



Canadian
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Evaluation of the IV Games of La Francophonie

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by
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Canada



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Executive Summary

Evaluation objectives

The objectives of the evaluation of the IV Games of La Francophonie are:

- to allow the Department of Canadian Heritage to report to Parliament on the proper use of funds allocated for the Games;
- to determine to what extent the Games' objectives were achieved; and
- to identify lessons learned that could be useful to Canada when hosting other large-scale events.

Methodology

During the evaluation, we reviewed relevant documentation, conducted interviews with 15 key stakeholders, and surveyed sports and cultural federations and selected embassies. We obtained the audience ratings from the Games' official broadcaster and other channels and an analysis of the media coverage of the Games. We also attended a number of events that were part of the Games.

The following are the limits of the evaluation:

- a targeted evaluation of the Games was conducted, since the Games of La Francophonie were a one-time event and since the operational review of the Games, carried out in the fall of 2000, provided the federal government with assurances regarding the Games (governance structure, planning and meeting of deadlines, financial control framework)
- some information was not accessible (e.g., comparative data from previous Games) or not available, since no mechanism was in place to capture this information before or during the Games.

Overall evaluation

Overall, the Games were a success and the objectives were reached. As many as 300 Canadian athletes and 83 artists participated in the Games and earned 68 medals. The Games' organizers successfully raised the calibre of the event and were able to ensure that a record number of countries and governments took part in the Games.

The financial statements of the Games of La Francophonie Organizing Committee (GFOC), as of December 31, 2001, showed a surplus of revenues over expenses. Aside from the federal contribution, there were other contributions from various levels of government, service agreements (representing in kind contributions costed in the financial statements), various material and human contributions not costed, and additional costs related to processing entry visas and refugee applications.

Table of Questions and Conclusions of the Evaluation

The evaluation was to answer the following:

To what extent did the Games provide net benefits to La Francophonie and Canada athletically, socially, culturally, economically and internationally? What lessons can the government learn from the Games for hosting other similar large-scale events?

Evaluation Questions	Conclusions
Athletically	
<p>To what extent did the Games allow Canadian athletes to excel in sports competitions and measure themselves against the world’s best athletes?</p>	<p>The calibre of the competitions was raised during the fourth edition of the Games, giving many Canadian athletes the opportunity to compete with well-known athletes (e.g., Roman Sebrle, Nezha Bidouane, Virgilijus Alekna and Patrick Nduwimana). Over 300 Canadian athletes took part in athletic competitions, winning 63 medals, the highest number of medals earned since the creation of the Games. A Canadian record was broken, about ten Canadian athletes set their season’s best while three others set their personal best. In total, 24 records were set at the Games of La Francophonie, including 7 by Canadians.</p> <p>The Games’ organizers looked for excellence from both elite and up-and-coming athletes. However, the difference in calibre of the athletes caused some journalists and members of the public to raise questions about the nature of the competition and the positioning of this event.</p>
<p>To what extent did the Games leave legacies such as upgraded sports facilities and new equipment?</p>	<p>The legacy of the GFOC, resulting from the Games, is made up of material and equipment acquired during the Games and improvements to infrastructures as well as a financial legacy. This legacy will be used according to the GFOC’s policy regarding legacies and to the agreements signed with government partners.</p> <p>Also, money invested by various levels of government to improve some infrastructures that would be used during the Games. These improvements will remain after the Games for the users’ benefit.</p>
<p>To what extent did the Games advance</p>	<p>Canada’s commitment to promote drug-free sport and to include under-</p>



Evaluation Questions	Conclusions
<p>Canada's values and priorities in sports, like the promotion of drug-free sports and the inclusion of under-represented athletes like the disabled and women?</p>	<p>represented groups was maintained. About 300 doping tests were administered, and one foreign athlete who tested positive was removed from the Games.</p> <p>Two competitions for disabled athletes were included in the program. Canada earned five of the six medals awarded to athletes with disabilities.</p> <p>Women participated in six of the eight types of athletic competitions and were also represented as coaches, officials and judges. However, there were significantly fewer women than men. As for Canada, women made up 46% of the athletes and 64% of the artists.</p>
<p>Socially and culturally</p>	
<p>To what extent did the Games give Canadian artists the opportunity to excel in cultural competitions and compete with other distinguished artists?</p>	<p>For the first time in the history of the Games, a formal selection process for artists based on artistic excellence was in place, which enhanced the calibre of cultural competitions.</p> <p>In total, 1,150 artists took part in cultural competitions, including 83 Canadians, who earned 5 medals out of a possible 24.</p> <p>Despite the careful selection of judges, questions were raised about the lack of transparency and objectivity in adjudicating artistic works or performances.</p>
<p>To what extent did the Games showcase and raise the profile of Canadian artists and athletes at home?</p>	<p>In addition to audiences who attended the Games, Canadians were able to learn about Canadian artists and athletes through the print and electronic media, which gave the Games major coverage from July 14 to 24, 2001.</p> <p>The CBC was the official broadcaster of the Games. The CBC's French-language network supported and took a real interest in the Games. The English-language network was less involved. Audience ratings from the CBC show that, on average, 129,000 viewers watched the late-evening programs about the Games. Broadcasts of the opening and closing ceremonies attracted an average audience of 276,000 and 239,000 viewers, respectively.</p>



Evaluation Questions	Conclusions
To what extent did the Games encourage youth participation?	The seven youth initiatives sponsored by the GFOC and partners of the Games demonstrated the efforts made to encourage youth participation. People under 30 were involved as volunteers and paid workers. Over 90% of workers employed by the GFOC in connection with the Games were under 30.
To what extent did the Games mobilize volunteers?	<p>The GFOC reported that 4,000 volunteers took part in the Games. However, since the GFOC computer system was no longer operational when the evaluation was conducted, we were unable to confirm the exact number of volunteers.</p> <p>Although there was an adequate number of volunteers for the Games, weaknesses were identified in the training of transportation volunteers.</p>
To what extent were services and communications provided in both official languages?	<p>The Games were subject to the <i>Official Languages Act</i> (OLA) and had to adhere to CONFEJES guidelines pertaining to language. No complaints pertaining to the delivery of bilingual services to the public were received. Five complaints were filed with the Office of the Commissioner of Official Languages with respect to the predominance of French or the lack of English on signage and logos.</p> <p>The decision to give to the Games a “Francophone flavour” which was reflected on signage is in conformity with Part VII of the <i>OLA</i> which aims at encouraging the progression towards equality of status and use of the two official languages, including in the area of sports.</p>
To what extent did the public support the Games by attending cultural and sports competitions?	<p>The public supported competitors by attending various events. The GFOC reported that 158,000 tickets were sold to the public, 38,000 were given to delegations and 50,000 were provided to volunteers and partners.</p> <p>Throughout the Games, dignitaries and members of delegations were dissatisfied with the process for receiving and distributing tickets, which was too complex.</p> <p>Tickets made available to delegations and dignitaries were not always used, and performances took place in venues where there were empty seats, even though no more tickets were available for the public.</p>



Evaluation Questions	Conclusions
<p>To what extent did the Games promote Canadian culture and La Francophonie to the Canadian, foreign and touring publics?</p>	<p>Internationally, promotional plans were developed and significant investments were made to raise the profile of the Games and to attract tourists to the event and, as a result, to Canada. However, since no mechanisms were in place to collect specific information on the Games, it is difficult to estimate to what extent these efforts and investments paid off, but clearly the initiatives targeting France did not achieve the expected results.</p> <p>Despite this, the objective of promoting Canadian culture and La Francophonie abroad was achieved, to a certain extent, through contacts between Canadian participants and those from the 48 other participating countries and governments, the highest number since the creation of the Games. Also contributing to this were broadcasts of the Games in 77 countries around the world. In Canada, this objective was reached through broadcasts of the Games and through the print and electronic media.</p>
<p>Economically</p>	
<p>To what extent did hosting the Games generate more full-time and part-time jobs in the region?</p>	<p>Hosting the Games directly created 671 jobs in the Ottawa-Hull region for periods, ranging from four weeks to four years. The number of jobs created indirectly by partners of the Games could not be estimated.</p>
<p>To what extent did the Games directly contribute to an increase in the number of tourists and revenues in the Ottawa-Hull region?</p>	<p>Since an economic impact study was not commissioned as part of this evaluation, it was impossible to confirm to what extent the \$70 million projected economic spinoffs included in the Games' business plan were achieved.</p> <p>The report from the Hull Association of Convention Bureaus attributes the sale of 4,800 person-nights to the Games. An analysis of the statistics compiled by tourism organizations in the Ottawa-Hull region on the number of person-nights sold in July 2001 compared to July 2000 reveals that volume on the Quebec side increased by 10.7%, while there was a drop of 6.4% on the Ontario side. However, it is impossible to determine what impact the Games had on these fluctuations.</p>



Evaluation Questions	Conclusions
<p>To what extent were the Games organized and produced within budgets that were affordable for Canadian taxpayers and in conformity with the budget objectives of the federal government? Were the Games a financial success?</p>	<p>Overall, the Games were deemed a success. The Games’ organizers succeeded in raising the calibre of the event and federal-provincial collaboration was exemplary.</p> <p>Media coverage reported a few difficulties, such as the threatened strike of boxing referees, the dissatisfaction expressed by foreign soccer officials, criticism from the French delegates regarding excessively restrictive rules, and the confusion regarding the hourly rate and the period of employment of a number of students. Two statements made also have attracted criticisms. For its part, the evaluation identified potential improvements in terms of chauffeured transportation and access to admission tickets for dignitaries and delegations members.</p> <p>The December 31, 2001, GFOC’s financial statements show that the Games cost twice the amount originally forecast indicated in the 1998 Business Plan. However, the federal government’s contribution to the GFOC for the delivery of the games remained as initially forecasted. The increase in costs was offset by an increase in revenues, with the Games ending up with a budget surplus.</p> <p>In the financial statements, a distinction is being made between the costs of organizing the Games and other costs related to the event. As an example, the federal government agreed to cover the transportation costs of participants from developing countries). These costs are therefore not included in the costs of the Games since the next country that will host the Games may or may not decide to assume this expense.</p> <p>The federal government’s financial contribution to the Games was higher than initially forecast, mainly due to the significant increase in the transportation cost of participants from developing countries. To the federal contribution must be added other contributions from various levels of government, service agreements (representing in kind contributions costed in the financial statements), various material and human contributions not costed, and additional costs related to processing entry visas and refugee applications.</p>



Evaluation Questions	Conclusions
<p>To what extent did partners contribute to the Games?</p>	<p>In addition to the seven government partners, 64 other partners joined the Games and provided much in the way of financial, material and human contributions.</p> <p>With respect to sponsors, the GFOC states that “a little over 100 sponsors contributed financially or in services.”</p>
<p>Has the Games’ survival been ensured by keeping them accessible to developing countries?</p>	<p>The next edition of the Games will be held in Niamey, Niger, from December 7 to 17, 2005, and the federal government has already committed to contribute \$2 million.</p> <p>The Games’ survival is ensured at least in the short term, but opinion is mixed as to the Games’ long-term survival, which could depend on factors such as the relevance of the Games with respect to other international sport events and the support provided to the Games’ host countries.</p>
<p>Internationally</p>	
<p>To what extent have the Games contributed to enhancing Canada’s influence within La Francophonie and confirmed the federal government’s leadership as spokesperson for Canadian Francophones internationally?</p>	<p>As was reported in the media coverage, the Games raised a number of questions about the international Francophonie. The terms “Francophone and Francophonie” were confused during the Games. Some officials who addressed the audience in English during the opening ceremonies were booed by the crowd.</p> <p>Interest of the international press for the Games was greater in Africa than in Europe.</p> <p>Exchanges between participants in the Games and broadcasting the Games in 77 countries contributed to enhancing Canada’s international image within the international Francophonie.</p> <p>The involvement of diplomatic missions in promoting the Games, the financial support for organizing and delivering the Games, including international transportation, and the record number of countries that participated are examples that confirm Canada’s leadership.</p>



Evaluation Questions	Conclusions
To what extent did the quality of the Games' organization contribute to ensuring international recognition of Canada's ability to host international events?	Canada's reputation as a host for international events is well-known and hosting the Games has just confirmed this ability.

Lessons learned

1. Access to tickets for dignitaries and delegation members

The issue of access to tickets for cultural and sports events was a constant source of irritation throughout the Games for dignitaries and delegations members. The system used by the GFOC was perceived to be too cumbersome in terms of the time and effort it took those users.

Lesson learned: The "one ticket, one seat" principle is commendable but it must be coupled with a simple distribution system. Even though there is no miracle solution, the system adopted for the IV Games needs reconsidered.

2. Protocol

Despite the efforts of the GFCO prior to the Games to inform dignitaries (politicians, heads of delegations, chefs de mission) of the services that they would be entitled to while in Canada, several difficulties relating to the treatment of dignitaries were encountered during the Games. The holding in Ottawa of a meeting of the *Conférence des ministres de la jeunesse et des sports (CONFEJES)* of the countries with French in common in Ottawa, a few days prior to the opening of the Games created logistic problems for the GFCO which had to deal with the arrival of 38 ministers.

Lesson learned: The meeting of various cultures provides an opportunity to learn how things are done elsewhere but it can also be a source of disappointment for some. Responsibilities regarding protocol for international events are demanding and should not be underestimated. They should be left up to experienced people.

3. Intergovernmental relations

Newspaper journalists who discussed federal-provincial relations during the Games applauded the fact that there was no federal-provincial "bickering" and felt that negotiations before the Games were able to settle even the slightest of details. At the local level, the Quebec and Ontario sides demonstrated a model co-operation, which undeniably contributed to the event's success.

Lesson learned: The Games serve as an example for federal-provincial relations. The harmonious relationship among the various governments involved demonstrates that it is possible to “depoliticize” large-scale international events and rise above regional language barriers.

4. Chauffeured transportation

For a number of people, “chauffeured” transportation (as opposed to public transit) was among the Games’ weaknesses due mainly to the irregularity of schedules, and the lack of knowledge on the part of the drivers.

Lesson learned: The transportation system for an event of the scale of the Games must be able to meet the needs of various clienteles. The quality and quantity of vehicles, schedules geared to the events, drivers who are on time and knowledgeable about the sites contribute to users’ satisfaction.

5. The Secretariat

A temporary administrative structure, the Canadian Secretariat, was created within the Canadian Heritage department to coordinate the Games. It served three federal entities: the Minister of Canadian Heritage, the Secretary of State of La Francophonie and the President of the Orientation Committee of the 2001 Games. Some responsibilities entrusted to the Secretariat were normally carried out by other federal departments and the sharing of responsibilities was not accepted right away by some.

Lesson learned: The Secretariat fulfilled its role well. However, when a temporary administrative structure is created within the federal apparatus to coordinate a one-time event, it must be ensured that the responsibilities assigned to this organization are fully understood and accepted by the federal partners.

6. The GFOC

The Director General of the GFOC proved once again his abilities as an organizer of large-scale events. While some would criticize the business emphasis of the Games, the GFOC nonetheless succeeded in maximizing private funding to the benefit of Canadians.

Two statements made in the press, one regarding famous French athletes who “snubbed the Games” and another one to the effect that the Canadian Soccer Association was “not taking things seriously” could have tarnished Canada’s image.

Lesson learned: The Ottawa-Hull Games demonstrated that it is possible to involve the private sector in events in which various governments are taking part. Although journalists always want to speak with the principal Games organizer, a spokesperson responsible for communications may be an alternative to better serve the organization’s interest and those of Canada.

7. The CIJF

Interviews conducted with CIJF and GFOC officials confirmed that there was a lack of collaboration between these two organizations. Initiatives taken unilaterally by one or the other side and rules leaving little room for initiative also exasperated already strained relations that ultimately stifled the potential for co-operation between the CIJF and the GFOC.

Lesson learned: The CIJF's contribution and involvement may vary depending on the resources, knowledge and experience made available to the Games organizers in the host country.

1.0 Introduction

1.1 Acknowledgements

Consulting and Audit Canada wishes to thank all those who took part in the interviews and answered the surveys for their valuable contributions.

1.2 Background

The heads of state and government attending the Francophone Summit held in Quebec City in September 1987 created the “Games of La Francophonie” under the aegis of the Conference of Ministers of Youth and Sports (CONFEJES) of the countries with French as a common language. La Francophonie encompasses 55 states and governments. Canada has been a CONFEJES member since its creation in 1969, while Quebec and New Brunswick have status as member governments. These Games are the only ones where athletic and cultural activities are staged in an international competitive context and medals are awarded to artists as well as athletes. CONFEJES founded the International Committee of the Games of La Francophonie (CIJF), handing it responsibility for general oversight of the performance of the mandate given to the Games of La Francophonie Organizing Committee (GFOC).

Canada asked to be the host country for the IV Games of La Francophonie (the Games) and in August 1997 its request was granted. Unlike other major games where the franchise can be handed to a sports organization or city, the rules governing these Games place their organization in the hands of a country or government which in turn assigns their organizing and co-ordination to an incorporated non-profit agency, in this case the GFOC. As the Canadian government had the overall responsibility for hosting the Games, it created, in the Department of Canadian Heritage (PCH), the Canadian Secretariat to the Games of La Francophonie (the Secretariat) that acted as Canadian government representative to the various key stakeholders of the Games.

Canada was thus the host of the fourth edition of the Games of La Francophonie held in the Ottawa-Hull region from July 14 to 24, 2001.

1.3 Evaluation Context

In accordance with clause 11 of the Contribution Agreement signed between the Government of Canada and the GFOC, the Department of Canadian Heritage and the GFOC agreed to conduct two joint reviews: an operational review of the Games and an evaluation.

The operational review conducted in the fall of 2000 provided the assurance that the financial controls set up for the Games were adequate, that the positioning of the Games was correct given the time lines and that, failing major unforeseeable circumstances, the Games should meet expectations.

Because of this assurance provided by the operational review and because the Games are a one-time event, i.e. probably not to recur on Canadian territory in the short or medium term, a targeted evaluation of the Games was felt to be appropriate. The recent Management and Accountability Framework for the program for hosting sports events, including targeted events like the Games of La Francophonie, has been used to develop the evaluation framework for the Games. This framework is described in Appendix B.

1.4 Limits of the Evaluation

The limits of this study stem from three major factors: the availability of information, the methodological parameters and the evaluation framework.

1.4.1 Availability of information

Most information about the performance indicators identified in the evaluation framework appears in the report. However some information was unavailable at the time the report was being written.

The assessment of the economic and international impact of the Games is particularly brief since no systems had been set up beforehand to measure these impacts.

1.4.2 Methodological parameters

The parameters for the evaluation were set up by the Corporate Review Branch in Canadian Heritage. As Appendix B shows, the evaluation ruled out any consultations with athletes, artists, trainers and officials. Accordingly, their degree of satisfaction with the organization and delivery of the Games and the adequacy of facilities, services and infrastructures could not be established.

1.4.3 Evaluation framework

The evaluation framework places the emphasis on the measurement of outputs for which benchmarks have not been identified. The lack of reference points for a number of the results obtained made it hard to produce a value judgment on whether a performance was good or bad.

1.5 Report Structure

This report presents the answers to the various questions raised in the evaluation framework. Following Chapter 1 that consists of this introduction, the report is organized as follows:

Chapter 2 – Objectives and Goal of the Evaluation;
Chapter 3 – Evaluation Approach and methodology;
Chapter 4 – Putting on the Games;
Chapter 5 – Results of the Evaluation; and
Chapter 6 – Lessons Learned.



2.0 Objectives and Goal of the Evaluation

This chapter deals with the objectives of this study and the goal of the report.

2.1 Evaluation Objectives

Evaluation of the Games should enable Canadian Heritage to report to Parliament on the effective use of the funds provided for the Games, to determine the extent to which the objectives of the Games were achieved and to highlight certain lessons learned that could be useful to Canada for hosting other large-scale events.

2.2 Goal of the Report

The report will have to answer the following questions:

To what extent did the Games provide benefits to La Francophonie and Canada athletically, socially, culturally, economically and internationally? What lessons can the government learn from the Games for hosting other similar large-scale events?



3.0 Evaluation Approach and Methodology

The approach and methodology used to complete this study are presented in this chapter. The tasks listed below involve the athletic and cultural components.

The evaluation process required the following phases:

Phase 1 – Review of relevant documentation. This review enabled us to become familiar with the main components of the Games and collect information that was used to develop an initial summary table of the information needed.

Phase 2 – Interviews with key stakeholders. Interview questionnaires were developed for the various target groups. The people interviewed were representatives of the Secretariat, the GFOC, the CIJF, the Department of Foreign Affairs and International Trade (DFAIT) and tourist bureaus and associations. About fifteen interviews were conducted before, during and after the Games.

Phase 3 – Surveys of sports federations, cultural organizations and embassies. Questionnaires were sent out to international and Canadian, Quebec and New Brunswick sports federations for all of the disciplines represented at the Games. Of 28 federations approached, 14 returned the questionnaire.

The Fédération culturelle canadienne-française and Quebec's Conseil des Arts et des Lettres also replied to the questionnaire on the cultural component of the Games.

Canadian embassies abroad and foreign embassies in Canada for the following countries were consulted by means of questionnaires: Belgium, Egypt, France, Haiti, Ivory Coast, Madagascar, Morocco, Niger, Switzerland, Tunisia and Vietnam. Ten Canadian embassies abroad and four foreign embassies in Canada returned the questionnaire duly completed.

Data collection for phases 2 and 3 ran from July 8 to September 14, 2001 inclusive.

Phase 4 – Monitoring the Games Web site. The Games Web site was popular in the period surrounding the event. The total number of hits went from 2,854,291 on July 10 to 14,079,694 on July 23. Site visits went up from 43,503 to 189,859 in the same period.

The original plan was to monitor the Web site and use the comments collected for evaluation purposes. However the comments did not lend themselves to this type of evaluation and this stage had to be expunged from the methodology.

Phase 5 – Getting the audience ratings. Audience ratings were obtained from the official broadcaster for the Games, Société Radio-Canada (SRC) plus the Réseau des sports (RDS) and TV5.

Phase 6 – Review of media coverage. The Canada Information Office (CIO, now part of Communication Canada) compiled the data for media coverage of the Games. Their review was conducted in conjunction with the Privy Council Press Office.

Print media coverage was based on a list of 39 dailies. Electronic media coverage included four television channels. The list of dailies and television channels is attached to the digest of media coverage provided in Appendix C.

Phase 7 – Information analysis. The information collected in interviews and surveys was analysed and interpreted in light of the evaluation framework and the CAC’s expertise and experience.

Phase 8 – Attendance at events. CAC also attended some events for direct experience of the Games.

Phase 9 – Writing and checking the report. CAC submitted a draft of the final report to PCH for validation. The revised version of the report was the subject of a meeting of evaluation partners (CAC, PCH, the Secretariat and GFOC), also for validation purposes.



4.0 Putting on the Games

This fourth chapter of our report deals mainly with putting on the Games. We begin by describing the structure set up at GFOC. The objectives of various stakeholders are also described and followed by a description of the operational framework including the roles and responsibilities of the players.

4.1 GFOC Structure

The GFOC, under a board of directors supported by a Director General and assistant directors general, was the body that planned, organized and delivered the Games.

The GFOC was created in 1997. Its makeup reflects the local, regional and national interests enlisted to assist the Games. The GFOC is co-chaired by two people representing the Quebec and Ontario shores of the National Capital Region. The board of directors is also made up of professionals with experience in specific areas like sports, culture, financial management, tourism, communications, fundraising, facilities and the oversight of volunteers.

The GFOC's organizational chart is provided in Appendix D.

4.2 Objectives of Canada and the GFOC

4.2.1 Objectives of the Government of Canada

The federal government made its objectives to ensure that the IV Games of La Francophonie:

1. contributed to Canada's international influence within La Francophonie and confirmed the leadership position of the Canadian government as speaking for Francophone Canadians;
2. promoted awareness and appreciation of the best athletic and cultural events of Francophonie by Canadians, the representatives of participating countries and the visiting public;
3. placed the emphasis on youth;
4. provided an example of Games that were well organized, dynamic, stimulating and fraternal, produced within budgets that respected the Canadian taxpayer's ability to pay and the budgetary objectives of the federal government;
5. brought net benefits to La Francophonie and Canada in terms of sports and culture, economics and social development; and
6. showed a commitment to moderation that attempted to avoid excess and keep the Games of La Francophonie accessible to developing countries wishing to take over from Canada for the next Games.

These objectives appear in the evaluation framework.

4.2.2 Objectives of the GFOC

The GFOC set specific objectives for organizing the Games, including:



1. putting on big beautiful Games;
2. performing the preparatory work for this event in regional harmony;
3. creating a great celebration of La Francophonie and goodwill;
4. ensuring the Games' national and international visibility; and
5. interesting the Ottawa-Hull regional population in organizing the Games and getting them to participate.

Thus it was that these two players on the Canadian stage, pursuing complementary objectives, helped to plan, organize and deliver the Games. The next chapter will be devoted to the evaluation results.



5.0 Results of the Evaluation

Chapter 5 presents the evaluation results in four sections corresponding to the major components described in the evaluation framework for the Games (see Appendix B).

The sections are as follows:

- Section 1 Extent to which the Games brought net benefits to La Francophonie and Canada in terms of sports;
- Section 2 Extent to which the Games brought net benefits to La Francophonie and Canada in social and cultural terms;
- Section 3 Extent to which the Games brought net benefits to La Francophonie and Canada in economic terms;
- Section 4 Extent to which the Games had an international impact.

5.1 To what extent the did Games bring net benefits to La Francophonie and Canada in terms of sports?

The IV Games welcomed 3,000 athletes and artists from La Francophonie. The list of participating states and governments is presented in Appendix E.

In sports, the evaluation was to determine the extent to which the Games:

- enabled Canadian athletes to excel in competitive sports and measure themselves against the best athletes in the world;
- left such legacies as upgraded sports facilities and new equipment;
- allowed for advancing Canadian values and priorities in sports, like the promotion of drug-free sports and the inclusion of under-represented athletes like the mobility impaired and women.

5.1.1 Enabling Canadian athletes to excel in sports competition and measure themselves against the world's best athletes

5.1.1.1 Calibre of sports competitions

One of the GFOC's challenges was to refurbish the escutcheon of the Games by giving them increased credibility and thus assisting their survival. The GFOC and its board of directors felt that the Games' survival began with the quality of events presented. This concern for quality was reflected in the efforts of the various stakeholders to raise the calibre of competition, both athletic and cultural.

The official sports competitions on the Games' program were track and field, basketball, boxing, football (soccer), judo and table tennis. Demonstration competitions were also presented in handisports (track and field for mobility impaired athletes) and beach volleyball.

The main initiative to raise the calibre of sports participation was the ratification of all sports

competitions by the international federations concerned, a first in the history of the Games. The ratification of competitions had the effect of “developing common activities with these federations so that medallists can gain access to other competitions and join other networks.” All those questioned about the calibre of the athletes were unanimous that this initiative had helped to raise the calibre of competition and ensure increased credibility for the Games.

There was also a consensus among survey respondents and interviewees that the selection process also helped to raise the calibre of competition. Selection criteria in Canada are in some situations established by sports federations, track and field being an example, whereas for other disciplines like judo, selection is an internal matter handled at the provincial federation level.

The Games organizers sought excellence in both the elite and the up and coming group. Spectators attended competitions where athletes identified as newcomers were measured against participants who were among the best athletes in the world—Bruny Surin in track and field, Roman Serbrle in the decathlon, Nezha Bidouane in the 400m hurdles and Virgilijus Alekna in the discus, to name but a few. The interviews revealed that the decision to support developing athletes brought certain benefits including giving them the opportunity to acquire international experience and promoting the search for new talent. However the discrepancies in athletic calibre raised some questions from the public and journalists about the nature of the competition and the positioning of this event.

Qualifying rules were established by the CIJF, GFOC and the sports federations for each branch of track and field. States and governments unable to bring athletes who had made the minimum levels now had a chance to make up a team with athletes who had not made the minimum levels provided that their delegation did not exceed two female and two male athletes.

The journalist Wayne Scanlan wrote about the sports competitions in the July 25 edition of the *Ottawa Citizen*. He described the quality of competition as B level. His summary evaluation appears below.

Track and Field

Competition quality B / Canadian performance B

The teams were not of Olympic calibre but a few Olympic athletes took part in the Games and several records of the Games of La Francophonie were broken.

Basketball

Competition quality B / Canadian performance B+

The teams from Poland, Lithuania and Romania were very impressive. The Canadian team, represented by teenagers of lower calibre (developing) was largely left behind by the European professionals.

Boxing

Competition quality B / Canadian performance B-

Romania sent its best boxers, thus dominating the competition. Canada was solid, finishing second behind Romania.

Football (soccer)

Competition quality B / Canadian performance B

Morocco, France, Egypt and Cameroon dominated. However most of the teams were developing. Canada played some good and some less good games to finally lose in a quarter-final against France.

Judo

Competition quality B / Canadian performance B+

The calibre of the participating sports teams was B level. As expected, Nicolas Gill, described as an “Olympic hero,” took 43 seconds into his final match to corner the gold medal.

Table tennis

Competition quality B- /Canadian performance B

The Romanian team dominated. Canada, without some of its greatest talents, still reached the quarter-finals in singles and doubles.

Beach volleyball

Competition quality B / Canadian performance A

The preliminary games were thrilling. The Canadian teams were successful in the finals.

Despite the lack of uniformity in the calibre of competitors, the people questioned for this evaluation felt that the objective of professionalizing the Games had been achieved if we compared these Games to earlier editions. The media coverage also dealt with this issue: “The media state that Games organizers have succeeded in raising the calibre of sports events by seeking out athletes of distinction.” Numerous articles added that “the Games organizers have managed to raise the calibre of these Games and they can only be applauded for that.”

5.1.1.2 Performance of the Canadian athletes

Canadian participation in the Games was ensured by the presence of three teams:

1. Canada
2. Canada-New Brunswick (Canada-NB)
3. Canada-Québec (Canada-QC).

As shown by Table 1 below, more than 300 Canadian athletes took part in the sports competitions. All sports combined, Canadian athletes¹ collected 63 medals, the largest number of medals won at the Games since they began.

Table 1
Summary of number of athletes, total number of medals and rank won
by Canadian sports teams (including handisports)

¹ The expression “Canadian athletes” includes those from the Canada, Canada-New Brunswick and Canada-Québec teams.

Team	Total number of athletes	Total number of medals	Rank*
Canada	186	42 (15 gold, 10 silver, 17 bronze)	2
Canada-NB	22	2 (0 gold, 1 silver, 1 bronze)	25
Canada-QC	93	19 (3 gold, 8 silver, 8 bronze)	6
Total	301	63	

Source: Chefs de mission and/or associates and the Games Web site.

** Ranking is based on total number of medals won in sports competitions.*

As for the general ranking, strictly limited to competition sports (excluding handisports and beach volleyball), standings for gold medals were as follows: Romania led with 14 medals followed by France, which collected 13. Team Canada came third with 12 medals while the Canada-Québec and Tunisian teams shared eighth place with two gold medals apiece.

A total of 24 Games of La Francophonie records were beaten in this latest edition. Seven of these records were shattered by Canadian athletes. The records are listed below.

Games of La Francophonie records set by Canadian athletes

- Men's 400 metres. Shane Niemi beat the 1989 Games of La Francophonie record set by Gabriel Tiacoh of Ivory Coast with a time of 44.86 seconds against 44.93 for Gabriel Tiacoh.
- Men's high jump. Mark Boswell (Team Canada) and Kwaku Boateng (Team Canada-Québec) beat the 2.23-metre record of Mike Caza of Canada and Khemraj Naiko of Mauritius set in the 1997 Games with a 2.31-metre jump .
- Men's discus (2kg). The 61.24-metre record set in 1994 by Romania's Castel Grasu was beaten by Jason Tunks of Team Canada with a throw of 65.10 metres.
- Women's 800 metres. Diane Cummins of Team Canada ran the 800 metres in 2 minutes and 77 hundredths of a second, beating the 1989 record of Canadian Brit Lind-Peterson of 2 minutes 5 seconds and 3 hundredths.
- Women's 100-metre hurdles. The 1989 12.92-second record set by Monique Ewange-Epee of France was broken by Perdita Felicien of Team Canada with a time of 12.92 seconds (wind speed 0.5).

- Women's 5000-metre race. The 1997 record of 16 minutes 44 seconds and 20 hundredths by Romania's Denisa Costescu was beaten by Tina Connelly of Team Canada with a time of 16 minutes 5 seconds and 59 hundredths.
- Women's high jump. Wanita Dykstra-May of Team Canada shattered the record set in 1994 by Romania's Monica Iagar and France's Isabelle Jeanne with a 1.89-metre jump. The new Games record is 1.91 metre.

Games of La Francophonie records set by non-Canadian athletes

- Men's 800-metre race. The 1989 record set by Senegal's Moussa Fall of 1 minute 46 seconds and 78 hundredths was shattered by Moroccan Khalid Tghazouin on July 21, 2001 with a time of 1 minute 46 seconds and 53 hundredths.
- Men's 10,000-metre race. Moroccan athlete Ahmed Baday had a time of 28 minutes 13 seconds and 54 hundredths in the 10,000-metre race, shattering Moroccan Salah Hissou's 1994 record of 28 minutes 34 seconds and 25 hundredths.
- Men's 110-metre hurdles. The record of 13 seconds and 55 hundredths set by Frenchman Dan Philibert in 1994 was beaten by Haitian athlete Dudley Dorival with a time of 13 seconds and 52 hundredths.
- Men's 3,000-metre steeplechase. Moroccan athlete Khalid Skah's 1994 record of 8 minutes 19 seconds and 30 hundredths was eclipsed by a new time of 8 minutes 16 seconds and 63 hundredths set by Morocco's Larbi Le Khattabi.
- Men's triple jump. The 16.97-metre record set in 1989 by Madagascar native Toussaint Rabelala was shattered by Frenchman Arius Filet with a jump of 17.15 metres.
- Men's 7.26-kg hammer throw. The 74.94-metre record set in 1994 by Frenchman Gilles Dupray was beaten by Polish athlete Szymon Ziolkowski with a throw of 79.89 metres.
- Men's javelin. The 75.82-metre record set in 1997 by Senegalese athlete Bouna Diop was shattered by Frenchman Laurent Dorique who set a new record of 76.67 metres.
- Men's 20-km walk. Frenchman Jean-Olivier Brosseau's 1994 record of 1 hour 25 minutes 48 seconds was shattered by Tunisian Hatem Ghoula with a new record of 1 hour 22 minutes and 56 seconds.
- Women's 400 metres. The 1989 Canadian record of 51.79 seconds set by Jillian Richardson was shattered by Amy Mbacke Thiam of Senegal with a time of 50.92 seconds.
- Women's marathon. Michèle Laservoisier of France beat Moroccan Rkia Maraoui's 1989 record of 2 hours 47 minutes 1 second with a time of 2 hours 44 minutes.

- Women's 400-metre hurdles. The 55.10-second record set by Canadian Donalda Duprey in 1994 was beaten by Moroccan Nezha Bidouane with a time of 54.84 seconds.
- Women's 4 x 400-metre relay. The Polish team of Aleksandra Pieluzek, Grazyna Prokopek, Aneta Lemiesz and Malgorzata Pskit ran the race in 3 minutes 28 seconds and 97 hundredths to shatter the French team's 1989 record of 3 minutes 31 seconds and 89 hundredths.
- Women's triple jump. Cristina Nicolau of Romania beat the 14.33-metre 1994 record of her fellow Romanian Petrescu with a 14.62-metre jump.
- Women's 4-kg shot put. Krystyna Danilczyk-Zabawska of Poland beat the 16.70-metre 1997 record by Laurence Manfredi of France with a throw of 18.25 metres.
- Women's 1-kg discus. Nicoleta Grasu beat her own 1994 record of 60.84 metres to set a new record of 64.53 metres.
- Women's heptathlon. Canadian Kim Vanderhoek's 1997 record of 5650 points was shattered by Frenchwoman Marie Collonville with 5719 points.
- Women's 10-km walk. Romanian Norica Cimpean beat Canadian Janice McCaffrey's 1994 record of 45 minutes 38 seconds 6 hundredths with a time of 44 minutes 32 seconds.

One Canadian record not associated with the Games of La Francophonie was also beaten. This was the men's 400 metres in which Shane Niemi, with a time of 44:86 seconds, broke his own record of 45:52 seconds set at the 1999 Canadian championships in Winnipeg.

Other Canadian athletes also recorded best performances of the season or best individual performances during the Games. They are featured in Table 2.

Table 2
Best Performances Recorded during the Season
or personally by Canadian Athletes

Best performances of the season	Best personal performances
1. Erica Witter - 100m (11.55)	1. Angela Whyte - 100mh (13.09)
2. Wanita May - high jump (1.91)	2. Krysha Bayley - long jump (6.27)
3. Georgette Reid - shot put (16.00)	3. Shane Niemi - 400m (44.86)
4. Jennifer Joyce - high jump (62.63)	
5. Kim Vanderhoek - heptathlon (5502 points)	
6. Mark Boswell - high jump (2.31)	
7. Kwaku Boateng - high jump (2.31)	
8. Jason Gervais - discus (62.08)	
9. Eric Forshaw - discus (58.86)	
10. Leah Pells - 1500m (4:18.75)	

Source: Athletics Canada.

5.1.2 Leaving legacies such as upgraded sports facilities and new equipment

The legacy of the Games is partly financial and partly made up of materials and equipment purchased for the Games along with improvements made by the GFOC and various levels of government to infrastructures in the Ottawa-Hull region. The financial legacy is dealt with in section 5.3 of this report.

Tables 3.1 and 3.2 below list the main infrastructure investments on the Ontario and Quebec sides with their costs, locations and funding sources. Totalling nearly \$12.7 million, these investments will remain after the Games for the benefit of users. The investments of the GFOC under this heading totalled about \$656,000.

The GCOF also invested in the procurement of materials and equipment used in the sports competitions. This legacy is divided as follows: track and field, basketball, boxing, judo, soccer and table tennis. The GFOC also reports spot legacies consisting of surpluses of various items distributed in the community.

The distribution of the legacies to regional agencies will be done in compliance with the GFOC legacy policy and signed agreements with government partners.



Table 3.1

Ontario-side legacy investments

Sponsors	Sites Terry Fox	Municipal Centre	Frank Claire Centre	Coliseum	Alexandra Bridge	Various sites	Total
	Track and field facilities, race track upgrade, rebuilding and seeding the lawn inside the track, including an irrigation and drainage system	Repairs to Centre's interior and building upgrades	Replacing the synthetic surface, repairs to seats and safety rails, various upgrades	Interior upgrades	Lighting	General upgrades and paving	
City of Ottawa	✓	✓	✓	✓		✓	✓
GFOC	✓				✓		✓

Table 3.2

Quebec-side legacy investments

Sites	Mont-Bleu Secondary	Collège de l'Outaouais	Collège Héritage	Place de la Francophonie	Robert Guertin Arena	Soccer field	Lake Leamay	Jean-Després Hall, Maison du citoyen (Hull)	Alexandra Bridge	Athletes' Village
Sponsors	Renovation of the athletic building	Equipping of a weight room and sauna at the Gabrielle Roy Campus	New showers	Upgrade	Renovations to main entrance and lobby	Upgrade of training site	Modification of landscape design to support more seating	Improvements including a dressing room, soundproofing and lighting system upgrades	Lighting	Pedestrian trail
City of Hull				✓	✓	✓				✓
Government of Canada			✓							
Government of Quebec	✓	✓	✓	✓						
GFOC		✓	✓		✓		✓	✓	✓	
NCC							✓		✓	
School Board	✓									



Although all sites complied with international standards, the surveys of chefs de mission and sports federations provided fuller information about the degree of satisfaction with the quality of the facilities. On a Likert-type scale of 1 to 5 (1 being completely dissatisfied and 5 completely satisfied) only one respondent out of 17 was less than satisfied with the quality of the facilities.

5.1.3 Advancing Canada's values and priorities in sports, like the promotion of drug-free sports and the inclusion of under-represented athletes like the mobility impaired and women

5.1.3.1 Anti-doping controls

The Games are an occasion to promote, not just La Francophonie, but the sporting spirit and drug-free sports. For this purpose the GFOC formed an association with the Canadian Centre for Ethics in Sport (CCES), which set up the necessary network for administering anti-doping tests in compliance with the requirements of the Medical Commission of the International Committee for the Games of La Francophonie (CIJF) and the provisions of the various international federations.

The selection and sampling of athletes tested, which occurred randomly, were negotiated with the international federations concerned before the sports events were held. The CCES conducted almost 300 anti-doping tests. The samples were analysed at the Armand Frappier National Institute for Scientific Research (INRS) in Pointe Claire.

A foreign boxer, the only athlete to test positive, was banned from the Games.

5.1.3.2 Mobility impaired athletes

Apart from drug-free sports, another Canadian sports value and priority is the inclusion of athletes from under-represented groups such as the mobility impaired. The program used for the Games was the Olympic program that includes 43 track and field events, two of them in handisports (men's and women's). Two wheelchair track and field events were introduced as demonstration sports:

- 800m for women and
- 1500m for men.

In all, 14 athletes took part in the handisports events. There were four Canadian representatives, two women and two men. Out of a possible total of six medals for handisports, Canada earned five: the women carried off the gold, silver and bronze medals while the men took gold and silver.

A deputy chef de mission commented that he would have liked to see a wider range of disciplines offered to the mobility impaired. He suggested that, instead of the Olympics, the Paralympic Games should be the model with their wheelchair races added to discus, shot put and javelin, sailing, archery, fencing and basketball events. Yet another interviewee voiced serious reservations about including events for mobility impaired athletes on the grounds that they were beyond the reach of some Francophone countries.

A fact worth mentioning is Canada's support to mobility impaired athletes. Canada invested \$240,000 to purchase competition wheelchairs for 4 male and 4 female athletes from less wealthy countries.



5.1.3.3 Women's representation

Women too were among the athletes from under-represented groups. One of the members of the board of directors reiterated the GFOC objective of encouraging participation by female athletes in sports competitions. According to this respondent the styles of competition helped to minimize male-female segregation. Women participated in six of the eight types of sports competitions presented. With basketball the exclusive domain of women athletes, women took part on the same basis as men in track and field events, handisports, judo, table tennis and beach volleyball. However they were absent from the boxing and soccer events.

Of a total of 301 athletes representing Canada, 46% were women. Women were also present in the cultural competition with 53 out of a total of 83 Canadian artists, or 64%. The distribution of participants by sex is shown in Table 4.

**Table 4
Distribution of Canadian Participants by Sex**

Team	Male Athletes	Female Athletes	Male Artists	Female Artists
Canada	101	85	9	14
Canada-NB	14	8	8	20
Canada-QC	47	46	13	19
Total	162	139	30	53

The surveys of Canadian sports federations showed that women were also present as coaches and officials. Table 5 summarizes the information collected from the question: “What do you estimate to be the percentage of women present at the Games as coaches and officials?”² We should emphasize that the officials, male and female, had been chosen by the CIJF and the international federations.

² No New Brunswick federation provided information about the percentages of woman coaches and officials during the Games. Dashes also indicate that there was no answer.



Table 5
Estimated Percentages of Women as Coaches and Officials
in Sports Competitions

Sport	Canadian Federations		Quebec Federations	
	Coaches (%)	Officials (%)	Coaches (%)	Officials (%)
Track and field	10 to 20	60	-	-
Basketball	-	-	5	15
Boxing	15	15	-	-
Football/soccer	15	10	19	18
Judo	10	10	10	25
Table tennis	20	35	20	20
Beach volleyball	-	-	20 to 30	20 to 30

Source: Sports federations

* 10% to 20% for national calibre but fewer than 10% for international calibre.

Notice should be paid to the special efforts to affirm female representation. The professional development program for women trainers around the IV Games of La Francophonie was suggested by Canada and approved by the heads of state and government at the last Francophone Summit at Moncton in September 1999. Canada made a \$180,000 contribution to the Intergovernmental Francophone Agency for this project. Women from various countries availed themselves of this program, which covered a number of sports.

Culturally, the GFOC put women artists' participation at 40% of the arts population at the Games. With regard to the makeup of juries for cultural competitions, six jurors out of a total of 40 chosen by the CIJF were women.

Considering that no baseline exists for comparing these data with those from earlier Games, we cannot establish whether or not women were better represented in this edition. This information will still be useful for comparison with future Games.

5.2 To what extent did the Games bring net benefits to La Francophonie and Canada in social and cultural terms?

In social and cultural terms, the evaluation was to determine the extent to which the Games helped:



- Canadian artists to excel in the cultural competitions and measure themselves against outstanding artists;
- Canadians to gain a better knowledge and appreciation of Canadian artists and athletes;
- to encourage youth participation;
- to mobilize volunteers;
- to provide services and communications in both official languages;
- to support the Games by public participation in cultural events and sports competitions;
- to promote Canadian and Francophone culture to the Canadian, foreign and touring publics.

5.2.1 Helping Canadian artists to excel and measure themselves against outstanding artists

5.2.1.1 Calibre of the cultural competitions

One of the Games' special qualities lies in their duality of athletic and cultural competition. The cultural disciplines on the program were painting, sculpture, folk dancing, singing, poetry, story telling, photography and street or art demonstration. In all, 1,150 artists including 83 Canadians took part in the artistic events.

As in the sports component, the Games' survival and credibility in cultural terms begins with quality. The GFOC's business plan expressed a determination to be stringent in choosing artists: "To preserve or lend a high level of artistic performance to the cultural competitions of the 2001 Games of La Francophonie, the selection criteria for participants shall be based on artistic excellence."

The artists were initially chosen by states and governments using professionalism as a criteria. They were to have public exposure to their credit, could be up and coming or not and be aged 35 or less.

The shortlist of artists was later validated by the International Selection Committee made up of experts under the direction of the CIJF and the Intergovernmental Francophone Agency. This same committee thereafter chose the artists to take part in the Games.

The interview granted by the CIJF representative revealed that no criterion had been established for artistic excellence in choosing artists to participate in the first three editions of the Games. In the event this translated into mediocre performances by some artists. Everyone questioned about the quality of the cultural events of this latest edition of the Games said that the International Selection Committee had helped to raise the calibre of the cultural competitions.

The jurors for the cultural competitions were chosen on the basis of their reputations in the various art forms and their competence to judge performances and/or works.

Despite the care taken by the CIJF in jury selection, the lack of transparency and objectivity in the process of judging art works and/or performances became an issue. An incident at the poetry final where the jury revised its decision and awarded a silver medal instead of a bronze one to the Canadian storyteller is one example that stirred up controversy. While some interviewees put this incident down to administrative error, others saw it as favouritism by a Canadian jury towards a Canadian artist. An

interview with the Deputy Director General for cultural competitions supports the theory of the administrative error wherein two lists apparently got confused.

5.2.1.2 Performances of the Canadian artists

As shown by Table 6 below, the three Canadian teams were represented in the cultural component. In all, Canadian artists carried off 20% of the medals, five out of a possible 24.

Table 6
Number of Artists Competing and Medals Won by Canadian Teams

Team	Total Number of Artists	Total Number of Medals
Canada	23	4 (1 gold, 1 silver, 2 bronze)
Canada-NB	28	0
Canada-QC	32	1 (gold)
Total	83	5 (2 gold, 1 silver, 2 bronze)

Source: Chefs de mission and press kit

5.2.2 Gaining a better knowledge and appreciation of Canadian artists and athletes by Canadians

The knowledge and appreciation of Canada’s artists and athletes by Canadians are measured by media coverage and audience ratings in Canada.

5.2.2.1 Print and electronic media

Analysis of media coverage in print and electronic media reveals that journalists gave a “preponderant place” to the Games from July 14 to 24. The media review found that “the sports events of the Games enjoy wide appreciation by the media and take up 44% of the time in reports on the Games in the electronic media and 52% of the articles and editorials published in the print media.”

The cultural component earned special praise from journalists. They wrote numerous laudatory articles about the artists, works and events as well as the opening and closing shows. The media review’s arts and culture section reported that “in spite of some controversies that have grabbed the headlines, the cultural component is an aspect of the Games that pleased all the media and inspired numerous flattering articles and features describing the dance shows, painting and sculpture competitions and presentations by artists of all kinds.”



While there was unanimity “in both the Anglophone and Francophone press about the excellent performances in the opening and closing shows of the Games,” several of the people interviewed about the closing ceremony disagreed. Their negative comments had to do with seat locations and ticket prices. In fact some parts of the site were not appropriate for stage performances as the people seated on the beach could not see the show in spite of giant screens placed at their disposal. Ticket prices also disappointed many. Comments like “it’s too expensive for what we got” were not uncommon.

5.2.2.2 Audience ratings in Canada

Radio-Canada (SRC) was the Games’ official broadcaster. The French network demonstrated real support and interest in the Games. The English network was less involved. Other channels also broadcast programs featuring the Games.

An average audience of 129,000 people watched the late-evening Monday to Friday programs on Radio-Canada. The ratings for the same type of programming on late Saturday and Sunday evenings reached 132,000. The opening and closing ceremonies drew an average audience of 276,000 and 239,000 respectively.

TV5 Québec Canada attracted an average audience of 1,000 to 4,000 for its weekday programs. For the opening and closing ceremonies the average audiences were 32,000 and 33,000.

Audience ratings for the Réseau des sports (RDS) in the period July 15-24 totalled 79,000 viewers for nearly 30 hours of telecasting. Fifteen programs about the Games were broadcast, 10 of them live and five in replay.

For information purposes, the show *La Francophonie chante Plamondon* broadcast by Radio-Canada as part of their “Beaux Dimanches” programming drew an audience of 550,000.

Details of the audience ratings are shown in Appendix F.

Although the Games coverage in the print and electronic media and the broadcasts on the Games by Radio-Canada and other channels did make a contribution to the knowledge and appreciation of Canada’s artists and athletes by Canadians, this contribution is unquantifiable.

5.2.3 Encouraging youth participation

The federal government wanted the Games to be youth-oriented. The GFOC reports hiring 521 students for the Games out of a total staff of 671. Of the employees who were not students, 104 were under age 30. The GFOC’s figure for the total number of employees under age 30 is therefore 625.

The youth emphasis was also seen through a number of initiatives that are described below.



Youth Initiatives

To elicit youth participation in these Games, seven Youth Initiatives were created. Three of them emerged and developed under the GFOC's aegis:

- liaison officers (33 young participants including 26 outside Canada);
- the student summer job program (521 secondary and postsecondary students); and
- the international youth of CONFESJES (74 participants from 40 countries).

Partners organized four more initiatives on the fringes of the Games. These were:

- youth radio (66 participants);
- the 2001 international youth symposium (200 participants);
- the biennale of the French language (number of participants not available); and
- Confêt'y – a mega-show for youth (5,000 participants).

5.2.4 Mobilizing the volunteers

The GFOC reports that about 4,000 volunteers helped with the Games, achieving the goal set in October 1999. However the GFOC's computer system was no longer operational at the time of the evaluation and the exact number of volunteers could not be confirmed. Questions about the number and quality of volunteers were part of the survey conducted with the sports federations and chefs de mission. Of the 16 respondents, 8 said they were satisfied and the other 8 completely satisfied.

Analysis of the qualitative information reveals that in spite of the volunteers' adequate numbers they were in some cases inadequately trained. This mainly affected chauffeured transportation. While some volunteer chauffeurs were described as "very reliable," others did not know the site locations and made numerous mistakes. The slowness of this taxi service caused many delays and even prevented a boxing coach from attending his fighter's match. It goes without saying that these situations fed dissatisfaction among the customers.

Although the volunteers were rarely assigned tasks that reflected their experience and qualifications, those working in areas other than chauffeuring acquitted themselves well of their responsibilities.

However we must distinguish chauffeured cars from public transportation. An article on mass transit in the October 2001 *Canadian Forum* used laudatory terms to describe the work done by the Société de transport de l'Outaouais (STO) and OC Transpo in carrying the general public as well as athletes, volunteers and media representatives on the Quebec and Ontario sides. According to this article, this success was due mainly to the following factors:

- increased service planning and operational flexibility in conjunction with the organizers and familiarity with the schedules of the various competitions and ceremonies associated with the Games;



- the introduction of new routes to connect the park-o-bus, event sites, downtown Hull and Ottawa and the promotion of this service;
- major restrictions on parking at event sites;
- the motivation of drivers and supervisors putting in overtime;
- the partnership between the two public transportation companies that made it possible to benefit from additional resources; and
- the offer of free services, the introduction of a new day-pass valid for the services of both transit companies and the introduction of a system for using events tickets as passes good for the day or the duration of the event.

The sports federations and chefs de mission were also questioned about local transportation. Of the 16 respondents, 10 gave ratings of 4 or more (on a Likert-type scale from 1 to 5, 1 being completely dissatisfied and 5 completely satisfied), five others gave ratings of 3 and one individual who was completely dissatisfied gave a rating of 1.

To these comments can be added some problems that arose at sport events held in late evening when the transportation service closed down with the last competitions, leaving the athletes and officials on their own to get back to their accommodations.

5.2.5 Offering services and communications in both official languages

As stated in the Contribution Agreement between the GFOC and Canada: “The GFOC promises to comply with the language guidelines recommended by the Office of the Conference of Ministers of Youth and Sports in French-language Countries (CONFESJES) meeting in Beirut on March 10-11, 2000.” These language guidelines are as follows:

1. French, the common language of La Francophonie, is the official language of the Games of La Francophonie.
2. The Games of La Francophonie take place essentially in French in compliance with the spirit and traditions of the Games of La Francophonie.
3. French has a role and visibility of primary importance in the organizing, staging, advertising and visual environment of the Games and associated activities; however the pictogram is the preferred means of signage.
4. French is the language of communication among the CIJF, GFOC and the countries and governments participating in the Games.
5. The GFOC is responsible for giving effect to these guidelines.

In addition to complying with the language guidelines laid down by CONFESJES, the Games had to comply with the *Official Languages Act*. Some of the GFOC’s initiatives speak of the organization’s efforts to provide bilingual services to the public:

- bilingual staff at GFOC reception and ticket booths;



- bilingual Web site;
- bilingual speeches at the Games opening ceremonies; and
- official program (brochure) with a section in English.

The proposed methodology for this study did not allow us to consult service consumers on the extent to which the GFOC's efforts met their needs and expectations. However no complaint was made about the delivery of bilingual services related to the Games.

Five complaints were recorded by the Office of the Commissioner of Official Languages concerning the predominance of French or the absence of English in posters and logos. The decision to give the Games a "Francophone image" which was reflected, for example, in the posters, was still in compliance with Part VII of the *OLA* that attempts to foster progress towards the equal status and use of both official languages including in sports.

5.2.6 Supporting public participation in cultural events and sports competitions

Public support is measured by attendance at the various events as shown by the number of tickets sold and given away. The media coverage yielded no relevant indications on this topic.

The GFOC states that 246,000 tickets were issued for athletic and cultural competitions. Of this number 158,000 were sold to the public, 38,000 were made available free to delegations and 50,000 were offered free to volunteers and partners for a total of \$2.4 million.

It is important to point out that the number of tickets sold combined with the number of tickets given away does not necessarily give us the number of spectators who attended these events. Indeed in the light of the information collected from the interviews and surveys it appears that performances took place in rooms or in front of bleachers where seats were empty but no more tickets were available. Most of those interviewed put this situation down to the fact that tickets had been reserved to afford each delegation easy access to the various sites. This initiative was made necessary by the decision of the GFOC board of directors that having a ticket would be necessary to gain access to the sites. Even so, not all of the tickets made available to delegations were used.

The objective of the "one ticket, one seat" rule was to ensure that, depending on the capacity of the halls, local people would be able to buy tickets and attend events, thus maximizing the use of available seats while ensuring room for delegations.

Ticket distribution

A number of sources (chefs de mission, delegations, sports federations, international representatives) confirmed the problems associated with the need to have a ticket to get on sites and the system for getting tickets to delegations and other interested parties. According to the CJIF representative: "This is the first time in the history of the Games that a Minister, athlete or artist had to have a ticket to attend an event."

The GFOC, DFAIT and PCH confirmed that tickets had been made available to heads of delegations who then became responsible for distributing them to their members, including VIPs. However, according to an international representative, problems arising from lack of communication between



heads of delegations and their representatives might partly explain why tickets were not distributed or used.

The three Canadian chefs de mission interviewed stated clearly that a lot of energy, effort and time had been spent on a daily basis to round up tickets for athletic as well as cultural competitions. Obviously the race for tickets was a source of frustration for the chefs de mission; they reported that their time could have been put to better use. Another drawback was reported in the comments by a chef de mission representative: “The Games are a place of exchange and limited access interferes with interaction.”

The general public could buy tickets at five booths open every day starting in early July from 10 a.m. to 8 p.m. in addition to ticket booths located on competition sites. Two points of sale had also opened in early May. The public could reserve tickets on a toll-free telephone line before going to claim them in person at a point of sale. Buyers could get their tickets by mail up to June 25.

The members of the CAC evaluation team, who attended at least one performance of each event, generally noted that there were no line-ups at the ticket booths on competition sites. Ticketing problems were nonetheless seen at the closing ceremony where reservations were lost and tickets were printed for seats that did not exist.

5.2.7 Promoting Canadian and Francophone culture to the Canadian, foreign and touring publics

In cultural and social terms, one of the basic questions around the Games’ success has to do with the extent to which Canadian and Francophone culture were promoted to Canadians, abroad and to tourists. The extent of this promotion can be seen mainly in:

- tourism promotion activities;
- television and radio audience ratings in Canada and Francophonie member countries;
- the number of countries and delegates taking part in the Games;
- the number of tourists visiting the National Capital Region because of the Games.

5.2.7.1 Tourism promotion

Tourism promotion in the United States and Europe and communications, promotion, advertising and public relations. The Canadian Tourism Commission paid for promotion in France. The lack of tracking systems, however, makes it hard to gauge how productive these investments were.

International marketing plans

Internationally, a specific plan was developed for France, Switzerland, Belgium and Morocco. A special tone distinguished the promotion for France, which advised: “Take advantage of your holidays in Canada to visit the Games.” A partnership was formed with Air Transat Vacations where there was a sale of group inclusive tours. The GFOC also went into a 15-second television ad with Tourism Ontario and Tourism Quebec.



According to the figures from local tourism bureaus there was a 58% drop in room rentals by French tourists during 2001. This decline could be smaller, however, if all the variables were weighed. Factors like the new registration procedure for European tourists under the “European Economic Community” and visitor registration in the name of the tour operator (no matter where the tourists come from) may have inflated this statistic. It may therefore be that French tourists were among the 7,961 room renters identified as from *Other foreign countries* (see Appendix G).

Regarding Switzerland, there was participation in a Swiss holiday and leisure show, co-operation with the Canadian Tourism Commission in Germany and advertising in the newspaper *Le Matin*. A competition was organized as part of the holiday and leisure show where the GFOC raffled off two trips in conjunction with Air Canada. Almost 12,000 people took part in this. Packages were also developed in co-operation with Beaver Tours which, according to a member of the board of directors, did not achieve immediate success but might be advantageous for the Ottawa-Hull region and Canada generally over the long term.

In Belgium, the Games were promoted by soliciting support from stars and press briefings. In Morocco, Royal Air Maroc organized a competition for a visit to the Games.

There were initial hopes of attracting American tourists. Efforts were made in Oregon, Maine and Washington, D.C. A presentation was done for the United States Tour Operators Association and the American Automobile Association. However, considering the risk associated with the fact that there were no Americans competing in the Games and thus little interest for the American public, the Canadian Tourism Commission decided not to invest in Games promotion to the United States.

Regional marketing plans

The “Tourist Welcome” component attempted to develop strategic partnerships with various regional tourism stakeholders—hôtels, restaurants, carriers (air, bus, taxi, boat), tourist attractions and historic sites—in order to:

- heighten the Games’ visibility; and
- educate the tourism sector workforce.

During the Games, tourist reception booths were also set up in strategic locations like official Games sites, airports and railway stations.

The strategic plan included a Web site specifically for promotion but this project was not concretized in light of other priorities. This meant that the available packages were not advertised on the Games site.

Packages were also developed in conjunction with Réservations Outaouais. These offerings were not the “inclusive” type: they provided accommodation and tickets for the opening and closing ceremonies. This combination seemed to favour tourists’ preference for packages that gave them more latitude to organize their own activities.

The Société des alcools du Québec (SAQ) also advertised the Games in its June 2001 pamphlet as well as promoting the “Fêtes gourmandes” in its branches.



Efforts to promote tourism by the National Capital Commission (NCC) consisted in designing and raising banners depicting the Games on Confederation Boulevard (for \$75,000 including printing, installation and removal). Various services related to the Visitors Centre (to a value of \$5,000) were also provided.

In the City of Hull, efforts to promote tourism for the Games did not involve any direct cost. The city used its usual promotional activities—for example, including the Games in its regular advertisements in the *Revue des affaires*. Another example is the regional ATO tourist guide in which the City of Hull takes four pages to urge people to visit the community: this year, one of the four pages was used to introduce the athletes in town for the Games. The value of this effort is hard to quantify, but according to the spokesman for the Hull Tourism and Convention Bureau it may have exceeded \$200,000.

Finally, to heighten the Games’ visibility and popularity the GFOC encouraged a number of well-known Canadian athletes and artists to take part. Here one thinks of Bruny Surin and Isabelle Boulay, the ambassadors of the athletic and cultural components.

The other tourism partners appear in Appendix H.

5.2.7.2 Broadcasts in Canada and abroad

The communication agency and the media relations people at the GFOC reported that the Games were broadcast in 77 countries. These countries are listed in Appendix I. As for the Games broadcasts in Canada, the audience ratings for Radio-Canada, TV5 and RDS are provided in Appendix F.

5.2.7.3 Number of participating countries and delegates

The fourth edition of the Games attracted more states and governments than ever: 51. Table 7 below summarizes state/government numbers and participant numbers since the Games began.

**Table 7
Numbers of States/Governments and Individual Participants in the Four Editions of the Games of La Francophonie**

Host country/Year	Number of States and Governments Attending	Number of Participants
Maroc (1989)	30	1800
France (1994)	43	3000
Madagascar (1997)	36	1700
Canada (2001)	51	3000

Source: Team Canada Press Kit



5.3 To what extent have the Games provided net benefits to La Francophonie and Canada in economic terms?

In economic terms, the evaluation had to determine the extent to which the Games had:

- generated more part-time and full-time jobs in the Ottawa-Hull region;
- generated more tourist traffic and revenue directly derived from the Games in the Ottawa-Hull region;
- been organized and staged within budgets that were affordable to Canadian taxpayers and in conformity with the budget objectives of the federal government;
- mobilized their financial partners;
- ensured their survival by keeping them accessible to developing countries.

5.3.1 Generating more part-time and full-time jobs in the Ottawa-Hull region

The employee database for the Games shows that the GFOC directly created 671 jobs with hiring periods varying from 4 weeks to 4 years in addition to using the services of about twenty consultants. Of the 671 new jobs, some were held on a full-time and others on a part-time basis, though percentages are not available, but we do know that 521 of the jobs were held by students. To these jobs were added those indirectly created by Games partners.

5.3.2 Generating more tourist traffic and revenue directly derived from the Games in the Ottawa-Hull region

Statistics gathered from tourist bureaus were our information sources for estimating the number of tourists and the economic spin-offs that could be credited to the Games. However we are forced to admit that no system had been set up to measure the regional economic impact of the Games.

A representative of the Hull Tourism and Convention Bureau mentioned that hotels were obliged to report to the Quebec Association of Convention Bureaus when major events had been held in their areas. This report had to provide statistics on the number of person-nights reserved through travel packages, the organized tours and the direct calls that could be credited to the event in question. The person interviewed in this connection reported a total of 4,800 person-nights sold on account of the Games. This performance will have earned the GFOC a place in the ranks of the Ambassadors Club.

According to the Hull Tourism and Convention Bureau spokesman, it is very difficult to keep tourists in the Ottawa-Hull region overnight. They are usually passing through on the way to Montreal, Quebec City or Toronto.

A comparison of tourist statistics for July 2001 with those for July 2000 is provided in Appendix G. Here are some comments worth noting:

- Statistics compiled by the Association touristique de l'Outaouais (ATO) show that visitor numbers rose by 12% despite a significant drop in requests for tourist information about the Outaouais region;



- Ottawa area hotels with 100 or more rooms saw a 6.4% drop in their occupancy rate in July 2001 compared to July 2000; in the Outaouais, the occupancy rate in a sampling of hotels showed a 10.7% increase.
- The highest occupancy rate for June through August 2001 was in the month of July (up at least 10% in the Outaouais only).

However it is important to mention that the variations noted in the 2000 and 2001 statistics cannot be directly credited to holding the Games in the region. Moreover we are unable to estimate the impact on tourism had the Games not been held in the region during July 2001.

Since no economic impact study has been conducted, it was impossible to determine whether the GFOC's projections of economic spin-offs in the area of \$70 million came to pass.

5.3.3 Organizing and staging the Games within budgets that were affordable to Canadian taxpayers and in conformity with the budget objectives of the federal government

Government funding

In addition to the financial contribution of the Department of Canadian Heritage to the GFOC for organizing the Games, an amount was granted to the Games Secretariat set up within the Department of Canadian Heritage to support the Ministers responsible for the Games, manage the Contribution Agreement with the GFOC and liaise with the GFOC and CIJF. CIDA covered expenses for the international transportation of participants from developing countries and money was allocated for essential goods and services (Canadian Security Intelligence Service, the Royal Canadian Mounted Police, Public Works and Government Services Canada). Games telecasting costs were covered by the federal government.

Service agreements that represented government contributions in kind are also accounted for in the GFOC financial statements. The cities of Ottawa and Hull and other government partners invested to renovate infrastructures used for the Games. However we should stipulate that some of these renovations had already been planned and were merely accelerated because the Games were being held.

Lastly, we have to take into account the uncosted physical and/or human contributions of certain federal departments and additional costs incurred by Canadian embassies for processing entry visas and refugee claims as well as costs incurred when certain foreign athletes and artists decided to stay in Canada as refugees after the Games.

5.3.4 Mobilizing the financial partners

Although no goal had been identified, the mobilization of financial partners seems to have been an essential factor in the Games' success. The GFOC established partnerships with a host of governmental and private stakeholders that made various kinds of financial, physical and human



contributions to this fourth edition of the Games. In addition to the seven government partners, 64 others were listed for a total of 71.

Due to a confidentiality clause between the GFOC and most sponsors, the details of these arrangements cannot be disclosed. However the value of the sponsorships is proof of the success of these initiatives. According to the GFOC, “slightly over one hundred sponsors made cash or service contributions worth \$15,644,983. And this amount does not include the contribution agreements accounting for the funds from the seven government partners.”

5.3.5 Ensuring the survival of the Games by keeping them accessible to developing countries

The fifth edition of the Games will take place at Niamey, Niger on December 7-17, 2005. Talks have also begun to select the host country for the 2009 Games.

In addition to the Canadian government’s contribution of \$2,000,000 to the next Games, the people interviewed identified the following factors as having helped to establish continuity for the Games:

- increased credibility for the Games by the ratification of the sports competitions and the creation of the International Selection Committee for the cultural competitions;
- financial assistance to numerous developing countries and Canada’s assumption of the costs of international transportation, accommodation and food as well as some registrations.

The GFOC Executive, though not mandated for this purpose by the Government of Canada, has agreed to give Niger the benefit of its experience by providing support for the planning of the V Games.

The short-term continuity of the Games is therefore assured, but their more distant future could depend on factors that include the relevance of these Games compared to other international athletic events and support to the Games’ host countries.

5.4 To what extent have the Games brought net benefits to La Francophonie and Canada in international terms?

Internationally, the evaluation was to determine the extent to which the Games had:

- enhanced Canada’s international influence within La Francophonie;
- confirmed the leadership of the Government of Canada as spokesman for Canadian Francophones internationally;
- contributed to ensuring international recognition of Canada’s ability to host international events.

5.4.1 Enhancing Canada’s international influence within La Francophonie

The methodology was designed to quantify this international influence by the number of references and the amount of detail in articles published by foreign print media. The media review revealed a lack of enthusiasm about covering the event in the foreign print media but also a striking African interest in the Games that greatly exceeded that seen in Europe. For example some journalists spent study



periods in Canada under the CONFEJES professional development program. A total of 18 countries participated in this initiative: Benin, Burkina Faso, Cameroon, the Central African Republic, Egypt, Gabon, Guinea, Ivory Coast, Lebanon, Madagascar, Mali, Mauritius, Mauritania, Morocco, the Republic of Congo, Seychelles, Tunisia and Vietnam. This means the journalists from those countries wrote articles on the Games that were relayed in all of their countries of origin.

With regard to the international Francophonie, the media review revealed the following: “International Francophonie is admittedly the aspect of these Games that raises the most questions even though it ranks fifth among the six major themes covered, with 7% of the articles in the print media and 15% of the reports in the electronic media.”

The terms “Francophone” and “Francophonie” were lumped together by a number of journalists and the general public. They pointed at the presence of certain “supposedly Francophone” countries and competitors. Situations like the one noted in the opening ceremonies where Canadian officials were booed for addressing the crowd in English are other examples. We have to remember that La Francophonie is the international community of people who speak or use French to varying degrees either in their own countries or internationally. “Francophone” must therefore not be confused with “Francophonie.” Just as in the Commonwealth Games, the choice of athletes and artists to participate in the Games of La Francophonie is based exclusively on excellence.

Beyond foreign media coverage, the interpersonal relationships between participants were also proof of Canada’s influence. Indeed the exchanges between artists and athletes of the international Francophonie and Canadian youth contributed to a better knowledge and perception of Canada by participants. The sharing of this knowledge and these perceptions as participants returned to their home countries meant a potentially increased visibility for Canada. As one international representative put it: “Holding the Games in Canada is an excellent means of promotion since the participating delegations will go home with a strong impression of Canada’s identity and values.”

In addition to promoting Canada through Games participants, television is certainly the factor chosen by interviewees as making the biggest contribution to the influence of Canadian Francophonie. According to a GFOC representative, the Games were broadcast in 77 countries. From Seychelles to Bulgaria by way of Egypt and Vietnam, 300 million viewers could follow the highlights of the Games. The opening and closing ceremonies and the daily summaries of sports competition highlights were picked up and rebroadcast on four continents.

Under a rebroadcasting agreement concluded by Montreal’s CLN news agency on behalf of the GFOC, Canal France International (CFI) relayed images to its entire Paris-based network. The Reuters Agency, Belgian Radio-Television and Egyptian National Television rebroadcast some competitions of national interest. A number of African radio stations including Radio Sud Sénégal relayed basketball games and track and field events live to their various audiences. Appendix I lists the countries where the IV Games of La Francophonie were broadcast.

The answers provided by Canadian embassies also helped to cast a different light on Canada’s influence abroad. The following comments describe examples that boosted Canada’s influence within the international Francophonie:



- the Moncton Summit held in August 1999 and the Ministerial Conference of La Francophonie chaired by Canada—these gatherings were “opportunities to showcase the Canadian contribution to Francophone activities, a contribution saluted by its Francophone partners”;
- the activation of liaison officers in the countries of the South facilitated the participation of a larger number of countries;
- Canada’s financial contribution to travel and accommodation costs also enabled more of the less wealthy countries to participate; and
- visits by leaders and press conferences organized in preparation for the Games also demonstrated Canada’s commitment.

These initiatives enabled Canada to achieve visibility in a number of member countries of La Francophonie.

5.4.2 Confirming the leadership of the Government of Canada as spokesman for Canadian Francophones internationally

Like its international influence, the leadership of the Government of Canada as spokesman for Canadian Francophones internationally was to be measured by the number of references in foreign print media and the amount of detail in articles published during the Games. As our media review was limited to Canadian papers, embassies were used as our information sources. Here are some examples of leadership as reported by embassy representatives:

- the involvement of diplomatic missions in promoting the Games (news releases, meetings with journalists, brochure mailings);
- financial support for organizing and delivering the fourth edition of the Games;
- a record number of countries invited to participate in the Games;
- Canada’s \$2-million contribution to the fifth edition of the Games;
- the training program for female coaches;
- the equipment and training program for mobility impaired athletes.

5.4.3 Gaining international recognition for Canada’s ability to host international events

Like the preceding themes, Canada’s ability to host international events did not come out in the media coverage. The information presented in this section came from our interviews and surveys.

Our analysis revealed that Canada’s reputation as a host of international events is well established. The Francophone Summits in Quebec City and Moncton, the 1967 World Exhibition, the 1976 Olympics and the 2001 international track and field championships in Edmonton are only a few examples our respondents gave as evidence of Canada’s ability to host international events.

However three Canadian embassies indicated that this ability was not reflected in the media coverage surrounding the Games. As one diplomat said: “For those involved in the program of the Vietnamese delegation or those attending the activities, the Games were a great success. However, despite efforts



at local promotion, the Games received negligible media coverage in Vietnam and most people did not know they existed.”

The success of the IV Games combined with the above examples and the absence of negative media comments thus confirm Canada’s ability to host international events.



6.0 Lessons Learned

The approach selected for organizing and delivering the IV Games reflected a North American Francophone philosophy that differed appreciably from the European and African Francophonies that characterized the earlier editions of the Games of La Francophonie.

Tickets

Access to tickets for cultural and athletic events was an irritant for VIPs and delegation members throughout the Games. Although tickets were made available to the various parties, the system used by the GFOC was perceived as too cumbersome in terms of the time and effort it took these users.

Lesson learned: The “one ticket, one seat” rule is commendable, but it must be coupled with a simple distribution process. Even though there is no miracle solution, the system adopted for the IV Games needs reconsidered.

Protocol

Despite the efforts of the Organizing Committee before the Games to inform dignitaries (politicians, heads of delegations, chefs de mission) of the services they would be entitled to while in Canada, a number of difficulties related to the treatment of dignitaries were encountered before and during the Games. The holding in Ottawa of a meeting of CONFESJES, the Conference of the Ministers of Youth and Sports of the French-speaking Countries, only a few days prior to the opening of the Games opened, created logistic problems for GFOC, which had to deal with the arrival of 38 ministers.

Lesson learned: The meeting of various cultures provides an opportunity to learn how things are done elsewhere but it can also be a source of disappointment for some. Responsibilities regarding the protocol for international events are demanding and must not be underestimated. They should be left to experienced people.

Intergovernmental relations

The media review showed that federal-provincial matters represented only 3% of the coverage in the print media and 0% of the coverage in the electronic media. This was the least aired topic. At the same time, “all journalists applauded the fact that there is no federal-provincial ‘bickering’ and felt that the pre-Games negotiations helped to settle even the slightest of details.”

The success of the Games is proof of co-operation and goodwill among the seven governments throughout the Games planning and staging process. Locally, the Quebec and Ontario sides demonstrated model co-operation, which undeniably contributed to the event’s success.

Lesson learned: The Games serve as an example for federal-provincial relations. The harmonious relationship among the various governments involved demonstrates that it is possible to “depoliticize” large-scale international events and rise above regional language barriers.



Chauffeured transportation

For a number of people, “chauffeured transportation” (as opposed to public transport) was among the Games’ weaknesses, due mainly to the irregularity of schedules and the lack of knowledge on the part of the drivers.

Lesson learned: The transportation system for an event on the scale of the Games must be able to meet the needs of various clienteles. The quality and quantity of vehicles, schedules geared to the events and drivers who are on time and knowledgeable about the sites will contribute to users’ satisfaction.

The Secretariat

Since the Government of Canada had overall responsibility for hosting the Games it created the Secretariat to the Games of La Francophonie within Canadian Heritage that acted as the Canadian government’s spokesman to various key Games stakeholders. It was especially useful in its role as facilitator between the GFOC and senior government authorities.

The structure around the Secretariat was unconventional. In fact the Secretariat was called upon to serve three government entities (three Ministers and their entourages). These were:

- the Minister of Canadian Heritage;
- the Secretary of State for La Francophonie; and
- the Chair of the Steering Committee for the 2001 Games of La Francophonie.

Although the Secretariat came under the hierarchical authority of the Assistant Deputy Minister for Canadian Identity within PCH, events proved that the biggest user of the Secretariat’s services was the Chair of the Steering Committee for the 2001 Games of La Francophonie, so much so that questions were asked about the merit of putting the Secretariat in PCH instead of another department.

The location of the Secretariat was another structurally untraditional factor. It is quite rare for the focus of international relations to be in PCH instead of DFAIT.

Despite the fact that the roles, responsibilities and mandates of federal stakeholders had been clearly defined at the outset, difficulties arose since the sharing of responsibilities with the Secretariat was not immediately saluted by all parties.

Relations between the Secretariat and the GFOC took time to harmonize. The succession of three people heading the Secretariat was not unrelated to the difficult beginnings between the GFOC and the Secretariat. However the end result was satisfactory to the leaders of both entities.

Lesson learned: The Secretariat fulfilled its role well. However when a temporary administrative structure is created within the federal apparatus to co-ordinate a one-time event, it must be ensured that the responsibilities assigned to this structure are fully understood and accepted by the federal partners.

The GFOC

The GFOC’s Director General proved once again his abilities as an organizer of large-scale events.



The participation of big names in the IV Games was a first. While some people deplore the entrepreneurial side of the Games, the GFOC did manage to maximize private funding for the benefit of Canadians.

Two statements made in the press, one regarding the French track and field stars “who would have snubbed the Games” and another one to the effect that the Canadian Soccer Association was “not taking things seriously” could have tarnished Canada’s image.

Lesson learned: The Ottawa-Hull Games demonstrated that it is possible to involve the private sector in events in which various governments are also taking part. Although journalists always want to talk with the principal Games organizer, a spokesperson responsible for communications may be an alternative to better serve the organization’s interests and those of Canada.

The CIJF

Interviews conducted with CIJF and GFOC officials confirmed that there was a lack of collaboration between these two organizations. Initiatives taken unilaterally by one or the other side and rules that left little room for initiative also exacerbated already strained relations that ultimately stifled the potential for co-operation between the CIJF and GFOC.

Lesson learned: We are obliged to recognize that the CIJF’s contribution and involvement may vary depending on the resources, knowledge and experience made available to the Games organizers in the host country.



Appendix A

List of Interview and Survey Participants



1. Canadian Embassies

Belgium: Canadian Ambassador in Brussels
France: Counsellor and 2nd Secretary
Haiti: Public and Cultural Affairs Officer
Ivory Coast: Political and Public Affairs Counsellor
Madagascar: Honorary Consul
Morocco: Public and Cultural Affairs and Press Manager
Niger: Political, Economic and Commercial Officer
Switzerland: Public and Cultural Affairs Officer
Tunisia: Counsellor
Vietnam: 1st Political Secretary

2. Foreign Embassies in Canada

Haiti: Chargé d’Affaires
Ivory Coast: Chef de Mission
Niger: Niger’s Ambassador to Canada

3. International Sports Federations

Judo: Sports Manager, elected member of the FIJ Steering Committee, Technical Delegate (Olympics and various games)
Table tennis: technical delegate to the CIJF

4. National Sports Federations

Boxing: Technical Director
Judo: Sports Manager
Soccer: Team Manager
Table tennis: Association Executive Director
Track and Field: National Program Director
Volleyball: Tournament Manager

5. Quebec Sports Federations

Basketball: General Manager
Judo: General Manager
Soccer: General Manager
Table tennis: General Manager
Volleyball: Beach Volleyball Team Captain, Canada-Quebec Mission

6. New Brunswick Sports Federations

Judo: Games Trainer for the New Brunswick Team

7. GFOC Members

Collet, Roger: Advisor to the Board, Media Manager
Francoeur, Julie: Deputy Director General, Corporate Services
Lajoie, Robert: Deputy Director General, Accommodation and Facilities
Leroux, Rhéal: Director General
Ménard, Geneviève: Tourism Director
Trottier, François: Deputy Director General, Accommodation and Facilities



8. Members of the Board of Directors and Chefs de Mission

Assistant Head of Delegation, Sports, Team Canada-Québec; Director General of Recreation and Sports, Quebec Government representative on the GFOC Board, sits on the CIJF Experts Commission
Co-Chair of the Games Board of Directors
Project Manager, Francophone Affairs Office, Member of the GFOC Board
Chef de mission for Team Canada-New Brunswick and Board Member
Co-Chair of the Games Board of Directors
Chef de Mission for Team Canada
Member of the Board and Chairman of the Tourism Committee

9. Cultural Organizations

Quebec Conseil des Arts et des Lettres: Team Québec, Chef de Mission, Culture Fédération culturelle canadienne-française:
Communications Directors and Co-ordinators of the Cultural Component, Team Canada, IV Games of La Francophonie; Logistic Co-ordinator for the Cultural Component, Team Canada

10. Tourism Bureaus and Associations

Ottawa Tourism and Convention Administration
Association Touristique de l'Outaouais
Hull Tourism and Convention Bureau
National Capital Commission

11. International Representatives

Executive Secretary of the International Committee of the Games of La Francophonie
Lessard, Gabriel: Director, Francophonie Affairs Directorate, Department of Foreign Affairs and International Trade

12. Canadian Secretariat to the IV Games of La Francophonie

Déry, Gilles: Executive Director, Canadian Secretariat to the IV Games of La Francophonie

13. Others

Coach of the Moroccan basketball team
Counsellor in the Gabonese Embassy to Canada and coach of Congo for track and field, longitudinal sports
Massage therapist for Moroccan athletes
Foreign affairs advisor to the Francophonie Directorate
Cameroon officials met in the Jean-Paul Sabourin Arena during the boxing competition
Chairman of the Gabonese Olympic Committee



Appendix B

Evaluation Framework

Questions	Indicators	Sources
<p>To what extent have the Games provided net benefits to La Francophonie and Canada athletically, culturally, economically, socially and internationally?</p> <p><u>Sports</u></p> <ol style="list-style-type: none"> 1. Sports events hosted by Canada help Canadian athletes to excel in sports competition and measure themselves against the world's best athletes 2. Sports events hosted by Canada leave legacies such as upgraded sports facilities and new equipment 3. Hosting major events like these Games advances Canada's values and priorities in sports, like the promotion of drug-free sports and the inclusion of under-represented athletes like the disabled and women 4. The magnitude of the Games and associated costs calls for the mobilization of many financial partners (federal, provincial and municipal governments and the private sector) 	<ul style="list-style-type: none"> • Number of Canadian athletes participating in the Games • Number of medals won by Canadian athletes • Number of Canadian records beaten • Number of best personal performances recorded by Canadian athletes • Quality of the competition (level of competing athletes) • Number and types of improvements that will remain after the Games • Number and types of new equipment that will remain after the Games • Number of opportunities created for under-represented athletes to take part in competitive sports • Number of partners involved with the federal government in funding the event • Amount of funding provided by partners • Percentages of private vs. public funding 	<ul style="list-style-type: none"> • GFOC records • Telephone interviews with sports federations • International Affairs Directors in Canadian Heritage • Media coverage • GFOC records • Interviews with sports federations • GFOC records • Media coverage • PCH International Affairs • GFOC records

Questions	Indicators	Sources
<i>Socially and culturally</i>		
5. To what extent did the Games enable Canadians to gain a better knowledge and appreciation of Canadian artists and athletes?	<ul style="list-style-type: none"> • Media coverage emphasizing the performances of Canadian athletes and the talents of Canadian artists before and during the Games (radio, television, newspapers, Web sites) • Number of Canadian artists taking part in the cultural competitions • Number of medals won by Canadian artists • Level of competition 	<ul style="list-style-type: none"> • Analysis of information compiled by the GFOC (media coverage) • the GFOC, CBC and PCH Web sites (if a compilation exists and is accessible) • PCH International Affairs
6. To what extent did the Games encourage youth participation?	<ul style="list-style-type: none"> • Number of youth participating as volunteers • Number of youth hired by the GFOC to organize the Games • Number and types of activities organized by the GFOC specifically aimed at youth (e.g. competitions, special communications, etc.) 	<ul style="list-style-type: none"> • GFOC records • Interviews with GFOC representatives
7. To what extent did the Games promote Canadians' awareness and appreciation of the best athletic and cultural aspects of La Francophonie?	<ul style="list-style-type: none"> • Media coverage (newspapers and Web site) 	<ul style="list-style-type: none"> • Analysis of information compiled by the GFOC (media coverage) • GFOC website
8. To what extent did the Games mobilize volunteers?	<ul style="list-style-type: none"> • Number of volunteers signed up 	<ul style="list-style-type: none"> • GFOC records
9. To what extent were services/communications provided in both official languages?	<ul style="list-style-type: none"> • Extent of use of the official languages during the Games 	<ul style="list-style-type: none"> • Analysis of information compiled by the GFOC (media coverage) • Interviews with key stakeholders
10. To what extent did the public support the games by attending cultural events and sports competitions?	<ul style="list-style-type: none"> • Overall estimate of public participation 	<ul style="list-style-type: none"> • Analysis of information compiled by the GFOC (media coverage) • Income from ticket sales

Questions	Indicators	Sources
<p>11. To what extent have the Games promoted Canadian culture and La Francophonie to the Canadian, foreign and touring publics?</p>	<ul style="list-style-type: none"> • Estimated number of tourists attracted to the National Capital Region by the Games • Canadian audience ratings • Foreign audience ratings • Number of countries participating in the Games and the number of these countries' delegates participating 	<ul style="list-style-type: none"> • Regional tourist bureaus • GFOC records • SRC/CBC
<i>Economically</i>		
<p>12. To what extent did holding the Games generate more full-time and part-time jobs in the region?</p>	<ul style="list-style-type: none"> • Number of full- and part-time jobs created 	<ul style="list-style-type: none"> • Analysis of information compiled by the GFOC (media coverage) • GFOC records • Interviews with key stakeholders (e.g. municipal partners)
<p>13. To what extent did the Games attract more tourists to the Ottawa-Hull region?</p>	<ul style="list-style-type: none"> • Number of visitors and income directly ascribable to the Games being held in the area 	<ul style="list-style-type: none"> • Survey of tourist bureaus
<p>14. Were the Games well organized and produced within budgets that were affordable to Canadian taxpayer's ability to pay and in conformity with the budget objectives of the federal government? Were the Games a financial success?</p>	<ul style="list-style-type: none"> • Financial statement 	<ul style="list-style-type: none"> • GFOC records • Interviews with key stakeholders
<p>15. Is the Games' survival assured? Will the Games remain accessible to developing countries?</p>	<ul style="list-style-type: none"> • Next stage assured 	<ul style="list-style-type: none"> • Interviews with key stakeholders
<i>Internationally</i>		
<p>16. Have the Games contributed to enhancing Canada's international influence within La Francophonie and confirmed the Canadian government's leadership as spokesman for Canadian Francophones?</p>	<ul style="list-style-type: none"> • Media coverage in Canada and abroad 	<ul style="list-style-type: none"> • Analysis of information compiled by the GFOC (media coverage)

Questions	Indicators	Sources
<p>17. To what extent did the quality of the Games' organization helped to gain international recognition for Canada's ability to host international events?</p> <p>Lessons learned</p> <p>18. Over the years, Canada will be hosting other major events. Have lessons been learned from holding the Games that might be helpful for organizing future events?</p>	<ul style="list-style-type: none"> • Foreign coverage • Identification of the strengths and weaknesses of the IV Games 	<ul style="list-style-type: none"> • Interviews with key stakeholders • Interviews with key stakeholders



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Appendix C

Media Review Digest



Media Coverage of the Games of La Francophonie

July 2001

Overview

During the period preceding the Games of La Francophonie, July 1-14, the event aroused moderate media interest. The media seemed more interested in the choice of the city that would be hosting the 2008 Olympics. The eve of the Games saw a steady rise in media coverage, especially when it came to the opening ceremonies program.

From July 14 to 24, the media brought the Games to the forefront. This coverage was much more conspicuous in the Francophone than the Anglophone print and electronic media, especially in Quebec (see Table 1). We can see that most of the articles and editorials were concentrated in the provinces of Quebec and Ontario (76%). The Atlantic region showed a lot of interest (15%) due to the presence of Team Canada-New Brunswick. However there were more editorials in Quebec (33%) than in Ontario and Atlantic Canada put together (see Tables 2 to 7). And the local papers, *Le Droit* and the *Ottawa Citizen*, gave the Games the most extensive coverage.

The Games of La Francophonie were described as successful by both Francophone and Anglophone journalists. They wrote numerous glowing articles on the artists, art works and events as well as on the opening and closing ceremonies. The media declared that the Games organizers had managed to raise the calibre of sports competitions by bringing in high-quality athletes. It was noted that the Games of La Francophonie were a successful celebration of Canada's linguistic duality and the French fact. The absence of federal-provincial squabbling throughout the Games may have had something to do with that. Yet some wondered why a number of the athletes could not speak French. Journalists reckoned that the Games were a financial success.

Nonetheless a number of events managed to tarnish the Games of la Francophonie. Attention was rivetted on the organization's blunders including a threatened strike by referees, restive non-Canadian soccer officials, overly stringent security rules and cuts in student wages. Journalists wondered about the presence of non-Francophone athletes at these Games and what place the Games should occupy in the future in relation to other international competitions.



Sports

The sports events received generally positive coverage by the media, taking up 44% of the reporting time devoted to the Games in the electronic media (see Tables 8 and 9) and 52% of the articles and editorials published in the print media (see Table 10). A lot of them pointed out that the Games organizers “have managed to raise the calibre of these Games, and we can only applaud them for that” (*Le Droit*, July 24). The presence of some exceptional athletes—Roman Sebrle, Nezha Bidouane, Bruny Surin and Idriss Carlos Kameni—was noted. The *Calgary Herald* noted on July 19: “While the Games of the Francophonie will be played out in the very deep shadow of the Olympic Games, they will certainly be closer in spirit to the vision of de Coubertin than the tarnished monstrosities that are the legacy of Juan Antonio Samaranch.”

Others, fewer in number, joined the *Calgary Sun* in questioning the very existence of the Games of La Francophonie: “Excuse me for asking, but why in the world do we need a Francophone Games?” (July 20). Carl Tardif ridiculed the event: “Bread and circuses, the saying goes. In this case we have to speak of rolls and one-ring circuses” (*Le Soleil*, July 21)

Simon Drouin wondered about the future of the Games of La Francophonie and the place they should occupy in relation to other major competitions like the Olympics, the Commonwealth Games and the Pan American Games: “Participation or excellence? Élite or wannabe? Springboard or conclusion? Here is the identity paradox that will confront the International Committee of the Games of La Francophonie in years to come” (*La Presse*, July 26). Some suggested that a special niche be identified to ensure the future of the Games and that the focus be on Games that involve second-string athletes.

Shows, Arts and Culture

Despite the controversies that grabbed the headlines, the cultural component was a side of the Games that was unanimously lauded by the media, which devoted numerous reports and features to the dance shows, painting and sculpture competitions and the showcasing of all kinds of artists. The theme of “Shows, arts and culture” came in second place with 18% of all coverage in the print media while gleaned only 7% in the electronic media.

The Anglophone and Francophone press were unanimous about the excellent performances in the opening and closing shows of the Games. Denis Gratton (*Le Droit*, July 16) described the former as “extraordinary” and “brilliant”.

Paul Gessell suggested that the four medals won by artists from outside Quebec in the cultural competitions helped to promote the talent of artists from the rest of Canada: “The next time Canada, Quebec and France get into one of their periodic flag wars, Canada can remind the other two players that, culturally speaking, the dear, old Dominion is king of the Francophone world, and not just because it has the funniest clowns” (*Ottawa Citizen*, July 23).



Immigration and Security

“Immigration and Security” took second place among the topics covered by the electronic media (28 %) and third place in the print media (11%). Some athletes’ requests for political asylum inspired mainly factual and neutral coverage that tended not to mention the benefits for Canada of adding these athletes to Canadian teams. François Cardinal noted: “Canada is far from having made a system of this [raiding] process to swell its athletic ranks” (*Le Devoir*, July 21).

Cases of shoplifting and assault were reported as isolated incidents and did not make any waves in the media. Similarly, doping cases were a minor attraction in the news.

Costs, Investments, Logistics and Organization

The organization of the Games got minimal coverage in the daily media during the event: 6% of the electronic coverage and 8% of the print. Every day brought its batch of petty problems reported in the media: threatened strike by boxing referees, complaints by non-Canadian soccer officials, French criticism of overly restrictive security rules and cuts in student wages. At summing up time, however, the journalists proclaimed the Games an unequivocal success in popularity, attendance, expense and organization. “I am one of many who feel the boat has come in safely. Whether we like the Leroux team’s management style or not, we have to acknowledge its efficiency,” wrote Mario Boulianne (*Le Droit*, July 16). *L’Acadie Nouvelle* of July 24 topped its summing up of the event with: “The Games are a financial success.”

Francophonie

International Francophonie is unquestionably the dimension of these Games that prompted the most questions, even though it came fifth of the six major themes with 7% of the print articles and 15% of reports in the electronic media. A number of journalists questioned “the presence of certain countries and states or certain competitors in these so-called Francophone Games” (*L’Acadie Nouvelle*, July 26). At the opening of the Games, when Minister Copps and Governor General Clarkson were booed for speaking to the crowd in English, the Francophone and Anglophone media reacted negatively but for different reasons. The Francophone press lined up behind the fact that French should dominate while the Anglophone press favoured an openness to bilingualism.. The *National Post* commented: “The polyglot nature of an event that is supposed to shine light on a single language can lead to awkward moments” (July 20).

It was also reported that France in particular was not providing leadership to these Games as the ambassador of French. Few French journalists had been sent to cover the Games and “the six French journalists, two Belgian journalists and single Swiss journalist attending the Games admit they are up against the indifference of their own countries, hypnotized by the Tour de France” (*L’Acadie Nouvelle*, July 20).



Le Droit assumed that the future of French lay in Africa, given the demographic load of that continent that “will make French prosper as a language of international status” (July 25). Pierre Bergeron, in an editorial headed “A Francophonie of Winners,” also took an optimistic view of the future of La Francophonie: “One senses a contagious fervour that is transforming the image of Canadian and international Francophonie” (*Le Droit*, July 21).

Federal-provincial Relations, Visibility, Flags, Uniforms and Quebec, New Brunswick and Canadian Participation

Federal-provincial issues accounted for only 3% of the coverage in the print media and 0% in the electronic media. This was the most neglected theme. At the same time, however, all the journalists applauded the fact that there was no federal-provincial “bickering” and felt that the pre-Games negotiations had nailed down to the slightest details.

Yet the presence of three Canadian delegations undoubtedly intrigued the public. The *Montreal Gazette* deplored the three teams as an “absurdity” that added “to the considerable confusion of foreign participants under the impression that Canada is a single country. And this is being financed by a federal government sworn to promote national unity” (July 23). The *Ottawa Citizen* warmly agreed: “Splitting the country [in three] was a recipe for division, not unity” (July 18).

Conclusion

The record of the Games in terms of media coverage is generally quite positive. The media themselves declared that the event had been an unequivocal success athletically, organizationally and financially. Although a number of controversies had punctuated the Games—numerous applications for refugee status, shoplifting incidents, strike threats by certain officials, etc.—none really tarnished their success.

Yet it should be noted that holding the Games in Canada aroused some questions about the international Francophonie. The presence of numerous non-Francophone athletes and artists and the participation of no fewer than three Canadian teams led some commentators, particularly in the Anglophone media, to cast doubt on the relevance of the organization and even the benefits to Canada of being part of such an ill-assorted group.



Our analysis of the Games of La Francophonie for the period July 1-31, 2001 as regards the print media was based on the following dailies:

Quebec

La Presse
Le Devoir
Le Journal de Montréal
Le Soleil
La Voix de L'Est
La Tribune de Sherbrooke
Le Nouvelliste
Le Progrès-Dimanche
Le Quotidien
Montreal Gazette

Ontario

Le Droit
Globe and Mail
National Post
Toronto Star
Ottawa Sun
Kingston Whig-Standard
Hamilton Spectator
London Free Press
Windsor Star

Atlantic

L'Acadie Nouvelle
The Guardian
The Telegram
Saint John Times Globe
Halifax Chronicle Herald
New Brunswick Telegraph
Moncton Times and Transcript
Fredericton Daily Gleaner

West

Winnipeg Sun
Winnipeg Free Press
Saskatoon Star Phoenix
Leader Post
Calgary Herald
Calgary Sun
Red Deer Advocate
Edmonton Journal
Edmonton Sun
Victoria Times Columnist
Vancouver Province
Vancouver Sun

For the electronic press, the television channels watched were the following:

SRC/RDI (Téléjournal – 10 p.m.)
TVA (TVA Réseau – 10 p.m.)
CBC (National – 10 p.m.)
CTV (CTV News – 11 p.m.)

Sports reports and special programs on the Games were excluded. It should be mentioned, however, that Radio-Canada (SRC) was the only television network to broadcast any such special programs.



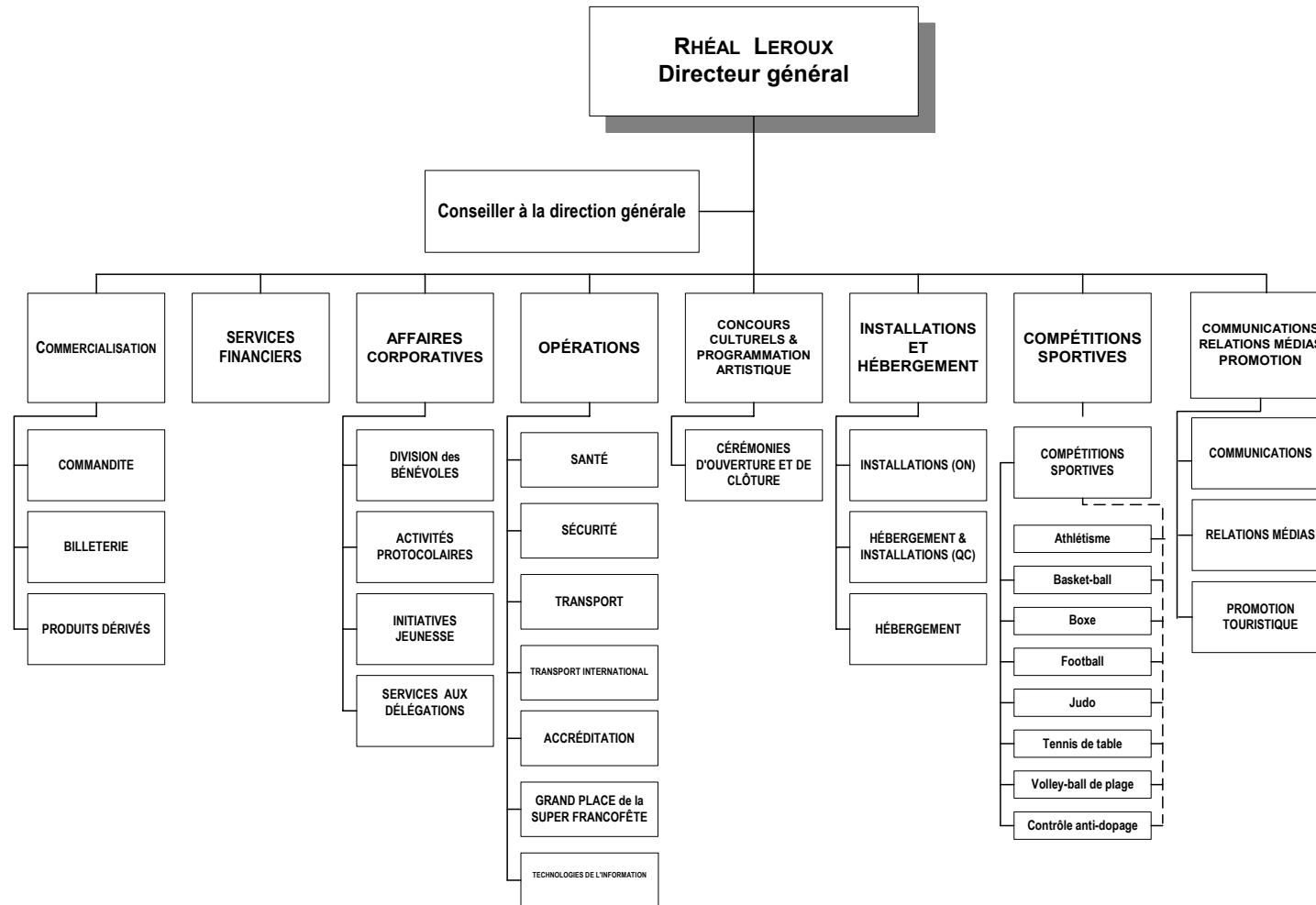
Appendix D

GFOC Organizational Chart



Organizational Structure of the Organizing Committee for the IV Games of La Francophonie

COMITÉ ORGANISATEUR DES JEUX DE LA FRANCOPHONIE
Direction générale



(copy for prev. page)

ORGANIZING COMMITTEE OF THE GAMES OF LA FRANCOPHONIE
Senior Management

Rhéal Leroux
Director General

Senior Counsel

MARKETING	FINANCIAL SERVICES	CORPORATE AFFAIRS	OPERATIONS	CULTURAL COMPETITIONS AND ARTISTIC PROGRAMMING	FACILITIES AND ACCOMMODATION	SPORTS COMPETITIONS	COMMUNICATIONS MEDIA RELATIONS PROMOTION
SPONSORSHIP		VOLUNTEER DIVISION	HEALTH	OPENING AND CLOSING CEREMONIES	FACILITIES (ONT)	COMPETITIONS	COMMUNICATIONS
TICKETING		PROTOCOL ACTIVITIES	SECURITY		ACCOMMODATION AND FACILITIES (QC)	Track and Field	MEDIA RELATIONS
DERIVATIVES		YOUTH INITIATIVES	TRANSPORTATION		ACCOMMODATION	Basketball	TOURISM PROMOTION
		SERVICES TO DELEGATIONS	INTERNATIONAL TRANSPORTATION			Boxing	
			ACCREDITATION			Soccer	
			SUPER FRANCOFÊTE			Judo	
			INFORMATION TECHNOLOGIES			Table tennis	
						Beach volleyball	
						Anti-doping control	



Appendix E

List of States and Governments Attending the Games



Albania	Ivory Coast
Benin	Laos
Bulgaria	Lebanon
Burkina Faso	Lithuania
Burundi	Luxembourg
Cambodia	Macedonia
Cameroon	Madagascar
Canada	Mali
Canada-New Brunswick	Morocco
Canada-Québec	Mauritius
Cape Verde	Mauritania
Central African Republic	Monaco
Chad	Niger
Comoros	Poland
Congo	Romania
Czech Republic	Rwanda
Democratic Republic of Congo	Saint Lucia
Dominica	Senegal
Egypt	Seychelles
Equatorial Guinea	Slovenia
France	Switzerland
French Community of Belgium	Togo
Gabon	Tunisia
Guinea	Vanuatu
Guinea-Bissau	Vietnam
Haiti	



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Appendix F

Audience Ratings: Radio-Canada, TV5 and RDS



The IV Games of La Francophonie on Radio-Canada

July 14 to 24, 2001

Average Audience (000s) – all aged 2 and over

(see page 60)

TITRES	DATE	JOUR	HEURE	AUDITOIRE MOYEN (000)	DURÉE MINUTES
IV JEUX FRANCO.	13-Jul-01	Vendredi	23:00-23:30	59	30
IV JEUX FRANCO. OUVERTURE	14-Jul-01	Samedi	21:30-23:15	276	105
IV JEUX FRANCO.	16-Jul-01	Lundi	23:30-24:00	56	30
IV JEUX FRANCO.	17-Jul-01	Mardi	23:00-23:30	89	30
IV JEUX FRANCO.	18-Jul-01	Mercredi	23:00-23:30	115	30
IV JEUX FRANCO.	19-Jul-01	Jeudi	23:35-00:05	30	30
IV JEUX FRANCO.	20-Jul-01	Vendredi	23:00-23:30	146	30
IV JEUX FRANCO.	23-Jul-01	Lundi	23:35-00:05	72	30
IV JEUX FRANCO.	24-Jul-01	Mardi	23:05-23:35	125	30
MOYENNE FIN DE SOIRÉE	16-24 JUIL. 01	Lundi-vendredi		129	
IV JEUX FRANCO.	14-Jul-01	Samedi	23:15-23:45	117	30
IV JEUX FRANCO.	21-Jul-01	Samedi	22:30-23:00	120	30
IV JEUX FRANCO.	15-Jul-01	Dimanche	22:30-23:00	63	30
IV JEUX FRANCO.	22-Jul-01	Dimanche	22:30-23:00	159	30
MOYENNE FIN DE SOIRÉE	14-22 JUIL. 01	Samedi-dimanche		132	
IV JEUX FRANCO. CLÔTURE	24-Jul-01	Mardi	21:00-22:05	239	65
MOYENNE DES JEUX 2001 – toutes les émissions incluant le 13 juillet				149	
MOYENNE DES JEUX 2001 – toutes les émissions excluant le 13 juillet				155	
MOYENNE DES JEUX 2001 – excluant le 13 juillet, l'ouverture et la clôture				99	

Strat

egic Planning and Research – Radio-Canada.
Source: Nielsen Media Research



**Average Audiences for Broadcasts of the IV Games of
La Francophonie 2001 on TV5 Québec Canada
Full Canadian network, total population aged 2 and +
July 9 to 25, 2001**

(see page 60)

Date	Émission	Horaire		Nb. de diffusions	Auditoire moyen
9 au 13 juillet	Jeux 2001 : à la découverte des uns et des autres	Lundi-vendredi	10h30	5	2 000
9 au 13 juillet	Jeux 2001 : à la découverte des uns et des autres*	Lundi-vendredi	5h30	5	1 000
15 juillet	Spectacle d'ouverture des IVes Jeux de la francophonie	Samedi	12h15	1	32 000
16 au 20 juillet	Seront-ils nos médaillés d'art ?	Lundi-vendredi	8h30	5	3 000
15 au 25 juillet	L'escale francophone	Lundi-dimanche	10h30	10	3 000
15 au 25 juillet	L'escale francophone*	Lundi-dimanche	5h30	10	1 000
15 au 24 juillet	L'un avec l'autre...les jeux au quotidien	Lundi-dimanche	18h	10	4 000
15 au 24 juillet	L'un avec l'autre...les jeux au quotidien*	Lundi-dimanche	4h30	10	1 000
25 juillet	Spectacle de clôture des IVes Jeux de la francophonie	Mercredi	21h30	1	33 000

The program “Jeux 2001: à la découverte des uns et des autres” (“The 2001 Games: Discovering One Another”) was broadcast weekly from April 29 to July 1, 2001 and drew an average of 9,000 viewers at 10:30 p.m. on Sundays.

* *Rebroadcast.*

Source : Nielsen Media Research (Media Advisor)
Table: Research Department, TV5 Québec Canada



TITLES	DATES	DAYS	TIMES	AVERAGE AUDIENCE (000s)	LENGTH (MINS)
IV FRANCO GAMES	13-Jul-01	Friday	11-11:30 p.m	59	30
IV FRANCO GAMES - OPENING	14-Jul-01	Saturday	9:30-11:15 p.m.	276	105
IV FRANCO GAMES	16-Jul-01	Monday	11:30-12:00 p.m.	56	30
IV FRANCO GAMES	17-Jul-01	Tuesday	11 - 11:30 p.m.	89	30
IV FRANCO GAMES	18-Jul-01	Wednesday	11 - 11:30 p.m.	115	30
IV FRANCO GAMES	19-Jul-01	Thursday	11:35-12:05 a.m.	30	30
IV FRANCO GAMES	20-Jul-01	Friday	11 - 11:30 p.m.	146	30
IV FRANCO GAMES	23-Jul-01	Monday	11:35-12:05 a.m.	72	30
IV FRANCO GAMES	24-Jul-01	Tuesday	11:05-11:35 p.m.	125	30
AVERAGE LATE EVNG	18-24 JULY 01	Monday-Friday		129	
IV FRANCO GAMES	14-Jul-01	Saturday	11:15-11:45 p.m.	117	30
IV FRANCO GAMES	21-Jul-01	Saturday	10:30-11 p.m.	120	30
IV FRANCO GAMES	15-Jul-01	Sunday	10:30-11 p.m.	63	30
IV FRANCO GAMES	22-Jul-01	Sunday	10:30-11 p.m.	159	30
AVERAGE LATE EVNG	14-22 JULY 01	Saturday-Sunday		132	
IV FRANCO GAMES - CLOSING	24 JULY 01	Tuesday	9-10:05 p.m.	239	65
AVERAGE FOR 2001 GAMES - All programs including July 13				149	
AVERAGE FOR 2001 GAMES - All programs except July 13				155	
AVERAGE FOR 2001 GAMES - Except for July 13, opening and closing				99	

Date	Program	Schedule		No. of Broadcasts	Average Audience
9-13 July	2001 Games: Discovering One Another	Mon-Fri	10:30 am	5	2000
9-13 July	2001 Games: Discovering One Another	Mon-Fri	5:30 am	5	1000
15- July	Opening	Sat	12:15 pm	1	32000
16-20 July	Will we get any art medals?	Mon-Fri	8:30 am	5	3000
15-25 July	Francophone Update	Mon-Sun	10:30am	10	3000
15-25 July	Francophone Update	Mon-Sun	5:30 am	10	1000
15-24 July	Wrap-up	Mon-Sun	6 p.m.	10	4000
15-24 July	Wrap-up	Mon-Sun	4:30 am	10	1000
July 25	Closing	Wed	9:30 pm	1	33000



The IV Games of La Francophonie on RDS
July 15 to 24, 2001

RDS

GAMES OF LA FRANCOPHONIE - 2001 (Ottawa)

Average audience per minute (000s)

July 15-24, 2001 (Weeks 46 - 48)

Title	Start date	Days	Time	P2+ (000)	A18+ (000)	A18-34 (000)	A18-49 (000)	A25-54 (000)	A55+ (000)	W18+ (000)	W18-34 (000)	W18-49 (000)	W25-54 (000)	W55+ (000)	M18+ (000)	M18-34 (000)	M18-49 (000)	M25-54 (000)	M55+ (000)	C2-11 (000)	Ad12-17 (000)	Lth
(P) Les IV Jeux	7/15/01	.....Su	15:07	47	47	16	24	20	15	12	0	2	8	4	34	16	22	12	11	0	0	53
(R1)	7/15/01	.....Su	25:00	5	5	0	5	5	0	0	0	0	0	0	5	0	5	5	0	0	0	60
(P)	7/16/01	M.....	13:30	15	12	0	5	5	7	1	0	0	0	0	11	0	5	5	6	1	2	180
(P)	7/17/01	.T.....	13:30	3	3	0	1	2	1	0	0	0	0	0	3	0	1	1	1	0	0	121
(P)	7/18/01	..W....	13:30	6	5	1	1	2	3	0	0	0	0	0	5	1	1	2	3	1	1	120
(P)	7/19/01	...Th...	14:00	9	9	0	5	6	3	1	0	0	0	1	7	0	5	5	2	0	0	180
(P)	7/20/01	....F..	14:00	12	12	0	5	8	4	5	0	4	5	0	7	0	0	3	4	0	0	120
(P)	7/21/01	.....S	17:30	25	23	4	10	11	9	9	1	5	5	4	14	4	6	6	5	0	3	60
(R1)	7/21/01	.....S	29:30	8	8	0	1	1	7	0	0	0	0	0	8	0	1	1	7	0	0	30
(R1)	7/22/01	.....Su	06:00	3	3	0	1	1	2	0	0	0	0	0	3	0	1	1	2	0	0	30
(P)	7/22/01	.....Su	19:00	53	50	8	26	24	19	12	2	2	6	5	38	6	24	19	14	2	2	60
(P) IVe Jeux	7/23/01	M.....	14:30	2	1	0	0	1	1	0	0	0	0	0	1	0	0	1	1	0	0	180
(R1) IVe Jeux	7/23/01	M.....	27:00	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	180
(P) IVe Jeux	7/24/01	.T.....	13:30	3	3	0	0	1	3	0	0	0	0	0	3	0	0	1	3	0	0	213
(R1) IV Jeux	7/24/01	.W.....	26:30	3	3	3	3	0	0	0	0	0	0	0	3	3	3	0	0	0	0	210
Average 1st Aud.	10 DIFF			12	11	1	5	5	5	2	0	1	1	1	8	1	4	4	4	0	1	
TOTAL	15 DIFF			13	12	2	5	6	5	2	0	1	1	1	9	2	5	4	4	0	1	
# CALLBACKS	5 DIFF																					

RESEARCH DEPARTMENT - NETSTAR SALES

18-Oct-01



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Appendix G

Tourism Statistics July 2000 — July 2001



The National Capital Commission

In Ontario, the OTCA took care of keeping statistics for the Ottawa area in conjunction with the National Capital Commission. The National Capital Commission’s Call Centre shared the following information:

488 calls about the Games came in from July 12 to 24, 2001;
The Capital Info-Centre acted as a ticket agent for the Games from May to July, 2001. Ticket sales numbered nearly 3,000 and most people buying tickets were from the Ottawa-Hull region;
The Capital Info-Centre welcomed 29,425 visitors from July 12 to 24, 2001.

The Association touristique de l’Outaouais

On the Quebec side, the ATO works in conjunction with Tourism Québec to provide regional data for annual publication.

The ATO manages the Hull Tourist Bureau and compiles inquiries in 20 separate categories. Questions about the Games went into the Festivals and Special Events category. July 2000 saw 456 queries for Festivals and Special Events whereas the number was 430 for the same month in 2001 for a drop of 5.70%.

The ATO also provided a 2000-2001 summary of numbers of visitors, calls and mailings.³ It must be emphasized that these figures are not necessarily related to the Games: they include all the various activities and events taking place in the Outaouais region. The following table sums things up for the month of July in 2000 and 2001.

Statement for July 2000-2001: numbers of visitors, calls and mailings

Number of visitors			Number of calls			Number of mailings			Total		Variation
2000	2001	Variation	2000	2001	Variation	2000	2001	Variat'n	2000	2001	
7276	8222	12%	5771	3384	-71%	478	328	-46%	13525	11934	-13%

CAC also obtained the hotel occupancy rates for the Ottawa region and the Quebec part of the Outaouais (see table). The following table shows the country or region of origin for the tourists staying in Ottawa hotels.

³ Mailings - records of numbers of brochures and pamphlets requested and sent out.



Occupancy rates by hotel category in July 2000 and 2001 (Ottawa region)

Number of hotels	Number of rooms	Monthly occupancy rate (%)		
		2001	2000	Variation
11	fewer than 100	85.3	83.27	2.43
9	100 to 149	76.79	78.25	-1.87
14	150 to 249	70.28	74.16	-5.24
11	more than 250	69.21	76.79	-986

Hotels with 100 rooms or more in the Ottawa region thus saw their occupancy rates drop in July 2001 compared to July 2000.

For our sampling of hotels in the Outaouais (six hotels), the occupancy rate for July 2001 was 75.17% compared to 67.88% for July 2000, an increase of 10.73%.

The following table provides details about the country or region of origin of tourists occupying hotel rooms in the Ottawa region.

Country/region of origin of hotel guests for July 2000 and 2001 (Ottawa region)

Sources of occupants	Number of hotel rooms (person-nights) sold		
	2001	2000	Variation
Toronto	37018	42704	-13.31 %
Other parts of Ontario	61292	63410	-3.34 %
Montreal	22294	24233	-8.00 %
Other parts of Quebec	21052	18750	12.27 %
Other parts of Canada	40095	44091	-9.06 %
Total Canadian	181751	193189	-5.92 %
New York State	7472	9674	-22.76 %
Other US states	22339	24496	-8.81 %
Total US	29811	34170	-12.76 %
Ukraine	2387	1744	36.86 %
Germany	490	755	-35.08 %
France	1205	2873	-58.05 %
Netherlands	92	205	-55.19 %



Japan	1617	802	101.55 %
Other foreign	7961	7214	10.35 %
Total foreign	13752	13594	1.16 %
TOTAL	225314	240953	-6.49 %

The above table shows that Montreal tourists bought 8% fewer person-nights in July 2001 than in July 2000 while tourists from other parts of Quebec bought 12% more. In all, Canadian tourists bought about 6% fewer person-nights. Tourists from the United States also spent less time in regional hotels for a drop of approximately 13%. Among foreign countries, France recorded the biggest drop at 59%. Yet foreign countries taken together occupied more hotel rooms in July 2001 for an increase of 1.16 % compared to July 2000. In all, Ottawa region hotels saw their sales of person-nights fall by 6.49%.

Some people we questioned maintained that the hotel room occupancy rate is not necessarily representative of the number of tourists since some of them may have stayed with family and friends living in the region. It is also hard to ascribe tourism fluctuations to the Games of La Francophonie. Ottawa is a tourist drive-through area and with some hotel room charges rising appreciably, this may have had positive side-effects for other regions.



Appendix H

List of Games Partners



<p>Official Partners</p> <ul style="list-style-type: none"> • EDS • Holiday Inn Plaza La Chaudière • Perrier • CMHC • OTS • Via Rail Canada • Casino de Hull • Canada Post • OC Transpo • Cisco Systems • SAQ <p>Tourism Partners</p> <ul style="list-style-type: none"> • Canadian Tourism Commission (CTC) • Tourism Ontario • Tourisme Québec • Association touristique de l'Outaouais (ATO) • Hull Tourism and Convention Bureau (BTCH) • Ottawa Tourism and Convention Association (OTCA) • The National Capital Commission (NCC) • Local restaurants and hotels <p>Strategic Partners</p> <ul style="list-style-type: none"> • Ottawa Airport • Montreal Airport • Réservations Outaouais • Vacances Air Transat-France • Royal Air Maroc 	<p>Financial Partners</p> <ul style="list-style-type: none"> • Royal Canadian Mint • Public Works and Government Services Canada • National Capital Commission • Desjardins • Caisses populaires de l'Ontario • University of Ottawa. 	<p>Official Suppliers (10)</p> <ul style="list-style-type: none"> • ARAMARK • Nordic Sportab • Roots swim • Coca-Cola • FINISHLYNX • Japan Camera Centre • Konica • Canon • HMV • Microsoft 	<p>Media Partners</p> <ul style="list-style-type: none"> • Television: <ul style="list-style-type: none"> - Radio-Canada - RDS • Newspapers: <ul style="list-style-type: none"> - Le Droit - Ottawa Citizen - La Presse - Hebdo Transcontinental - Le Soleil • Radio: <ul style="list-style-type: none"> - Radio Énergie - RADIOMÉDIA - CHUM - TV5 	<p>Cultural Partners</p> <ul style="list-style-type: none"> • National Gallery of Canada • Canadian Museum of Civilization • National Arts Centre • City of Hull • National Capital Commission • Théâtre Lyrique de Hull • Société canadienne de l'Aquarelle • National Aviation Museum • Agriculture Museum • Galerie d'art Jean-Claude Bergeron • Ville de Gatineau • Théâtre de l'Île de Hull • National Archives of Canada • Canadian Museum of Nature
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Appendix I

Countries where the IV Games of La Francophonie were Telecast



1.	Albania	41.	Macedonia
2.	Angola	42.	Madagascar
3.	Armenia	43.	Malawi
4.	Azerbaijan	44.	Mali
5.	Belarus	45.	Mauritania
6.	Benin	46.	Moldavia
7.	Bosnia-Herzegovina	47.	Mongolia
8.	Botswana	48.	Montenegro
9.	Bulgaria	49.	Morocco
10.	Burkina Faso	50.	Mozambique
11.	Burundi	51.	Myanmar
12.	Cambodia	52.	Namibia
13.	Cameroon	53.	Nepal
14.	Cape Verde	54.	Niger
15.	Central African Republic	55.	Nigeria
16.	Chad	56.	Palestine
17.	Congo	57.	Qatar
18.	Democratic Republic of Congo	58.	Romania
19.	Djibouti	59.	Rwanda
20.	Egypt	60.	Sao Tome and Principe
21.	Eritrea	61.	Senegal
22.	Ethiopia	62.	Seychelles
23.	Gabon	63.	Sierra Leone
24.	Gambia	64.	Sri Lanka
25.	Georgia	65.	Sudan
26.	Ghana	66.	Swaziland
27.	Guinea	67.	Syria
28.	Guinea-Bissau	68.	Tanzania
29.	Iraq	69.	Togo
30.	Ivory Coast	70.	Turkey
31.	Jordan	71.	Uganda
32.	Kazakhstan	72.	Ukraine
33.	Kenya	73.	United Arab Emirates
34.	Kirghizstan	74.	Uzbekistan
35.	Kosovo	75.	Vietnam
36.	Kuwait	76.	Zambia
37.	Laos	77.	Zimbabwe
38.	Latvia		
39.	Lebanon		
40.	Lithuania		



Management Response

Observations

As specified in the evaluation, the objectives of the IV Games of La Francophonie were

- to allow the Department of Canadian Heritage to report to Parliament on the proper use of funds allocated for the Games;
- to determine to what extent the Games' objectives were achieved; and
- to identify lessons learned that could be useful to Canada when hosting other similar large-scale events.

The conclusions in the evaluation are clear, "Overall, the Games were a success and the objectives were met...The organizers of the Games succeeded in raising the calibre of the event and were able to ensure that a record number of countries and governments took part in the Games. The financial statements of the 2001 Games of La Francophonie Organizing Committee (GFOC) as of December 31, 2001, showed a surplus of revenues over expenses of \$2.4 million of which \$1.7 million constitutes a legacy."

The report also demonstrates the Games' success with respect to all of the conditions of the Federal Policy for Hosting International Sport Events. This event was necessary from the point of view of the policy's key points:

- 1.4 Proactive partnerships
- 1.5 Provision of legacies
- 1.6 Compliance with federal standards
- 1.7 Demonstrable community support

Moreover, the structure implemented (Federal Secretariat) was an important element that contributed to the success of the Games.

Management accepts the findings of the evaluation. Since the IV Games of La Francophonie were a one-time event, there is no need for a follow-up.