



Canadian Heritage  
Patrimoine canadien  
Sport Canada

Canada



# Sport Canada Strategy on Ethical Sport 2010



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## SPORT CANADA STRATEGY ON ETHICAL SPORT

### 1. INTRODUCTION

The *Sport Canada Strategy on Ethical Sport (the Strategy)* is driven by the belief that a positive contribution of sport to society can only be achieved through the delivery and practice of ethical sport. Sport Canada defines ethical sport as:

Sport in which the conduct of everyone involved fosters a positive, quality sport experience for all participants and that maximizes sport's potential to provide role models and mentors, to teach positive values and life skills, and to foster positive youth development. Behaviors that are antithetical to the practice of ethical sport include cheating, doping, violence, abuse, harassment, racism or other forms of discrimination, and all other disrespectful, injurious behaviors by or towards participants, coaches, officials, trainers and other support personnel, administrators, parents, spectators, and any others who may be involved in the sporting activity.

The purpose of *the Strategy* is to define Sport Canada's role in advancing and supporting ethical sport in Canada and abroad. *The Strategy* provides guidance for Sport Canada's actions by describing where the organization will focus its attention through three main objectives. Taking into account the jurisdiction, mandate and resources of Sport Canada, this multi-year strategy will guide the subsequent development and implementation of yearly action plans, as described in section 4.

Sport Canada is already engaged in many initiatives related to ethical sport (see Appendix 1). *The Strategy* and action plans will encourage a comprehensive approach, greater collaboration and new ways of taking action.

A conceptual framework has been developed to help inform Sport Canada actions (see Appendix 2). Sport Canada will also rely on existing key documents, research, media reports, and feedback from the sport community to assist in determining if and when specific conduct in sport by either individuals or organizations falls outside of what is generally considered to be ethical sport and is deserving of remedial action.

Through the development and implementation of its annual action plans, Sport Canada will identify and address prevalent ethical issues in sport, some of which are known and require ongoing attention and some of which are anticipated to emerge over time.

### 2. CONTEXT

The Government of Canada promotes and supports ethical sport under the authority of the *Physical Activity and Sport Act* and by its commitment to the objectives of the *Canadian Sport Policy*. Sport Canada's active involvement in ethics in sport began in the 1980's through its extensive and internationally recognized leadership on the issue of doping in sport.

Canada signed and ratified *the Council of Europe Anti-Doping Convention* in 1996 and is a State party of the *UNESCO International Convention against Doping in Sport* since 2005. The federal government has leadership responsibilities to advance the priorities of these international conventions which also provide a framework for domestic anti-doping. Canada has also hosted the World Anti-Doping Agency (WADA) headquarters since its inception in Montreal in 2002, and the Government of Canada has obligations to this agency. At the national level, the federal government remains actively engaged in anti-doping through the *Canadian Policy Against Doping in Sport*.

The Commission for Fair Play (Fair Play Canada) was created in 1986, essentially to address the problem of violence, cheating and lack of fair play in sport<sup>1</sup>. Fair Play Canada merged with the Canadian Centre for Drug-Free Sport in 1995, which was later named the Canadian Centre for Ethics in Sport which inherited the function to foster ethical sport for all Canadians in addition to its anti-doping mandate.

In addition to the issues of doping and violence in sport<sup>2</sup>, there was a desire within the sport community and governments to devote attention to the broader array of ethical issues in sport. In 2001, Canada's Federal-Provincial/Territorial Ministers responsible for sport adopted the *Declaration of Expectations for Fairness in Sport* (the *London Declaration*), which describes a shared vision for ethical behavior in sport.

Upon direction from Federal-Provincial/Territorial Ministers, a Federal-Provincial/Territorial Sport Committee (FPTSC) workgroup was created to develop the *Canadian Strategy on Ethical Conduct in Sport* which was to be "a comprehensive and collaborative undertaking to enhance ethical conduct in all aspects, and at all levels, of sport throughout Canada"<sup>3</sup>. The document, which was endorsed by all F-P/T governments in 2002, provides a policy framework for governments to address issues related to ethical conduct in sport. A Steering Committee, made up of F-P/T government, sport community and stakeholder representatives, was created to coordinate the overall implementation of the Canadian strategy.

Following the emergence of the True Sport Movement in 2003, the *Canadian Strategy on Ethical Conduct in Sport* was re-named the *True Sport Strategy* and its focus shifted towards the promotion of a social movement for value-based sport called True Sport. In 2009, the FPTSC expressed a desire to see the True Sport Strategy Steering Committee re-direct its focus from the promotion of a social movement to identifying and addressing specific ethical issues in sport.

A recent evaluation of the *True Sport Strategy* reaffirmed the need for governments to provide leadership and support towards implementing this initiative. In addition to its commitment at the F-P/T level Sport Canada has committed, through its Strategic Plan

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<sup>1</sup> *Sport, the way ahead: the report of the Minister's Task Force on Federal Sport Policy*, Ottawa: Minister of State, Fitness and Amateur Sport, 1992, p.295.

<sup>2</sup> *Commission of inquiry into the use of drugs and banned practices intended to increase athletic performance* by Charles L. Dubin, commissioner, Ottawa: The Commission, c1990; and *Sport, the way ahead : the report of the Minister's Task Force on Federal Sport Policy*, Ottawa : Minister of State, Fitness and Amateur Sport, c1992.

<sup>3</sup> *Canadian Strategy on Ethical Conduct in Sport-Action Plan 2003-04*, February 21, 2003, p.1

2009-2013, to strengthen the ethical foundation of sport<sup>4</sup> and, through its 2009-2012 Business Plan, to develop coordinated action plans on ethics in sport<sup>5</sup>.

### 3. ALIGNMENT

Sport Canada's *Strategy* is guided by the vision, goals and values in the following key documents, and is intended to contribute to the achievement of their objectives:

- 3.1 *Physical Activity and Sport Act*  
*The Government of Canada's policy regarding sport is founded on the highest **ethical standards and values**, including doping-free sport, the treatment of all persons with fairness and respect, the full and fair participation of all persons in sport and the fair, equitable, transparent and timely resolution of disputes in sport<sup>6</sup>.*
- 3.2 *The Canadian Sport Policy*  
*The essential components of an **ethically based**, athlete/participant centered development system are in place and are continually modernized and strengthened as required<sup>7</sup>.*
- 3.3 *The Canadian Sport for Life/Long-term Athlete Development Model*  
*A major objective of CS4L/LTAD is a holistic approach to athlete and participant development. This includes emphasis **on ethics, fair play**, and character building throughout the various stages of the model<sup>8</sup>.*
- 3.4 *The London Declaration and the True Sport Strategy*  
*The 2001 London Declaration articulates a set of expectations **for fairness in sport**, which were endorsed by the F-P/T Sport Ministers. This vision, described in twelve points, became the foundation for the priority outcomes of the True Sport Strategy<sup>9</sup>.*
- 3.5 *The Canadian Policy Against Doping in Sport*  
*This policy envisions a pan-Canadian **culture of ethical, doping-free sport** and outlines how it is anticipated the sport branches of Federal-Provincial/Territorial governments will work together in this regard<sup>10</sup>.*
- 3.6 *The Sport Canada Strategic Plan 2009-2013*  
*One of the strategic goals is that more Canadians participate in quality sport activities. In order to achieve that goal, "Sport Canada will strategically support*

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<sup>4</sup> *Sport Canada Strategic Plan 2009 – 2013*, p.11

<sup>5</sup> *Sport Canada Business Plan 2009 – 2012*, p.24

<sup>6</sup> Physical Activity and Sport Act, 2003, c. 2, Assented to March 19th, 2003, p.1.

<sup>7</sup> From the *Canadian Sport Policy (2002)*, objective of Enhance Capacity

<sup>8</sup> Canadian Sport for Life, *Long-Term Athlete Development-Resource paper*, 2008. p. 28

<sup>9</sup> A new iteration of the True Sport Strategy Framework is currently under approval as of summer 2010

<sup>10</sup> *The Federal-Provincial/Territorial Policy for Doping-Free Sport*, 2010, p. 1-2

*initiatives aimed at sustaining and enhancing the delivery of technically sound and **ethically based** sport programs and services”<sup>11</sup>.*

*The Strategy* will also be aligned with other Sport Canada policies, strategies and action plans as well as with applicable international conventions or agreements (see Appendix 3) which may influence *the Strategy* or be impacted by *the Strategy*. The alignment with existing policy documents provides the basis for establishing the following strategic goal and objectives.

#### **4. GOAL AND OBJECTIVES**

The goal of *the Strategy* is that **Canadians participate and excel in sport within an ethically based sport system**. This goal is adapted from and congruent with PCH’s Performance Measurement Framework for Sport. Understanding that the PMF strategic goal may change over time, the current strategic goal of this strategy may be adjusted accordingly.

In keeping with its jurisdiction and mandate, Sport Canada will advance the goal of *the Strategy* by working with key partners including: National Sport Organizations (NSOs), Multisport Service Organizations (MSOs), Canadian Sport Centers, national non-governmental organizations, other federal government departments, P/T governments, universities, Research Councils, multi-sport and single sport event organizing committees, and other international partners.

As depicted in the logic model for *the Strategy* (see Appendix 4), the three objectives of *the Strategy* are:

##### **4.1 Knowledge Mobilization<sup>12</sup> - Increase opportunities to enhance awareness and understanding of ethical sport to enable key partners to deliver ethical sport for Canadians**

To achieve this objective, Sport Canada will undertake, but will not be limited to, the following activities:

- 4.1.1 Collect up-to-date information on current and emerging ethical issues, best practices and success stories.
- 4.1.2 Share information, best practices and success stories with the sport community.
- 4.1.3 Support the production and dissemination of educational materials on ethics.

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<sup>11</sup> *Sport Canada Strategic Plan 2009 – 2013*, p.6

<sup>12</sup> Knowledge mobilization involves connecting, disseminating, exchanging and co-creating knowledge to meet the needs of the sport community. In this case, it also means an emphasis on education initiatives built on research findings. *Adapted from the Social Sciences and Humanities Research Council (SSHRC) definition of Knowledge Mobilization as presented in SSHRC Public Outreach Grant guidelines.*

#### **4.2 Commitment and Capacity Building - Increase commitment and capacity amongst key partners to deliver ethical sport for Canadians**

To achieve this objective, Sport Canada will undertake, but will not be limited to, the following activities:

- 4.2.1 Implement the Federal Government's commitments and obligations regarding ethical sport.
- 4.2.2 Leverage existing and new Sport Canada programs and activities to strengthen the commitment of funded organizations to the principles of ethical sport.
- 4.2.3 Support sport organizations at the national level in their efforts to design and deliver initiatives in ethics in sport and to prioritize values and ethics in their programs and services.
- 4.2.4 Collaborate with P/T Governments to increase the capacity of the sport system to address ethical issues via pan-Canadian or other collaborative actions.

#### **4.3 Coordinated Approach - Increase opportunities for key partners to coordinate the delivery of ethical sport to Canadians**

To achieve this objective, Sport Canada will undertake, but will not be limited to, the following activities:

- 4.3.1 Contribute to the collaborative efforts of the CCES (including The True Sport Secretariat), the True Sport Steering Committee, the SDRCC and other national sport system partners.
- 4.3.2 Capitalize on the expertise of Multisport Service Organizations to assist the sport community in delivering ethical sport.
- 4.3.3 Expand and strengthen program and policy collaboration in ethics in sport within the federal government and with P/T governments and the sport community.
- 4.3.4 Encourage funded organizations to align their activities with national initiatives on ethics in sport.
- 4.3.5 Collaborate with partners to advance priorities and obligations identified in the *Federal-Provincial/Territorial Policy for Doping-Free Sport*, the *Council of Europe Anti-Doping Convention*, and the *UNESCO International Convention against Doping in Sport* and support WADA's ethics initiatives.
- 4.3.6 Actively participate in other strategic international fora related to ethics in sport, as appropriate.

As further outlined in the logic model, the achievement of these three objectives will contribute to key partners actively supporting the delivery and practice of ethical sport through a coordinated approach. The combined efforts of Sport Canada and its key partners will contribute to an ethically based sport system in which Canadians can participate and excel.

## **5. IMPLEMENTATION OF *THE STRATEGY***

The implementation of the Strategy will be carried out through yearly action plans. The development of these action plans will be the responsibility of the Sport Excellence Division (SED) with the support and involvement of all Sport Canada Divisions and its key partners, when appropriate. The fight against doping will remain a key component of Sport Canada's work in ethical sport but, given the scope and importance of this area, it will have its own action plan. While SED will have the lead and provide expertise for the ethics file within Sport Canada, the implementation of *the Strategy* may require the participation of other Sport Canada Divisions. For example, the other Divisions will bring their knowledge of current or emerging ethical issues to inform the development and prioritization of the activities within the action plans.

Sport Canada believes that ethics in sport is a shared responsibility amongst all the members of the sport community and will seek strong collaboration from its key partners in the implementation of this strategy. As the federal government branch responsible for sport, Sport Canada will support initiatives at the national level and will collaborate with Provincial and Territorial governments to support pan-Canadian and other joint initiatives to advance ethical sport from playground to podium. Sport Canada will implement this strategy primarily through existing mechanisms such as F-P/T bilateral agreements and support of NSOs and MSOs.

Sport Canada will also ensure complementarity between Canada's domestic and international efforts to advance ethical sport, for example, by establishing strong connections with the international community to mutually enhance knowledge and best practices in ethics in sport worldwide.

## **5. MONITORING AND EVALUATION OF *THE STRATEGY***

Monitoring and evaluation will be guided by the logic model depicted in Appendix 4 and expected outputs, timelines, indicators and data sources necessary for ongoing monitoring and evaluation will be incorporated into the annual action plans.

It is anticipated that, in addition to the annual monitoring and evaluation activities, a more comprehensive evaluation of *the Strategy* will occur in the fifth year.



## **Appendix 1 - SPORT CANADA'S CURRENT INVOLVEMENT IN ETHICAL SPORT** (as of the 2009-2010 fiscal year)

### Anti-doping

- Revision of the *Canadian Policy Against Doping in Sport*
- Support of CCES (education, testing result management, laboratory, research)
- Support of WADA
- UNESCO voluntary Fund
- Hosting requirements for international sport events
- Sanctions and requirements for anti-doping in Athlete Assistance Program

### True Sport Strategy (Canadian Strategy on Ethical conduct in sport)

- Support to CCES for :
  - Housing the True Sport Secretariat
  - Co-chairing of True Sport Steering Committee
  - True Sport projects
  - National Code for Prohibited Conduct in Sport and Canadian Policy on Prohibited Conduct in Sport
  - Research and promotion of ethics (e.g. polling, website)

### MISO support

- Eligibility requirements (e.g. internal dispute resolution process, commitment to anti-doping, policy on harassment and abuse)
- Support of SDRCC (sport dispute resolution)
- Support of CAAWS (harassment & abuse, homophobia)
- Support of CAC (coaching education)

### NSO support

- Eligibility requirements (e.g. have a coach code of conduct, adoption and compliance with Canadian Anti-Doping Program, policy on harassment and abuse)
- Support of specific initiatives through core funding (e.g. Hockey Canada Speak Out Program)

### Others

- “Canadian Sport for Life” approach to sport development
- True Sport Club Excellence
- Bilateral projects with Provinces and Territories
- Canadian Sport Policy implementation
- Participation in F-P/T mechanism for sport (e.g. FPTSC, working groups, etc.)

## Appendix 2 – CONCEPTUAL FRAMEWORK

While ethics in sport is often used synonymously with Fair Play, *the Strategy* recognizes that the scope of ethics is broader. *The Strategy* treats ethics as a concept encompassing the idea of Fair Play in the context of sport practice, but which goes beyond what happens on and around the playing field. Thus, the concept deals with a variety of issues that involve the behaviour, not only of the main actors in sport such as athletes, coaches, officials, medical staff and administrators, but also of others such as spectators, sponsors, parents, and media.

Given that ethics is, in its general sense, the science of morals<sup>13</sup> and, since this strategy focuses on sport<sup>14</sup>, Sport Canada's actions in ethics in sport will promote and encourage behaviour in line with an ethic that is:

- Historical and empirical, resulting from the acknowledgement of facts and historical record
- Descriptive and standardized, based on the observation of both human and organizational behaviour and morals as well as on defined guidelines and standards
- Centered on the best interest of the participant<sup>15</sup>, while ensuring a quality sport experience based on safety and in accordance with his or her interests, development context and skill level
- Founded on a set of fundamental values<sup>16</sup> that form the basis for Sport Canada's role and the involvement of the Canadian government in sport

The concept of ethics used here is based on the notion that each organization, including Sport Canada, and each stakeholder that is directly or indirectly involved in sport, holds social responsibility. This implies that the benefits of sport and healthy sport experiences are derived from behaviour meeting ethical guidelines adopted by all involved (participants, coaches, officials, administrators, support personnel, spectators, parents and the media) according to the responsibilities inherent in their role in sport. Those behaviours must respect the principles of ethical sport as mentioned in the introduction of this document.

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<sup>13</sup>Hans Kelsen, *Théorie pure du droit*, translated from German by Charles Eisenmann, Paris: Dalloz, 1962, p.79-80

<sup>14</sup> Sport Canada defines sport as: a regulated form of physical activity organized as a contest between two or more participants for the purpose of determining a winner by fair and ethical means. Such contest may be in the form of a game, match, race, or other form of event. (*Sport Canada Sport Funding and Accountability Framework 2005-2010 Eligibility Criteria, Appendix A1 - Sport Definition Parameters*)

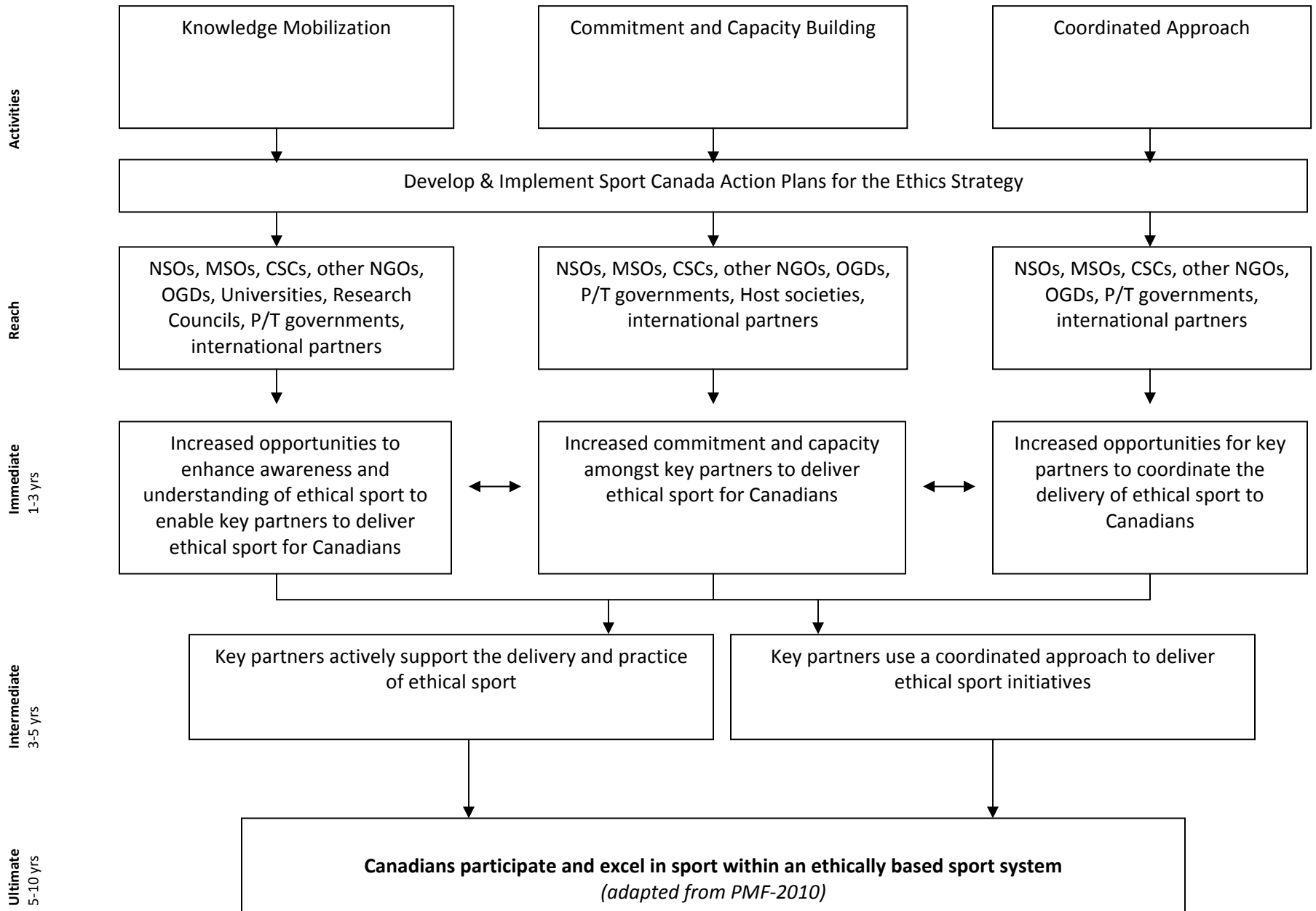
<sup>15</sup> For the purposes of this strategy, the term *participant* essentially refers to the person practicing the sport, but may also include coaches, officials, medical staff, administrators, spectators, sponsors, parents, and media.

<sup>16</sup> These values are outlined in the *2009–2013 Sport Canada Strategic Plan*, p. 5.

**Appendix 3 – KEY DOCUMENTS WHICH INFLUENCE OR ARE IMPACTED BY THE STRATEGY** *(in addition to the documents in section 3)*

- The Sport Canada Strategic Plan 2009-2013
- The Sport Canada Business Plan 2009-2012
- Actively Engaged: A Policy on Sport for Women and Girls Action plan 2009-2012
- Federal Policy for Hosting International Sport Events
- Policy on Sport for Persons with a Disability
- Sport Canada's Policy on Aboriginal Peoples' Participation in Sport
- Sport Participation Strategy 2008-2012
- Sport Excellence Strategy
- The Council of Europe Anti-Doping Convention
- The UNESCO International Convention against Doping in Sport
- Other international conventions indirectly related to sport and leisure

**Appendix 4 – LOGIC MODEL FOR THE SPORT CANADA STRATEGY ON ETHICAL SPORT**



## **Appendix 5 - PROCESS FOR THE DEVELOPMENT OF THE SPORT CANADA STRATEGY ON ETHICAL SPORT**

This process was led by the Policy & Coordination Unit, in partnership with the High Performance Unit. People involved in the working group included the Manager of each Unit, two policy officers from P & C, and one policy officer from HPU.

1. Review of key internal and external documents
2. Preparation of backgrounder, including inventory of Sport Canada activities in the area of ethics
3. Internal consultation with all Sport Canada units (four separate discussions in small groups) and with International Sport
4. Summary of notes and analysis – identification of gaps and next steps
5. Development of a draft framework which evolved into a strategy
6. Development of a logic model with assistance from external consultant
7. Circulation of strategy to Managers for feedback
8. Presentation of final version to Executive for approval

## Appendix 6 - GLOSSARY OF TERMS AND DEFINITIONS

CAAWS	Canadian Association for the Advancement of Women and Sport and Physical Activity
CAC	Coaching Association of Canada
CADP	Canadian Anti-Doping Program
CCES	Canadian Centre for Ethics in Sport
CS4L/LTAD	Canadian Sport for Life/Long-term Athlete Development Model
CSC	Canadian Sport Center
F-P/T	Federal-Provincial/Territorial
FPTSC	Federal-Provincial/Territorial Sport Committee
HPU	High Performance Unit
MSO	Multisport Service Organizations
NGO	Non-Governmental Organizations
NSO	National Sport Organizations
OGD	Other Government Department
PCH	Canadian Heritage
PMF	<i>Performance Measurement Framework</i>
SDRCC	Sport Dispute Resolution Centre of Canada
SED	Sport Excellence Division
The London Declaration	<i>Declaration of Expectations for Fairness in Sport</i>
<i>The Strategy</i>	<i>Sport Canada Strategy on Ethics in Sport</i>
True Sport Strategy:	known as the <i>Canadian Strategy on Ethical Conduct in Sport</i>
UNESCO	United Nations Educational, Scientific and Cultural Organization
WADA	World Anti-Doping Agency