b>Sleep, Recovery, and Human Performance published</b>
		<b>Becoming a CS4L Community (draft) published</b>
	Apr	IS4LS hosts first 'International Physical Literacy Conference'

		<b>Physical Literacy Assessment for Youth (PLAY) tools published</b>
		CS4L hosts an Physical Literacy 'OASIS' workshop at IS4LS
May		CS4L invited by UNESCO to speak at the fifth MINEPS conference
		<b>How is my Sport Doing with LTAD in Para Disciplines published</b>
Jun		<b>Shaping the Ideal NSO: LTAD Implementation (2012-2017) published</b>
		Three additional members added to CS4L Leadership Team
Sep		<b>Long-Term Athlete Development textbook published</b>
		<b>Becoming a CS4L Community 2.0 published</b>
		Hamilton hosts first provincial Physical Literacy Summit (400+ attend)
Nov		Coaching Association of Canada/CS4L co-host LTAD workshop
<b>2014</b>	Jan	Third CS4L Summit (8 <sup>th</sup> workshop); 530 delegates
		Second World Long-Term Athlete Development Symposium
		<b>Canadian Sport for Life Resource 2.0 published</b>
		<b>Mental Fitness for Long-Term Athlete Development published</b>
		CS4L announces launch of Learn to Play project (C\$2 million)
		Bal Gosal (Sport Minister) announce C\$614,000 investment into CS4L
		Four CS4L community 'pilot projects' formally announced

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Source: Balyi et al. (2005), Sport Canada (2009, n.d.), CS4L (2010, 2012, 2013, n.d.)

#### Chapter IV Summary

This chapter identified the key events and developments in the emergence of LTAD/CS4L over the past 10 years (SRQ1) and, in doing so, assess the extent to which CS4L has influenced Canadian sport policy (SRQ2). To these ends five key periods were discussed (pre-2004, CSP1 process, inter-policy period, CSPR process, CSP2). What can be drawn from the above sections is that CS4L's emergence and development has occurred over two decades, with Balyi and colleagues initially developing and promoting LTAD with limited success. It would not be until LTAD was tried and tested abroad that it would gain traction domestically. In particular, the efforts of key individuals (namely Richard Way and Istvan Balyi) to promote LTAD/CS4L within government should be acknowledged as crucial in the emergence and development of CS4L. Furthermore, the importance of intergovernmental developments such as the recommendations of the Brisson Report and the decisions made at the Québec and Regina F-PT Sport Ministers' conferences should be highlighted as critical events in the

development of CS4L during its formative years. The decisions made at these conferences would, in turn, enable Sport Canada and the CS4LLT to advance CS4L. In combining the information above it is possible to provide an overview of CS4L's development (see Table 4.3).

In turning to the second aim of this chapter (i.e., assessing the extent to which CS4L has influenced Canadian sport policy), CS4L was not a creation of CSP1, nor was it mentioned in CSP1. Rather, CSP1 was critical in LTAD/CS4L emergence and development as it created a 'permissive climate'. To elaborate on the term permissive climate, the chapter covered how CSP created an appetite for a more systematic approach to athlete development and provided Sport Canada with the resources and latitude to be able to invest in programs and initiatives that would contribute to the new policy. As such, whilst it should be recognized that CS4L did not technically emerge from CSP1, the process nonetheless provided an important foundation to enable its emergence and development.

The evidence also points towards a number of ways in which CS4L was able to influence the renewal process. First, CS4L gathered notable momentum from the grassroots sport community, with CS4L identified as an important component to achieving the new goals of CSP1. Second, the CS4LLT made a deliberate and conscious effort to influence the renewal process, both directly and indirectly. Direct influences included the attendance of national consultation meetings, and writing formal response letters and discussion papers all aimed at influencing the policy process. Indirect influences included personal communications within Sport Canada as well as leveraging of key organizations such as SIRC in order to gain access to, and

information regarding, the ongoing renewal process. It was during the latter stages of the renewal process, however, that CS4L would face political resistance, principally (but not exclusively) from representatives of Québec. This political resistance would stunt much of the momentum CS4L had gathered during the early stages of the renewal process. Yet in spite of this political resistance, CS4L was incorporated (both explicitly and implicitly) into the final version of CSP2

## CHAPTER V: BROADER SHIFTS IN CS4L'S DEVELOPMENT

### Chapter Objectives

- To examine the broader trends in the development of CS4L over the past 10 years

This chapter builds on the previous discussion by examining the broader shifts in CS4L's development over the past decade. In particular, the chapter examines CS4L's shift in emphasis and focus from high performance sport to high performance sport and sport participation and CS4L's increasingly broadening scope and mandate. The primary intention of exploring these broader developments is to provide a greater understanding of how CS4L's role has changed in recent years and therefore begin to examine the CS4L-Sport Canada relationship in greater detail.

### **From High Performance Sport to Sport Participation and High Performance Sport**

#### **From High Performance Sport...**

The first broad shift in CS4L's development over the past decade has been a shift from focusing exclusively on high performance sport to an increasing emphasis on both high performance sport and sport participation. To some extent Chapter IV has already touched upon CS4L's initial high performance focus in that it described how LTAD was originally designed and adopted for the sole purpose of systematically developing athletes at the highest level of sport in Canada. To be more specific, previous discussions emphasized how the earlier versions of the LTAD model had a very distinctive high performance sport emphasis. As a CS4LLT member stated, "from 1995 to 2000, LTAD practically was a physiological model, a high-performance model" (CS4LLT Member #9 02/15/13).

Furthermore, Balyi and colleagues' own extensive background and interest in high performance sport partly explains this emphasis. Istvan Balyi, for example, spent over a decade coaching and consulting within Alpine Canada. Similarly, Stephen Norris worked directly with high performance athletes for many years and continues to hold a senior position at WinSport Canada, a high performance sport institute based in Calgary. In addition to the background of key individuals, LTAD's initial high performance emphasis can also be confirmed by the manner in which the model was adopted abroad. As previously discussed, the LTAD model was adopted by countries such as Ireland and England with the sole intention of systematically developing high performance athletes. British Swimming, for example, adopted the principles of LTAD in 2003 to produce *The Swimmer Pathway* document outlining a systematic approach to developing high performance swimmers (Amateur Swimming Association, 2003).

The high performance sport emphasis in LTAD's initial design and adoption abroad, in turn, led to Canadian policy makers and the federal government to adopt LTAD for the sole purpose of developing high performance athletes. Much of the data collected support this contention. First, it is evident that policy makers adopted LTAD specifically as a means by which to achieve the goals of Canadian Sport Policy's (CSP1) excellence pillar (Canadian Heritage, 2002). Second, the need to systematically adopt LTAD for the sole purpose of improving the development of high performance athletes was identified by the F-PT Excellence work group that formed after CSP1 (Brisson, 2004). Third, LTAD/CS4L was identified as a priority within the excellence section of the Federal-Provincial/Territorial Priorities for Collaborative Action 2005-2007. Collectively previous discussions and the above evidence suggest that the original

intention of adopting LTAD was solely to improve the performance of Canadian athletes at the highest levels of competition.

Further evidence to support this initial high performance emphasis can be gathered from Sport Canada's original intentions for adopting LTAD. From the respondents interviewed, these intentions were clear – to adopt LTAD as a template to improve the development of high performance athletes in Canada. To this end, Sport Canada contracted Balyi and colleagues on a short-term basis for the specific intention of producing a generic Canadian LTAD model (CS4L, 2005). As one member of the original LTAD Expert Group recalled, “the original plan was to create a sport-specific model to help Sport Canada see how they should finance the projects that already exist and where did that project fit in the sport-specific model. That was it” (CS4LLT Member #3 01/31/13). As two senior Sport Canada officials, who were responsible for the decision to adopt LTAD in 2005, recalled, “when we started the project at Sport Canada, it was really focused on high performance athlete development” (Senior Sport Canada Official #18 07/22/13), and “this was originally and initially developed as a way to develop high performance athletes” (Senior Sport Canada Official #20 01/30/13). Likewise, members of the CS4LLT also supported this viewpoint, “I think that when Sport Canada started to fund it, they were looking much more for the elite athlete development pathway to meet the need for a more systematic approach to Canadian high performance sport” (CS4LLT Member #5 01/29/13).

Sport Canada's intentions for adopting LTAD were also apparent by the manner in which it was incorporated into the operations of the organization. Initially, LTAD was incorporated into Sport Canada's operations as a specific high performance initiative,

“when we [Sport Canada] got involved in it [LTAD/CS4L], it was part of the Excellence division, and the high-performance sports unit. It was really to develop and produce better athletes” (Senior Sport Canada Officer #19 07/26/13). LTAD/CS4L would remain within Sport Canada’s high performance operational unit under the direct supervision of a senior high performance manager for just over a year before being assigned its own separate program officer as a ‘special project’ within the sport support program.

It is also important to consider LTAD’s initial high performance sport focus within the broader socio-historical context of Canadian sport. Not only does Canadian sport have a longstanding emphasis on high performance sport in comparison to many other western countries (Green & Houlihan, 2005; Havaris & Danylchuk, 2007; Macintosh et al., 1987; Macintosh & Whitson, 1990) but also the organizational evolution of Sport Canada has resulted in an agency bias towards high performance sport (Hawlett, 1981). A CS4LLT member elaborated on this point, “I think it probably was very much driven by high performance model at first... Sport Canada itself and then their funding of the NSOs were never designed to support population health it was primarily a high performance model” (CS4LLT Member #10 01/29/13). Moreover, it was around the same time as Sport Canada’s initial investments into LTAD-related projects that the nation had begun preparing to host its third Olympic Games. With Canada yet to win a gold medal on home soil, there was mounting political pressure and interest at the time to find ways to ensure a successful medal haul in Vancouver 2010. A CS4LLT member elaborated on this point,

The ignominy of being a nation that had hosted two Olympic Games and not won a gold medal and the infrequent and unpredictable performance at the international level, outside of a few sports that had their act together, or semi-act together. That drove an interest in this (CS4LLT Member #15 04/22/13).

In short, LTAD was first designed and adopted for the sole intention of improving Canadian athletes' performance on the international stage. The model was the product of Balyi and colleagues' background and experience within high performance sport, but also the manner by which the model was adapted abroad. This, coupled with broader socio-political developments that were occurring at the time, led to federal government adopting LTAD for the specific and sole purpose of enhancing high performance sport. Yet, despite this original high performance sport focus in terms of its design and adoption, it was not long before a shift occurred that led to an increasing focus on how LTAD could contribute to alternative sport objectives, most notably an additional focus on how LTAD could contribute to sport participation.

### **...To Sport Participation and High Performance Sport**

Soon after Sport Canada adopted LTAD, it became clear that the model and the leadership team that had developed and promoted it had the potential to provide a greater contribution to Canadian sport beyond just the narrow confines of high performance sport. In fact, it became the view of many at the time that LTAD could be used to support a wide range of objectives across the entire spectrum of sport. From a Sport Canada perspective, "it didn't take long for us to realize that this really was a comprehensive system model that spoke to much more than developing Olympic athletes" (Senior Sport Canada Official #21 02/05/13). From a CS4LLT perspective, "we realized early on in the process as we created that there was a need to go younger and talk about what happens in those early years" (CS4LLT Member #15 04/22/13). What can also be inferred from these quotations is that this realization was mutual, with both

parties (i.e., Sport Canada and the then LTAD Expert Group) increasingly becoming aware of LTAD's potential to contribute beyond the high performance sport domain.

This realization, in turn, led to an increasing interest in and consideration of how LTAD could contribute to a number of alternative areas beyond high performance sport - most notably the area of physical activity and sport participation. As a member of the CS4LLT recalled, "we realized that possibly the more important aspects of LTAD is not excellence...it's the health and wellness of the population" (CS4LLT Member #9 02/15/13). The respondent went on to justify this shift in emphasis,

Just think about it, how many people are in high performance sports in Canada? A few thousand out of 36 million! So obviously it's not rocket science to see that the biggest need is declining health standards and everything else the big picture is the health and wellness of the population. LTAD will provide for it (CS4LLT Member #9 02/15/13).

One explanation for why this additional focus towards participation occurred is that Sport Canada wanted CS4L to conform to government's dual-objectives of high performance and participation. A response by a CS4LLT member supported this explanation,

So Canadian Sport for Life, at that time we called it LTAD, seemed to really be about the excellence pillar and then lo and behold there was the participation pillar. I remember that. I remember talking to Richard about that at the time and I guess the answer that he gave me is that he said, and I can recall, was basically, 'Well, yeah, we were really missing something or we hadn't fully included that but we understood that we had to include that.' Or I think I was given to understand that we're in the dialogue with Sport Canada and Sport Canada's influence and their desire to make this conform to the Canadian Sport Policy, they kind of said, 'Hey, what about participation' and participation was included. That was a point of pivotal moment (CS4LLT Member #13 01/29/13).

Similarly, a Senior Sport Canada official provided further support for this viewpoint,

One of the huge breakthroughs in LTAD and Canadian Sport for Life, was really breaking down those notions between physical activity and high performance sport. I think there is this long held notion that the national was really only high

performance and the exclusion of any other level of sport, I think that the model really broke that myth down (Senior Sport Canada Official #21 02/05/13).

From this perspective, LTAD not only provided a practical solution to the problems of poor health and poor performances, but it provided a solution to the problem of how to span what had been otherwise distinct policy objectives (i.e., sport participation vs. high performance sport).

Further support for this conformity to policy explanation can be found through the consideration of the broader socio-political developments that were occurring within Canadian sport at the time. First, participation as a policy objective had gained considerable political and public interest in recent years (Nicholson, Hoye, & Houlihan, 2011). This is partly due to the substantial rise, and subsequent interest, in obesity more broadly but also because participation was identified as a failure within the evaluation of CSP1 compared to the other three pillars (Sutcliffe Group, 2010). As such, Sport Canada saw the potential of LTAD/CS4L as a means by which it could achieve what has historically been an underserved policy objective. Second, it is also important to consider the parallel developments that were occurring within Canadian sport around the same time. Between 2004 and 2006, Canada witnessed the creation of Own the Podium 2010 initiative (OTP). The initiative was created with the sole intention of achieving Canada's target of 1<sup>st</sup> place at the Vancouver Olympic Winter Games. As such, it is feasible that the creation of OTP may have resulted in a crowded organizational high performance sport domain, with a recognition by the CS4LLT and Sport Canada officials alike, that LTAD/CS4L could provide a greater contribution elsewhere. This explanation was also supported by a CS4LLT member who discussed why physical literacy and communities had become salient, "that's why these are the

two top priorities now since the pursuit of excellence stream from learning to train to excellence is already taken care of" (CS4LLT Member #3 01/31/13). Whilst it is clear that these broader socio-political developments alone are insufficient explanations for why an increasing focus on participation occurred, when combined with the potential drivers identified above, these factors collectively go some way to explain why such a shift may have occurred.

Whilst many respondents supported the policy conformity explanation, a select few respondents also suggested an alternative interpretation for why participation became increasingly important. For example, and in direct contrast to the above explanation, rather than being driven by a governmental desire to connect distinct policy objectives, one respondent suggested that the additional emphasis on participation was a natural outcome of adopting LTAD,

It was always connecting the high performing athlete to the developmental stages. One of Istvan's favourite sayings at that time was that national team coaches in the national training centres are sitting ducks because the athletes [whom] they get have developmental flaws and they [have] yet to fix those developmental flaws (CS4LLT Member #14 03/28/13).

From this perspective, whilst LTAD may have been designed to improve high performance sport, the model nonetheless points towards the importance of emphasizing the entire development pathway of sport. This viewpoint suggests that an increasing emphasis on participation (as well as high performance sport) was therefore an inevitable and logical extension of adopting LTAD, rather than being driven by a desire to conform to the Canadian Sport Policy *per se*. Whilst these alternative explanations should be acknowledged, the data largely support the viewpoint that Sport Canada's two-fold policy interest had been the key driver for CS4L's additional

emphasis on participation. The consequence of this additional emphasis has been an increasing movement towards the alignment of CS4L so that it conforms to the objectives of the state.

**The Rise of Physical Literacy.** To further elaborate on CS4L's shift from high performance sport to sport participation and high performance sport, one way in which this shift has primarily manifested itself is through an increasing emphasis on the concept of physical literacy. Physical literacy has now become a salient component of the LTAD model, so much so that it has been described as "the cornerstone of LTAD" (CS4L, 2013). The current importance of physical literacy to LTAD/CS4L is apparent in a number of ways. First, all respondents interviewed supported the viewpoint that physical literacy had become a prominent concept to discussions surrounding LTAD. To use a specific example of how CS4L's communications and messaging has changed in recent years,

The shift has gone increasingly towards educating people about physical literacy and creating awareness around physical literacy and that it's important. So I think that's become our biggest central message now. It doesn't represent an abandonment of the other messages, it's more an indication that we've been there, done that, we've sort of established those other messages in the minds of our public and now we're basically deepening the message. (CS4LLT Member #11 02/04/13).

Second, the CS4LLT has been responsible for supporting and organizing a number of physical literacy conferences, for example, the International Physical Literacy Conference held in Banff, May 2013 and the Physical Literacy Summit held in Hamilton, September 2014. Moreover, the CS4LLT recently launched an entirely separate physical literacy website domain (<http://physicalliteracy.ca>). The creation of these conferences and website domains for the sole purpose of discussing physical literacy is

indicative of the growing importance of the concept to the CS4LLT. Third, the CS4LLT has published a series of documents outlining the notion of physical literacy (e.g., Higgs et al., 2008; Mandigo et al., 2007) and has recently been heavily involved in, and responsible for, the production and publication of the *Physical Literacy Assessment for Youth* (PLAY) tool – a tool by which to measure and determine children’s general physical literacy (<http://physicalliteracy.ca/play>). Fourth, the latest publication of the new generic LTAD model (LTAD 2.0) explicitly identifies physical literacy as the foundational principle of LTAD (Balyi et al., 2014); a notable departure from its predecessor (i.e., Balyi et al., 2005). It should be acknowledged that the original LTAD document does not explicitly mention physical literacy, however it is evident that the concept is not recognized as a central component of the model in its formative years. A CS4LLT member provided a counter-viewpoint,

I think physical literacy was very much a part of the 2005 document; it’s just that it was sort of hidden behind all the text. It was reading between the lines if you will, because the 10 key factors all in some way relate to – not all of them, but many of them – relate elementary aspects of physical literacy (CS4LLT Member #11 02/04/13).

From this counter viewpoint, physical literacy’s absence in the original LTAD document can be explained in that the concept was largely implicit (rather than explicit), and consequently it can be argued that physical literacy has always been central to LTAD. Whilst the extent to which the concept of physical literacy was contained within the original LTAD model still remains open to debate, what can nonetheless be drawn from the above is that physical literacy has now evolved into a central component of LTAD/CS4L.

In examining why physical literacy has become important to LTAD/CS4L in recent years, one explanation is that that physical literacy has garnered greater attention and interest primarily because it has greater scientific support – or at least has allured scholars and practitioners due to its *scienciness* (Collins & Bailey, 2013) – in comparison to other components of the LTAD model. As a respondent phrased it, physical literacy has “got more science behind it than a lot of other areas” (CS4LLT Member #6 01/28/13). It is interesting to compare, for example, the CS4LLT’s relative disinterest in other components of the LTAD model such as the concepts of ‘10,000 hours’ and ‘windows of opportunity’, which have received much greater levels of critique and scrutiny in recent years (Ford et al., 2011).

Another explanation for why physical literacy became so prominent to LTAD/CS4L in recent years is because the concept is ‘hot topic’ or ‘buzzword’ for many organizations within and beyond Canadian sport. In addition to CS4L, many other organizations such as Physical and Health Education Canada (PHE Canada) and ParticipACTION are currently working to improve physical literacy within Canada. One only has to *Google* search the term physical literacy to get a sense of who/which organizations claims ownership to the concept. The above mentioned organizations have been responsible for the production of similar physical literacy assessment tools including the Canadian Assessment for Physical Literacy (CAPL) and PHE Canada’s Passport for Life tools. More pragmatically, then, it can be argued that the concept of physical literacy has become increasingly important to the CS4LLT partly because it offers an appropriate platform by which to engage other sectors and organizations (such as ParticipACTION and PHE Canada) into what has otherwise been a predominantly

sport-based discussion to date. CS4L's continued shift towards physical literacy does raise a number of interesting concerns that go beyond the scope of this analysis. For example, does the CS4LLT have the expertise to endorse, promote, and test physical literacy? Given the multi-sectoral interest in the concept, which sector (if any) has the greatest claim to physical literacy? Will the creation of similar assessment tools by PHE Canada and the Public Health Agency of Canada (PHAC) result in duplication or dispute between these organizations regarding ownership to the physical literacy domain? Nonetheless, what can be drawn from the above discussion is that CS4L has continued to emphasize high performance sport whilst increasingly focusing on broader concerns of physical activity and population health that have primarily occurred through discussions surrounding the concept of physical literacy.

### **CS4L's Broadening Scope and Mandate**

The second broader shift that is closely connected to the increasing emphasis on participation shift has been the broadening of CS4L's scope and mandate. The data can be collapsed into two sub-themes with regards to CS4L's broadening of scope and mandate: (i) CS4L's substantial increasing in CS4L-related projects and partnerships and (ii) CS4L's increasing interest in and co-option of other related sectors (i.e., health, education, and recreation).

#### **Projects, Partnerships, and External Funding**

CS4L has substantially increased the number of CS4L-related projects and partnerships across all levels of delivery (i.e., from national to municipal); so much so that respondents used a range of colloquialisms to describe CS4L's rapid growth in recent years, such as "it has mushroomed like you wouldn't believe", "it has taken on a

life of its own”, “it sprouted arms and legs”, “it blossomed like you wouldn’t believe”, “this thing just exploded”. CS4L-related projects include, but are by no means limited to:

Active and Safe: Physical Literacy and Injury Prevention project supported by the Public Health Agency of Canada, the Active for Life initiative funded and managed in cooperation with B2Ten, the Activating CS4L in Ontario project funded by the Ontario Trillium Foundation, the CS4L Communities project funded by the McConnell Foundation and more recently, CS4L is one of many partners involved in a newly established ‘Learn to Play’ project supported by the Royal Bank of Canada. All of these partnership projects are attempting to activate LTAD/CS4L across Canada.

A closer inspection of CS4L’s newly published Five Year Activation Strategy and the CS4L national summit attendance lists also suggests that the CS4LLT has vastly increased its number of projects and partnerships in recent years. CS4L’s newly published Activation Strategy, for example, outlines CS4L’s five current strategic directions:

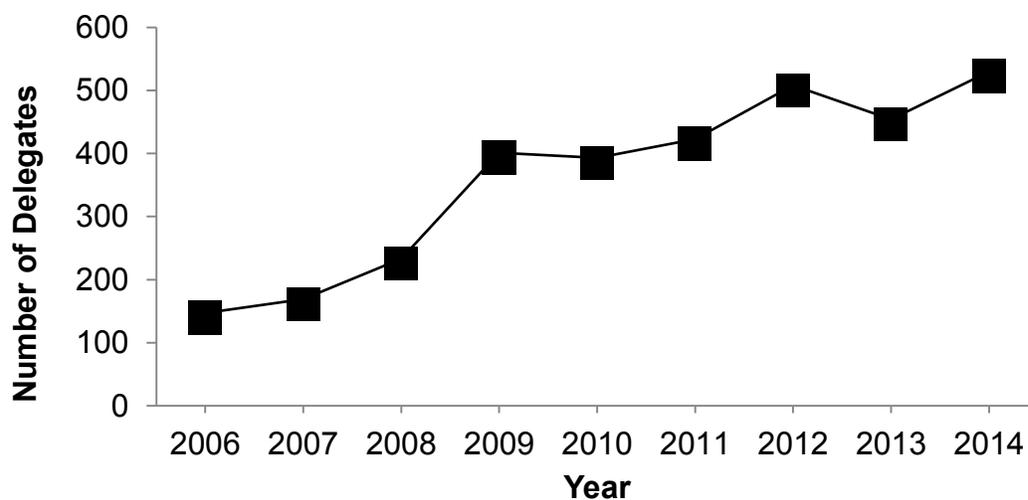
- 1) To assist NSOs, P/TSOs and MSOs to improve the quality of sport programs and services by developing and implementing LTAD
- 2) To facilitate NSO, P/TSO, MSO and club alignment and integration of programs and services based on CS4L-LTAD principles and values
- 3) Collaboration between health, education, recreation and sport sectors to activate CS4L, physical literacy, excellence and active for life
- 4) Advance knowledge of CS4L-LTAD
- 5) Educate all Canadians about CS4L and LTAD

(CS4L, 2012, p. 24)

As the Activation Strategy reveals, CS4L’s original NSO-high performance sport mandate has now been subsumed under strategic direction one as one of the 28 goals

of the CS4LLT, with NSO-LTAD implementation and alignment now being a smaller sub-component of CS4LLT's growing portfolio of work.

Furthermore, CS4L's broadening of strategic focus is apparent from CS4L's annual summit attendance lists. Not only has CS4L's national summit continued to increase in relative size, but also there has been a notable increase in non-NSO delegates attending the conference. Figure 5.1 provides an indication of how the CS4L national summit has grown since the first LTAD workshop in 2005.



**Figure 5.1 CS4L Workshop/Summit Total Attendance (2006-2014)**

There are a number of explanations for why CS4L has substantially increased its number of projects and partnerships in recent years. The first explanation is a growing recognition by the leadership team that a 'top-down' approach to LTAD implementation and alignment to date has not been effective. Consequently, the leadership team has recognized that LTAD alignment and integration simply cannot occur without the support of community based organizations to develop, initiate, and activate LTAD appropriate grassroots programs (i.e., 'bottom-up' delivery).

A second explanation for the increased number of projects and partnerships in

recent years is that partnership development has been necessary for the CS4LLT in order to acquire external funding. Due to the leadership team's lack of formal organizational structure, the group has found it difficult (although not impossible) to acquire external sources of funding in recent years. On this point, a CS4LLT member stated, "our money is run through [CSI] Pacific. I don't always find it super easy for my grant applications and stuff. Because it's not automatically [Canadian] Sport for Life, is it under Citius [ltd] or is it under [CSI] Pacific?" (CS4LLT Member #6 01/28/13). Moreover, CS4L has found external funding acquisition difficult partly due to the inherent challenge of being able to demonstrate (i.e., quantitatively measure) that previous investments are having a meaningful impact (see accountability discussion in Chapter VI for a full elaboration on this issue). As a notable exception, CS4L has been able to partner with the likes of the McConnell Foundation; a family trust which invests in community-based projects to improve the quality of life for Canadians. The McConnell Foundation, unlike many other funding organizations and trusts, does not rely so heavily upon quantitative metrics in order to justify its investment. Consequently, with financial support from the McConnell Foundation, CS4L is piloting nine community-based projects. As the McConnell Foundation demonstrates, in spite of CS4L's lack of formal organizational structure and even in the absence of any 'hard evidence' to support much of LTAD's claims, the leadership team has still managed to procure external sources of funding. Notwithstanding the above, it can be argued more generally that the increasing number of projects and partnerships, such as CS4L and the McConnell Foundation, were a necessary evolution in CS4L's development in order for the leadership team to continue much of their work at the community level.

A third explanation is an inherent desire by a select few members of the leadership team to not rely so heavily on government funding. As a CS4LLT member affirmed, CS4L is “government-financed and that’s not exactly a good thing. My personal opinion is that whether it’s NSOs, P/TSOs, or our movement, Canadian Sport for Life, the more we can get finance and not rely on the government, the better” (CS4LLT Member #3 01/31/13). For many years, CS4L has relied (and continues to rely) heavily upon government to survive. Increasing the number of projects and partnerships is therefore a way by which CS4L has been able decrease its reliance upon government and thus increase its autonomy in decision making.

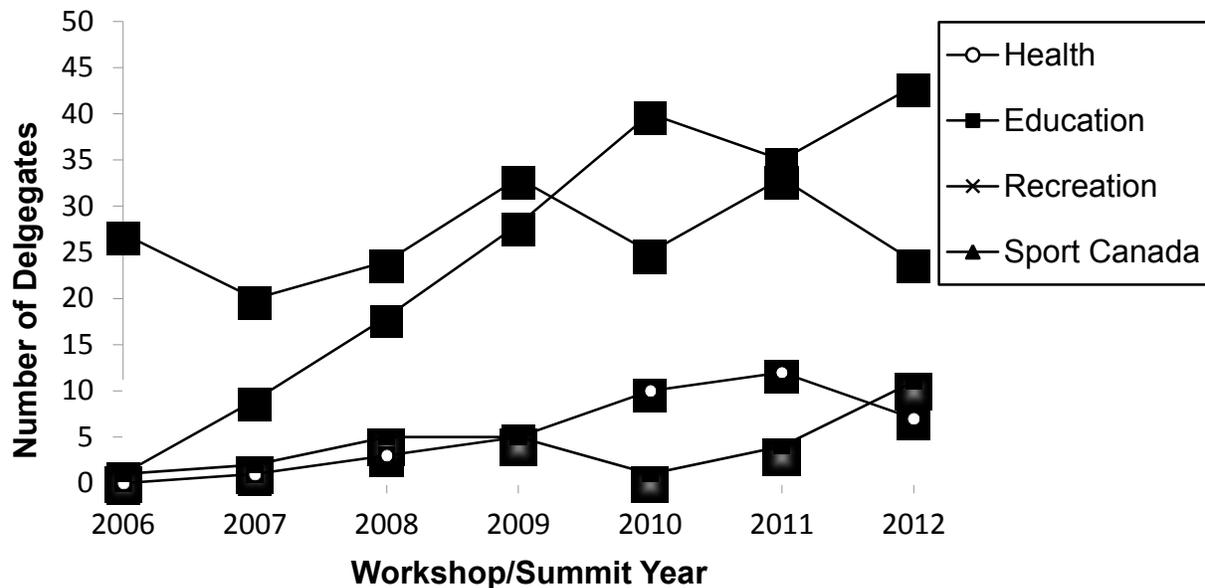
### **Increasing Interest and Co-option of Other Sectors**

Further evidence to suggest that CS4L has broadened its scope and mandate is CS4L’s increasing interest in and co-option of other related sectors such health, education, and recreation. Many respondents interviewed acknowledged the increasing involvement of and interest in other sectors. A CS4LLT member, for example, noted “it’s kind of grown from just sport to now working with all four sectors, sport, education, recreation, and health” (CS4LLT Member #16 01/29/13). Similarly, another CS4LLT member remarked,

The biggest evolution is [CS4L’s] partnerships between sectors I think that’s huge. So first one, NSOs only and then we’ve gone from that to having health, education, we have really drilled down lots of community groups here. I would say that’s a major one (CS4LLT Member #2 01/30/13).

The increasing interest in and co-option of other sectors can also be gathered through the types of resources that the CS4LLT have published in recent years as well as the number of health, education, and recreation delegates attending CS4L’s annual summit. To expand on the former, the CS4LLT has continued to publish a number of

supplementary documents in collaboration with other individuals and organizations from other sectors such as education (e.g., *Physical Literacy Concept Paper-Ages 0-12 Years*: Mandigo, Francis, & Lodewyk, 2007) and recreation (e.g., *Building Enhanced Collaboration between Recreation and Sport*: CS4L/CPRA, 2013). The intended primary outcome of these supplementary documents has been to improve sectorial alignment and expand interest and involvement in the CS4L endeavour; however these documents have also enabled the CS4LLT to expand its own network through the identification of, and discussions with, key gatekeepers within these sectors. To provide a recent example, the CS4LLT collaborated with the Canadian Parks and Recreation Association (CPRA) to publish a document entitled *Building Enhanced Collaboration between Recreation and Sport* (CS4L/CPRA, 2013). As well as outlining the role of municipal recreation organizations in sport and physical activity, the document proposes several strategies to enhance the collaboration between sport and recreation. Not only did this document allow the CS4LLT to build a relationship with the CPRA, but these connections also led to a CPRA governing board member to become a member of the CS4LLT. As a result of these collaborative efforts, there have been an increasing number of individuals from other sectors attending the CS4L annual summit. Figure 5.2 provides an overview of the attendance of the key sectors such as health, education, and recreation at the summit since 2006. This evidence lends support for the increasing involvement of other sectors specifically and CS4L's broadening scope and mandate more generally.



**Figure 5.2 CS4L Workshop/Summit Total Attendance (2006-2014)**

### Renaming and Expansion of CS4L

The broadening of CS4L's scope and mandate more broadly, and the involvement and interest in other related sectors more specifically, has in turn resulted in a number of internal changes to the organization and structure of the CS4LLT. In particular, the group was renamed in 2005 and later expanded in 2011. To elaborate on the former, the original 'LTAD Expert Group' was renamed the 'Canadian Sport for Life Leadership Team' (CS4LLT). According to the respondents interviewed, rather than a simple case of changing nomenclature, the intention of renaming the leadership team in 2005 was a deliberate decision on the part of the group with a two-fold rationale. First, the original term of 'Expert Group' was considered by many within the group to be a misrepresentation of both their own skill sets and the overall intent of the group in being supportive towards (as opposed to enforcing) LTAD implementation and alignment. Hence, the usage of the term leadership team, rather than expert. Second, the term 'LTAD Expert Group' became insufficient in that it did not accurately reflect the

increasing scope or size of the group. As a leadership team member aptly phrased it, “Long-Term Athlete Development no longer became sufficient to describe what this movement was about” (CS4LLT Member #13 01/29/13). To specifically trace the origins of the term Canadian Sport for Life, the term was first used within the original 2005 resource document. As a leadership team member recalled, “when we were writing the Long-Term Athlete Development, original generic model, we titled it Canadian Sport for Life, and while others may disagree we then went ‘Oh, that’s a really cool name for this product, concept’” (CS4LLT Member #5 01/29/13). The adoption and subsequent usage of the broader, more encompassing terms ‘Canadian Sport for Life’ and the ‘Canadian Sport for Life Leadership Team’ were therefore considered to more appropriately reflect both the broader ethos and the expanding portfolio of the CS4LLT’s work.

The CS4LLT has also expanded its membership in recent years to incorporate individuals with varying background and skill sets. Most notably, in 2011, the CS4LLT grew from six to eighteen members. Specifically, respondents identified two major drivers for the expansion of the leadership team: a need for new members with new skill sets and Sport Canada’s desire for succession planning. During the development of the sport specific models, there was a growing recognition by the CS4LLT internally that the skills and expertise of the original leadership team were not appropriate to implement LTAD. In this regard, whilst the skill set of the original group may have been appropriate for designing and developing LTAD templates and working at the national level, these individuals did not possess the skill set or knowledge to implement LTAD at the grassroots/community level of delivery effectively.

The need for more expertise was also coupled with a growing concern within

Sport Canada that the leadership team needed to consider appropriate succession planning. This concern was partly informed by a desire to increase the number of experts and recognition that the original LTAD expert group was aging. In discussing what Sport Canada's motivation was for expansion, a leadership member responded,

I think very much a great fear that Charles, Istvan, and Colin might get hit by a bus...we are a bunch of old farts, and I think there was a real concern within Sport Canada about succession planning, continuity. I think that was an area of tension for some time. I think we realized that expansion was necessary. I think a lot of tension was about when it should occur, never if it should occur (CS4LLT Member #5 01/29/13).

From a Sport Canada perspective, increasing the number of individuals on the leadership team was therefore an appropriate way by which to spread the risk of relying upon only a handful of experts to facilitate LTAD implementation.

As the above quotation also reveals, whilst both Sport Canada and the leadership team recognized the need to expand early on in the process, they disagreed on precisely when this expansion should occur. In particular, the leadership team cited cost as their primary reason for not wanting to expand quicker. In discussing the leadership team's hesitation to expand, a CS4LLT member stated, "the only other thing that didn't make sense was you triple the size of a leadership group and you receive the same money to support them with" (CS4LLT Member #14 03/28/13). This reluctance on behalf of key members within the CS4LLT also goes some way to explain why the expansion of the leadership team took so long to occur (i.e., nearly six years after the initial leadership team was formed).

The manner by which the CS4LLT was internally reorganized and restructured suggests that CS4L has moved far beyond its initial NSO-high performance mandate and has now begun to align and integrate LTAD across all levels of delivery. More

specifically, the adoption and subsequent usage of the term CS4L and the CS4LLT (in lieu of LTAD and the LTAD Expert Group) and the three-fold expansion of the leadership team to incorporate additional skill sets all suggest that CS4L has continued to broaden its scope and mandate.

### **Chapter V Summary**

To summarize the above, this chapter discussed two broader shifts in CS4L's development: the shift from high performance sport to sport participation and the broadening of CS4L's scope and mandate. CS4L's initial high performance focus is explained through a series of events i.e., Balyi and colleagues' own background, the adoption of LTAD abroad, the adoption of LTAD by policy makers and the incorporation of LTAD into Sport Canada. Soon after Sport Canada adopted LTAD, it became clear that the model could contribute to a wider range of objectives, most notably physical activity and sport participation. This, in part, can be explained by Sport Canada's own desire for CS4L to conform to the Canadian Sport Policy, but also due to other socio-political developments and the design of LTAD, which focuses attention on athlete development across the entire lifespan. The chapter then illustrated this broader shift by discussing the increasing importance of physical literacy to LTAD/CS4L. Concurrent to CS4L's shift from high performance sport to sport participation has been a paralleled shift in CS4L's scope and mandate. More specifically, the chapter demonstrated that CS4L has broadened its scope and mandate through increasing its portfolio of projects and partnerships and involving and co-opting other related sectors.

**CHAPTER VI: CANADIAN SPORT FOR LIFE AND SPORT CANADA**

## Chapter Objectives

- To analyze the relationship between CS4L and Sport Canada
- To examine the extent to which Sport Canada is governing over CS4L

This chapter builds upon the historical overview of CS4L (Chapter IV) and the analysis of its broader shifts (Chapter V) to examine CS4L's relationship with Sport Canada. More specifically, the discussion that follows draws upon the governance literature generally and Marsh et al.'s (2003) Asymmetrical Power Model (APM) specifically to examine the extent to which Sport Canada is governing over CS4L (SRQ3). One of the central tenets, if not *the* central tenet of the governance narrative is the fundamental questioning of whether government remains an all-powerful and monolithic entity (Rhodes, 1997). From this perspective, rather than assuming that Sport Canada governs over CS4L, the nature and extent of Sport Canada's power over CS4L should be context dependent and ultimately open to empirical examination (Marsh et al., 2002).

In light of this recognition, this chapter provides a detailed examination of the CS4L-Sport Canada relationship. The chapter begins by examining the ways in which CS4L and Sport Canada have benefited from their relationship, with particular emphasis on how the former has benefitted the latter. Next, the underlying power-dependence between CS4L and Sport Canada is examined. Third, due to its centrality in understanding governance relationships and its prominence in discussions with respondents, the mechanisms of accountability between CS4L and Sport Canada will be inspected closely. The chapter ends by considering the extent to which Sport

Canada retains control over CS4L and Canadian sport. Ultimately, the intention of understanding the Sport Canada-CS4L relationship is to situate CS4L's role within the governance process.

### **CS4L-Sport Canada: The Exchange Relationship**

According to Marsh and colleagues, the relationships between the state and society are rarely zero-sum games in that governments gain is not society's loss. Rather the relationship between government and outside entities are often based on relationships of exchange (Marsh et al., 2002). For Marsh et al., "There are zero sum games in politics...However, relations within government and between government and interest groups are very rarely of this sort because, in case, there are exchange relationships involved" (Marsh et al., 2002, p. 239). The case of CS4L supports this viewpoint with the CS4L-Sport Canada relationship being a positive-sum in that both parties have benefited from their interaction. The discussion that follows examines this relationship of exchange by briefly considering the ways in which Sport Canada has benefited CS4L before examining the ways in which CS4L has benefited Sport Canada.

For the most part, the ways in which Sport Canada has supported CS4L have already been intimated in previous chapters, nonetheless, it is necessary to briefly reiterate a few of these for the purpose of the present discussion. Sport Canada's primary support for CS4L has been financial, with Sport Canada investing approximately C\$1.5 million per annum to support LTAD/CS4L (see Table 1.1 for an overview of Sport Canada's contribution to LTAD/CS4L). Two thirds of federal funding to LTAD/CS4L goes directly to NSOs to support their LTAD implementation and alignment, with the remaining third going directly to the CS4LLT through the CSI Pacific.

The importance of Sport Canada's financial support is discussed at length in the latter part of this chapter.

Another way in which Sport Canada has supported CS4L is by endorsing LTAD/CS4L to Sport Ministers. In particular, Chapter IV demonstrated government's ability to create F-PT working groups, develop communication, and implementation plans, and to bring together key stakeholders within Canadian sport to further the LTAD/CS4L cause. As Chapter IV discussed, these benefits have enabled CS4L to develop over the past 10 years, however, as suggested above, the CS4L-Sport Canada has not been zero-sum, but rather a relationship of exchange. As such, the following discussion considers some of the ways in which CS4L has benefited Sport Canada.

#### **CS4L as an Organizing Framework**

LTAD/CS4L has benefited government by providing Sport Canada with a framework for decision making<sup>4</sup> that has enabled, guided, and informed Sport Canada in a wide spectrum of decisions, ranging from specific programs and initiative investments to system-wide considerations of how to appropriately oversee Canadian sport. As a Senior Sport Canada official stated, LTAD/CS4L is "a huge part of how we deliver our mandate to the extent that it helps guide exactly where we invest" (Senior Sport Canada Official #21 02/05/13). The Sport Canada official provided an example of how LTAD/CS4L has enabled Sport Canada to invest more strategically within its Hosting Program,

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<sup>4</sup> The term framework is used here to refer to the manner by which LTAD/CS4L has provided government with a clear conceptualization of the stage-by-stage process as outlined by the LTAD (Balyi et al., 2005) to develop athletes. Each of these stages, in turn, comes with a number of prescriptions regarding the overall emphasis and intended outcome of the stage, for example, competition-training ratios, and appropriate adaptations of training.

Recently with the 2015 Pan-Am[erican] Games we are looking at legacy facilities that will be subsidized through an endowment fund, and we are using an LTAD lens to say 'well, here is the training to compete stage for this particular sport, and this is the level that will get subsidized because that is high performance, so we use it every day. It is the yardstick that we use with our decision making for our program delivery (Senior Sport Canada Official #21 02/05/13).

For Sport Canada, then, any current or future decision regarding whether to bid for future hosting sport events will now be considered in relation to the LTAD model. The usage of LTAD/CS4L in this manner may have huge implications for decisions on whether Canada will bid to host junior mega-events (e.g., junior Pan-American Games, Youth Olympic Games) with Sport Canada unlikely to support the hosting of an international junior competition should it not comply with the principles of LTAD.

To provide a broader example of how LTAD/CS4L is being used to oversee Canadian sport, LTAD/CS4L has also been used as a tool by Sport Canada to better understand how organizations and actors contribute to the athlete development process. In particular, the LTAD model has provided a common language for organizations to define their contribution to the athlete development process. In the case of Canadian high performance sport organizations, for example,

The federal government, Own the Podium, the Canadian Olympic Committee, and the Canadian Paralympic Committee got together to talk about how we define high performance sport, and we used LTAD language actually to sort of say that we are starting at train to train, and probably training to complete is more ...training to win stage is really the top end of the high performance spectrum (Senior Sport Canada Official #21 02/05/13).

Consequently, the adoption of LTAD has created an environment that is conducive of governmental control in that it has clearly defined the roles and responsibilities of organizations across the athlete development pathway. This finding is further supported by recent presentations by OTP and Sport Canada representatives at the Canadian

Sport for Life National Summit in January 2014 (Giroux, 2014; Scott & Paun, 2014). Both these presentations articulated how LTAD was being used by OTP and Sport Canada to define their organizations' role and responsibility. OTP, for example, now defines its contribution to Canadian sport as the support of athletes within the top three stages of LTAD (i.e., Training to Train, Training to Compete, and Training to Win) (Scott & Paun, 2014). Similarly, Sport Canada's *Sport Development Framework* identifies the top four stages as its strategic priority and focus (Canadian Heritage, 2009; Giroux, 2014). This finding is similar to previous studies that have examined the application of LTAD to coaching practice (e.g., Black & Holt, 2007; Frankish, 2011; Lang & Light, 2010) and identified the importance of LTAD in creating a language by which coaches could discuss the athlete development process. In a similar fashion, this investigation found that LTAD is being used by organizations (i.e., Sport Canada and Own the Podium) to define their roles and responsibilities within the athlete development process.

The data also revealed that despite LTAD/CS4L being used as an organizing framework, Sport Canada has continued to invest in programs and policies that directly contrasted and contradicted the principles and practice of LTAD/CS4L. For example, Sport Canada continues to invest in and support the Canada Games and Own the Podium (OTP). The Canada Games, for example, is the largest multi-sport event for Canadian youth. The event was originally created in 1967 in response to declining international performance and concerns over national unity, hence the motto "unity through sport" (Canada Games Council, n.d.). The Canada Games Council, the not-for-profit organization responsible for governing over and providing support for the host

cities to run the games, suggests that the “Canada Games are a key event in the development of Canada’s young athletes...with the Canada Games poised as a key step in the development of Canada’s future stars” (Canada Games Council, n.d.). In direct contrast, although the LTAD model supports the role of quality competition in the development of young athletes, the LTAD nonetheless suggests that the Canada Games overemphasizes competition, particularly for its youngest competitors (as is the case in wrestling for example whereby athletes can compete in the Canada Games as young as 15 years old). The consequence of the Canada Games’ emphasis on competition at a young age is a misalignment between provincial/territorial governmental funding to sport organizations that support sports to send teams to the Canada Games which directly contradicts LTAD implementation and alignment recommendations.

Another contradiction in Sport Canada funding lies in its ongoing investment in OTP which requires NSOs to focus on short-term quadrennial planning to achieve national team success on the one hand, versus its support for alignment and implementation of LTAD/CS4L that emphasizes a long-term athlete development process on the other. This contradiction has been most apparent through the recent dialogue between a select few members of the CS4LLT and OTP employees regarding talent identification and development (Higgs, Harber, Jurbala, & Scott, 2012; see also Cardinal, 2013; Jurbala, 2013; Harber, 2013). For OTP, the term talent development can be narrowly defined as “the development of athletes within enhanced environments” (Higgs et al., 2012, p. 71), whereas many of the CS4LLT have a much broader view on what constitutes talent development. Respondents were also probed further regarding

the relationship between CS4L and OTP, with both CS4LLT members and Sport Canada officials acknowledging that there was very little in the way of a relationship between CS4L and OTP. This issue was most apparent when discussing the notable absence of OTP employees at the CS4L National Summit,

That just shows you some of the jurisdictional battles, the lack of trust and understanding in the fact that we're heading towards more of a system map and where everyone likes their piece in the spaghetti bowl, but we have not got there yet (CS4LLT Member #17 02/12/13).

Even a Sport Canada official admitted, "it's a relationship that has to be further developed" (Senior Sport Canada Official #19 07/26/13). The by-product of these differing viewpoints and lack of relationship between the CS4LLT and OTP has been the mixed messages to NSOs regarding their expectant role within the athlete development process. In discussing the OTP-LTAD/CS4L requirements placed on NSOs, one CS4LLT member stated that,

I think it's a mixed message. I think even internally at Sport Canada it's a mixed message. If they were to say 'you know what we want to do long-term athlete development and we want that done. We recognize that we need to perform at the 2016 Olympics or the 2012 Olympics, so it may not apply to this group right now, but outline your LTAD things that you're going to be doing because the 2016, that should count, that should be the way we do it because presumably all these people would be so well-developed and on proper programs and everything else.' There should be this large pool of talented athletes developed on a long-term basis, not short-term (CS4LLT Member #2 01/30/13).

If these contradictions and mixed messages continue to occur, it is likely that NSOs will follow the requirements that are dictated by OTP and not those suggested by LTAD/CS4L, primarily due to the fact that NSOs heavily rely upon the former and not the latter for funding in order to survive.

The contradictions inherent within Sport Canada's continued support and investment into the Canada Games and Own the Podium also bring to light a much

larger question regarding whether Sport Canada is appropriately LTAD aligned. In discussing the alignment of Sport Canada to LTAD, a Sport Canada official admitted,

Um, well...we are not...there yet. I would say that we are moving in a good direction, I think that just as within the sport system it is going to take years, it is going to take time. I think it is going to take time on the Sport Canada end as well, and in part some of that is going to do with training ourselves up to be able to take a look at programs, and think about services in ways that are going to be useful (Sport Canada Official #2 01/17/13).

All Sport Canada officials interviewed suggested a similar willingness to appropriately align the agency's operations with LTAD. This finding is further reinforced by Sport Canada's own LTAD Strategic Framework (2009-2014) that identified Sport Canada's own internal alignment to LTAD as a strategic priority for the organization (Canadian Heritage, 2009). Yet, in spite of this clear and continued willingness on behalf of Sport Canada officials to align the organization to the principles and practices of LTAD, it remains questionable as to the extent to which Sport Canada is able to align its own internal operations and procedures to LTAD, let alone the entire portfolio of programs of which it supports. Furthermore, with the substantial work and resources required in order to fully implement and align LTAD, it is perhaps more appropriate to ask to what lengths (and at what cost) is Sport Canada willing to go, in order to align its programs and policies with LTAD/CS4L?

In continuing to widen the discussion surrounding CS4L as an organizing framework, it can be argued more broadly that CS4L has provided Sport Canada with a framework by which to systematically rationalize, develop, and align the entire development process of Canadian sport. In this manner, CS4L may be compared to the 'Best Ever' program (1972-76) and the 'Quadrennial Planning Program' (1984-88) (Kikulis, Slack, & Hinings, 1992; Macintosh et al., 1987; Macintosh & Whitson, 1990;

Whitson & Macintosh, 1989a, 1989b; Slack & Hinings, 1992) as a form of “modernization agenda” (Kikulis, 2013, p. 130). A select few Sport Canada officials drew similar parallels with CS4L and previous attempts to rationalize Canadian sport when discussing the process of LTAD/CS4L implementation and alignment. In some cases these connections were implicit,

It gives us a framework to be able to think about sport...one of the great advantages of a long-term athlete development model is that all of a sudden you have got this rational plan of a pathway that say's this is connected to this and this is connected to that and all those pieces should lead into one another (Sport Canada Official #22 01/17/13).

Whilst others made more explicit connections, “I think [LTAD/CS4L] has been a fundamental underpinning of everything that we do...just as the sport development model that we had back in the eighties was very much the underpinning of everything we did then” (Senior Sport Canada Official #18 07/22/13). With the above in mind, it should be noted that CS4L departs from previous attempts to rationalize Canadian sport in a number of ways. First, and in direct contrast to previous attempts, there has been an involvement of an external leadership team which has been delegated responsibility for overseeing the implementation process. Second, government has not injected vast sums of funding into CS4L compared to previous attempts to rationalize Canadian sport. For example, between 1972 and 1976, the federal government allocated \$25 million into the Best Ever program (Green & Houlihan, 2005). Third, unlike previous attempts to rationalize Canadian sport, which have been exclusively focused at the national level, CS4L places greater emphasis on the entire athlete development process and the importance of engaging organizations further down the delivery system. Fourth, CS4L has already outlived its predecessors which were highly targeted programs often

over a specified quadrennial period (e.g., 1972-1976 or 1984-1988). In contrast, Sport Canada has invested into CS4L-related works for the best part of a decade (2004-present) and will likely continue to do so at least into the foreseeable future. It follows that if CS4L is to be compared to previous attempts to rationalize Canadian sport, then such comparisons should be made cautiously.

### **Enhancing Sport Canada's Vertical and Horizontal Reach**

The discussion of the extent to which governments are constrained and whether these constraints are evidence of a hollowing-out or weakening of the state are central to the governance debate (Marsh et al., 2002). The analysis of CS4L revealed that Sport Canada has traditionally been constrained in its ability to enact and implement change. Consequently, a third example of how CS4L has benefited Sport Canada is by providing a mechanism by which to overcome some of these traditional constraints in order to reach and produce change further down the delivery system (i.e., vertical reach) and to be able to engage with other sectors (i.e., horizontal reach).

To discuss CS4L's vertical enhancement, and to continue to elaborate on the governmental constraints, Sport Canada has historically focused its support at the national level. This national-level emphasis is partly due to Canada's federated and multi-level jurisdictional nature, which by design removes federal government from directly engaging with lower levels of delivery (i.e., local governments) (Thibault & Harvey, 2013). This national level focus can also be attributed to limited Sport Canada's financial resources which have constrained government in being able to engage with mass participation and grassroots programming (Macintosh et al., 1987; Thibault & Harvey, 2013). Furthermore, these structural constraints to date have made system

wide implementation of any program/initiative particularly challenging (if not impossible) for federal government. In discussing the vertical structural constraints faced by government, one Sport Canada official admitted,

Well, we don't have any direct relationship with Sport at the community level, and for that matter at the provincial and territorial levels, so Canadian Sport for Life because it's based on appropriate development principles and has a scientific basis, it's a means by which to promote and hopefully drive down through the system the implementation from these principles and adherence to some of these principles so that's the only thing that it's enabled that we wouldn't have been able to do otherwise other than encouraging provincial and territorial governments to do that (Senior Sport Canada Official #18 07/22/13).

As the above quotation reveals, Sport Canada's investment into, and support of, CS4L has provided a means by which to overcome the structural constraints placed on Sport Canada. In particular, Sport Canada's investment and support of CS4L has enhanced governments' capacity by contracting a number of individuals who are not only geographically spread across the nation but also working directly with communities and grassroots delivery of sport. In other words, by contracting the CS4LLT, Sport Canada has been able to all but effectively bypass the traditional jurisdictional structure (i.e., provincial/territorial levels of jurisdiction) in order to indirectly instil change at the grassroots level of sport delivery.

In addition to enhancing Sport Canada's vertical reach, CS4L has also enhanced Sport Canada's ability to engage with other sectors (i.e., horizontal reach). Whilst the engagement of other sectors and its consequences for CS4L's mandate was discussed in the previous chapter, sectorial engagement has also had specific implications for Sport Canada's ability to govern over Canadian sport. Much in the same way that CS4L enhanced Sport Canada's vertical reach, government has been traditionally constrained in its ability to reach and engage with other sectors (i.e., horizontally), for many of the

same reasons cited above (e.g., limited resources and the federated nature of delivery). Sport Canada's horizontal constraints primarily stem from the manner in which the Canadian federal government is organized. By design, the federal government is organized in order to appropriately divide roles and responsibilities across a variety of departments and agencies (Thibault & Harvey, 2013). One of the consequences of this organizational approach has been the creation of inter-departmental silos within and across federal government, which, in turn, has often resulted in an unwillingness and reluctance of branches and agencies to intervene with the jurisdiction of another (Barnes, Cousens, & MacLean, 2007). In the case of Sport Canada, for example, the agency has been subsumed under the department of Canadian Heritage since 1993 (Thibault & Harvey, 2013). Consequently, although Sport Canada recognizes the importance of the concept of physical literacy to the athlete development process, it has been continually reluctant to directly invest into programs and projects surrounding physical literacy. This reluctance primarily stems from, and can partly be explained by, Sport Canada's limited resourcing and capacity, but also due to physical literacy's direct connection with health, which, in turn, falls primarily under the jurisdiction of the Public Health Agency of Canada. These constraints were evident when discussing what Sport Canada had learnt from investing and supporting CS4L,

I guess another aspect of this is something that actually the leadership team were strong proponents of from the outset, and I know that I and maybe others at Sport Canada sort of resisted trying to go there too early, was wanting to reach out to all of the other sectors, like the education sector, the health sector, the recreation sector right from the get go, and first of all we don't have that mandate. We can certainly collaborate with our federal counterparts in other departments, but we can't go to the provincial health ministries or the education ministries. We have to do that through the intermediary of...it's the provinces and territories that do it. If the people are responsible for sport administration in each

province can reach out to their ministry colleagues in those other sectors then that's great (Senior Sport Canada Official #18 07/22/13).

Another way in which Sport Canada has been constrained horizontally is through its inability to engage with interrelated and overlapping sectors, most notably sectors that are primarily mandated by governments at the provincial/territorial level. See Harvey (2013) for an overview of Canada's multi-level governance structure within sport. In the case of education for example, Sport Canada has historically been unable to engage with and access school sport and physical education. Education is provincially/territorially mandated within Canada, with little to no direct involvement of the federal government in overseeing, amongst other subjects, school sport and physical education. In referring to this specific jurisdictional issue, a senior Sport Canada official admitted,

We at Sport Canada are never going to be...the federal government is not going to be, permitted to deal directly with the education administration in provinces and territories. Education is a provincial mandate jurisdiction and we're not in that game and yet we may want to be advocating for a change in the educational system (Senior Sport Canada Official #18 07/22/13).

As a result of these constraints, Sport Canada has historically been unable to influence or leverage school sport and physical education in order to achieve its objectives. This is of particular concern as school sport and physical education are heavily involved within the athlete development process as a vast majority of sport participation, physical activity, and athlete development occur within the school system. Once again, as a result of Sport Canada's investment into, and support of, CS4L arguably the government has been able to overcome or at least partially circumvent these jurisdictional constraints. One mechanism by which this has occurred is through the creation of forums by which to open dialogues between otherwise distinct sectors. The

hosting of the International Physical Literacy Conference in Banff, for example, provided a unique opportunity by which education and sport professionals could connect to discuss how to advance a common goal of getting more children physically active.

### **CS4L as a Source of Expertise and Knowledge**

A third way in which CS4L has benefited Sport Canada is by providing government with access to a unique set of knowledge and expertise. In discussing why government decided to invest in the CS4LLT specifically, a Sport Canada official stated,

Well we had those choices to make. I think that sometimes it's easier to hire the expertise from the outside. You give them more freedom, you are hampered with less human resourcing policy and hiring and firing practices with that service. Obviously all these rules and regulations to follow, and you can't necessarily bring in these expertise, when you need it, so it was decided that we would use this external model and fund it through third party agency to ensure that we had the right expertise available (Senior Sport Canada Official #21 02/05/13).

Many respondents also identified the benefit of the CS4LLT being a collective group of experts who were openly and continuously collaborating towards the betterment of Canadian sport as being a unique resource for Sport Canada. As one CS4LLT member posited,

I think they could access these skill sets but...I don't think they would necessarily have the wherewithal to bring together the diversity of skill sets to one room and to basically have the best of the best hanging out together and talking together which I do think is what has happened through Canadian Sport for Life, we've created a real diversity and a variety of experts in sport, in education and health across Canada and bringing them together essentially into one room (CS4LLT Member #11 02/04/13).

In this regard, although the CS4LLT can collectively be characterized as experts within the athlete development domain, it can be argued that the unique combination of these experts from a variety of experience and backgrounds across different sports and

different sectors continue to make CS4L appealing to Sport Canada. In discussing what the CS4LLT offered government, a senior Sport Canada official stated,

The other thing that the CS4L leaders provide is expertise...none of us [Sport Canada officials] are experts in all aspects of sport delivery. These people are experts in the whole field of athlete development and long-term athlete development so that's something the government couldn't deliver itself and probably shouldn't be delivering itself (Senior Sport Canada Official #18 07/22/13).

Similarly, a CS4LLT member was asked the same question, "well, they're getting access to a whole realm of expertise and knowledge that they wouldn't have, and they're getting it at a good price" (CS4LLT Member #16 01/29/13). It may be inferred that by price, this respondent is referring specifically to the half a million that Sport Canada invests into the CS4LLT (Sport Canada, n.d.). Many other CS4LLT members responded in a similar fashion to the above. The finding that CS4L has provided expertise to government partly explains why CS4L has been able to influence Sport Canada. According to the APM, "only interests which themselves possess crucial resources such as knowledge, expertise, finance, and access to the media have consistent privileged access to and influence over government" (Richards & Smith, 2002, p. 283). Consequently, if CS4L can claim a unique position and influence over government, it can in part, be explained by the fact that the CS4LLT continues to retain a unique set of (human) resources with knowledge and expertise that government can access to achieve its objectives.

To summarize the discussion up until this point, the above analysis attempted to demonstrate that Sport Canada and CS4L exhibit a 'positive-sum' relationship, with both parties benefiting from their relationship. On the one hand, Sport Canada has provided CS4L with the necessary funding, legitimacy, and intergovernmental support, whilst on

the other CS4L, has in turn provided government with an organizing framework, a means by which to overcome its horizontal and vertical constraints and access to a unique set of knowledge and expertise. What can also be gathered from the above discussion surrounding the benefits of CS4L is that LTAD/CS4L has created an environment that is conducive of governmental control. In this regard, the emergence and development of CS4L has served to strengthen Sport Canada's role within the governance process. More specifically, the benefits identified above, illustrate that CS4L has enabled Sport Canada to rationalize its investment into Canadian sport, overcome traditional governmental constraints in order to engage in other sectors and instill change further down the delivery system, and gain access to knowledge and expertise surrounding the athlete development process. This finding is congruent with Marsh et al. (2002) who argue that the shift from government to governance is indicative of a strengthening (rather than weakening) of government control.

#### **CS4L-Sport Canada's Asymmetrical Power Relationship**

As Marsh et al. (2002) note, it is important to "recognize that politics within and outside the core executive is, for the most part, based on a series of exchange relations. However, we also need to recognize that these relationships are usually asymmetrical" (p. 239) in that the "prime minister has more resources than ministers, ministers have more resources than civil servants and departments more resources than interest groups" (p. 239). In support of this perspective, the analysis of CS4L indicated that the relationship between CS4L and Sport Canada is asymmetrical. The presence of an asymmetrical relationship between CS4L and Sport Canada was most apparent when discussing CS4L's reliance on Sport Canada for financial support and how CS4L is held

to account. Before these are discussed, however, it is appropriate and necessary at this point to directly discuss the power dynamic between CS4L and Sport Canada.

### **CS4L and Power**

Central to the discussions of governance is the concept of power (Kjaer, 2004; Marsh et al., 2002; Rhodes, 1997). Consequently, a number of questions were put forward to examine the power dynamic between CS4L and Sport Canada (e.g., how much discretion does Sport Canada give CS4L? How would you describe the relationship between CS4L and Sport Canada?). Interestingly, when discussing CS4L's relationship with government, none of the respondents interviewed were able to recall a specific example of when Sport Canada had overtly or explicitly exercised power over the CS4LLT. This lack of explicit evidence to suggest that Sport Canada had exercised power over the CS4LLT, may indicate that no power relationships are present between the CS4LLT and Sport Canada. However, as Lukes' (2005) dimensions of power remind us, not only does power take many forms, but it can also be either explicit or implicit and may be present even if not exercised. Hence, Lukes' insights intimate that even if Sport Canada has not explicitly exercised its power over CS4L, this does not necessarily mean that no power relations are present.

In specifically drawing upon Lukes' second and third conceptualizations of power, the data support the existence of an implicit asymmetrical power relationship between Sport Canada and CS4L, in that Sport Canada retains an ability to set the agenda and shape preferences. To provide examples of this implicit power imbalance and in discussing the relationship between Sport Canada and the CS4LLT, a Sport Canada official stated,

There are some messages from a Sport Canada perspective that we have had to deliver to say 'It's not that I don't think it's a good idea, or that it is even important, it's just something we are not going to fund'. In terms of being able to figure where those lines are, and there are probably more lines in the sand than there are stone barriers or something. But in drawing those lines, then we can say 'within this bailiwick, here are the things that we are intending to have a direct influence on (Sport Canada Official #22 01/17/13).

Much like this official, none of the other respondents were able to identify a specific time whereby Sport Canada had explicitly forced the CS4LLT to do something government wanted, however, the official noted that Sport Canada "can hold the hammer as it were" (Sport Canada Official #22 01/17/13). Members of the CS4LLT also supported this viewpoint,

Well, I think you'd have to say that Sport Canada is in charge, and [the CS4L Project Coordinator] is kind of the lead - she could, I guess, hold the hammer to say, "Well, if you're not going to do this, you're not going to get the money." And so yes, I guess that would be the way it works. In practice, I don't think that it's very hierarchical with Sport Canada to the leadership team,...they're all kind of on the same level (CS4LLT Member #16 01/29/13)

A number of insights can be drawn from the above quotations. First, these quotations demonstrate that Sport Canada continues to believe that it could intervene with the work of the CS4LLT should they feel it was appropriate or necessary to do so. This viewpoint is further supported by Marsh et al. (2003) who suggest that an enduring political tradition has ensured that government continues to hold a belief that "*government knows best*" (pp. 310-311). Second, what can also be drawn from the above quotations is the peculiarity that in spite of a clear power-imbalance between Sport Canada and CS4L, very few members of the CS4LLT acknowledged that the relationship between CS4L and Sport Canada was hierarchical.

### **CS4L's Reliance on Sport Canada**

In continuing to discuss the power dynamic between CS4L and Sport Canada, the power imbalance between Sport Canada and CS4L was most apparent when respondents were asked: *What would CS4L look like without Sport Canada?* Almost all respondents identified Sport Canada as integral to the development of LTAD/CS4L; however, respondents varied on their assessment of exactly how important government was to the accomplishments of CS4L to date. Many of the CS4LLT viewed Sport Canada as integral,

To be honest, I'm not sure we would even exist. The reality is that Sport Canada put the money in. They took the risk on us, so it allowed us to create, to develop, to work with other organizations. Without that, we would have to find resources or revenue to do whatever we would be doing, right? Which maybe that we would be working in another country and there would be sport for life flourishing in another country. It might be that we'd be working specifically with one sport organization. I don't really think that without Sport Canada, I can't see this being anywhere or anything like this (CS4LLT Member #14 03/28/13).

Similarly, "I think if Sport Canada had never supported it, it would never become anything remotely like what it's become" (CS4LLT Member #13 01/29/13) and "we [CS4LLT] couldn't have done it without Sport Canada. Actually, no way you can imagine it could have been done without Sport Canada's support and contribution" (CS4LLT Member #9 02/15/13). In contrast, a select few respondents held the view that CS4L may have been successful even without the support of Sport Canada; however, even these respondents admitted that it would not have been anywhere near as successful. In response to the same question, a CS4LLT member replied,

It [CS4L] wouldn't exist. Well, actually no, maybe that's not true. Because when you start with Istvan and Richard working with P/TSOs in BC, there obviously was some traction there. I think that it would have been a lot harder. We definitely wouldn't have gotten to the point where we're at right now. I think you

would see pockets of areas in the country that would have done work with Istvan and Richard anyway...they would have seen in BC what they had, and it would have been the 'have organizations', the wealthy organizations, the ones with extra funding that could afford to work with the experts to create the models (CS4LLT Member #16 01/29/13).

Yet in spite of these differences in response, what can be drawn from the above quotations more broadly, is an overwhelming appreciation and acceptance by most of the CS4LLT that Sport Canada has played, and continues to play, a central role in the development of LTAD/CS4L. As such, it is highly unlikely that LTAD/CS4L would have been so successful without the support of the federal government. This finding is broadly consistent with Marsh et al.'s (2002) APM which suggests that although governments do not dominate networks, they nonetheless remain central actors within the network due to their unique resources.

### **CS4L and Accountability**

According to Kjaer (2004) "governance has a lot to do with defining mechanisms of accountability...to be accountable is to be held responsible" (p. 14). Hence understanding the processes and mechanisms of accountability that exist between CS4L and Sport Canada is essential in determining the extent to which Sport Canada is governing over CS4L and thus understanding CS4L's role within the governance process. Due to the concept's centrality to understanding CS4L's role within the governance process, how CS4L is held to account will now be discussed at relative length.

When asked about how CS4L was held to account by Sport Canada, the response by the CS4LLT was varied. Some members identified direct tangible outputs as evidence of accountability, "It's probably just based on metrics...based on how many

people come to the conference, how many resources do you develop, how many LTAD model have been designed, how many workshops have you done” (CS4LLT Member #10 01/29/13). Other members pointed towards more qualitative measures of accountability,

The only accountability I see that is with CS4L I guess, kind of cheap but it is what it is, its accountability is measured by popularity, for lack of a better word. The accountability is measured by how many people are interested. How many people understand, how many people apply some of the recommendations, some of the discoveries, some of the suggestions that CS4L does? To me that’s a great measure of accountability (CS4LLT Member #4 01/30/13).

One member even described CS4L’s accountability to Sport Canada as “an ongoing dialogue” (CS4LLT Member #2 01/30/13). In contrast, a select few CS4LLT members went so far as to question whether CS4L was even held to account at all, “Well I would challenge you all in whether or not Sport Canada does hold CS4L accountable...as far as I know there’s no accountability” (CS4LLT Member #7 01/30/13).

One assessment of these varied responses could be that the reporting structures in place to hold CS4L to account are not clear. A second reading of these responses is that CS4L is held to account by government in a variety of tangible and intangible measures, with the concern of such matters largely confined to those within the CS4L Management Team (i.e., a select few members of the CS4LLT). Consequently, many of the CS4LLT members may simply not be aware of the reporting processes that exist. In actuality, the interview data revealed that there are three mechanisms by which Sport Canada currently holds the CS4LLT to account. These include the Sport Funding Accountability Framework (SFAF), a funding relationship between CS4L and the

Canadian Sport Centre Pacific, and formal/informal communications between CS4L and Sport Canada.

**CS4L and the SFAF.** The primary mechanism by which CS4L is held to account (albeit indirectly) is through Sport Canada's Sport Funding Accountability Framework (SFAF). The SFAF was formally introduced in 1995 as Sport Canada's major tool for identifying which sport organizations are eligible to receive contributions from Sport Canada (Havaris & Danylchuk, 2007; Kikulis, 2013)<sup>5</sup>. Specifically in regards to the NSO SFAF allocations, both summer and winter NSOs are now in their fifth funding cycle (SFAF V) with Sport Canada allocating 'core-budget funding' to 55 Canadian NSOs (summer and winter) through a four-stage process (eligibility, assessment, funding, and accountability). This process occurs over a quadrennial period to align with the Summer and Winter Olympic Games cycles. According to Sport Canada, the SFAF provides C\$148,872,221 through its Sport Support Program (within which SFAF allocations are based) to support Canadian sport organizations, with Sport Support Program funding representing a majority of Sport Canada's annual budget of C\$198,908,005 (Canadian Heritage, 2012). See Havaris and Danylchuk (2007) and Kikulis (2013, pp. 109-114) for an overview of the SFAF and its funding allocations to Canadian sport organizations.

In 2013, LTAD/CS4L was directly incorporated into the SFAF as one of many necessary criteria and conditions that NSOs should meet in order to be eligible to receive Sport Canada funding. More specifically, LTAD/CS4L is now included within the *Programs and Services* criteria section of SFAF V, with NSOs now being assessed on

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<sup>5</sup> Sport Canada's operates an entirely separate SFAF exercise to fund Multi Sport Organization's (SFAF for MSOs). Canadian Sport Centres were initially included into the SFAF for MSOs, but now have their own framework (SFAF for CSCs).

their progress in relation to (i) developing an LTAD model, (ii) undergoing a full competition review, and (iii) producing an LTAD implementation plan (Canadian Heritage, 2013). According to a Senior Sport Canada official who worked closely in the ongoing development and maintenance of the SFAF, these three LTAD/CS4L specific criteria now equate to approximately 20% (i.e., 1/5<sup>th</sup>) of the total eligibility requirements in order for an NSO to receive federal funding. This finding is supported by the remarks of Kikulis (2013) who stated that “the recent integration of the Long-Term Athlete Development model as part of eligibility requirements (i.e., investing in the development of future athletes) has become increasingly important in shaping the strategic deployment of NSO resources” (p. 110).

In assessing the implications of LTAD/CS4L’s inclusion into the SFAF, it is likely that its incorporation will directly signal to NSOs that Sport Canada considers LTAD/CS4L to be an increasingly important component of NSO operations. One official suggested that LTAD/CS4L’s inclusion was “important enough that even some of the larger organizations [NSOs] will reach a point and say, ‘hmmm, there is something to this’” (Sport Canada Official #20 01/30/13). Evidently, then, this Sport Canada Official perceives that the inclusion of LTAD/CS4L within the SFAF will go some way to ensure greater consistency in the implementation and alignment of LTAD/CS4L.

Exactly how NSOs will respond to LTAD/CS4L’s inclusion within the SFAF V or what influence LTAD/CS4L will have on NSO development, however, remains unclear. From a CS4LLT perspective, the inclusion of LTAD/CS4L into the SFAF can be viewed as a positive step forward for the CS4L endeavour; nonetheless a number of limitations to this development should be noted. First, and despite of the recommendations of

Havaris and Danylchuk (2007), the design of the SFAF continues to favour the current political interests of the party in power in that it allows government officials the flexibility to adjust and change its criteria as they see fit. As a Senior Sport Canada official phrased it, “the tool [i.e., SFAF] is sort of set up so that it can be applied as the government of the day wants it” (Sport Canada Official #20 01/30/13). The outcome of this arrangement is that LTAD/CS4L’s presence within the SFAF is by no means safeguarded should there be a change in government and/or political priorities.

Second, LTAD/CS4L’s inclusion into the SFAF does not necessarily guarantee LTAD/CS4L implementation or alignment, with many respondents indicating a concern that NSOs might be paying ‘lip service’ to the LTAD-related requirements of the SFAF in order to appease the ‘hand that feeds them.’ This viewpoint is similar to that of Havaris and Danylchuk (2007) who investigated the effectiveness of the SFAF in relation to NSOs. As Havaris and Danylchuk (2007) note, the SFAF “has not had a tremendous effect on NSO development since its implementation, but has had some influence” (p. 49). As such, LTAD/CS4L’s inclusion into the SFAF may be symptomatic much broader difficulties and challenges of the effectiveness of the SFAF as a mechanism of accountability (Havaris & Danylchuk, 2007).

Third, and closely linked to above point, is not the true indicator of accountability the enforcement of compliance with consequences to non-compliance? For example, there has yet to be an NSO that has not received Sport Support Program funding due to non-compliance to the LTAD/CS4L eligibility criteria. To date, Sport Canada has only awarded less funding for non/insufficient compliance with LTAD/CS4L-related requirements. Until Sport Canada withdraws funding from an NSO entirely due to

non/insufficient compliance with LTAD/CS4L requirements, can LTAD/CS4L's inclusion into the SFAF ever claim to be effective? Again, this finding is congruent with Havaris and Danylchuk (2007) who identify that Sport Canada's continues to fund areas of NSOs operations and policies (such as access and equality programs and policies) despite NSOs not fully complying with previous SFAF requirements. For Havaris and Danylchuk, the SFAF process can therefore more accurately be described as a process of accountancy (i.e., rubber-stamping) rather than a 'true' measure of accountability. In a similar fashion to the areas identified by Havaris and Danylchuk (2007), it follows that LTAD/CS4L's criteria inclusion into the SFAF remains, at best, a form of 'soft' accountability in that it is more of an incentive to gain additional funding rather than strict funding criteria in order to be eligible for Sport Canada funding.

Fourth, the above concerns also bring to light a number of additional questions regarding the continued overall effectiveness of the SFAF and whether Sport Canada has the technical expertise, knowledge, and capacity to be able to enforce LTAD/CS4L criteria even if it wanted to. As discussed previously, Sport Canada has relied upon the CS4LLT to provide expertise and knowledge regarding LTAD implementation and alignment. What can also be broadly drawn from the interview process is that Sport Canada officials possess varying degrees of knowledge and understanding of LTAD/CS4L, and even with individuals that have good grasp of LTAD/CS4L it still remains extremely difficult for Sport Canada to be able objectively assess and evaluate the current state of NSOs regarding LTAD implementation and alignment

With the above limitations in mind, it should be acknowledged that some progress has been made to address these concerns as they relate to LTAD/CS4L

implementation and the SFAF. For example, in recent years, the CS4LLT has created the 'NSO Scorecard/ Self-Assessment Tool' which provides NSOs with a cursory overview of their LTAD alignment. This scorecard is available to all NSOs and is outlined in CS4L's newly developed mini-summit entitled 'Are we there yet: A GPS for CS4L-LTAD' (CS4L, n.d.). From personal attendance of this mini-summit, it is evident that these scorecards have been generally well received by provincial/territorial sport organizations, however, as the name of the mini-summit suggests, by-and-large, they remain a self-reporting/mapping exercise rather than an evaluation tool per se. In addition to attempts by the CS4LLT to overcome issues of accountability and evaluation, Sport Canada has also recently begun the process of providing LTAD-specific training to its employees so that they can offer more holistic LTAD-related support to NSOs. Yet despite these steps, and whilst the enforcement of LTAD may be possible with the specific help of the CS4LLT and financial support of Sport Canada in the long run, Sport Canada is far from being able to systematically enforce and assess LTAD alignment and implementation across NSOs.

**Additional CS4L-Sport Canada Accountability Mechanisms.** In addition to the SFAF, CS4L can claim to be held to account through its formal and informal reporting relationships with the Canadian Sport Centre Pacific and Sport Canada officials. Interestingly, these reporting relationships are atypical of federal government funding projects/initiatives and primarily stem from CS4L's lack of formal organizational structure. To examine these additional accountability mechanisms in more detail, as mentioned in the opening chapter, the CS4LLT receives its funding through a fiduciary

organization<sup>6</sup> (Citius Performance Ltd.), a sport consultancy based firm created and led by Richard Way, but closely connected with the Canadian Sport Institute Pacific (CSI Pacific) in Victoria, British Columbia. Consequently, it can be claimed that a direct line of funding accountability is evident through Sport Canada's pre-existing funding relationship with CSI Pacific, which in turn is responsible for funding CS4L and its leadership team. The strength of this approach lies in the ability of Sport Canada to be able to directly fund the work of the CS4LLT through its pre-existing structural arrangements with the Canadian Sport Institute Network (Canadian Sport Centres), and do so at relatively little administrative cost. The subsequent weakness of this approach is that CSI Pacific is not designed or well equipped to be able to assess the work of the CS4LLT. As a result, the reporting relationship between CSI Pacific and CS4L can be viewed as more of a 'rubber-stamping exercise', than a formal process of accountability, with the real decisions regarding CS4L-related funding being made by Sport Canada officials in Ottawa.

The third and final mechanism of accountability identified from the data is CS4L's accountability through the formal and informal reporting relationship between the CS4LLT (namely Richard Way) and a Sport Canada officer (i.e., the CS4L Project Coordinator). The reporting process involves formal procedures (i.e., annual reporting, budgeting, and semi-annual meeting attendance), and more informal communication (i.e., telephoning or email discussions surrounding the progress and next steps of LTAD alignment and integration). This relationship has evolved considerably since CS4L was endorsed by Sport Canada in 2004. Initially, the CS4LLT-Sport Canada reporting

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<sup>6</sup> Fiduciary is used here to refer to an ongoing funding relationship that was set up by Sport Canada in order to fund Canadian Sport for Life through Sport Canada's pre-existing funding relationship with the Canadian Sport Institute Network via the Canadian Sport Institute Pacific.

process was a relatively infrequent and formal relationship between Richard Way and a senior level Sport Canada officer. This process has since evolved into an increasingly informal but more frequent reporting relationship between the CS4LLT and an assigned 'special project' Sport Canada officer. Of particular note, the Sport Canada officer who oversees CS4L (the role is currently titled 'CS4L Project Coordinator') attends the CS4LLT semi-annual meetings, CS4LLT conference calls, and conferences arranged by the CS4LLT (e.g., the CS4L National Summit and the International Physical Literacy Summit). The product of this evolution in reporting between CS4L and Sport Canada has been a continued and ongoing involvement of Sport Canada within CS4LLT related discussions. This is not to suggest, however, that Sport Canada has directly influenced the everyday decision-making process of the CS4LLT. Rather, through this informal reporting relationship, Sport Canada has had an opportunity to voice its own opinion and provide its own input regarding discussions and decisions surrounding the overall strategic direction of CS4L. This point is discussed at length below. Of particular relevance to the present discussion, however, is the recognition that Sport Canada has relied heavily upon the insight and recommendations of one of its own employees (i.e., the CS4L Project Coordinator) in order to make decisions regarding its ongoing investment and support of CS4L.

**Holding CS4L to Account.** In order to disentangle the issue of how CS4L is held to account further, it is worth considering Sport Canada's response to the same question discussed above (i.e., how does government hold CS4L to account?). In direct contrast to the varied responses by the CS4LLT, Sport Canada's responses were

consistent with all officials acknowledging that holding CS4L to account was a challenge. For example,

I would probably say that it is our biggest weakness, because we don't have clear deliverables for the funding that we're putting in. I think we're still successful because we have people [whom] we can trust [who] work and with the decisions of the expert group of the leadership group. In terms of having performance indicators to monitor the success of the LTAD, I don't think we are there yet, we're working on it (Senior Sport Canada Official #18 06/22/13).

Similarly,

We have struggled with that a bit, from a perspective of, what are the benchmarks of evaluation that we want? We can see progress, we can see it's all been positive, but there has not been a large external evaluation done. And there has been talk about, "do we do one? How do we do one?" the experts have actually done some evaluative material, but again, it's done in house. There hasn't been a large external evaluation (Senior Sport Canada Official #19 06/26/13).

What can be drawn from these responses, and despite the mechanisms of accountability identified above, is that Sport Canada has struggled to identify quantitative (i.e., 'hard') measurements by which to hold the CS4LLT to account. This is, in part, due to CS4L's lack of formal organizational structure, which has made it particularly difficult to establish formal and direct lines of accountability. Accountability issues can also be explained by the inherent difficulty in being able to meaningfully measure much of the work that is currently being conducted by the CS4LLT. In particular, the CS4LLT's work focuses on what can be described as 'qualitative system work,' such as attempting to improve communication, system integration and alignment, and a change in fundamental/philosophical thinking, much of which is inherently difficult (if not impossible) to measure quantitatively. As a senior Sport Canada official who was responsible for the decision to adopt LTAD in 2004, affirmed,

we believed firmly that this was an investment in trying to get organizations to think differently, not necessarily to throw money at something, but to try adjust how they view the sport, how they deliver the sport, how their competitions are structured, how they teach those skills, and how they have age appropriate programming. So it wasn't so much about just throwing money at it, it was really about shifting the mindsets of some of these sports in terms of how they understand their sport, and how it's developed (Senior Sport Canada Official #21 02/05/13).

The official went on to describe the decision to support LTAD as an “investment in our genes of thinking, and a change of how organizations do business” (Senior Sport Canada Official #21 02/05/13). This unusual type of investment, therefore, presented Sport Canada with a unique challenge in being able to empirically measure success.

In the absence of such formalized lines of accountability, Sport Canada has traditionally relied upon basic output and activity-based metrics to ensure accountability. These have included metrics such as: number of delegates at the annual CS4L summit, completed LTAD sport specific models, number of CS4L champions, and attendance at CS4L mini-summits/workshops. Whilst these metrics may be considered appropriate indicators for a short-term, small-scale, specialized project (i.e., the development of sport specific LTAD models), as CS4L and the CS4LLT have continued to grow, it has become increasingly necessary to question whether these ‘soft’ indicators are appropriate for a long-term, system-wide program/initiative in which important resources are being invested by the federal government.

**Evaluating CS4L.** Closely linked to the above issues of mechanisms and measuring CS4L activities, were respondents’ discussions surrounding evaluation. Sport Canada officials in particular indicated the importance of being able to effectively evaluate the work of CS4L in order to demonstrate success,

We have struggled with that a bit, from a perspective of, what are the benchmarks of evaluation that we want? We can see progress, we can see it's all been positive, but there has not been a large external evaluation done. And there has been talk about, "do we do one? How do we do one?" the experts have actually done some evaluative material, but again, it's done in house (Sport Canada Official #20 01/30/13).

In recognition of such concerns, both government and the CS4LLT have attempted to overcome issues of accountability and evaluation in recent years. For example, Canadian Heritage, the overarching governmental agency whereby Sport Canada is contained, commissioned a small-scale, external evaluation on CS4L in the Spring of 2010. The Centre for Public Management Inc. (Centre for Public Management, 2010) carried out the evaluation with the intention of identifying key performance indicators (KPI's) and performance targets in order to evaluate the progress of CS4L until 2020. The following five key performance indicators were identified from the process:

- 1) Participation/Retention Rates
- 2) Awareness of LTAD/CS4L
- 3) P/TSOs and P/T Government LTAD/CS4L Implementation
- 4) Results in Sports Competitions
- 5) Coaches/Trainers using LTAD/CS4L

(Centre for Public Management, 2010, pp. 14-15)

Whilst these indicators were intuitive, government and the CS4LLT largely ignored the recommendations of this external evaluation for two reasons. First, it was the view of both Sport Canada officials and members of the CS4LLT at the time that the small-scale evaluation process undertaken was not a vigorous or extensive enough to develop appropriate indicators to effectively encapsulate CS4L. Second, and perhaps more damning to the subsequent recommendations of the evaluation was the suggestion that

in order to assess the work of CS4L fully and appropriately, the cost of evaluation alone would be greater than Sport Canada's current investment into CS4L. As a CS4LLT member recalled,

I don't know if you heard this story, it's quite interesting, that Sport Canada as a government, they have to audit every program they are financing...When LTAD was audited, [a Sport Canada officer] was called to the meeting and mentioned that something is totally wrong with the numbers. It's absolutely impossible that for \$1.5 million you can do LTAD, whatever is happening with LTAD. Carol mentioned, this is correct, this is the money, and the evaluation committee just scratched their heads and said, "You see that as a matter fact, it will cost more to evaluate LTAD than the money you spent on this budget (CS4LLT Member #9 02/15/13).

The finding that an internal evaluation of CS4L would cost more than Sport Canada is currently investing into CS4L was repeated by many of the respondents interviewed. As a result of this finding, it is unsurprising that government decided not to adopt these key performance indicators in order to measure CS4LLT performance. Nonetheless, the attempt to evaluate and create key performance indicators for CS4L is illustrative of government's continued attempts to gain greater control over CS4L-related activities.

The CS4LLT has also made some attempt to overcome issues of accountability and evaluation in recent years. For example, the CS4LLT produced a five-year strategic plan entitled *CS4L-LTAD 2012 to 2017: Five Year Activation Strategy* (CS4L, 2012).

Specifically, the document outlined 28 goals across five key strategic directions:

- 1) To assist NSOs, P/TSOs and MSOs to improve the quality of sport programs and services by developing and implementing LTAD
- 2) To facilitate NSO, P/TSO, MSO and club alignment and integration of programs and services based on CS4L-LTAD principles and values
- 3) Collaboration between health, education, recreation and sport sectors to activate CS4L, physical literacy, excellence and active for life

- 4) Advance knowledge of CS4L-LTAD
- 5) Educate all Canadians about CS4L and LTAD

(CS4L, 2013, p. 24)

Although the primary intention of creating this activation strategy was to provide the CS4LLT with strategic direction internally, the document also served the secondary purpose of “inform[ing] key supporters, such as Sport Canada, about the direction and the actions required for the continued improvement of the quality of sport in Canada” (CS4L, 2013, p. 7). Not only does the document clearly outline CS4L’s key priorities and intentions over the next five years, but it also attempts to increase the transparency of how the specific contributions of CS4L’s funding partners (e.g., Sport Canada, Ontario Trillium Foundation, McConnell Foundation) have contributed to CS4L. To use Sport Canada as an example, its interest and mandate primarily focuses on supporting sport organizations at the national level. As a CS4LLT member stated:

I know recently Sport Canada has made it quite clear what part of the movement they’re interested in. It’s the NSO/P/TSO piece however that sport piece works. They recognize that physical literacy part is important. What are the pieces that support the NSO/P/TSO mobilization and then where is the saw off? (CS4LLT Member #2 01/30/13).

According to CS4L’s activation strategy, Sport Canada funding support would primarily contribute to direction one and two (outlined above). Whilst funding partners are not using the activation strategy for purposes of directly holding CS4L to account per se, the document does however go some way to alleviate the apprehensions amongst CS4L’s funding partners regarding its overall direction and intent. In particular, the activation strategy has provided external funders with some potential indicators and milestones by which to at least benchmark CS4L’s progress over the next five years.

**CS4L and Sport Canada: Does Accountability Matter?** Yet in spite of the abovementioned issues of accountability, and the ongoing difficulties faced by Sport Canada in being able to effectively evaluate the progress of LTAD, Sport Canada continues to invest in CS4L. From the government officials interviewed, this may be explained by the fact that Sport Canada generally perceives CS4L and its leadership team as having produced (and is continuing to produce) change within Canadian sport, even if it cannot be accurately measured. As one of many examples from the data, a Senior Sport Canada official stated,

I think Canadian Sport for Life has been a real benefit for sport in Canada and that this has been an important part that has guided Sport Canada decisions on programs and policies and so I'm certainly a proponent of it. I think if we can develop these metrics to be able to demonstrate the impact and demonstrate what that impact is, that it'll be that much stronger statement we can be making. I certainly have been pleased to be part of it from the outset and continue to be a supporter of it (Senior Sport Canada Official #18 07/22/13).

This ongoing perception of substantial system change can in part help to explain why concerns of accountability continue to be overlooked by Sport Canada. Another consideration identified by a select few respondents, is that Sport Canada's investment is relatively insignificant with regards to overall governmental spending. As one CS4LLT member phrased it, \$1.5 million is "a huge amount of money for you and I, and chump change for the Feds" (CS4LLT Member #12 02/12/13). Another CS4LLT member agreed, "when you look at the total amount of money put into sport, it is barely a drop in the ocean" (CS4LLT Member #17 02/12/13). A Sport Canada official confirmed the leadership teams' responses, "in the larger financial scheme of things, it's not the largest chunk of resources that are sent out" (Sport Canada Official #20 01/31/13). The argument that CS4L is a relatively insignificant investment by Sport Canada is

convincing when you compare the agency's overall annual budget (C\$198 million; Sport Canada, n.d.) and its support of much larger portfolios such as ParticipACTION (C\$5 million per annum; Sport Canada, n.d.) and OTP (C\$64 million per annum; OTP, 2013).

The above arguments of the perception of substantial change and the relative insignificance of funding allocation to CS4L go some way to explain why Sport Canada has continued to invest in CS4L despite the ongoing issue of how to hold the CS4LLT to account. These arguments may provide a justification for continued investment into CS4L in the short-term, yet it remains questionable as to what extent government can and should rely upon these arguments to justify its investment into CS4L in the longer term; especially in the absence of any tangible (i.e., quantifiable) metrics by which to demonstrate change.

### **Chapter VI Summary**

To summarize the above discussion, this chapter examined the relationship between CS4L and Sport Canada. In particular, the chapter examined the extent to which Sport Canada is governing over CS4L. To this end, the 'positive sum' exchange between CS4L and Sport Canada was explored. In outlining some of the benefits of CS4L for Sport Canada this chapter identified some of the ways in which CS4L has been used to enhance Sport Canada's ability to govern over Canadian sport. Next, the power dynamic between CS4L and Sport was examined. In particular, the analysis revealed the presence of an asymmetrical power relationship between CS4L and Sport Canada with the former being heavily reliant upon the latter in order to survive. The second half of the chapter considered three major accountability mechanisms (SFAF, CSI Pacific, and the reporting relationship) that are used by government in an attempt to

hold CS4L to account. The issues identified surrounding accountability, however, demonstrated the inherent difficulty that Sport Canada has faced in being able to regulate much of the CS4L-related activities and ultimately hold CS4L to account.

## **CHAPTER VII: DISCUSSION AND CONCLUSION**

This investigation sought to examine the role of CS4L within Canadian sport policy and governance. To this end, three sub-research questions were addressed: What key developments have led to the development of CS4L over the past 10 years? To what extent has CS4L influenced Canadian sport policy? To what extent is Sport Canada governing over CS4L? In order to satisfy the first and second sub-research questions, Chapters IV and V examined the specific events and broader shifts in CS4L's development, with a specific emphasis on examining CS4L's role and influence within the policy process. In fulfilling the third sub-research question, Chapter VI examined the CS4L-Sport Canada relationship through a governance lens.

The current chapter combines the findings of the previous chapters to discuss and draw conclusions regarding the role of CS4L within sport policy and governance. More specifically, the chapter begins by discussing the emergence and development of CS4L. This is followed by drawing direct parallels between the findings of this study and the governance literature, with the intention of discussing the CS4L's role within the sport policy and governance process. The latter sections turn towards the implications of this research to the sport governance literature as well as considering some of the more practical implications of this investigation. The chapter ends by commenting on the contributions and limitations of this investigation and identifies potential avenues for future research.

### **Discussing the Emergence and Development of CS4L**

This research has examined how CS4L has emerged and developed through a series of specific socio-political events (summarized in Table 4.3). In some cases,

capitalizing on these events have been deliberate, calculated, and strategic efforts on the part of key individuals within the CS4LLT, whilst other events have occurred through circumstance and fortuitousness. To elaborate on the former (i.e., the strategic efforts of the CS4LLT), much of CS4L's development to date can be attributed to the deliberate action and strategic intent of key members of the CS4LLT. Not only have these key members been able to infiltrate and influence the highest levels of government (via Sport Canada) – as demonstrated by CS4L's influence on the Canadian Sport Policy Renewal process for example – but they have spent the best part of a decade deliberately positioning themselves as a central resource for professional development, innovation, and a platform for best practice within the athlete development domain. This deliberate action can be seen, for example, from the creation of the CS4L national summit and the more recent development of mini-summits; both of which have been used to offer sport organizations professional development in order to implement LTAD.

It is equally important, however, not to overemphasize the role of agency in order to explain CS4L's emergence and development. Whilst the actions of the leadership team have been fundamental to advancing CS4L, much of its development can be attributed to the ongoing structural changes that have occurred within Canadian sport in recent years. For example, Chapter IV discussed at length the manner in which CS4L's emergence and development should be situated within broader developments that were occurring within Canadian sport at the time (e.g., the creation of the Canadian Sport Policy and the successful bid to host the Vancouver Olympic Winter Games). These broader developments collectively brought with them an increasing recognition and need for a more systematic approach to athlete development. Much of these broader

shifts within the Canadian sport landscape created what Chapter IV described as a 'permissive climate' that enabled the advancement of CS4L. Much of CS4L's development can be attributed as an unintended consequence of these broader developments.

Furthermore, it should be recognized that the emergence and development of LTAD/CS4L was far from a formalized and rational process. In fact, many of CS4LLT members and Sport Canada officials interviewed suggested that CS4L's emergence and development can more accurately be described as a process of ad hoc incremental learning, rather than a process of rational planning *per se*. In this respect, the leadership team would be the first to acknowledge that CS4L's development "was an accident" (CS4LLT Member #9 02/15/13) and was very much "luck" (CS4LLT Member #5 01/29/13). Many examples can be drawn from previous chapters to support this conclusion. First, the manner in which Sport Canada initially began to support CS4L with small 'seed-money' funding and the short-term contractual employment of the then LTAD Expert Group suggests that government had no intention of funding LTAD/CS4L in the long-term. Second, the decision not to formalize any of the CS4LLT's delivery approach also suggests that neither Sport Canada nor the CS4LLT viewed their commitment as a long-term venture. Third, and linked to the previous point, the atypical accountability mechanisms that surround CS4L also suggest a temporary, short-term rather than long-term organizational arrangement. In addition to this short-termism, many respondents also supported the conclusion that CS4L's development was essentially an unplanned process,

I think I will preface it by when we got into this, I didn't think we'd still be around at this time. I thought, 'Okay, we were done in the models,' and then it would be,

'Thanks very much. You guys can move on.' So that's what the prevailing thought was (CS4LLT Member #14 03/28/13).

This conclusion is further supported by the CS4LLT response to what CS4L would look like in 10 years. One respondent admitted, "Probably much more carefully thought out than this; a little less opportunistic and more deliberate of the correct composition" (CS4LLT Member #12 02/12/13). These quotations typified the response by many of those interviewed who suggested that CS4L was far from a planned process of modernization, with much of CS4L's development should be attributed to a steady process of ad hoc decision making in what can be described as a relatively unplanned approach.

In short, on the one hand, the CS4L story is one of deliberate agency - most notably by key individuals on the CS4LLT - as well as the involvement and support of key gatekeepers within government that led to the decision to begin to invest and continue to support CS4L. However, as suggested above, this agency should not be overstated, with much of CS4L's development being attributed to the structural changes (e.g., CSP1 and CSP2, Vancouver Olympics) that were occurring at the time which in turn created a 'permissive climate' that enabled CS4L emerge and develop. The next section considers the implications of CS4L's emergence and development within the broader socio-historical development of Canadian sport.

### **Discussing the Implications of CS4L's Emergence and Development**

In assessing the implications of CS4L to the broader socio-historical development of Canadian sport, one reading of CS4L's emergence and development is that it represents a grassroots counter-movement to the ongoing professionalization, rationalization, and bureaucratization of Canadian sport (Dowling, Edwards, &

Washington, 2014; Macintosh et al., 1987; Macintosh & Whitson, 1990). The consequence of the above development has been an increasing emphasis on high performance sport objectives by federal government; an emphasis that has only been exacerbated in recent years with the hosting of the Vancouver Olympic Winter Games and the creation of high performance sport agencies such as Own the Podium (Green & Houlihan, 2005; Kikulis, 2013; Smith & Dowling, 2013; Thibault & Harvey, 2013). CS4L's emergence and development in recent years can therefore be viewed as a counter-development to Canada's increasing emphasis on high performance sport; a counter-movement that has addressed larger social welfare issues such as inequality and social inclusion and alleviate physical inactivity. To what extent CS4L has been successful in addressing these larger social issues still remains open to empirical debate.

An alternative and perhaps more damning assessment of CS4L's emergence and development is that LTAD/CS4L is the unfortunate consequence by-product of what Macintosh and Whitson predicted almost 25 years ago. In particular, Macintosh and Whitson (1990) forewarned of the implications of an increasingly professionalized sport bureaucracy. Seen in this way, LTAD/CS4L's increasing focus on athlete development and ultimately the rationalization and professionalization of Canadian sport is a by-product of the increasing specialization or *scientization* of physical educators/ sport administrators (Macintosh & Whitson, 1990). According to Macintosh and Whitson (1990), the consequence of an increasingly professionalized Canadian sport bureaucracy is two-fold: an unquestionable focus on achieving the objectives as determined by the state and a sport bureaucracy that will not be "active in the defence

of 'sport for all' or much concerned with equity or ethical issues" (Macintosh & Whitson, 1990, p. 134). In this view, it is unsurprising that the CS4LLT is largely comprised of the well-educated, white, and middle class demographic who have continued to perpetuate dominant ideologies and arguably failed to engage with, and challenge, the social and ethical ramifications of recent sport policy making (Thibault & Harvey, 2013).

Furthermore, the emergence and development of LTAD/CS4L can be seen as yet another attempt in the long line of attempts by government and those organizations that favour high performance sport interests to irreversibly shift Canadian sport (and the operations of NSOs in particular) towards emphasizing high performance sport. It follows that the irony in the CS4LLT's efforts to relentlessly pursue their lofty ambition of fully aligning and implementing LTAD is that, even if successful, the unintended consequence (Sam, 2011) of restructuring or modernizing Canadian sport in this manner may be a reinforcement and continued emphasis on the pursuit of high performance sport success at the expense of other social objectives. As such, although the emergence and development of CS4L may be perceived as welcomed counter-movement to the increasing emphasis on high performance sport within Canada, the continued implementation of LTAD as a form of NSO rationalization may not be in the best interest of the sector, especially if government is able to impose tighter regulations on CS4L-related activity. This conclusion is similar to Grix and colleagues' who suggest that the increasing emphasis on County Sport Partnership along with its associated targets and key performance indicators that are determined by government may not be in the best interest of the sector as a whole (Phillpots & Grix, 2011, p. 13).

### **Discussing CS4L's Role within the Governance Process**

This section explicitly discusses the findings of this research and how they inform our understanding of the extent to which CS4L represents a shift from government to governance. More specifically, this section returns to and draws upon the tenets of governance theory that were outlined in Chapter II in order to provide an assessment of CS4L's role within the governance process. By way of reminder, Chapter II outlined a number of theoretical considerations that could be solved through empirical observation. These considerations were as follows:

- Has government gained or lost control over society?
- Has there been a change or shift in the locus of power?
- Where does the power/authority to govern lie?
- Are networks, markets, or hierarchies the dominant form of organizing?
- What is the form and nature of the relationships between agents and agencies?
- What is the outcome of the relationships between actors (i.e., is it a 'positive-sum' game, or a 'zero-sum game')?

The empirical evidence collected as part of this research process provides a number of insights regarding the above questions as they apply to the CS4L-Canadian sport context. These insights will now be discussed in turn.

#### **Has government gained or lost control over society?**

The case of CS4L generally provides support for the notion that government (via Sport Canada) continues to hold a position of oversight over Canadian sport through its investment and support of CS4L. Previous chapters outlined how Sport Canada's investment into CS4L has provided government with a framework for internal and external decision making, enhanced government's reach further down the delivery system, and provided a platform by which to engage other sectors to further its

objectives. Ultimately, these enhancements have served to strengthen governments' position in, and governance over, Canadian sport. This conclusion supports Grix and Phillpots (2011) contention that the overall "move to network governance in some cases is part of a state strategy to enhance control over policy" (p. 5). It follows that although CS4L is increasingly playing a role within sport policy and the governance process, its role nonetheless remains subservient to that of government, which continues to strengthen its position within and over Canadian sport.

**Has there been a change or shift in the locus of power and where does the power/authority to govern lie?**

The above discussion is not to suggest, however, that government (via Sport Canada) has once again returned to an all-powerful and monolithic funding agency as would be prescribed by the Westminster Model, for example Gamble (1990). On the contrary, and as contemporary governance scholars (Grix, 2010; Marsh et al., 2003) would predict, the development and empowerment of CS4L does represent at least some form of shift of power from state to society – just not to the extent that Rhodes (1997) would have predicted. Nonetheless, whilst the case of CS4L suggests at least some form of shift in power has occurred, Marsh et al. (2002, 2003) and the Asymmetric Power Model remind us that this shift should not be overemphasized,

While we need to acknowledge the role of these actors from outside the core executive, and for that reason it may be better to talk of governance, and even multi-level governance, rather than government, we should not over-emphasize that development. (Marsh et al., 2003, p. 315)

In this manner, although CS4L may have gained some power within the Canadian sport system - primarily through the support of federal government - power still largely resides

within the confines of Sport Canada and central government. This power relationship is evident through CS4L's continued reliance upon Sport Canada for funding and the ongoing multi-layered accountability relationship outlined in Chapter VI. As such, the case of CS4L supports the findings of Grix (2010a) in so far as Canadian sport "exhibits the outwards sign of a dispersal of power among multi-agencies delivering policy; within the key networks, however, it is very much central government that is pulling the strings" (Grix, 2010, p. 166).

**Are networks, markets, or hierarchies the dominant form of organizing?**

As this study was not a network analysis, it is difficult to assess the nature and extent to which networks may have become more prevalent within Canadian sport, however, the analysis of CS4L does provide evidence to suggest that hierarchies still remain the dominant form of organizing within the Canadian sport context. Whilst the development of the CS4LLT may suggest a new form or new vehicle of governance with its increased usage of partnerships and collaboration with multiple agencies and organizations to achieve change, these networks still heavily rely upon government for resources. As Marsh et al. (2003) argue, whilst networks have become increasingly prevalent forms of organizing, they nonetheless change over time, and are still based on relationships of exchange of which government (departments specifically) remain the most important actors. Similarly, the findings of this study support the view that hierarchies still remain the dominant form of organizing within Canadian sport. This finding is congruent with Grix and colleagues' who adopt the term 'asymmetrical network governance' to explain, "the underlying, hierarchical power relations and resource-dependence between networks, partnerships and government [that] remain

intact” (Grix, 2010a, p.160). For Grix (2010a), then, whilst the surficial observation of an increase in governing bodies, agencies, and interest groups may suggest a shift in government to governance, sport still remains organized through hierarchical relationships, with CS4L’s role limited to the ongoing support of these enduring hierarchical relationships.

**What is the form and nature of the relationships between agents and agencies? What is the outcome of the relationships between actors?**

Closely linked to the discussion of power imbalance are the power dependence and the asymmetrical nature of the CS4L-Sport Canada relationship. What can also be drawn more collectively from previous chapters’ is that the CS4L-Sport Canada relationship is reciprocal but imbalanced. To elaborate on this point, and to directly draw upon Marsh et al. (2002, 2003), the Asymmetric Power Model suggests that power is rarely a ‘zero-sum game’ but rather a ‘positive-sum’ game with relations between government and outside entities often based on relationships of exchange. The data presented herein support the view of Marsh et al. (2002, 2003) in that the relationship between CS4L and Sport Canada can be described as a positive-sum with both parties having benefitted from their interaction. On the one hand, CS4L has provided government with benefits that have enhanced its overall ability to govern, whilst on the other, Sport Canada has provided CS4L with a number of resources both tangible (e.g., financial support) and intangible (e.g., legitimacy) in order to further its cause.

In spite of the fact that the CS4L-Sport Canada relationship can be described as ‘positive-sum’, the relationship nonetheless remains asymmetrical in nature. This can partly be explained by the inherent structural inequality that exists within politics more broadly, in that politics “is not an even playing field and that there are enduring slopes

and gullies which favour some interests over others” (Marsh et al., 2003, p. 310), but also due to the unique position of government within Canadian sport in that,

While government does not depend on other groups for resources, these groups continued to depend on the government which has a unique set of set resources – force, legitimacy, state bureaucracy, tax-raising powers and legislation – which are unavailable to other actors. (McAnulla, 2006, p. 45)

In short, although “both actors [CS4L and Sport Canada] possess resources, the resources and power available to central government are greater” (Marsh et al., 2003, p. 316).

To summarize, although the primary intention of this research was to use Marsh and colleagues’ Asymmetric Power Model (2002, 2003) as a lens or organizing perspective to examine the emergence and development of an empirical phenomenon (i.e., CS4L), the evidence gathered herein does, however, provide support for many of the tenets of the Asymmetric Power Model. Evident from the above discussion, the case of CS4L supports many of Marsh et al.’s (2002) contentions as applied to the Canadian sport context. These include strong power dependencies that result in an asymmetrical power relationship between government and outside interest groups, a government that continues to operate under limited external constraints, the importance of departments in the political process, and the continually held belief that government knows best (Marsh et al., 2002). As such, this investigation generally supports the view of McAnulla (2006) in that “the asymmetric-power model offers a more convincing organizing perspective [sic] that of the differentiated polity” (p. 49).

### **CS4L and Democracy?**

In addition to the above considerations, it is also appropriate at this point to discuss some of the tenets of the governance narrative that were absent from this investigation of CS4L. In particular, there was notable absence of discussion surrounding the notion of democracy by respondents, despite political scientists identifying the importance and relevance of democracy to the governance process (e.g., Bevir, 2012; Kjaer, 2004; Rhodes, 1997). Furthermore, Grix (2010a) discusses the implication and importance of democracy in shifting patterns of governance with sport. For example Grix (2010a) contends that “there are now such a wide variety of organisations, committees, quangos and organisations involved in policy delivery, that questions need to be asked about what this means for democratic governance” (p. 169). It should be acknowledged, however, that respondents were not directly asked questions surrounding democracy, although it was expected that notions of democracy would be apparent within the data collected.

In speculating on why the concept of democracy was notably absent from the present analysis, one explanation is that Sport Canada and the sport community at large are generally satisfied with the progress and rate of change created by CS4L and its leadership team. From this perspective, the perceived indication of progress (i.e., output) outweighs the necessity or importance of democratic representativeness (i.e., input). An alternative explanation that should also be acknowledged is that the lack of discussion surrounding democracy may also be an indication of potential presence of ‘respondent bias,’ in that all respondents currently hold decision-making positions and therefore felt it was not necessary to address issues of representativeness or

democracy. Due to the lack of explicit questioning surrounding democracy it is difficult to assess empirically whether these concerns are apparent within the case of CS4L. In speculating further, however, if CS4L is delivering objectives as determined by the state as the data collected herein suggests), are government officials doing enough to ensure effective use of taxpayer funding? On the other hand, if CS4L is an autonomous governing entity, then by what process (if any) are individuals selected by the public at large and given the right to govern? With the absence of data regarding democracy herein, nonetheless the latter question is of particular concern, especially if CS4L continues to expand and becomes a permanent feature within Canadian sport.

### **Sport Canada: Steering Not Rowing?**

What can also be drawn more broadly from the previous chapters, and to elaborate on Chapter VI's discussion surrounding loss of control more specifically, it is evident that in the case of CS4L, Sport Canada has adopted a position of strategic oversight, rather than delivering and managing the implementation process. In other words, and to once again draw upon the terminology of Osborne and Gaebler (1992), the case of CS4L suggests that government is increasingly shifting towards 'steering' rather than 'rowing' approach to delivering sport (Osborne & Gaebler, 1992). This may be perceived as a retrenchment or loss of power, however as discussed above the empirical evidence collected herein suggests otherwise. Rather than a loss of power, Sport Canada has enabled and supported external actors and organizational entities (like CS4L and its leadership team) in order to be able to remove itself from the everyday decision-making processes in order to focus on strategic oversight. This, in turn, has allowed government to strengthen (rather than weaken) its position as a

governing agency. This finding is embodied by the responses of two senior Sport Canada officials,

The reality is that the government does not deliver direct programs. It provides funding to organizations who deliver programs. Other than the Athlete Assistance Program that you could argue Sport Canada delivers directly and anything else we do is basically through an intermediary. We provide funding to National Sport Organizations, to host societies, to non-government organizations [that] in turn do things to help government achieve its objectives or achieve public policy objectives. I don't think we would ever be doing it ourselves (Senior Sport Canada Official #18 06/13).

I often tell people this, Sport Canada doesn't provide athletes on the track, we can facilitate, we can support, we can give policy direction, provide funding and financial support, but at the end of day it's really the primacy of the national sport organizations to actually put the products on the field (Senior Sport Canada Official #21 02/05/13).

The case of CS4L therefore provides support for the viewpoint that Sport Canada has increasingly adopted what can be described as a metagovernance role within Canadian sport. In other words, government is adopting a position of governing over governance (Kooiman, 2003). According to Bevir and Rhodes (2010), "metagovernance refers to the role of the state in securing coordination in governance and its use of negotiation, diplomacy, and more informal modes of steering" (p. 86). Consequently, this investigation supports the viewpoint that the governance structure of Canadian sport is fundamentally shifting, as it is appropriate to discuss governance rather than government, as Sport Canada is increasingly recognizing the potential role and contribution of other actors within the governing process, and in doing so, continues to reposition itself as an oversight agency to provide more informal modes of steering.

### **CS4L and the Sport Policy and Governance Literature**

In turning to some of the more specific implications of this research for the sport literature, this investigation continues in the tradition of a select few authors who have

examined the changing nature of Canadian sport (e.g., Green & Houlihan, 2005; Macintosh et al., 1987; Macintosh & Whitson, 1990; Thibault & Harvey, 2013). In doing so, this research examined the role of a contemporary phenomenon (i.e., CS4L) and its implications for sport policy and governance. One of the more pertinent findings of this investigation to the sport governance literature is a challenge of whether sport is really deviant to what governance theory would predict. The work of Grix and colleagues (Goodwin & Grix, 2011; Grix, 2009, 2010a, 2010b, 2010c; Grix & Parker, 2011; Grix & Phillpots, 2011; Phillpots, Grix, & Quarmby, 2011) goes to great lengths to explain the so-called paradox of observing an increased number of actors and agencies within sport versus the continued (if not increased) asymmetrical power relations between state and society. The empirical data and findings of this research concur with many of Grix and colleagues' contentions such as the increased number of actors and agencies within sport, the continued and largely unchanged asymmetrical relationships, and even Grix and Phillpots' (2011) assertion that "the move to network governance in some cases is part of a state strategy to enhance control" (p. 5). The findings of this research, however, suggest that Grix and colleagues may have fallen under the same conceptual trap as Rhodes and Bevir by not taking the Asymmetric Power Model seriously. Rather than requiring an entirely new conceptualization of governance, the so-called deviance of sport identified by Grix and colleagues provides further evidence to support (rather than refute) Marsh et al.'s (2002) Asymmetric Power Model. As such, it can be argued that sport only remains 'deviant' to what governance theory would predict because the original conceptualization of the political system (assumed by Grix and colleagues) was not an appropriate conceptualization of how the state operates. Rather than a

theoretical debate, more research is required to empirically examine governance structures within sport and the extent to which governance processes are changing. To Grix and colleagues (Grix, 2010 Goodwin & Grix, 2011Phillpots, Grix, & Quarmby, 2011) still fall under the same critique that brought about the governance-turn in the first place, in that there has been little attempt to theorize or empirically examine the state-society relationship.

### **Managerial Implications**

In addition to this study's contribution to the academic literature, the case of CS4L also offers a number of implications and insights for practitioners and policy makers. This section will discuss two main insights: The potential contribution of non-governmental un-organizations in developing sport and the paradox of government involvement in the athlete development process. The latter part of this section identifies some of the more specific implications that can be drawn from the case of CS4L.

One managerial implication that stems from this investigation is the insight and recognition that organizations are not the only, or necessarily the most effective, way to create systemic change. As CS4L demonstrates, under the right conditions, the un-organizational approach to organizing the athlete development process has the potential to create substantial change. A CS4LLT member recognized this implication,

I think there are real lessons to be learned [from CS4L] about how to create change. One of them I think is the value of getting few people and empowering, authorizing them, and funding them to go and get things done without constraining them with a billion things, rules, regulations, etc. I think there is a way of doing business here that is antithetical to big governments (CS4LLT Member #5 01/29/13).

As Chapter VI discussed at length, unlike the formal organizational entities that Sport Canada traditionally funds, the benefit of the un-organizational approach to sport

development is its adaptability and flexibility to span organizational and sectorial domains and its ability to adapt its approach, size, and scale as required. The challenges of which are, however, the difficulties of ensuring effective accountability and an acceptance that a potential loss of control may occur. The implications for this un-organizational approach to developing sport is that if it is taken seriously, then this may have substantial consequences for how, or perhaps more importantly, where funding agencies (such as Sport Canada) choose to allocate their resources.

Another implication for managerial practice concerns the role of government in the sport development process. In particular, this investigation provides support for the view that substantial involvement of governmental agencies in the athlete development process is not necessarily an effective approach. This finding is also congruent with previous research that questioned the extent to which government should be involved with sport (e.g., Green & Houlihan, 2005; Macintosh & Whitson, 1990). Stemming from Chapter VI's discussion surrounding loss of control, Sport Canada openly acknowledged its own limitations in terms of the constraints it faced and its lack of capacity to produce change. As such, the empowerment of non-governmental (un)organizations has provided a means by which to overcome some of these limitations and constraints.

In direct contrast to the above, the case of CS4L generally and the relationship between CS4L and Sport Canada specifically also highlights the necessity and importance of at least some government involvement. As previous chapters have revealed, it is likely that CS4L would not have advanced at all without the support and involvement of government. In particular, Sport Canada has provided CS4L with

substantial funding over the past ten years, which has allowed the leadership team to continue much of its work. In short, the case of CS4L suggests that on the one hand, the over-involvement of government may be detrimental and potentially ineffective, whilst on the other, government still has an important role to play within the athlete development process.

In turning to some of the more detailed managerial implications of this research, there are also a number of more specific lessons that may be drawn from CS4L's attempt to create system change. First, that 'top-down' approach is not an effective approach to implement change. A top-down approach assumes that the sport system works and indeed that there is a 'system' at all. As CS4L has slowly evolved, it has begun to shift its emphasis on developing and implementing LTAD/CS4L from the grassroots and community level through a growing recognition that in order to implement change it must come from the 'bottom-up'. Second, and in continuing the discussion surrounding implementation, appropriate plans for implementation should be considered from the outset. Many respondents suggested that if implementation had been appropriately considered from the outset, that it would have changed their initial conception and design of LTAD/CS4L. Third, what can also be drawn from this analysis (Chapter V in particular) is that systemic change often takes a long time. Istvan Balyi and colleagues had spent over 10 years devising and promoting their ideas before it gathered support and momentum within federal government. It would be another 10 years before CS4L was able to gain traction within Canadian sport. Fourth, collaboration is key in that much of CS4L's success to date has been reliant upon its ability to partner and collaborate with other organizations and agencies. Fifth, and stemming from

Chapter VI's discussion of accountability, is the acknowledgement that change can be realized, even if it cannot necessarily be measured. In particular, Sport Canada has continued to support and fund CS4L in spite of empirical evidence to support its investment. Whilst this may be more indicative of government's lack of evidence-based decision making more generally, the case of CS4L does however point towards the importance of managing perceptions and ensuring a frequent, open, and honest dialogue with funding partners.

### **Study Contributions**

This study has provided a number of theoretical, empirical, and practical contributions. First, this analysis provides further evidence towards the notion of a shift from government to governance as identified within the broader governance literature (e.g., Bevir, 2012; Kjaer, 2004, 2011; Marsh, 2011; Rhodes, 1997) and contributes by examining a contemporary development within the Canadian sport context. More specifically, although the intention of the study was not to test theory per se, this study nonetheless provides support to many of the notions put forth by Marsh et al.'s (2003) Asymmetric Power Model.

Second, in relation to the sport literature, this research builds on the works of Grix and colleagues (Goodwin & Grix, 2011; Grix, 2009, 2010a, 2010b, 2010c; Grix & Parker, 2011; Grix & Phillpots, 2011; Phillpots, Grix, & Quarmby, 2011), by further supporting and illustrating the utility and value of incorporating broader definitions of governance into sport academics evoked set and theoretical toolbox. To date, sport scholars examining governance have adopted very specific and narrow definitions of governance, which whilst valuable, are limited in terms of their analytical clout. This

case study questions the claim by Grix and colleagues that sport is necessarily deviant to what governance theory would predict (Grix, 2010a; Grix & Phillpots, 2011), with Marsh and colleagues' APM able to account for the paradoxes identified by Grix and colleagues.

Third, this research contributes specifically to the Long-Term Athlete Development (LTAD) debate that has gained traction in recent years (e.g., Banack et al., 2012; Black & Holt, 2007; Bruner et al., 2009; Frankish, 2011; Ford et al., 2011; Lang & Light, 2010). In particular, this research helps explain how and why LTAD as a theoretical model has become so prominent within the Canadian sport system (and beyond). LTAD's rise to fame has been somewhat perplexing to scholars given the absence of any substantial, peer-reviewed research to support much of its claims (cf. Black & Holt, 2007; Ford et al., 2011). The assumption underpinning much of the current LTAD debate literature is that the LTAD model exists independently of its socio-political development. This investigation brings to light this assumption, and in doing fills a small yet critical knowledge gap by explaining how and why LTAD has become so prominent within Canadian sport.

Fourth, from an empirical perspective, this investigation provides a greater understanding of a newly emerging, yet increasingly influential organizational-like entity within the Canadian sport system. Particularly from an organizational perspective, there is a tendency to focus more on the overt and well-established sport organizations or the 'arms-length' organizations such as Own the Podium (Donnelly, 2009, 2010; Smith & Dowling, 2013). The case of CS4L highlights the importance and necessity to focus on

the role of non-governmental and un-organizational entities within sport policy and governance.

Fifth and finally, there are a number of practical contributions of this investigation, particularly for those working within Canadian sport. The investigation provides a historical account of the emergence and development of CS4L and its leadership team. From the perspective of a sport organization, this investigation will provide greater clarity to how and why LTAD/CS4L has emerged as an important policy objective, as well as further clarifying the role and position of CS4L and its leadership team within Canadian sport.

### **Study Limitations**

This section considers some of the methodological, conceptual, and theoretical limitations of this investigation. In taking each of these in turn, methodologically this investigation was limited in that it examined a singular case study within a singular context. The strengths of this approach lie in its richness and thick description (Geertz, 1973) and strong theoretical generalizations (Yin, 1994). The subsequent weakness of this approach is the inherent difficulty in being able to make analytical generalizations. However, as Flyvberg (2006) reminds us, the purpose of a case study is not to generalize to some statistical population, but rather to provide theoretical generalization.

A second methodological limitation relates to the data collection strategy adopted. In particular, this analysis relied upon interviews as the primary data collection strategy. On the one hand, interviews with the selected respondents provided the best source of knowledge regarding the emergence and development of CS4L, whilst on the other, these interviews are often subject to the methodological difficulties of memory recall and respondent bias. With regards to memory recall, the nature of the research

project was such that individuals were asked to recall events and accounts that in some instances occurred over a decade ago. This limitation was most apparent when discussing with respondents how CS4L first formed in 2004 with many individuals either unsure or relying upon secondary accounts to provide sufficient responses. With regards to respondent bias, this limitation is twofold; English-French respondent bias and CS4LLT member bias. First, it should be acknowledged that all interviews were conducted in English. This was partly due to the fact that the researcher only spoke English, but also as all the respondents selected for interview were English-speaking. It should be acknowledged, however, that half of the CS4LLT members and all Sport Canada officers were bi-lingual. Furthermore, with three members of the CS4LLT and one Sport Canada official was either born or currently working within the province of Québec. The inclusion of these individuals with Francophone backgrounds therefore provided some opportunity to ensure multiple perspectives of how such events unfolded. Moreover, a conscious effort was made by the researcher throughout the analysis write up stages of the investigation to examine both Francophone and English-speaker perspectives; this was especially the case during the political discussions surrounding CS4L's influence and integration into CSP2 (2012-2022) in Chapter IV. The second form of respondent bias that should be acknowledged is the investigations' reliance upon CS4LLT member accounts of their own development. This concern was, in part, why Sport Canada perspectives and additional data sources were sought. Triangulation in this manner was deemed appropriate and necessary in order to minimize CS4LLT member bias and draw more accurate conclusions regarding how CS4L had emerged and developed.

The research process also had a number of conceptual limitations. These conceptual limitations included: the inherent challenge of being able to label/define CS4L and the study's national level emphasis. In regards to the former, one of most challenging aspects of this investigation that occurred early on in the research process that has yet to be resolved is the difficulty in being able to appropriately define CS4L. Whilst some researchers would question the necessity to define phenomena at all, the pursuit of a definition was considered appropriate due to this investigation's post-positive ontology.

In addition to the inherent (ongoing) difficulty of defining CS4L, this research only examined CS4L as national level phenomenon. The examination of CS4L from this unit of analysis was deemed appropriate given the constraints (i.e., time and resources) of a Ph.D. research program, the federal origins of CS4L, and the research questions' emphasis on governance, which focuses on the examination of national level considerations. As a result of this conceptual limitation, this research was restricted in its ability to be able to claim an understanding of CS4L's relationship further down the delivery system (i.e., provincial/territorial/municipal levels).

Finally, this research was empirically driven, but theoretically supported by the broader notion of governance theory or the governance-narrative. The benefit of this approach has been its emphasis on macro-level developments and underlying questioning of assumptions of the governance structure and processes of Canadian sport. The inherent difficulty of this approach has been governance 'theory's limitation/utility in being able to guide specific understanding or explain governing structures per se. In this sense, governance theory is not a theory in its strictest form,

but rather used to identify a distinct set of ideas and collective literature base.

Consequently, the adoption of theory here was used more pragmatically in order to make sense of an otherwise too complex phenomenon.

### **Future Research**

The first and foremost consideration for future research is an ongoing examination of CS4L as it continues to evolve. Stemming from the above study limitations discussions, more research is required to understand the impact and influence of LTAD/CS4L further down the delivery system. As Sport Canada's primary mandate lies at the national level, it is likely that substantial variation exists regarding the influence and impact of LTAD/CS4L at different levels of jurisdiction. As such, more research is required to examine these differences. Only then will it be possible to fully understand CS4L's role across the entire delivery system.

Furthermore, this investigation (i.e., 2011-2014) was timely in that CS4L has grown, in terms of number of projects and financial investment, to the extent that questions have begun to be asked regarding whether CS4L should formalize into a not-for-profit organizational entity. As such it seems evident that CS4L has reached a critical stage in its development. If CS4L chooses to formalize, this may have substantial implications for the organizational structure and approach. As discussed previously, the strength of CS4L has been its un-organizational, purpose/volunteer driven approach. Will the formalization of CS4L result in CS4L losing the strengths on which it was built? What is the cost (both financially and figuratively) of formalizing? What are the benefits? If CS4L chooses not to formalize, what implications does this have for government funding? Perhaps an even more interesting question for CS4L is what is the cost of not

formalizing? It is much easier for federal government (via Sport Canada) to discontinue funding to an un-organization. If this was to occur in the future, which is possible, are we likely to witness the death of CS4L - an attempt to create change that tried, but failed? In light these considerations, future research could continue to document this phenomenon, with much of the CS4L story yet to be seen.

A second avenue for future research could lie in further examination of LTAD. Whilst there has been some attempt to specifically examine LTAD (e.g., Black & Holt, 2007; Lang & Light, 2010; Ford et al., 2011), the model itself as a specific area of inquiry is woefully under researched, despite notable uptake by sport organizations both domestically and internationally. Furthermore, the findings of this research suggest that Sport Canada is likely to continue to invest into and support the implementation of LTAD into the foreseeable future. As such, if sport organizations are likely to continue to adapt and align programs to the LTAD model, then more should be done to understand the principles and practice of this model that are fundamentally underpinning practice. In addition to empirically examining the principles and practice of LTAD, there are also broader considerations of how LTAD has been adopted internationally. This study focused exclusively on the adoption of LTAD within the Canadian context. This limitation begs interesting and unanswered questions that may be answered with cross-comparative research. For example, how has LTAD been adopted by other countries? What differences (if any) are there in regards to how these countries have adopted LTAD? What implications do these differences have for sport organizations?

A third potential avenue for future research could be a continued exploration of the role of other non-governmental un-organizations and how they contribute to the

athlete development process. Are there other examples of un-organizations within different sport contexts? It is argued that these less visible, but influential un-organizations still largely remain overlooked by sport management scholars. In addition, whilst it is acknowledged that researchers should be cautious when attempting to make analytical generalizations, especially from singular case studies (Flyvberg, 2006; Yin, 1994), this investigation into CS4L brings to the forefront much larger questions of whether the creation of other organizations such as Own the Podium and True Sport, for example, are further evidence to suggest that there are changing governance patterns within Canadian sport. What is particularly noteworthy about the development of organizations such as Own the Podium and True Sport is that they have taken markedly different developmental trajectories in comparison to CS4L. Unlike CS4L, OTP has now formalized into an independent not-for-profit governing agency. Why is it that OTP has fully formalized, but CS4L has not? What role do these contemporary organizations play in the governance process?

To consider some of the more theoretically driven potential areas of future inquiry, the importance of organizational and systemic governance has become critical in recent years, and it offers a particularly rife area for further research within sport management (cf. Hoye & Cuskelly, 2007; Shilbury & Ferkins, 2010). Nonetheless, this burgeoning area of research continues to overlook systemic governance and broader applications of governance theory to sport. Examples of potential research sites to examine broader governance issues include: alternative sports with unique governing structures (e.g., how does governance in Mixed Martial Arts occur in the absence of international or national governing agencies? What are the implications of this

governing approach?), failures in systemic governance (e.g., Lance Armstrong, Jerry Sandusky, the Indian Olympic Committee), and governance under limiting temporality i.e., the governance of mega-events (e.g., how does the International Olympic Committee establish a governance system over host cities such as Rio de Janeiro, PyeongChang, and Tokyo under limited temporality?). These potential avenues of inquiry offer research contexts by which to further understand and improve governance structures.

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## Appendix 1: The Long-Term Athlete Development Model

### Long-Term Athlete Development Model Values

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CS4L Resource Paper (2005)

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1. The FUNdamentals
  2. Specialization
  3. Developmental Age
  4. Trainability
  5. Physical, Mental, Cognitive + Emotional Development
  6. Periodization
  7. Calendar Planning for Competition
  8. System Alignment and Integration
  9. The 10-Year Rule
  10. Continuous Improvement
- 

Source: Adapted from Balyi et al (2005)

The more central physiological tenets of LTAD model argue the following. First, an athlete-centred consideration should be adopted that emphasizes the fundamental movement and sport skills leading to the ‘physical literacy’ through the developmental age (rather than biological age) of an athlete. Second, emphasis should be made on the critical or ‘sensitive’ years i.e. ‘windows of trainability’ of development, based primarily on the physiological markers of peak height velocity (PHV), peak weight velocity (PWV), growth and maturation during sensitive periods in order to achieve optimal athletic performance. See Ford et al (2011) for a comprehensive and critical discussion over the physiological principles of the LTAD model.

### The Stages of the Long-Term Athlete Development Model

The LTAD model prescribes a relatively simple seven stage heuristic approach to athlete development. These stages should not be considered concrete, but rather as loose guidelines for development. The LTAD emphasizes athlete development is an organic, Long-Term *process* (Plenary CS4L Summit speech, 2012) rather than mechanical ‘factory conveyer belt’ production of athletes. The LTAD model comprises of

seven stages for early specialization sports: (1) Active Start (2) *FUNdamentals*, (3) *Learning to Train*, (4) *Training to Train*, (5) *Training to Compete* (6) *Training to Win* and (7) *Active for Life*. See Figure 2.1 for an illustration.

### Long-Term Athlete Development Stages



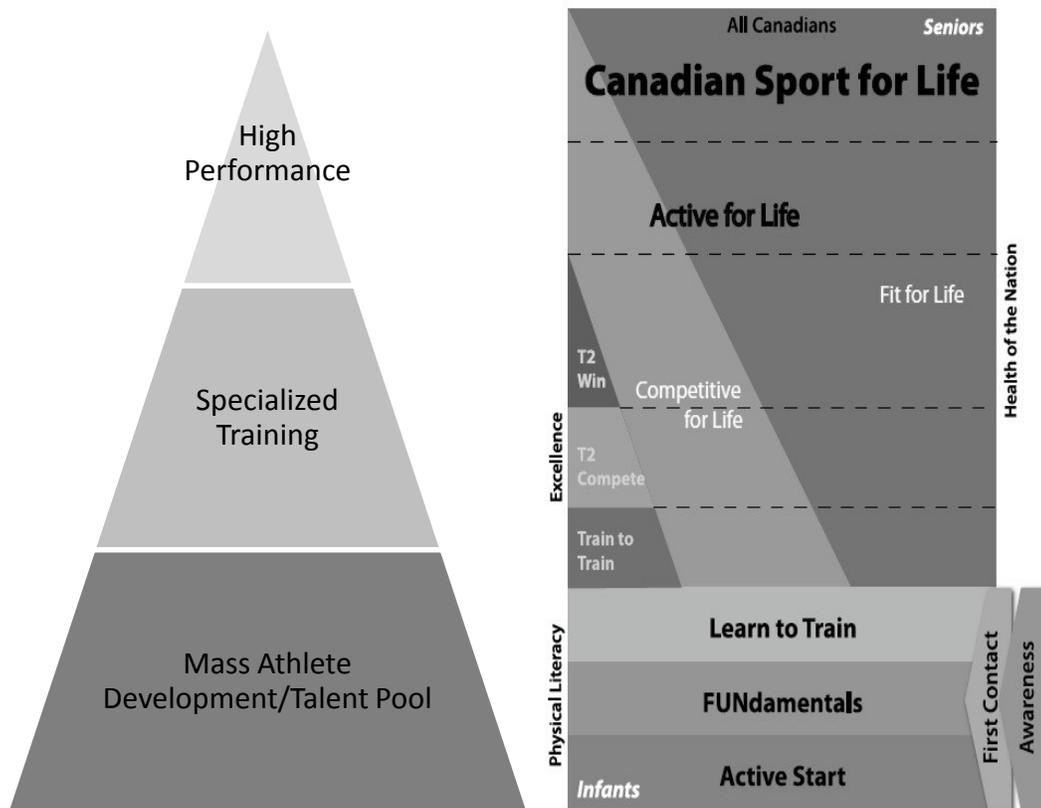
Source: CS4L.ca

This pathway has also been expanded nine to include *Learning to Compete* and *Learning to Win* for late specialization sports for example, Rowing and Long Track Speed Skating whereby optimal performance is typically later in life. See Table 2.3 below for an expanded outline of the stages.

The LTAD stages approach opposes our traditional athlete development model in that, at present, athletes over-compete and under train, with focus on short-term outputs, namely competition results, at the expense of the long-term athlete development and health (Balyi & Way, 2009). Crudely put, our present athlete development system, whittles down through a pyramid process of elimination, whereby those who excel at pre-ordained age categories (with no consideration of variability of maturation). On the contrary, LTAD offers inclusiveness in terms of athlete development. Athletes, regardless of whether they are able to continue developing into the higher performance stream remain within the system. Athlete development in this sense is more rectangular

based than a pyramid with individuals retained within the sport and physical activity system whether within competitive streams or the active for life streams. See figure below:

**Traditional Athlete Development Pyramid vs. LTAD/CS4L Rectangle**



The LTAD, then, prescribes a more encompassing and process based approach to athlete development rather than an eliminating and prescriptive one. Such a change in underlying philosophy ultimately indicates a fundamental change to our current approach to athlete development within western society.

### **Physical Literacy and the Long-Term Athlete Development Model**

In addition to the stages heuristic, one of the most fundamental concepts ingrained within the LTAD model is that of *Physical Literacy*. Although the precise definition of Physical Literacy has been subject to much debate over many years (see Physical Literacy Concept Paper, 2007 for a comprehensive outline of this debate, Physical Literacy can be broadly understood as “the development of fundamental movement skills (FMS) and fundamental sport skills (FSS) that permit a child to move confidently and with control, in a wide range of physical activity, rhythmic (dance) and sport situations” (Developing Physical Literacy, 2008, p5).

Although not a central feature of Balyi’s original conception of the LTAD, the concept of Physical Literacy is now considered a key component of LTAD (Physical Literacy Concept Paper, 2007, Developing Physical Literacy, 2008). The analogy used frequently in the CS4L documents is as follows: similarly to learning the alphabet before which may lead to writing Shakespeare, the basic premise of Physical Literacy is that children must learn the basics or fundamentals of movement i.e. running, jumping, throwing, catching, swimming before becoming proficient in complex sport practice. LTAD argues that in many cases children simply are not taught the necessary fundamental movement skills (FMS) and Fundamental Sport Skills (FSS), the application of FMS to a sport practice context, to become Physically Literate. As consequence of this children do not have the necessary motor skill development in order to take part in sport or physical activity regularly, and certainly are unlikely to obtain sport excellence. Those who do are exceptions to the system, not products of it.

### The Development of Physical Literacy Continuum



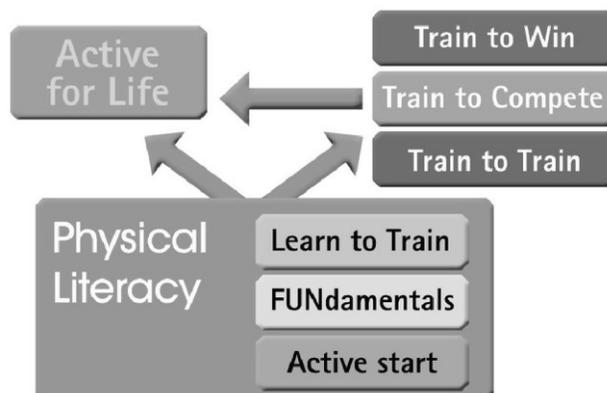
According to LTAD there are huge consequences of not being Physically Literate, “missing out of FMS also means that the child is unlikely to choose to take part in a formal sport activity that requires proficiency in that skills, and this restricts their choice of life-long health promoting activities”. (Developing Physical Literacy, 2008, p13). The emphasis on developing Physical Literacy leads to two prescriptions in athlete development: not treating children as miniature adults and greater attention to ‘sensitive periods’ of maturation.

In taking each of these in turn; first, we should not consider children as ‘adult miniatures’. The teaching and development of Physical Literacy requires sessions to be adapted to suit the appropriate physical development of a child at the varying stages of their development. This involves the adaptation of equipment including size of balls, court or pitch dimensions emphasis on individual development rather than results driven practice and so on. Furthermore, such a consideration requires sports to stop adopting early specialization “get them and keep them” strategies. In other words, individuals sports need to stop working in isolation and consider the broader Physical Literacy development of a child rather than children’s sport and physical activity as a recruitment exercise. In fact, LTAD prescribes a move towards sports ‘clustering’ whereby sports with similar FMS should combine efforts to promote necessary skills across similar

sports, and therefore increase the likelihood of athlete retention and increase the talent pool of which a sport can potentially draw from.

The second prescription is that closer attention should be paid to the development of Physical Literacy during the 'sensitive periods' of maturation. Based upon the previously mentioned physiological markers, the optimum time to teach FMS and FSS is between the ages of 6-12 (Developing Physical Literacy, 2008). As such Physical Literacy has been aligned closely with the previously mentioned LTAD stages of development. In particular, Physical Literacy lies within the first three stages of athlete development (i.e. Active Start, FUNdamentals and Learning to Train stage of the LTAD model). See Figure below. If Physical Literacy is achieved, the likelihood of going into the high performance stream or being active for life is greatly increased.

### Physical Literacy and LTAD Stage Relationship



It is here that the focus of athlete development should be on these broader FMS and FSS in order for athletes to achieve their full potential, whether that be the pursuit of sport excellence through the higher LTAD stages or continuation of being *Active for Life*.

## Appendix 2: Alternative Definitions of Governance

Definition	Origins/Key Proponents	Description
<b>Governance: OED</b>	Oxford English Dictionary (n.d.); Hughes (2010)	a. The act or manner of governing b. The office, function, or power of governing; authority or permission to govern c. The manner in which something is governed or regulated; method of management, system of regulations.
<b>Minimal State</b>	Rhodes (1997); Stoker (1994)	a 'blanket term' to explain how government is 'scaling-down' its delivery and services; the acceptable face of spending cuts
<b>NPM</b>	Rhodes (1997)	a series of principles and practices that infiltrated the public sector throughout the 1970s and 1980. i.e. Managerialism and Marketization or New Institutional Economics into the public sector.
<b>Corporate</b>	n/a	The system by which organizations are directed and controlled; e.g. board of directors, executive management team.
<b>'Good' Governance</b>	EU; UNESCO; WorldBanks	The belief in, and enactment of, 'good' principles and practice e.g., accountability, transparency, responsibility, democracy
<b>Socio-cybernetic</b>	Kooiman (1999)	A pattern of structure that emerged in a socio-political system as a 'common' result or outcome or the interacting efforts of all actors. Governance is the product of and produced by the system
<b>Networks</b>	Rhodes (1996, 1997)	Self organizing, inter-organizational networks

Source: Synthesized from Rhodes (1996; 1997)

### Governance as a Minimal State

This definition is what Rhodes (1997) calls a 'blanket term' in that government is 'scaling-down' its delivery and services. Commonly quoted here is Stoker's (1994) reference of "governance is the acceptable face of spending cuts" (p. 6). In this respect the usage and term of governance has been used as a means to achieving

governmental targets of lean budgetary control. Interestingly, as acutely pointed out by Hughes (2010), Rhodes' (2007) later definitions of governance omits this definition. In similar vein to the OED definition above, this is perhaps due to its too loose usage of a term, which becomes meaningless and redundant in helping understand what exactly constitutes governance. The researchers view here is therefore similar to Hughes (2010), who argues that governance as a 'minimal state' adds very little clarity in understanding governance. Similarly, as Marsh (2008b) notes, the present omission of governance as a 'minimal state' in Rhodes' recent work is perhaps more of a reflection of Rhodes' intellectual development in examining governance as a phenomenon than anything else. As such this definitional attempt should not be disregarded entirely as it is useful in understanding the 'first wave' of intellectual thinking in defining the topic. It has however been largely disregarded as a useful definition in recent years.

### **Governance as New Public Management**

New Public Management (NPM) broadly refers to a series of principles and practice that infiltrated the public sector throughout the 1970s and 1980s. Specifically NPM constitutes the incorporation of Managerialism and Marketization or New Institutional Economics into the public sector. Managerialism refers the specific practices of the private sector being used and applied to the public sector. Such practices include, but are not limited to, target setting, performance indicators, competition, empowerment, outcome measures, mission statements, evidence-based decision making and customer relationship management (Rhodes, 1997: 49). The second component of NPM, Marketization, refers to the introduction of market forces into the public sector. Marketization essentially creates a competitive marketplace for

public good services and delivery. Within the United Kingdom, for example, the government introduced a Compulsory Competitive Tendering process throughout the 1980s. This process essentially put out to tender the rights to manage traditionally publically run services to any bidder (public or private). The rationale behind this tendering process was the ultimately a more efficient and effective delivery of services than what would have been in place without the marketization of this services. NPM is much a broader phenomenon often used within public administration, and has also been applied in contributing towards the governance debate. For example, many scholars have argued that NPM is symptomatic of a minimal or 'hollowing out state' (insert references), and thus constitutes a government corrective to ensure appropriate governance over public services. In this regard, NPM is indicative of a government that is focusing more on providing guidelines and parameters and less on the direct delivery of public services. An argument that is analogized as more 'steering' and less 'rowing' by Osborne and Gaebler (1992). Despite the often cited and supposedly deep-rooted connection between NPM and governance authors have questioned its appropriateness as a useful definition of governance. For example, Hughes (2010) highlights two concerns in using NPM as a definition of governance. First, Hughes (2010) questions the utility and novelty of Osborne and Gaebler's (1992) analogy in that it does not add anything new in terms of defining governance. In this regard, Hughes (2010) argues that NPM is not even contained within the work of Osborne and Gaebler (1992), nor is their definition different to that of the OED definition as cited above. Second, Hughes (2010) questions whether NPM as a phenomenon is even concerned with governance. In this respect, whilst Rhodes' (1996, 1997) is correct in identifying the relationship between

NPM and Osborne and Gaebler' (1992) being the concept of steering. The question then becomes steering of whom? In other words, the concerns of NPM were more about the internal processes of an organization, whereas governance is more concerned with the state-society i.e. external processes of an organization (Hughes, 2010). Nonetheless, despite its notable criticism, what this definition adds to our initial understanding is how governance as a concept is intertwined with many other phenomena influencing sectors such as NPM, Managerialism and Marketization. For Rhodes these concepts are key to understanding governance in context. For others like Hughes (2010) whilst there are connections, the precise connections still warrant further clarification.

### **Governance as Corporate Governance**

According to Rhodes (1996) Corporate Governance refers to the "system by which organizations are directed and controlled" (p. 654). This definition of governance is therefore as closer to our intuitive understanding of the concept in question. Essentially Corporate Governance is the overseeing of business entities to 'steer' overall direction of the organization as well as to set expectations of what is considered as legitimate practice for those who run an organization. This is not to say that they interfere with every organizational practice. To the contrary, ideal manifestations of a 'modern' governance explicitly ensue that the governance of an organization is separated almost entirely the every-day practice of the senior management team of an organization. Practically, the interest in this type of governance has stemmed from recent high profile scandals such as Enron, WorldCom and more recently the dramatic collapse of Lehman Brothers and the Barclays Libor Scandal. These high profile

scandals have led to a broader societal concern of how such multi-million dollar organizations were able to 'get away' with such behaviour. In recent years, the development of a modern governance is now accepted as common practice within both public and private organizations alike.

Understanding Corporate Governance as a definition of governance is useful in two ways. First, it represents the narrowest operationalizing of the word. In this respect Corporate Governance is the 'least abstract' conceptualization of governance in that governance refers specifically to the overseeing of an organization, and less about the grandeur notions and philosophical debates surrounding the relationship between state and society. Second, although this study is an examination of a public sector concern, it reminds the reader of the importance of the private sector as a substantial influence on the structure and processes of the public sector. As such, this definition is both too narrow to answer the initial research questions and more appropriate for the examination of private sector settings.

### **Governance as 'Good' Governance**

The concept of 'Good' Governance has been somewhat of a business management fad in recent years (Rhodes, 1996). In order to understand Good Governance it is worth distinguishing it from the relatively similar Corporate Governance. Whilst Corporate Governance is explicitly concerned the governing over and organization structure, typically through the creation of governing boards of directors, Good Governance is closer towards those idealistic values of which an organization should strive for. In this sense, Good Governance is more abstract than Corporate Governance. Equally where Corporate Governance refers to the structural

design of governing, Good Governance constitutes the values and beliefs of which managers should aspire to and uphold globally. The usage of Good Governance has typically been a manifestation of larger international organizations and agencies, which attempt to instil 'good' principles and practice on its member organizations. The scope of Corporate Governance focuses specifically at the organizational level, whereas Good Governance is more of a (inter) national concern.

Whilst precisely what those 'good' principles are is by no means universally acknowledged, the most commonly cited terms are managerial buzzwords such as 'accountability', 'transparency', 'responsibility', 'democracy' and 'efficiency' to name but a few. The United Nations Educational, Scientific and Cultural Organization, for example, define Good Governance by using eight principles: participation, transparency, effectiveness and efficiency, responsiveness, accountability, consensus oriented, equity and inclusiveness, rule of law (UNESCO, 2005). Sport has been no exception to this trend. For example, The International Olympic Committee's Code of Ethics (Section C, Paragraph 1) states that "the basic universal principles of good governance of the Olympic and sports movement, in particular transparency, responsibility and accountability, must be respected by all Olympic Movement constituents" (IOC, 2010). Whilst useful, this definition lends itself towards what Bellamy and Palumbo (2011) term 'multilevel governance' (p. xix), which emphasizes the evolution of supra-states, such as the European Union, and the devolution of domestic government power and authority. Given the initial research questions in trying to understand the evolution of CS4L and LTAD in Canada, this definition is thus too broad for purposes of this particular analysis.

### **Appendix 3: Alternative Theoretical Models of Governance**

#### **The Westminster Model (WM)**

This traditional perspective, or 'old governance' (Peters, 2002) is more commonly known as the 'Westminster Model' perspective (Gamble, 1990); with the term Westminster referring to its British origins as an organizing perspective. The Westminster model views the relationship between government and society as hierarchical, with strong unified cabinet or 'core executive'. According to this perspective, government is governance, or as Gamble (1990) suggests, politics is directly equated with government. In adopting this perspective, emphasis is placed upon a select few elite institutions and actors. Politics is played out through key governmental institutions and formalized structures. Within Britain, for example, institutions such as the House of Commons and the House of Parliament are considered primary political arenas whereby governance traditionally takes place. The Westminster perspective thus defines politics in a very narrow, internal and insulated sense. The members of parliament who play out such politics do so as representatives held accountable through the electoral process. The Westminster Model views government (and thus governance) as a direct reflection of public opinion through the electoral process mechanism. The Westminster model purports that power is held by a select few (i.e., politicians), with the locus of power being heavily, if not solely, centralized to those working within government. Consequently any governmental or quasi-governmental agencies or institutions are considered subordinates of central parliament and enact the decisions as dictated by its core executive.

The Westminster model has historically dominated political thinking as the primary organizing perspective in political science (Rhodes, 1997). One plausible explanation for its continued saliency is “the apparent success of the British institutions in adapting to the demands of mass democracy was reflected in the ascendancy in the 1950s of the liberal democratic perspective..., political scientists as a result made little effort to theorize the state” (Gamble, 1990, p. 411).

Due to its continued success, it has only been in recent years that this historically dominant perspective has succumbed to any form of serious criticism. Such criticism has primarily centred on the locus of politics, the power (or supposed lack of power) of the state and the historical reality of politics. This is not to suggest that the Westminster model has disappeared. On the contrary, as a result of questioning a number of underlying assumptions although “the Westminster model has weakened...it has not disappeared, nor has it been replaced by a coherent alternative” (Gamble, 1990, p. 419). Suffice to say that the model has come under substantial criticism in recent years but it still remains the dominant perspective of political thinking in terms of the governing process.

To illustrate the Westminster model utility in understanding the Canadian sport context, Sport Canada and Own the Podium, according to this model, are direct subordinates to Canadian Heritage, which in turn is subject to the political will and demands of the core executive. In short, these agencies are considered a direct part of governments' machinery of delivery. All power remains (and has historically remained) within the hands of public servants working on behalf of federal government. According to the Westminster model CS4L represents yet another means by which government

can govern over its responsibilities within sport. Put another way, CS4L represents nothing more than the status quo for governing over sport organizations. Whilst this conceptualization of the sport system may sit uneasily with some, it nonetheless represents the traditional view (and thus explanation) for why these organizations have emerged within the Canadian sport system. Our attention now turns to outlining some of the main alternative governance perspectives that have emerged in recent years, with consideration of how they might aid further in understanding the emergence and development of CS4L.

### **The Differentiated Polity 'Model' (DPM)**

The Differentiated Policy Model (DPM) is an attempt by Rhodes and colleagues to address the growing complexity of governance evident around the 1980s-1990s. A growing complexity, at its worst, the Westminster model is entirely insufficient in explaining, or at best, only partly sufficient in explaining (Bevir & Rhodes, 2010; Marsh, 2010). Consequently, the creation and development of the DPM approach is considered by many as the initial corrective perspective to the old orthodoxy of the Westminster model that prevailed political thinking right up until the turn of the century (Marsh, 2009, 2011). In contrast, although accepting its deliberate attempt to challenge the traditional orthodoxy, Rhodes and colleagues argue that the DPM is more accurately an 'approach', 'organizing perspective' or 'thesis' rather than model as the term 'model' originates from a positivist and foundationalist way of thinking (Bevir & Rhodes, 2009). For Bevir and Rhodes, although seemingly semantic, it signals a deliberate and necessary philosophical departure from the Westminster Model way of thinking. With this in mind, this review uses the term differentiated polity 'model', not suggest a

fundamental disagreement with Bevir and Rhodes' above argument, but rather that it has become commonly accepted terminology within the governance literature (Grix, 2010; Kjaer, 2004, 2010; Marsh, 2008, 2011 Osborne, 2010).

The central concepts of the DPM are as follows; first an increasing fragmentation of markets and hierarchies and greater emphasis on networks, inter-organizational relations and partnerships. Second, the state is characterized as non-dominant and continually 'hollowing out' as a result of a weakened executive core. Finally, the DPM advocates an increasingly pluralist perspective in terms of incorporating a number of alternative actors, agencies and interest groups into the political decision making and governing process. Each of these central concepts will be discussed in turn.

First and foremost, in contrast to the Westminster model, the DPM asserts that the relationship of state as society is no longer presumed as one based upon a hierarchical structure. Rather, the DPM advocates consideration of the interrelationship between institutions (i.e., the process) as well as the institutions themselves. According to the DPM, the traditional hierarchical structure of governance has now been replaced with a network based governing structure. In other words, power has now been dispersed amongst many stakeholders, rather than held by the state alone. In making such claims, the DPM perspective, unlike the Westminster perspective, opens up the possibility of the role of individual agents in the governing process. The role of agency has traditionally been ignored due to the underlying assumptions of the Westminster model. The underlying belief that network governance has now replaced hierarchical government can be considered the single biggest difference between the Westminster model and the DPM.

The second key characteristic of the DPM is the belief the state is continually 'hollowing out' as a result of a weakened executive core. In this regard, government is not presumed dominant, in contrast to the Westminster model, and consequently has found it increasingly necessary to rely upon other actors and institutions in order to govern effectively. In turn, these actors and institutions have varying degrees of power and operate at varying levels of administration- hence 'differentiated polity'.

As Bevir and Rhodes (2003) argue "the state has been hollowed out from above by international interdependence, and from below by for example marketization, and sideways by agencies" (cited in Marsh, 2011, p. 34). Thus, according to advocates of the DPM, government has been hollowed from many directions. From above, government has relinquished powers to supra-national agencies such as the European Union and United Nations in order to tackle increasingly complex and 'wicked' policy issues (Sam, 2009). From below, the state has been subject to a loss of power through marketization of its delivery services. An example of this would be the privatization of the railway system in Britain throughout the 1970s. From sideways, government has either created or incorporated agencies (governmental, quasi-government or non-governmental) with the intention of using them to deliver necessary products and services. A by-product this sideways integration has been an increasingly complex and congested government portfolio (Skelcher, 2000). The concept of hollowing out is therefore central to understanding the DPM.

Closely linked to the above characteristic is the DPM's emphasis on plurality. As noted by Marsh (2011) "Bevir and Rhodes do not talk of plurality as such, but it is a key feature of both an interpretive approach and the differentiated polity model" (p. 39).

According to the DPM, power is now something held by many, rather than a select few. Consequently, emphasis of the DPM is on the exchange-relationships between various actors in order to accomplish outcomes. In this regard, the game is not a 'zero-sum' game, but rather a 'positive-sum' game in that both parties negotiate to the benefit of their own cause. Pluralism is thus a critical distinction between the DPM and the Westminster Model.

In applying the DPM to the present interest of this investigation, the emergence and development of CS4L can be potentially be conceived as a governing corrective. It is plausible that Sport Canada recognized the need to develop a framework of control, delivered by a third-party, the CS4L Leadership Team, in order to manage its increasingly complex and expand network of sport organizations more effectively. Rather than Westminster Models' maintenance of the status quo, CS4L, according to a DPM perspective, represents a shift in power from government to society. More specifically, it represents a shift in power from Sport Canada, who is increasingly adopting a metagoverning (steering) role, towards CS4L as a societal interest group who now acts as delivers (rowers) of government policy (Osborne & Gaebler, 1992). In returning to DPM's third key conceptualization, this exchange relationship is a 'positive-sum' game and a 'win-win' scenario for both CS4L in implementing its values and beliefs, whilst government adopts CS4L principles as an organizing perspective to be able to govern over sport organizations. In turning to the third model to be outlined, just as the DPM developed from the deficiencies of the Westminster Model, the Asymmetric Power Model represents an attempt to overcome the deficiencies of the DPM.

## **Appendix 4: Interview Guide**

### **1. CS4L and Canadian Sport Policy**

How did CS4L emerge from CSP1?

In what ways has CS4L benefitted and/or hindered federal sport policy making?

In your view, what ways has CS4L influenced the development of CSP2?

What role does CS4L play in terms of federal policy making?

Why is CS4L an 'un-organization'?

What are the benefits and challenges of that design?

### **2. CS4L and Sport Canada**

How did CS4L become directly involved with Sport Canada?

How would you describe the relationship between CS4L and Sport Canada?

Why did Sport Canada adopt LTAD/CS4L?

Why isn't CS4L a part of government?

How much discretion does Sport Canada allow the CS4L leadership team?

What do you think CS4L offers Sport Canada that has justified continued annual funding?

How is the CS4LLT held accountable? How is it evaluated?

What would CS4L be like without Sport Canada?

### **3. CS4L and NSOs**

How would you describe the relationship between the CS4LLT and NSOs?

In your experience, what has been the response of NSOs to CS4L and the leadership team?

What do you feel are the pros and cons of the CS4LLT dealing (or consulting) directly with NSOs?

To what extent do you feel CS4L has influenced NSO operations?