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**Evaluation of the 2001 IAAF
World Championships in Athletics (WCA)
in Edmonton, Alberta**

Final Report

September 18, 2002

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Study Team and Acknowledgements

Study Team: SPR Associates Inc. provided overall direction for the evaluation, with management by Dr. Ted Harvey and Ms. Sue Langton. Dr. Peter Donnelly, Ms. Cora McCloy and Mr. Russell Field of the University of Toronto were the principal researchers for the evaluation. Others participating included: Ms. Marian Ficysz; Mr. David Judge; Mr. Don Storm; Mr. François Courtemanche; and Ms. Veronica Kitchen of SPR Associates Inc.

Acknowledgements: The SPR Associates evaluation team would like to thank all of the respondents who shared their views during interviews and in the surveys, including: representatives of the Local Organizing Committee (paid and volunteer staff); 2001 WCA; Canadian athletes; Sport Canada; Athletics Canada; Athletics Alberta; Sport Communications, Department of Canadian Heritage; and the IAAF Council.

Additionally, many of the above organizations and other agencies made independent contributions to the evaluation by conducting related surveys and studies.

Without the cooperation of all of the above participants, this evaluation would not have been possible.



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Executive Summary

1. Introduction and Background

Purpose of this Report: This report is intended to evaluate the federal government's contribution to and achievement of federal goals and objectives for the 2001 World Championships in Athletics (WCA) in Edmonton, Alberta under the Sport Hosting Program. As such, this is neither an evaluation of the games *per se*, nor an evaluation of the participation of other partners, although some aspects of the work of partners is touched on.

Planning and Development: In September 1998, the International Amateur Athletics Federation (IAAF), the City of Edmonton, and Athletics Canada signed the IAAF's "Event Organization Agreement" outlining the responsibilities of the various parties involved in organizing and holding the 2001 World Championships in Athletics (WCA) in Edmonton, Alberta.

The Federal government approved its involvement in the WCA in May 2000, under the terms and conditions of the federal Policy for the Hosting of International Sports Events. The following month, a federal contribution of \$40 million was approved for staging the event, with \$38 million of this going directly to the Local Organizing Committee (LOC). Provision was also made for \$5 million of the total to be allocated from all public sector contributions to a sport programming legacy.

The event -- held in August 2001 -- attracted some 205 national track and field associations with over 1,700 athletes and 1,400 officials participating. Another 1,600 broadcast media from 86 countries and over 1,000 print media personnel were accredited to cover the WCA. Total attendance for the ten-day event exceeded 400,000 spectators in the stadium and over 11,000 individuals volunteered their time and expertise to make hosting the Championships a reality.

The Event: WCA included several major components over 10 days of competition: track events; field events; heptathlon/decathlon; and 6 events for athletes with a disability, which was an advancement in access over past World Championships. Additionally, cultural and related components were prominent, for example a "Canada House" pavilion designed to showcase Canadian cultural and social information.

Financially, the WCA was a major success. Ticket sales exceeded their projected target by over \$100,000. A final surplus of \$5.5 million compared favourably with past World Championships which were notorious for their deficits and losses. As well, operational and capital expenditures allowed for a total economic impact which was estimated to exceed \$183.4 million in Canada, \$159.3 million of which benefitted Alberta. Tax revenues were estimated at \$64.1 million, with the federal government receiving approximately \$38.8 million, provincial governments receiving \$21 million, and local government receiving \$4.3 million.

2. Evaluation Objectives

The objectives of the Evaluation of the 2001 WCA in Edmonton were to: "produce information useful to the Department of Canadian Heritage in its accountability for the expenditure of public funds and explore the extent to which resources invested support the intended results of the Government of Canada's overall objectives with regard to the Hosting of International Sports Events as per the Sport Hosting Policy".¹

The Sport Hosting Policy includes the following requirements: federal policy objectives must be advanced; significant sport, economic, social and cultural benefits must be accrued; and significant legacies must be ensured. These policy requirements are assessed in terms of accountability for the expenditure of Federal funds; and the extent to which the resources invested supported the intended results. The Results-Based Management and Accountability Framework (RMAF) for 2001 WCA suggests that issues that should be assessed for the event are: relevance; success; leveraging; legacy; international profile; and cost-effectiveness.

3. A Multi-Method Study

The evaluation applied a *multi-method approach*, with a number of data sources and methods, including: an examination of literature and documents; key informant interviews; surveys of volunteers and Canadian athletes; an analysis of international media coverage; an analysis of national media coverage; observations, analysis and recommendations from final reports prepared by the Local Organizing Committee (LOC) and the Department of Canadian Heritage; an economic impact assessment report; national polling results that examined Canadians' awareness of the games and attitudes towards sport and federal government support for sport; and an intercept survey conducted at the Canada House Pavilion. Additionally, members of the evaluation team were on-site throughout the WCA, providing numerous opportunities to validate findings from other sources.

¹ Taken from RFP.



4. Overall Findings

Overall Assessments: Overall, 2001 WCA in Edmonton was seen as a success and many key objectives were achieved. Seventy one Canadian athletes (39 male, 32 female) competed. In addition, 37 officials and 8 personal coaches supported the Canadian contingent. Hosting the WCA 2001 in Canada enabled Athletics Canada to enter a larger number of athletes than would have been possible otherwise, and Canada's capacity to host international sports events was reaffirmed and developed by hosting this major event.

Athletes' Experiences: Because of the 2001 WCA, a large number of Canadian athletes participated in front of a supportive audience while experiencing a high level of international competition.² Although no Canadian athletes won medals in official Championship events, they performed better than at the Sydney 2000 Summer Olympic Games and the Seville 1999 WCA, in terms of placings in the top 16 of their events. Canadian athletes surveyed in the post-WCA period indicated that hosting the 2001 WCA had increased visibility for the sport of track and field in Canada and were of the view that future Canadian athletes will be inspired. They also indicated that the experience of the WCA had great future value for the City of Edmonton, the Province of Alberta and Canada overall.

Access and Equity: The organizers of the 2001 WCA were praised for integrating events for persons with a disability into the main events for the first time in the WCA's history. Both volunteers and Canadian athletes indicated that the organizers were culturally and racially sensitive, and that services were available in both French and English.

Achievement of Federal Goals: Most of the targetted outcomes outlined in the Federal Hosting Policy were realized, some in a substantial way. For example, the event was very well organized and attracted a significant live (ticket-buying) audience. According to the 2001 WCA Local Organizing Committee (LOC) Final Report, more than 400,000 visitors attended the event and many of these were from outside the province or country, thus bringing significant money into Canada, Alberta and Edmonton. Visitor expenditures on food, accommodation and travel were estimated by the economic impact study as being upwards of \$20 million for each of Edmonton, Alberta and Canada, for a total of over \$60 million.

Indications from key informants and comparisons with other international events suggested that Canada's Hosting Policy is well developed in relation to other countries. The 2001 WCA was the first time that the event was held in North America and it provided clear evidence to an international corps of track and field experts, officials, and journalists, of Canada's capacity to successfully organize such an event. Of special note, the scheduling of the men's marathon as the opening -- an event that took place mostly on the streets of Edmonton and finished in the stadium -- was a clear success and seems likely to have established a precedent for future WCAs.

² While this was an advantage for high performance athlete development, the longer term impact on track and field development is yet to be determined.



Canada was generally viewed in the media as a capable host that avoided major pitfalls and succeeded in setting the stage for world-class performances. As well, the work of the Federal Coordinating Office (FCO) was deemed by most stakeholders to be a major success. Some media coverage (especially internationally), however, was mixed in its treatment of Edmonton as a host city.

Finally, in considering achievement of Federal goals some intangibles must be considered, such as promotion of good federal relations with a western province in a climate of 'western alienation'; or, development of relations among, and skills within the 'federal family'. While it is impossible to place a dollar value on intangible outcomes from such an investment, such outcomes may be very significant and add to the list of positive results from the WCA.

Some cautions are noted by the evaluators, however, regarding lessons for the future. The WCA is a single sport world championships hosted by and held in one city. While it is a large event which attracts an international television audience, the focus tends to be on the sport, the WCA does not command nearly the same live audience, media presence, or international focus on the nation (or even the host city) as the two events with which it is often compared, the Olympics and World Cup of soccer. As a consequence, the evaluators concluded that while many key objectives were achieved, they were achieved at great expense; the legacy outcome is still to be assessed. Accordingly, the evaluators concluded that future federal investment in such events should be considered very carefully.

Implementation Issues: Canada has developed a significant body of experience with regard to hosting major international sports events. Expertise exists among Canadians who are involved in running major sports events around the world. For example, it was widely reported in the Canadian media that a large number of Canadians were employed in various executive and technical capacities by the 2002 Salt Lake City Olympic Organizing Committee. As well, a number of stakeholders, including LOC members, suggested that planning for the WCA event in Edmonton would have benefitted from earlier federal involvement and federal expertise. Such expertise can be found in the federal government in areas such as immigration, customs and revenue, security (CSIS and RCMP), and Sport Canada. Expertise from federal representatives and private individuals in Canada might also have better prepared the bid group and the LOC for the demands of the International Amateur Athletics Federation (IAAF) and its marketing company, International Sport and Leisure (ISL).

IAAF/ISL regulations gave preference to the international sponsors of the IAAF, which created difficulties for the LOC in obtaining sponsors. Such were the demands of ISL, for example, that the LOC experienced difficulties in meeting requirements to display the federal wordmark (and the Alberta and Edmonton wordmarks). This problem was only resolved at the last minute by side-stepping IAAF regulations and displaying the wordmarks on the Jumbotron score board.



IAAF/ISL regulations also required that a significant number of prime seats be reserved for the 'IAAF family' and other dignitaries. LOC representative felt this hampered its capacity to sell tickets as many of the best seats were reserved for VIPs. Also, because VIP seats were often left empty, the WCA was perceived by the media and observed by an international television audience as an event that was not well attended.

It was also suggested that potential benefits from developing and hosting the 2001 WCA would have been greater "[with] full cooperation and communication right from the outset between the LOC and the professional and volunteer leadership of Athletics Canada."

Sports Results: While no Canadian athletes won medals in the able-bodied events that formed the official program of 2001 WCA, Canadian athletes did post a number of world class performances. Many media commentators and key informants suggested that 2001 WCA would have received more attention in Canada if there been some medal-winning performances by Canadians. In order to maximize sport development opportunities through future investments in international sport events hosted in Canada, the evaluators recommend that any future bid to host a world championships in any sport should coincide with a parallel intensive period of athlete development in that sport.

Building Legacy: The Federal Hosting Policy implies that when developing events such as the WCA, legacy issues need to be incorporated from the start of the bid process. It was suggested that if legacy issues are not an integral part of the bidding and planning process and are not stated more explicitly in the Hosting Policy and incorporated as part of earlier federal involvement, legacy issues may receive insufficient attention. For example, it was not until the LOC received comments from Hurford Enterprises Ltd. on its initial Business Plan and the intensive efforts of the Department of Canadian Heritage in writing the Multi-Party Agreement, that a legacy fund (\$5 million) was established. As a result of a small surplus from the 2001 WCA, an additional \$3 million has been added to the legacy fund. However, apart from outlining the composition of a Trust to manage the funds ('Edmonton 2001 Athletics Legacy Fund'), relatively little attention has been paid to legacy issues to date (the Trust held its first meeting in January 2002).

Overall, the WCA appears to have been a success and resulted in the fulfillment of many key federal goals, with many important lessons having been learned. Yet some goals were more and some were less successfully achieved, as noted in the issue-by-issue analysis below and within the main report.



5. Summary by Key Evaluation Issues

The evaluation examined over 20 issues or questions set out in the Results-based Management and Accountability Framework (RMAF) that guided this evaluation. A discussion of these issues is provided below.

5.1 RELEVANCE

Canada's support for the 2001 WCA as compared to other countries: Total provincial and federal government support for the WCA was approximately \$80 million. Specifically, the federal government contribution included \$38 million and an additional \$2 million in cash and services. Federal support, at 33 percent, fell within the limits of support for total event costs (i.e., 35 percent). Overall, the evaluation indicated that Canada's approach was as effective or more effective than approaches implemented by other countries in past World Championships (see *Success Issues*, below).³

Continuing need for a hosting initiative: Various indicators (see *Success Issues*, below) point to continuing value in hosting major events such as the WCA. However, the terms of the Federal Hosting Policy need to be more closely monitored in order to ensure that the Federal government achieves maximum benefit from its investment in hosting such events.

5.2 SUCCESS

2001 WCA achievement of benefits in event management: Overall, the event management at 2001 WCA appeared to be of high calibre. For example, *transportation* for the over 50,000 attendees at each of the Opening and Closing Ceremonies ran smoothly except for a few problems with crowd dispersal at the beginning of WCA. As well, *security* within the stadium was viewed positively overall, although several key informants felt that there was too much police/security presence. An *accreditation* issue was raised regarding the contracted IAAF supplier system arriving late causing problems with accrediting certain groups. This concern notwithstanding, overall event management was regarded as very successful by key informants interviewed for the evaluation.

2001 WCA contribution to future Canadian athletic performances: While generally positive on this topic, athletes could not directly pinpoint the impact on their performance results from competing in front of a Canadian audience. This may be an important topic for future research.

³ Government support has figured strongly in past hosting of the WCA such as Athens (1997) at approximately 90 percent of its budget and Seville (1999) and Göteborg (1995) with at least 50 percent government support, and other cities have had up to two-thirds of the event budget from public funding to cover the cost of hosting the WCA.



2001 WCA achievement of sport performance impacts: Sport performance impacts appeared to be positive in a number of areas. Canadian athletes performed better than at 2000 Sydney and 1999 Seville in terms of achieving placings in the top 16 of their events with several athletes achieving personal best performances. Being able to participate in front of a home audience and having a higher number being able to participate may have helped Canadian athletes' performance. Key informants suggested, however, that some representatives of the Canadian media placed high expectations on Canada winning medals while relatively little money was spent on preparing the Canadian team for the 2001 WCA.

2001 WCA achievement of sport development impacts: Sports development impacts of the 2001 WCA appeared to be positive, but could not be assessed definitively. On the positive side, the volunteer base for track and field appears to have increased. However, the national "Fun in Athletics" program to educate school children on the sport of athletics was viewed by some key informants as too expensive to operate. In comparison, Alberta Learning (Government of Alberta) developed two resources for the K-12 curriculum: "Run, Jump, Throw; and Away We Go;" and "Our Schools in Action." Approximately 700,000 students have access to these resources. Sport development plans have yet to be determined by the Trustees of the Legacy Fund and longer-term athlete impacts will only be revealed by future monitoring.

2001 WCA achievement of access and equity goals: Access and equity goal achievement appeared to be very positive for the WCA. An inclusive strategy to target persons with a disability was developed for volunteer and other human resources for the 2001 WCA, and organizers were praised for integrating disabled events into the main events for the first time in the history of the WCA. The majority of volunteers and Canadian athletes at the 2001 WCA also indicated that the organizers were culturally and racially sensitive, and that services were available in both French and English. Additionally, many WCA materials such as posters, handbooks, ticket packages, etc. were printed in both official languages, supporting Federal language goals. The primary source of visitor information, however, the *Royal Bank Guide to the Worlds*, was only available in English.

2001 WCA achievement of social-cultural impacts: A variety of positive social-cultural impacts were noted. On the positive side, the World Plaza involved various displays and entertainment, The *Festival of the World* celebrated various musical styles, and the services for visitors and Canadian athletes were available in both official languages. Some negative social impacts were noted, however, in local low income neighbourhoods of Edmonton, suggesting a need for stronger advance social impacts assessments in the planning stage of future events.

2001 WCA achievement of economic impacts: A number of significant positive economic impacts were suggested by the evaluation. For example, more than 400,000 visitors attended the event, many from outside the country, with visitor expenditures on food, accommodation and travel at upwards of \$20 million for each of the City of Edmonton, the Province of Alberta and Canada -- for a total of over \$60 million. Operational and capital expenditures exceeded \$183.4 million in Canada, with wages and salaries augmented by about \$116.8 million.



Additionally, substantial tax revenues were realized by all three levels of government. Tax revenues derived by the federal government amounted to approximately \$38.8 million, the provincial governments received \$21 million and local governments \$4.3 million, for a total of \$64.1 million. Additionally, the Economic Impact Report commissioned for the 2001 WCA estimated that for visitors using time-denominated ticket packages, the majority came from the United States (30 percent), followed closely by Alberta (28 percent), international (23 percent) and other Canadian provinces/territories (19.3 percent).

2001 WCA impact on national profile for track and field: The 2001 WCA had little impact on the national profile of track and field. On the positive side, media coverage of the 2001 WCA across Canada reached an intense level during the August 3-12, 2001 period, primarily highlighting Edmonton rather than Canada *per se*. Additionally, the Canada House Pavilion gave visibility to all regions of Canada and was a popular destination for locals and visitors, with over 20,000 visits during the 10 days of the WCA. However, concerns were raised in the domestic Canadian media regarding the lack of podium results by Canadian athletes.

2001 WCA impacts on Canada's international profile: Canada was positively identified in the media as a capable host that avoided major pitfalls and succeeded in setting the stage for world-class performances. An editor of the major track and field magazine in the United States felt that "*Edmonton was the perfect kind of city in which to stage a World Championships.*" He felt that "*Albertans racked up a perfect 10.*" The International media, however, perceived a lack of interest in track and field by Canadians, and gave high profile to the comments of a British reporter at the WCA that Edmonton was not a lively city and the nickname "Deadmonton" was given considerable international exposure.

2001 WCA impacts on development of knowledge and expertise in sport hosting: Canada enhanced its capacity and reaffirmed its ability to host international sporting events. As well, important lessons were learned as a result of the 2001 WCA. Another key outcome of the 2001 WCA was the partnering formed among federal government departments and other sponsors. In line with RMAF concerns regarding the formation of partnerships, federal representatives involved in the LOC and the Federal Coordinating Office all reported that their work had been extremely successful. Additionally, a strong volunteer base saw over 11,000 volunteers contributing to the 2001 WCA.

5.3 LEVERAGING

Impact of the 2001 WCA on the LOC's ability to secure sponsorships: The IAAF determines the structure of the WCA and the LOC indicated that it had achieved its goal of securing the maximum number of sponsors allowed. Many key corporate sponsors participated such as Adidas, Coca Cola, Seiko, Royal Bank Financial Group, Labatt, Sony, Telus and others, and federal participation was seen as a key element in this success.



5.4 LEGACY

2001 WCA contribution to future access to facilities, athlete preparation, future coaching education and employment: A positive result was suggested for the future of athletics in Canada. For example, the Edmonton 2001 Athletics Legacy Fund, totalling \$8,000,000 (\$5 million originally designated and an additional \$3 million from surplus revenues) has as its mandate the support of initiatives in training, coaching, education and research. This fund has great potential.

Monitoring use of Legacy Funds: Emphasis was given to the value of monitoring by a broadly-based group. Key informants suggested that the Legacy Foundation Committee for the 2001 WCA should involve the University of Alberta and more representatives from track and field, in addition to those designated in the MPA.

Potential for creation of a Corporate Sport Legacy Fund: The creation of a Corporate Sport Legacy Fund was viewed as a critical part of the legacy. It was suggested that by continually adding to the current fund, the goal should be to reach a level whereby Edmonton can maintain a world-class centre of excellence in track and field.

2001 WCA impacts on capacity of the City of Edmonton to host future national or international events: New and improved facilities including Commonwealth Stadium, Foote Field, Clarke Stadium, and Rolle Miles Athletic Park will provide the necessary infrastructure to host national and international sporting events in the future such as Grand Prix events. However, concerns were noted that the Edmonton Eskimos Canadian Football League team may limit future use of the stadium for track and field.

2001 WCA contribution to future development of track and field officials and volunteers, youth involvement, and fitness: Positive results were noted. For example, Edmonton is now better known both nationally and internationally for its strong volunteer base and hosting the 2001 WCA has increased the number of experienced officials for track and field competitions. Key informants indicated that the "Run, Jump, Throw and Away We Go" and "Our Schools in Action" programs had increased awareness and involvement in athletics amongst youth with over 700 000 Alberta students having access to these programs. Impacts on fitness, however, could not be assessed at the time of writing this report.

5.5 NATIONAL AND INTERNATIONAL PROFILE

Impact of the 2001 WCA on raising the profile of Canadian sport: These impacts cannot be clearly assessed with short term data collected for this evaluation. Decima poll results, reported in "Public Awareness of the 2001 World Athletics Championships and Canada's Participation in Major International Sports Events" for the pre-event (June 2001) and post-event (late August 2001) periods, demonstrated that Canadians have very little knowledge of Canada hosting major international sporting events. There was, however, an increase from 10 percent (June) to 21 percent (August) in Canadians who were aware (unaided) of the WCA.



2001 WCA impact on Canadian federal visibility: Impacts on federal visibility appeared to be generally positive. According to national surveys, many millions of Canadians (44 percent of all Canadian adults) were aware of federal support for the event. However, some difficulties were experienced by the LOC in attempting to secure greater federal visibility in the face of strong IAAF sponsorship policies and the fact that the federal government entered the organizing process at a late stage. Federal visibility was strong, nonetheless, with the Canada Wordmark prominently displayed on the stadium JumboTron.

2001 WCA impact on tourism and investment in Alberta and Canada: Overall impacts in tourism and investment appeared to have been positive. More than 400,000 visitors attended the 2001 WCA, and the promotion of Canada's, Alberta's and Edmonton's tourist attractions were potentially showcased to an estimated 4 billion television viewers. Additionally, the three levels of government received millions of dollars worth of tourist promotion.

5.6 COST-EFFECTIVENESS

Federal investment in the 2001 WCA and associated outcomes as compared with similar Canadian events: It is the evaluation team's assessment that insufficient materials are available to allow for a thorough comparative analysis of the 2001 WCA and other previous sport events in Canada.

Cost-effectiveness of different types of events: The Pan Am Games 1999 Final Report indicated a list of facility legacies but no specific legacy objectives were indicated in the business plan or budget section of that report. Thus, physical and program legacies appear to be more fully developed in the case of the 2001 WCA. However, in the case of the Winnipeg Pan Am Games, a wider range of sports facilities were left for a legacy because of the nature of the multi-sport events held at the Pan Am Games. These results appear to be positive, but it is noted that insufficient data are available to allow comparative assessments of cost-effectiveness *per se*.

2001 WCA achievement federal objectives relative to the \$40 million investment: A number of positive results were achieved. In addition to realizing \$38 million in tax revenues from 2001 WCA, it appears that the federal investment of \$40 million achieved positive results in the area of legacy. The volunteer base, partnerships at all levels of government, and the strong development of Canadian pride at having hosted a successful international sporting event has also provided tangible and intangible benefits for future hosting opportunities. Additional success indicators in areas such as access and equity add to this positive view. The evaluators concluded that a much greater impact could have been realized with earlier federal involvement and planning.



5.7 OTHER OUTCOMES

Two other outcomes of the WCA occurred in partnering and security. In line with RMAF concerns with the formation of *partnerships*, federal representatives involved in the LOC and the Federal Coordinating Office indicated that this aspect of their work had been extremely successful. In addition, the FCO report commented favourably on partnerships between the three levels of government. Canada's image was also enhanced in the area of *security* when a RCMP anti-terrorist squad that was still in Edmonton for the WCA were able to deal successfully with a suspected terrorism situation involving a Korean Airlines aircraft.

6. Recommendations

A variety of conclusions and recommendations regarding the future role of the federal government and others in events such as the WCA are noted by the evaluators. Key recommendations -- many focused on the importance of early and thorough planning -- are:

- **Careful assessment of expected benefits:** In comparison to multi-sport events such as the Olympics and Commonwealth Games, to multi-city world championships such as the World Cup of Soccer, and to world championships in most other sports, hosting the WCA is very expensive. While the 2001 WCA appears to have been successful overall, it seems unlikely that the federal government maximized benefits from its \$40 million dollar investment. Because the WCA seems to be a unique world sports event, the evaluators recommend that Canadian cities only bid to host the event in the future after very careful consideration (additionally, the evaluators note the recent reluctance of governments in six countries to provide support to host the WCA in 2005).
- **Policy focus on legacy:** Care should be taken to honour the legacy aspect of the Federal Hosting Policy with regard to the promotion of sport benefits to Canadians, noting that a key beneficiary of the legacy of hosting the WCA has been professional sport (i.e., the Edmonton Eskimos, through refurbishment of Commonwealth Stadium making future use of the stadium for track and field events uncertain).
- **Level of contribution:** The Federal Hosting Policy limits the federal contribution as a percentage of total event costs, and the percentage of federal contributions in relation to total public sector contributions. The percentage limits on federal contributions should be respected or amended to take into account circumstances where it may be in the federal interest to contribute more than 35 percent of the total cost for an event, or greater than 50 percent of the total public sector contribution to the event.



- **Growing environmental concerns** surround the hosting of mega-events, and new standards for environmentalism are being promoted by the International Olympic Committee, such as those implemented at the 1999 Pan Am Games in Winnipeg. It is recommended that Environmental Benefits be added to the 4 main outcomes (sport, economic, social and cultural) derived from federal support of major sports events. The Hosting Policy should include, at a minimum, an assurance that no negative environmental impacts result due to the hosting of a major event (e.g. implementation of a recycling plan, environmental assessment, public hearings, etc.). At best, the hosting of such an event could be thought of as a means for an environmental clean-up and enhancement (e.g. use of renewable energy sources and environmentally safe materials).
- **Social impacts** are a concern, since the 2001 WCA was found to have some negative social impacts on low income neighbourhoods. It is recommended that future planning for such events include a social impact assessment to ensure that negative social impacts are minimized.
- **A "How-to" Manual:** It is recommended that a "how-to" manual be developed to capture the institutional knowledge and expertise that accumulates from hosting events such as the WCA. This was strongly endorsed in the FCO report and by many LOC member key informants who felt that they were starting from scratch or "re-inventing the wheel."
- **Application of Federal Government Resources:** Some of the minor problems which occurred at 2001 WCA might have been resolved by applying other types of expertise drawing on expertise from other areas within the Department of Canadian Heritage or from other federal departments. An illustrative problem was the combined housing of Israeli, Iraqi and Iranian contingents of athletes. Assistance from the Department of Foreign Affairs and International Trade (DFAIT), or the Department's own International Directorate might have avoided such problems. Therefore, the evaluators recommend that future international events draw more fully on the full range of services the federal government has to offer.
- **Monitoring and Evaluation:** A number of short-term and long-term concerns were raised about the integration and effectiveness of the many evaluation activities and the way in which they serve the federal government's accountability and management goals. *In the short-term*, for an evaluation of any sports event, there should be more systematic coverage of key topics and better harmonization of evaluation methods. The division of evaluation activities among many partners resulted in certain gaps. For example, no comprehensive effort was made to monitor a representative sample of visitor views or perceptions (the Canada House survey was far too limited), or to assess how attending the 2001 WCA affected visitors in terms of key perceptions and other outcomes.

Additionally, low response rates for some surveys raise questions about the reliability of some of the conclusions, suggesting suggest that the database for the evaluation was more a "collage" of evaluation activities, rather than a systematic formulation. The evaluators recommend the formulation of a complete evaluation design and plans for monitoring of key data, early in the process.



In the long-term, the Department requires better data to assess its success in such events in a year-over-year, event-over-event framework. This is essential for good management and accountability for mega-events. The gaps in this area -- in comparable historical information -- were clearly evident in the difficulties experienced in comparing the WCA to past events. Development of a database for compiling historic data on events and their success would be one step in this direction (emulating other databases which the Department maintains, for example, regarding athlete performance at other international events). This would allow the Department to develop a series of event evaluations, monitoring results of sports mega-events in a way that would aid assessment of continuous improvements in Departmental efforts.

- **Joint Decision-Making:** The evaluators recommend that decisions on federal funding and matching funds with provincial governments by multi-party negotiations be initiated as early as possible in the bid process. By doing this, any unilateral decisions by provincial governments would not place the federal government in an untenable position if funds are not matched.
- **Planning and Timing:** IAAF/ISL policies caused a number of concerns for the 2001 WCA organizers, limiting their ability to raise sponsorship funds for the event and restricting their ability to meet some of the requirements of the Federal Hosting Policy and the Multi-Party Agreement. The evaluators recommend that plans to bid for and host a world championship in a sport include early consideration and resolution of any conflicts between the Federal Hosting Policy and the international federation policies.
- **Early Consultation/Clear and Firm Requirements:** Groups/cities in Canada which plan to bid on international sporting events which depend (at least partly) on federal funds, should involve federal representatives right from the start of the process (as required in the Federal Hosting Policy conditions of 'Proactive Partnerships'). It is also recommended that, in the future, Federal Hosting Policy requirements concerning federal involvement should be better explained, consensus buy-in should be obtained, and Hosting Policy requirements should be better enforced or amended.
- **Better Planning for Legacy:** In future bids, the evaluators recommend a Legacy Sub-Committee be established by the bid group early in the planning process, and plans for facilities and programs for a national or international sports event should be made with a view to their future use and benefit to sport, as well as to the citizens of the host city.
- **Linkages to Athlete Development:** The evaluators recommend that, in future, bids to host a world championships in any sport should coincide with an intensive period of athlete development in that sport to ensure that Canadian athletes have the best possible chance of achieving podium results.



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1. Introduction, Background and Objectives of the Evaluation

1.1 INTRODUCTION AND BACKGROUND

In September 1998, the International Amateur Athletics Federation (IAAF), the City of Edmonton and Athletics Canada signed the IAAF's "Event Organization Agreement" outlining the responsibilities of the various parties involved in organizing and hosting the 2001 World Championships in Athletics (hereafter WCA) in Edmonton, Alberta, which was to be held from August 3-12, 2001.

In May 2000, the Federal government approved its involvement in the WCA, under the terms and conditions of the Federal Policy for the Hosting of International Sport Events. The following month, a Federal contribution of \$40 million for the staging of the event was approved, with \$38 million being directed to the Local Organizing Committee (LOC), and \$2 million being directed to fund the provision of essential federal government services. There was also a provision for \$5 million from all public sector contributions to be allocated to a sport programming legacy.

The event was expected to have 5,000 volunteers, 200 staff, a daily attendance of 43,000 spectators, with 2,500 media representatives and 1,500 VIPs in attendance throughout the 10 days of the August, 2001 event. Some 205 national track and field federations were represented and athletes from 200 countries participated in events. Final attendance figures revealed that there were 11,441 volunteers; a total attendance of over 400,000 spectators in the stadium; and 2,678 print and broadcast media personnel were in attendance. Visitors to Edmonton included 53 percent from USA and other countries, 28 percent from other parts of Alberta, 8 percent from British Columbia, 5 percent from Ontario, 2 percent from Saskatchewan, and 4 percent from other parts of Canada.

1.1.1 Historical Context

Since the first British Empire Games (now the Commonwealth Games) were held in Hamilton, Ontario in 1930, the federal government has been supporting the hosting of international sports events. The four major types of sport events which are supported include: (1) multi-sport events such as the Olympic and Paralympic Games (Winter and Summer), the Commonwealth Games, the Pan-American Games, and the World University Games; (2) international single-sport events such as the World Championships, Olympic/ Paralympic Qualification Events, World Cup or major regional competitions; (3) Strategic focus events such as *Jeux de Francophonie* and the North American Indigenous Games; and (4) the Canada Games.⁴

⁴ From Hosting Program Terms and Conditions, Section 4.



The original WCA was held in Helsinki in 1983, followed by Rome in 1987, Tokyo in 1991, Stuttgart in 1993, Göteborg in 1995, Athens in 1997 and Seville in 1999. When Edmonton hosted the 8th WCA from August 3-12, 2001, it became the first North American city to host this competition. The WCA is held under the sanction of the International Amateur Athletics Federation (IAAF) which, during its meetings prior to the Edmonton Championships, changed its name to the International Association of Athletics Federations (IAAF). This change reflected the increasingly professional nature of international track and field. WCA competition events include:

- **Track Events:** these events include foot races for men and women, from 100m to marathon, two hurdles events for men and women, and one walking event for men and women. In addition, men compete in the 3,000m steeplechase and the 50 km race walk. Two relay races are also held on the track for men and women.
- **Field Events:** field events are held for men and women in high jump, pole vault, long jump, triple jump, shot put, discus, hammer and javelin.
- **Heptathlon/Decathlon:** the heptathlon combines 7 track and field events for women and the decathlon combines ten track and field events for men.
- **Events for Athletes with a Disability:** six events for athletes with a disability were held in Edmonton. These included 100m and 200m track events for men and women who are blind or below-the-knee amputees, and 800m and 1500m wheelchair events for men and women (at the previous WCA in Spain, events were held only for men and wheelchair athletes). It should be noted that the events for athletes with a disability were not full medal events.

1.1.2 Planning/Implementing the WCA in Edmonton

Initial Steps: In the early 1990's, the Chairman of the Local Organizing Committee (LOC) felt that, with the economic downturn in Alberta, the City of Edmonton needed *"an infusion of excitement and drive [not unlike our city's past history with Universiade and Commonwealth Games and World Skating Championships]. Our young people, the energy and vitality, were leaving. We need these people here."*⁵ It appears that the LOC Chairman was searching for a potential mega-event for Edmonton to host. Subsequently, the Chairman attended the WCA 1993 in Stuttgart and noted: *"...after viewing these Championships I felt that this event was something we could do. We then developed a plan and eventually it was accepted."*⁶ Subsequently a major planning and development effort unfolded involving all levels of government, the broader Edmonton community, and many corporate sponsors such as Adidas, Coca Cola, Seiko, Royal Bank Financial Group, Labatt, Sony, Telus, and others.

⁵ From key informant interview.

⁶ From key informant interview.



The following steps were involved in bringing the games to the City of Edmonton:

- Edmonton World Track and Field Foundation (bid group) formed (1993-94).
- Indirect Federal funding to support bid (Western Economic Development Fund) approved (date not available).
- Business Plan and request for matching federal funding submitted to Federal Government (December, 1997).
- Bid to host 2001 WCA submitted to IAAF (September, 1998).
- IAAF Agreement (September, 1998).
- Edmonton World Track and Field Foundation and City of Edmonton Agreement (September 1998).
- Edmonton awarded the 2001 WCA (November, 1998).
- Business Plan and request for matching federal funding submitted for formal funding approval (March, 1999).
- Province of Alberta agrees to contribute \$40 million to 2001 WCA (subject to matching federal funding) (April, 1999).
- First LOC Board of Directors Meeting (April, 1999).
- Review of Business Plan by Hurford Enterprises (August, 1999).
- First formal budget completed (December, 1999).
- Second formal budget completed (December, 2000).
- Federal government involvement approved (May, 2000).
- Treasury Board approves Federal financial contribution of \$40 million, June, 2000.
- Establishment of Federal Coordinating Office (November, 2000).
- Multi-Party Agreement (between Government of Canada, Government of Alberta and the City of Edmonton and the LOC) signed (January, 2001).
- 2001 WCA held in Edmonton (August 3-12, 2001).

Changed Circumstances: The bankruptcy of International Sport and Leisure (ISL) early in 2001 may have changed some of the circumstances for the hosting of the 2001 WCA. ISL was the sport marketing company and rights holder contracted by the IAAF to manage the marketing of the 2001 WCA. ISL was succeeded at a late stage in the WCA planning by a marketing group only identified in the LOC Final Report as 'AMS.' It was reported that ISL policies guided and were a burden to the LOC on a continuing basis during the planning and hosting of 2001 WCA. Some of the last minute changes made by the LOC (e.g. providing a prominent location for the Canada, Alberta, and Edmonton wordmarks on the main



scoreboard; reducing the number of reserved VIP seats in the main stadium) may have been facilitated by the departure of ISL.



1.2 EVALUATION OBJECTIVES

Overview: The objectives of the Evaluation of the 2001 WCA in Edmonton were to: "produce information useful to the Department of Canadian Heritage in its accountability for the expenditure of public funds and explore the extent to which resources invested support the intended results of the Government of Canada's overall objectives with regard to the Hosting of International Sports Events as per the Sport Hosting Policy".⁷ The Policy includes the following requirements: federal policy objectives must be advanced; significant sport, economic, social and cultural benefits must be accrued; and significant legacies must be ensured. These policy requirements are assessed in terms of accountability for the expenditure of Federal funds; and the extent to which the resources invested supported the intended results. The Results-Based Management and Accountability Framework (RMAF) for the 2001 WCA suggests the following issues for assessment: relevance; success; leveraging; legacy; international profile; and cost-effectiveness.

Success indicators for the WCA are examined in a variety of areas, including:

- **Sport benefits:** "athletes, coaches, officials and volunteers benefit from preparation programs, competitions, programming, and facility legacies. Sport organizations also benefit from increased exposure and influence, and experience increased participation in the sport;"
- **Economic benefits:** these included "...job creation, particularly in the small and medium-sized business sector, regional development, increased tourism, increased exports, enhanced infrastructure and increased tax revenue;"
- **Social benefits:** these included "...unique work experiences including training and youth participation, to volunteer promotion and increased emphasis on fitness and health;" and
- **Cultural benefits:** as evidenced in "...a forum to celebrate athletic, artistic and cultural excellence and provide Canadians with the opportunity to contribute to the expression of Canadian identity."

Detailed Evaluation Objectives and Questions: In accordance with the Department of Canadian Heritage RMAF, the following detailed objectives, issues and questions have been addressed in this evaluation with the intent of producing information useful to the Department in its mandate of accountability for the expenditure of public funds.⁸

Relevance: One of the key evaluation objectives was the comparison of the design and effectiveness of Canada's approach to financing and supporting the event with that of other countries to determine whether Canada's approach was comparable, if not better than, the practices of peer nations.

⁷ Taken from RFP.

⁸ Detailed questions are derived directly from the Federal Policy for Hosting International Sport Events 2000, the Results Based Management and Accountability Framework for 2001 WCA and the Request for Proposals for this assessment.



Success: Another key objective was to assess the extent that the 2001 WCA achieved its intended benefits in the following areas:

- Event management;
- Sport performance impacts;
- Sport development impacts (see also Legacy);
- Access and equity impacts;
- Economic impacts;
- Social and cultural impacts;
- Domestic profile and influence;
- International profile and influence (addressed as a separate section, below);
- Development of knowledge and expertise in the area around sport event hosting;
- The effect of the WCA on athletic participation overall; and
- Development of a “how to” manual, incorporating best practices and lessons learned for all parties involved, including bidding societies, federal and other stakeholders.

Leveraging: Another objective was to assess the effect of the structure of the 2001 WCA on the LOC's ability to partner with corporations and secure sponsorships.

Legacy: Additionally, the evaluation was intended to make assessments/ recommendations regarding the following factors.

- Who should monitor use of legacy funds;
- The potential of the financial sport legacy to bring longer term financial stability to National Sport Federations;
- The extent of the involvement of National Sport Federations in formal agreements and profit sharing;
- The potential for the creation of a Corporate Sport Legacy Fund;
- The extent to which hosting the WCA may enable the City of Edmonton to host future national or international events;
- The extent to which reasonable access to facilities, athlete preparation, future coaching education and employment been assured for high performance athletes, in perpetuity;



- The development of Track and Field in terms of officials preparation, volunteer preparation, youth involvement, and fitness; and
- The methods for tracking increases in involvement.

International Profile: Another evaluation objective was to assess the extent to which:

- Hosting the WCA has had an overall impact on Canadian athletic performances;
- Hosting the WCA has had a positive impact on raising the profile of Canadian sport;
- The IAAF/ASM marketing policies have had impacts on Canadian federal visibility; and
- Hosting the WCA has had a positive impact on tourism and investment in Alberta/Canada.

Cost-Effectiveness: The evaluation assessed:

- The costs of the WCA and outcomes compare to other Canadian events;
- The multiplier effects of monies invested in the WCA as compared with other events;
- Why some events are more cost-effective than others in producing *net* benefits in the desired impact areas; and
- The extent to which the federal investment of \$40 million has resulted in significant federal objectives being realized.

Contextual Issues: Three related contextual issues examined included: (a) the need to develop appropriate assessment methods to determine legacy and outcomes; (b) assessing intangible outcomes such as goodwill engendered by hosting such sports events and issues of international profile and visibility; and (c) cause and effect issues such as the relationship between hosting the WCA and improvements in Canadian athlete performance, or increases in tourism. These issues are difficult to determine and one potential outcome of this evaluation is to point the way towards improved tools, and monitoring and evaluation in the future.

1.3 CHALLENGES FACING THE EVALUATION

A Substantial World Event: As the WCA is (in terms of cumulative television audience) the third largest sporting event in the world, the size of the event imposed certain challenges. The 2001 WCA involved 3,229 participants (1,040 male athletes, 732 female athletes, and 1,457 coaches and officials) from 200 countries. There were 24 men's events,



22 women's events, and 6 events for athletes with disabilities. Approximately 11,500 volunteers and 250 staff (including 21 full-time managers) were associated with the event. The WCA cost \$125 million, including \$5 million for the creation of a legacy fund. The federal government contributed \$40 million, the Province of Alberta \$40 million, and the City of Edmonton \$5 million (in in-kind services). The 2001 WCA generated \$19 million from marketing and other sources, and \$12.5 million was generated from ticket sales.⁹

Lack of a Good Comparison: The size of the event makes comparison with other World Championships difficult. For example, the World Figure Skating Championships held in Vancouver, B.C. in 2001 also had a significant television audience, but the event itself was on a much smaller scale and required a much lower federal investment. Comparatively, the World Championships in rowing held in St. Catharines, Ontario, in 1999 had a much lower international profile and small live and television audiences. A better comparison for the WCA might have been a major multi-sport event hosted in Canada, such as the Pan American Games, the World University Games or the Commonwealth Games.¹⁰ However, such comparisons are not valid because they are different types of events.

Lack of Comparable Funding Data: Comparisons with other WCAs were also proposed as part of this evaluation. However, reports on other WCAs are not available, and information received as part of this evaluation suggests that such comparisons might be difficult if not impossible because of different administrative and funding systems in existence at previous WCA events. As one LOC member noted: *"Revenue that we have for the World Championships is limited on a commercial basis so we need the support of the government, [without] that support we could not have organized that event, and could not ... have bid. Athens was 90 percent [government support], they [the Greek government] paid for everything...."* Note that, at the recent IAAF meetings in Nairobi to decide on the host city for WCA 2005 (following the withdrawal of London, England), 6 cities were in contention, but the Associated Press reported that the bids were characterized *"by the reluctance of governments to spend money and allegations of unfairness"*¹¹.

Impact of Multiple Evaluation Studies: Overall, while a variety of methods were applied, the evaluation was limited because of some gaps in the data collected and because of involvement of many parties in the generation of evaluation data. To some extent this made the evaluation more of a "collage" of data sources than a systematic evaluation. These difficulties were compounded by a late start to the evaluation (only weeks before the start of the event), limitations in some types of data which could be collected (for example, restrictions of the evaluators from certain types of on-site data collection during the event), and limited data on the roles of other federal departments.

⁹ See pages 26-27, LOC Final Report.

¹⁰ For example, the 1994 Commonwealth Games in Victoria, B.C. involved 2,577 athletes and 914 team officials from 68 countries participating in ten sports. There were 14,000 volunteers and 290 staff, including 29 full-time senior managers. See: Review of the Business Plan of the Organizing Committee for the Edmonton 2001 WCA, Final Report, August 30, 1999, Hurford Enterprises Ltd. The Games cost \$150 million, including a \$10 million Legacy Fund. The federal government contributed \$62 million, the provincial government \$43.6 million, and the City of Edmonton, \$2.8 million. The games generated \$36 million from marketing and \$8 million from ticketing.

¹¹ *The Globe & Mail*, 13/4/2002, p. S 15.



1.4 ORGANIZATION OF THIS REPORT

The balance of this report describes the evaluation methodology, findings and conclusions. Specifically, the methodology is described in Section 2; the evaluation findings, organized by major evaluation issue, are presented in Sections 3 to 6; and the evaluation conclusions and recommendations are presented in Section 7. Survey instruments are appended to the report.



2. Research Methodologies: A Multi-Method Study

Multiple Approaches: The WCA evaluation applied a number of research and data collection methods potentially allowing multiple perspectives to offset, in part, other limitations of the research noted in Section 1. These included: an examination of literature and documents; interviews with key informants; on-site fieldwork; surveys of volunteers and Canadian athletes; an analysis of international media coverage; content analysis of national media coverage collected by the Department of Canadian Heritage; observations, analysis and recommendations from final reports by the LOC and the Federal Coordinating Office (FCO); an economic impact assessment report provided by Econometric Research Limited; national polling results; and a Canada House visitors survey. Each of these data sources is briefly described below.

2.1 PROGRAM DOCUMENTATION AND DATA

A review of key documents and data sources was conducted in order to assess the extent to which the resources invested in the WCA supported the intended results. Specifically, the objectives of the documentation and data review were to compare various pre-event documents with post-event reports to assess achievement of objectives in light of the Results-based Management and Accountability Framework (RMAF).

As part of this component, numerous source documents were reviewed, including:

- *Review of the Business Plan of the Organizing Committee for the Edmonton 2001 WCA, Final Report*, Hurford Enterprises Ltd., Calgary, August 30, 1999;
- *8th IAAF World Championships in Athletics Final Report*, December 2001;
- *The Results-based Management and Accountability Framework, World Championships in Athletics 2001* (Draft), Edmonton, May 25, 2001;
- *Sport Hosting Program - Results-based Management and Accountability Framework*, April 5, 2001;
- *The Economic Impact of the 8th IAAF World Championships in Athletics Edmonton 2001* prepared by Dr. Atif Kubursi, Econometric Research Limited, December, 2001; and
- *Public Awareness of the 2001 World Athletics Championships and Canada's Participation in Major International Sports Events*, pre-event (June, 2001) and post-event (late August, 2001), prepared by Decima Research Inc.



Findings from this component of the evaluation were compared with findings from the literature review, key informant interviews, surveys and media analyses.



2.2 LITERATURE REVIEW

National and international reviews of literature were conducted to examine the experience of hosting major sporting events in Canada and other countries. Key sources and indicators include the following:

- Literature addressing the 1988 Calgary Winter Olympic Games in Victoria; 1994 B.C. Commonwealth Games; 1999 Winnipeg Pan American Games; and the 2000 Sydney Summer Olympic Games, demonstrates the importance of federal government financial contributions required to host sporting events of this magnitude.
- In the case of Victoria, the infusion of federal money for hosting the Commonwealth Games provided key benefits on an infra-structural level as well as sport facility development and enhancement that many organizers felt may not have been possible otherwise.
- The tourism industry is a key link in assessing economic impacts from hosting events such as the WCA, and is generally closely involved in the preparation and planning of these events. Both long-term and short-term impacts of a mega-event on international and national travel have been addressed with respect to larger events such as the Olympic Games.
- Issues discussed include the “crowding out” of potential visitors who might have come to the host city during the sporting event, compounded by increases in accommodation prices that may keep away tourists who have no connection to the sporting event. This is an important issue since this evaluation component may have failed to measure net impacts over a longer time period before and after the event (e.g. determining if the event drew some attendees who would have visited the city regardless before or after the event, had the 2001 WCA not taken place).¹²
- The majority of the literature indicates that, in hosting and development proposals, the cost of hosting mega-events and of facilitating development, is usually underestimated, and that economic impacts are usually overestimated.
- Various studies of the social, cultural and economic impact of hosting major sports events demonstrate a wide range of social impacts on the host community. The studies also indicate that these impacts are rarely

¹² This is reflected in the only published study on a WCA (Hultkrantz, 1999) which concerns the WCA 1995 in Göteborg, Sweden. The study focused on tourism effects, and pointed out that visitors to the WCA “crowded out” the regular tourists resulting in an overall loss of income. However, Kurbursi’s economic impact study of 2001 WCA accounted for the crowding out effect. The Hultkrantz study also highlighted a major financial bailout of the LOC by the Swedish government.



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anticipated during preparation of the bid or the actual staging of the sporting event.



2.3 KEY INFORMANT INTERVIEWS

Twenty-six in-depth interviews were completed between late September and late November 2001 with key informants associated with 2001 WCA. Interviews were conducted either in-person in Edmonton or Ottawa or by phone. Key informants identified by Sport Canada and the Corporate Review Branch of Canadian Heritage included officials with: The LOC in Edmonton (9 interviews); the FCO in Edmonton (2 interviews); Athletics Canada and Athletics Alberta (5 interviews); Canadian Heritage, including Sport Canada (5 interviews); other government agency and departmental officials (4 interviews); and a private sector partner (1 interview).

All key informants were contacted by e-mail or phone by the FCO or by Sport Canada officials who notified them that SPR Associates Inc. had been commissioned to conduct the interviews as part of an Evaluation of the World Championships in Athletics.

2.4 ATHLETE SURVEY

A short questionnaire based on the evaluation objectives was developed and administered to the Canadian athletes competing in Edmonton. The bilingual questionnaire was distributed directly to Canadian athletes at 2001 WCA in Edmonton by Athletics Canada. Following the event, a reminder was sent electronically to the athletes by Athletics Canada. Of the 71 Canadian team athletes (39 male and 32 female) surveyed, 18 usable questionnaires were returned (11 male, 6 female, and 1 unidentified). This survey response rate was regarded as low by the evaluators, who note some cautions in drawing conclusions from the data.

2.5 VOLUNTEER SURVEY

A short bilingual survey linked to the evaluation objectives was distributed to volunteers at the 2001 WCA. The survey was distributed, together with an exit survey designed by the LOC, at the volunteer appreciation evening organized by the LOC. Volunteers were encouraged to complete a questionnaire and leave it at the reception table or return it to the LOC. It is noted that this methodology did not allow for volunteers not attending the volunteer appreciation evening to complete the survey -- a possible source of bias. A total of 904 questionnaires were returned -- a response of approximately 8 percent: 281 questionnaires (31 percent) were completed by men, 526 (59 percent) were completed by women, and 97 (11 percent) did not indicate their gender. Again, as with the Athlete survey, a very low response rate gives caution to the interpretation of findings.

2.6 CANADA HOUSE SURVEY

A survey of 501 visitors to the Canada House Pavilion was conducted by ACS Communications, Ottawa, on behalf of the Department of Canadian Heritage. The survey probed visitors for their views on the Pavilion, its exhibits, whether they were aware of the federal government's financial support for the 2001 WCA, and included a series of general questions dealing with sport in Canada.



2.7 MEDIA ANALYSIS

Several content analyses of media references to the 2001 WCA were carried out as part of the evaluation. Canadian Heritage conducted the domestic media analyses, and the SPR evaluation team conducted an international media analysis.

Domestic Media Analysis: The domestic analysis was based on local print media and Mediascope, the electronic media clipping service of Canadian Heritage. A manual search of the Edmonton Sun and Edmonton Journal was also carried out from March 2001 until the end of August, 2001 and all clippings were collected. Analyses of this local coverage was conducted for the months of March, April, May, June, July and August. Mediascope covered 46 Canadian newspapers, including 4 national and 12 French and Canadian electronic media, including CTV news, Current Affairs, Broadcast News, Canadian Press Wire, Nouvelles Tele-Radio, CTV Canada AM and CBC Transcripts. The analysis focused on the following periods: July 27-August 2 (one week prior to event), August 3-12 (during the event), and August 13-20 (one week after the event). A manual count of all Canadian media articles was not available as the search was completed after conclusion of the WCA.

International Media Analysis: The international media analysis was based on a review of 22 foreign web-sites on a daily basis (including weekends) from July 23, 2001 to August 26, 2001, the time period immediately preceding, during and after the WCA. Coverage included 13 newspapers (from 4 continents), one international news agency, three on-line web-sites, 4 electronic media (primarily television) sites, and one combined print/television site (CNN/Sports Illustrated), and many hundreds of articles were examined to find those related to the WCA.

The vast majority of the WCA-related material on the sites was straightforward sports coverage -- schedules, results, interviews with athletes, background pieces on events and athletes, etc. French media sources gave a great deal of prominence to the fact that the next WCA will be held in Paris in 2003, but these sources never made a comparison with the Edmonton event and, therefore, were not sampled. Information on areas of relevance to the evaluation (i.e., comments on the city, the Canadian team, event planning, etc.) were collected. In addition, a number of contextual background pieces (e.g. those commenting on Edmonton and noting that this was the first time that the event was being held in North America) were also collected.

The analysis identified 6 prominent themes related either directly or indirectly to the evaluation. Because the sampled articles sometimes dealt with more than one of these themes, they were counted more than once. Thus, the 86 articles selected for the analysis resulted in a coverage frequency of 112. It should be noted that many foreign print media sources did not have a reporter present in Edmonton for the event but rather relied on wire service reports for their coverage. For example, the *New York Times* and the *South China Morning Post* (Hong Kong) used Associated Press (AP) reports, while *Yahoo Sports* and the *Independent* (South Africa) used Reuters reports. Although European and East African media all sent reporters to Edmonton, the event received somewhat more coverage from the European media outlets (mainly British media, and to some extent, French).



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2.8 PRE- AND POST-EVENT NATIONAL POLLING

Decima Research Inc. was contracted by Sport Canada to carry out national polling on *“Public Awareness of the 2001 World Athletics Championships and Canada’s Participation in Major International Sports Events”* for the pre-event (June, 2001) and post-event (late August, 2001) periods. The evaluation team reviewed the final questions used in pre-event polling (June 14, 2001), the executive summary of pre-event polling, and the raw results and the executive summary (September 28, 2001) for post-event polling. Data were collected by telephone interviews in both English and French, with a planned sample of 2,100 (including an over-sample of 100 in Alberta to provide for more in-depth analysis). Respondents were individuals 18 years of age or older who met certain quota criteria (to ensure that sufficient representation of male and female respondents were obtained within each region). Data were cross-tabulated against a standard set of demographic characteristics, with results deemed reliable at better than 5 percent, the 95 percent confidence level (19 times out of 20).

2.9 ECONOMIC IMPACT ANALYSIS

An analysis of the *“Economic Impact of the 8th IAAF World Championships in Athletics Edmonton 2001”*¹³ was carried out by Dr. Atif Kubursi, Econometric Research Limited, and was reviewed by the evaluation team to assess achievement of positive economic impacts and aspects of value for money spent. It should be pointed out that the Federal Hosting Policy makes a clear distinction between economic impact and economic benefit: *“Economic benefits, usually examined in cost-benefit studies, are an indication of whether there will be a positive return on investment. Economic impact studies attempt to demonstrate how spending related to the event (e.g. by visitors) circulates through the economy. The federal government is interested in both types of studies, but the two should not be confused nor should the results be combined.”*

Kubursi's report was based on the following assumptions:

First, *“Each dollar spent by a new visitor to Edmonton to attend the Championships circulates and re-circulates within the economy, multiplying the effects of the original expenditures on overall economic activity....”*

Second, *“There is a general but unacceptable tendency on the part of economists generating impact measures to suspend any concern about alternative uses of funds or about the negative (substitution) effects associated with crowding out other expenditures. For this reason the input data used here were specifically derived to reflect exclusively the incremental expenditures of the Championships and their visitors. The input data were all adjusted to net out expenditures that would otherwise be made in the economy in their absence. This was done by concentrating on the expenditures of visitors who spend “new” money in the economy. For example, all visitors from outside Edmonton create incremental tourism impact in Edmonton, whereas other Alberta visitors do not create*

¹³ This report was commissioned by the federal government, the Government of Alberta, and the City of Edmonton.



incremental impacts in Alberta and other Canadian visitors do not create incremental impacts in Canada. The only visitor expenditures that are incremental to all three levels of economic geography (Edmonton, Alberta, Canada) are those made by us and international visitors.

Third, "Economic impact analysis is a useful mathematical tool capable of quantifying the patterns and magnitudes of interdependence among sectors and activities. It is predicated on two fundamental propositions: first, irrespective of the inherent value of primary activities such as recreation or tourism, to the extent that activity involves the use of scarce resources they generate economic consequences that can be measured and compared; second, economic impacts are only partially captured by assessing direct expenditures. Inasmuch as the economy is a complex whole of interdependent and interacting activities, there are some significant indirect and induced impacts associated with each direct expenditure. These indirect and induced impacts are often larger than the direct impacts."

It is noted that Kubursi used secondary data collected from various sources and from industry participants (but not all methods or data sources were identified, so some conclusions cannot be assessed).

2.10 ON-SITE FIELDWORK

Two members of the evaluation team attended all ten days of the WCA. Their on-site observations served as an invaluable complementary data source for verification and confirmation of the official documents, surveys, media content analysis and key informant interviews. Fieldwork also provides powerful contextual data for interpretation and analysis of other data sources. The fieldwork for this evaluation was intended to provide insights into audience, citizen and athlete ambience, observations of media production, the work of volunteers, the practical issues of access and equity (including bilingual usage), corporate sponsorship visibility, federal visibility in line with Multi-Party Agreement (MPA), and the general organization/management of the event. The data collection methods used in this qualitative methodology include on-site observations and informal interviews. Data recording procedures include checklists, observational field notes, audio-taping, and visual data collection (photographs).



3. Rationale and Relevance

3.1 CONTINUING NEED FOR THE HOSTING INITIATIVE

A **key issue** for the evaluation was relevance, and specific questions such as: *"How does Canada's approach to financing and supporting the WCA compare to that of other countries? Is there a continuing need for a hosting initiative?"* Relevance is also supported by examining questions regarding goal achievement in *athletic performance*. Generally, the data below are supportive regarding the relevance of the hosting initiative.

Government support has figured strongly in past WCA events such as in Athens (1997), which received approximately 90 percent of its budget from the government. Seville (1999) and Göteborg (1995) both had at least 50 percent of their funding from national government support and other cities have had up to two-thirds of the event budget from public funding. Some 70 percent of the 2001 WCA budget was provided by the taxpayers of the City of Edmonton, the Province of Alberta, and Canada with, in the final analysis, approximately 33 percent contributed by the federal government. No specific comparisons were made as to how other countries' bids are assessed regarding the hosting of sporting events such as the WCA because, from the data available, it is apparent that no useful comparisons are possible at this time. Yet certain indications from this evaluation -- from key informants and from comparison to some other international events -- suggest that Canada's Hosting Policy is better developed than that in other countries.

To the extent that the requirements of the Federal Hosting Policy are met by LOCs hosting WCA and other World Championships and multi-sport events, it would appear that the Federal Hosting Policy is extremely valuable. It should be noted however, that the Policy was amended through Cabinet approval in November 1999, and as a result, the limit of the federal contribution as a percentage of total event costs was raised from 25 percent to 35 percent of total event costs. This change accommodated the LOC's request for a federal contribution of \$40 million dollars. Additionally, the Policy states that: *"the funding and programming of the [sport development] legacy is a key consideration."* In actual fact, according to the FCO report, *"representatives of the bid group were initially reluctant to consider legacy as a budget item of the 2001 WCA,"* and were only obliged to do so following the Review of the Business Plan¹⁴ in order to reach a satisfactory conclusion in negotiations for the MPA.

Presuming that there is a national desire to participate in international sports events, and a determination to ensure athlete development and showcase the nation, its hospitality and achievements, there is a continuing need for a hosting initiative. Since the Hosting Policy also ensures potential and significant benefits "across a broad range of government priorities" (sport, economic, social and cultural) this is a valuable policy to continue. Such a policy, however, requires strict monitoring to ensure that intended benefits accrue, and that Departmental needs are met.

¹⁴ Review of the Business Plan, Hurford Enterprises, 1999.



3.2 COMPATIBILITY WITH SPORT CANADA OBJECTIVES

Athletic Performance: Rationale and relevance is further supported by results in the area of athletic performance. The primary concern of Sport Canada with regard to the 2001 WCA was “to bring direct and significant benefits to Canada in the area of sport” especially “enhanced ability of Canadian athletes to compete and excel at the highest international levels.” In terms of direct outcomes these include “increased opportunities for Canadian athletes, coaches and officials to excel in Canadian hosted sport events” and “increased opportunities for Canadian athletes to compete with the world’s best athletes.” Assessed indicators of these sport performance impacts include:

- number of Canadian athletes participating;
- number of certified Canadian coaches/officials participating;
- demographics of athletes, coaches and officials participating;
- number of medals attained by Canadian athletes;
- number of Canadian records achieved;
- number of individual best performances achieved by Canadian athletes;
- percentage of events in which Canadian athletes are participating;
- number of top 8 and top 16 placements; and
- proportion of Canadian athletes, coaches/officials, volunteers (including those on Boards, Executives and Committee members) and sponsors participating who are members of under-represented groups.

Seventy one Canadian athletes (39 male and 32 female) competed at the 2001 WCA. In addition, 37 officials and 8 personal coaches supported the Canadian contingent. Hosting the 2001 WCA in Canada enabled Athletics Canada to enter a larger number of athletes than would have been possible otherwise. [In other recent events, Athletics Canada has sent 40-50 athletes to a World Championship or Olympic Games (46 were sent to Seville in 1999 and 43 to Sydney in 2000).]

That athletic performance objectives were realized, as reflected in key performances, is noted in Display 1.

Display 1
Canadian Athlete's Performance at the 2001 WCA¹⁵

	World Championships Seville, 1999	Olympic Games Sydney, 2000	World Championships Edmonton, 2001
Top 8	3 (2 medals)	3	3
Top 16	3	4	12
Relay (Top 8)	1		1

¹⁵ Prepared by Sport Canada.



Total	7	7	16
No. of participants	46	43	71

It should be pointed out that no Canadian athletes won medals in official Championship events at the 2001 WCA. This may reflect the lack of Sport Canada and Athletics Canada efforts to fund a period of intensive athlete development in conjunction with the bid and planning process for the 2001 WCA. As one key informant, who has extensive experience with the IAAF, noted: *“Money [for athlete development] must be available from the moment the bid is won in order to prepare for the events... We’re good in Canada at hosting events and making money but we always think we’ll help the athletes afterwards.”* An Athletics Canada informant stated: *“There was no funding allocated [for athlete development prior to the WCA].”* The Hurford Enterprises Review of the Business Plan also strongly recommended greater involvement by Athletics Canada in athlete preparation for the WCA.

Additionally, it should be noted that sending a larger number of athletes results in additional costs for Athletics Canada. The IAAF normally supports 6 athletes from Canada to attend the WCA. Costs covered include: airfare, meals and accommodation, plus a preparation grant of US \$1,000.00 per athlete. Although the host country is not eligible for this grant, Athletics Canada negotiated with the IAAF to have the costs, but not the preparation grant, covered for 6 Canadian athletes.

Athletics Canada therefore had to pay the airfare, meal and accommodation costs for 65 Canadian athletes, 8 coaches and 37 team officials participating in the 2001 WCA. Given the size of Canada, this involved substantial travel costs. One Athletics Canada informant noted that: *“none of the \$40 million went for team preparation or team costs...”*

The strategy by Athletics Canada to send as many athletes as possible represents a potential advantage for Canadian athletes that may have helped the development of their athletic abilities or careers. Thus, the biggest benefit would have been received by athletes categorized as "No Standard Qualifiers" (participants who had not achieved IAAF qualifying standards for their event, but were permitted to compete as athletes from the host country;) who would not normally have attended a WCA.

According to one Athletics Canada official, athletes’ personal costs were reduced and they enjoyed the experience of participating in front of a supportive audience. 2001 WCA also allowed more athletes to compete in international competition, and by having the opportunity to compete at the highest level of competition they were provided an excellent opportunity to compete even though they may have been just short of qualifying for financial support throughout the year. As an Athletics Canada official noted "many of these athletes may or would have had to pay their own costs to compete internationally during the past year". The longer term impact on track and field development is a legacy issue that is yet to be determined.



Building on Lessons Learned - Need to develop a “how-to” manual: The development of a “how-to” manual to capture the institutional knowledge and expertise developed with hosting an international event such as the 2001 WCA was strongly endorsed in the FCO report and by many key informants. Many LOC members felt that they were starting from scratch or “re-inventing the wheel.” A number of LOC members had previously interviewed Pan Am Games organizers and felt that they had received invaluable advice. On the other hand, a few key informants felt that each event is so different that a useful “how-to” manual might not be possible. As one key informant stated: *“you could prepare a book, but you really have to be on-site.”*

Overall, the evaluation team concluded that a “how-to” manual would have been invaluable to the bid group during the early stages of the bid process and during the planning and preparation stages of the 2001 WCA, and should be developed for future events. Such a manual might easily be developed drawing on the excellent and detailed reports of the LOC and the FCO for WCA 2001.



4. Design and Implementation

4.1 EFFECTIVENESS OF CANADA'S APPROACH TO FINANCING AND SUPPORTING THE 2001 WCA IN EDMONTON

Overall Effectiveness: A key issue for the evaluation was the effectiveness of the WCA's design and implementation and how it affected the achievement of federal goals. While no direct comparisons between the 2001 WCA in Edmonton and the experiences of previous WCA host cities were made, principally due to the lack of data from previous events, it is apparent that federal government funding and support was a key success factor for the WCA. However, for purposes of comparison, the researchers note the recent reluctance of governments in six countries to provide support to host the WCA in 2005. The need for federal support was strongly evident in key informant interviews, but several issues in implementation of the Federal Hosting Policy were noted.

Federal Hosting Policy: Canada's approach to financing and supporting 2001 WCA may not have met some requirements of its own Hosting Policy. For example, the Hosting Policy states *"if federal funds are requested franchise holders must seek federal support before any bid is made to the international franchise holder"*. For the 2001 WCA, it seems that the bid was made before the franchise holder, Athletics Canada, sought federal support.

This created pressures on the federal government to match the provincial guarantee, and created delays. It also reduced opportunities for federal visibility and made meeting some of the terms of the MPA (see FCO report) impossible. Also, the Hurford Enterprises Review of the Business Plan, dated August 30, 1999, notes *"the most significant risk to the Business Plan for this event is ...the delay of the federal government's financial commitment. The LOC believe they had been promised \$40 million, which is about 38 percent of their current revenue plan."*

Timing of Federal Funding: A number of key informants suggested that the federal government was slow to support the LOC's application to host the WCA. This reported reluctance was reflected in the fact that the federal government did not commit funding until nearly two years after the Event Organization Agreement had been signed by the LOC and the IAAF.

It should be noted, however, that this was not only a federal shortcoming. Although the LOC expected federal funds, there was some apparent reluctance on the part of the LOC to meet key obligations (e.g. setting aside funds for a financial legacy, compliance with bilingual and equity regulations) which no doubt contributed to delays. These issues ended with the announcement of the federal contribution in June 2000 and the final MPA in January 2001.

Impacts of Delays: Many key informants suggested that the Federal government's involvement was *"too little, too late"* for the most effective participation to be realized. In the



same vein, the FCO report does note that *“the FCO should be set up at least eighteen months prior to the major sporting event...;”* *“the federal coordinator should be hired even earlier to allow for participation on LOC subcommittees...;”* and, *“in order to take full advantage of [the MPA], it needs to be negotiated and signed years before the event takes place.”*

These delays also put considerable pressures on those organizing the event. However, once the federal government was involved, the contributions of expertise and organizational know-how were invaluable and the work of the FCO was praised by all key informants. Late involvement left the federal government little choice but to provide matching funds because negotiations on the amount of funding were not possible at such a late stage, and not providing funds to match the government of Alberta's contribution could have caused a major crisis.

Earlier involvement in the process in line with the Proactive Partnerships Condition of the Federal Hosting Policy could have created more room for negotiation regarding such a major public investment.¹⁶ It was also suggested by a number of key informants that Athletics Canada should have been involved more fully in the planning process.

Key informants suggested that late Federal involvement and the limited involvement of Athletics Canada in the planning process resulted in Canadian athletes not winning any medals in the able-bodied events that form the official program of the WCA. The evaluators recommend that any future bid to host a world championships in any sport should coincide with an intensive period of athlete development in that sport in an attempt to ensure that Canada has the best possible chance of winning one or more medals. The recent success of a short-term funding program (Podium 2002) for selected athletes who were to compete in the Salt Lake City Olympics provides some indication of the possibilities of a well-planned, longer-term program of athlete development.

Implementation Issues: Canada has developed a major body of experience with regard to hosting major international sports events. Expertise exists among Canadian individuals who are involved in running major sports events around the world and in the federal government – where the knowledge and experience necessary for providing federal services to organizations hosting major international events may be found in areas as diverse as immigration, customs and revenue, security (CSIS and RCMP), and Sport Canada. Although there was federal representation on the LOC from the time 2001 WCA was awarded to Edmonton, it was reported that the influence of that representation and the calls for federal expertise were slow to develop.

The LOC maintained a very close relationship with the government of Alberta, but for some time there was an unwillingness to recognize the terms that would be attached to the federal investment in 2001 WCA. For example, the first Business Plan produced by the LOC contained no legacy plan or budget. Those were included in the revised Business Plan

¹⁶ It should be noted that this one-time expenditure is equal to almost half of the annual budget of Sport Canada.



following comments on the Plan by Hurford Enterprises Ltd., Calgary (1999) and the work of the federal representative on the LOC Board. The need for other elements – e.g. gender equity, use of both official languages, disability access, etc. – appears to have been recognized quite late in the process by the LOC, and these requirements were eventually met with varying degrees of success.

Additional federal expertise (the evaluators understand that DFAIT did not participate) and the ability to call on the expertise of private individuals in Canada might also have better prepared the bid group and the LOC for the demands of the International Amateur Athletics Federation and its marketing company, International Sport and Leisure (ISL, which negotiated key contracts with the LOC, but went bankrupt before the event started and its responsibilities were taken over by ASM).

IAAF/ISL regulations gave preference to the international sponsors of the IAAF which created significant difficulties for the LOC in obtaining its own sponsors. Such were the demands of ISL that the LOC even experienced difficulties in meeting its requirements to display the federal wordmark (and the Alberta and Edmonton Wordmarks). This issue was resolved at the last minute by the FCO, and by violating IAAF regulations and displaying the wordmarks on the Jumbotron score board.

4.2 ADEQUACY OF PERFORMANCE MONITORING

The evaluation also assessed whether performance monitoring instruments were in place to determine whether the \$40 million in Federal investment was well spent. The RMAF, Table 2, outlines a large number of ‘success indicators’, both short-term and long-term, that are desired outcomes resulting from federal investment (see Section 5, below).

The Department of Canadian Heritage and the Federal Coordinating Office allocated \$1.2 million to evaluation-related activities for the 2001 WCA. These costs, which were borne by the Department of Canadian Heritage and the Federal Coordinating Office, were in addition to the \$40 million investment in the 2001 WCA. A wide range of evaluation methods were applied by a number of different research groups resulting in significant gaps in data. This added to the challenges of evaluating such a complex event and imposed limits on performance monitoring.

Most importantly, it appears that there is no system in place for ongoing performance monitoring of events like the WCA, so that comparisons are not possible across historic events to allow the Department to chart its progress and learn lessons from each event. Therefore, the evaluators note the following:

- legacy effects are difficult to determine in the short-term, thus longer-term measures are recommended in order to determine the effectiveness of legacy plans resulting from the hosting of major events. For example, the



evaluation team was not able to determine whether plans existed to track increases in involvement in track and field following 2001 WCA.

- the evaluation team recommends that compliance with the terms of the Federal Hosting Policy be monitored and enforced on an ongoing basis from the time when a bid is being considered, possibly by establishing an FCO earlier.
- the evaluation team recommends that funds be made available to conduct a much more extensive media analysis as part of future performance monitoring – especially an evaluation of references to Canada in international newspapers and television coverage.
- additional and more refined survey methods should be applied (see Section 7.2, Recommendations).
- the evaluation team found the performance indicators in the RMAF to be quite comprehensive and therefore recommends a more substantial investment in performance monitoring of these indicators for future events as recommended in RMAF 1.3.3 and 1.3.5, and the development of a monitoring system in order to address all of the ‘success indicators’ outlined in the RMAF.

An improved monitoring system is needed to ensure Departmental managers receive the information they need to assess event-over-event lessons, and to allow prudent decisions on investment strategies for such sports events in the future.



5. Success Issues: Impacts and Outcomes

5.1 ACHIEVEMENT OF INTENDED BENEFITS

Overview: The extent to which the 2001 WCA achieved intended federal government benefit is discussed below. A variety of success issues are examined in such diverse areas as event management, sports impacts, legacy, leverage, international and national profile and cost-effectiveness.

Event Management: A key issue was: *"To what extent did the 2001 WCA achieve its intended benefits in event management?"* In general, all of the evaluation data sources suggest that the event was extremely well-run. The men's marathon at the Opening Ceremony received tremendous accolades for bringing the WCA out of the stadium and into the city and highlighting the event for the citizens of Edmonton. The IAAF was so pleased with this feature that they plan to make it a requirement for future hosts of the WCA. As well, the hiring of the Fast Track sports marketing and promotion company to communicate the events to the stadium audience in an entertaining and educational manner was considered a success.

Overall, *transportation* for the more than 50,000 attendees at each of the Opening and Closing Ceremonies ran smoothly other than a few problems with crowd dispersal at the beginning of the 2001 WCA. It was not ascertained how the private transportation system held up for the athletes and officials. The Canadian Athlete Survey offered respondents an opportunity to comment on various features of the event but no problems were mentioned regarding athlete transportation.

Security within the stadium was viewed positively by some organizers while other informants suggested there was too much police/security presence, and an excessive amount of police security escorts for some VIPs. Overall, however, security appeared to be satisfactory although a lack of international sensitivity was evident when the LOC Housing Officer reserved accommodation for the Iraq, Iran, and Israel teams on the same floor. RCMP intervention was necessary to resolve the situation.

Accreditation concerns emerged as a contracted IAAF supplier system was used which arrived late and caused problems with accrediting certain groups. The IAAF/ISL contract stipulated the use of accreditation equipment from an Italian company. Better equipment was available and the Italian equipment caused a number of delays before it was refined for use. As well, the IAAF was viewed as being too generous in the accreditation of 1,500 IAAF family members. This, in part, resulted in many seats being left empty in the stadium.

Other Event Management Features: Stadium management was viewed favourably by key informants. However, there were many comments concerning the number of empty seats on many occasions at the Stadium. The international media made a point of this, as did a senior LOC official who felt that the number of seats reserved for dignitaries was a distinct economic problem. An IAAF guest seated in the VIP section noted that it was "a disgrace" that everyone with complimentary tickets is "off golfing," leaving many empty seats in prime locations.



Several key informants pointed out that empty seats were partially a result of unused reserved seats for dignitaries and the so-called 'IAAF Family'. A senior LOC official commented: *"Many seats were empty and our own people could not get entrance. It is obscene. We cut it down [the number of reserved seats] with consent of the IAAF and even cut it down without their awareness. Fifteen hundred empty seats at the Opening Ceremonies. I could have cried."* Key informants also pointed out that non-reserved empty seats could have been taken up by volunteers and by youth members of track and field clubs if the LOC had relaxed its policy.

The LOC and Canada Customs were not prepared for the number of Eastern European teams who arrived in the country with suitcases full of cash to make on-site payments with cash rather than by using credit facilities. Also, a number of teams arrived carrying their own foodstuffs, violating Agriculture Canada standards.

Sport performance impacts: Another key question examined was: *"To what extent did the 2001 WCA achieve its intended sport performance impacts?"* Generally, results in this area were positive, however, some questions were raised. Overall, Canadian athletes performed better than they had at 2000 Sydney and 1999 Seville in terms of placings in the top 16 of their events. Several personal bests were achieved, but it was noted that the Canadian public does not understand this concept as much as winning and medal performances (see also Section 3.2). Key informants, including Athletics Canada officials, suggested that the media had led the public to expect that Canadian athletes would win a number of medals. They indicated that these medal expectations were too high and concerns were raised that very little money was spent on planning and preparation for the Canadian team for the WCA.

Advantages for Canadian athletes that may have helped their performances included the fact that they participated in front of a home audience and more Canadian athletes were able to participate because Canada was the host country.

Sport development impacts: The evaluation also considered the question: *"To what extent did the 2001 WCA achieve its intended sport development impacts?"* Answers were somewhat mixed, probably due to data limitations in this area. The national *Fun in Athletics* program to educate school children on the sport of athletics was viewed by some key informants as too costly to operate compared with other similar educational programs which were developed. Alberta Learning (Government of Alberta) and the volunteer Education Committee developed two main curriculum resources (written by Alberta teachers): "Run, Jump, Throw and Away We Go" and "Our Schools in Action." Over 700,000 students had access to these programs in the Province of Alberta. Key informants contended that "Run, Jump, Throw and Away We Go," and "Our Schools in Action" had increased awareness and involvement in athletics amongst youth through its reach to 2,200 schools in Alberta.

Sport development was positively impacted in the preparation of officials and volunteers, many of whom had the opportunity to work at the Canadian Track and Field Championships in Edmonton, June 2001 (the pre-test event). The World Triathlon Championships were also held as a pre-event in July 2001. Pre- and post-event WCA polling by Decima for Sport Canada showed little, if any, impact on Canadians' support for amateur sports and federal government funding for Canadian athletes, thus the evaluation data indicates that there was



no measurable increase in the awareness and appreciation for sport in general in Canada (see Section 5.4 for details of the Decimal Poll).

The overall impact of hosting 2001 WCA on the development of track and field in Canada is not clear, and no plans appear to be in place to ensure, or to track, sports development outcomes such as increases in track and field participation.

Access and equity: Federal access and equity concerns were raised in the evaluation question: *"To what extent did the 2001 WCA achieve its intended access and equity goals?"* Results were generally positive, but some gaps existed in the data. Only partial evidence could be found on impacts on increases in the proportion of equity groups (i.e., persons with a disability, visible minority persons, women and Aboriginal persons) participating as coaches and officials, volunteers, participants, committee members and sponsors. The official gender breakdown for Canadian athletes was 39 males and 32 females. The report on the event in the July, 2001 issue of *Athletics* (the Athletics Canada magazine) indicates that all of the coaches were male with the exception of one female present under the Women in Coaching Initiative. The LOC Final Report did not break down the volunteers by gender (unlike the Pan Am Games Final Report), disability, or ethnocultural categories. Nor were data collected on the gender of coaching staff or officials for the WCA.¹⁷

Of the LOC Committee members listed in the LOC Final Report, 19 percent were women. Two key informants commented on the makeup of the LOC: *"...the LOC was a very elite business group in the community and somewhat removed from these ... issues [increased representation of under-represented groups] that are ... dealt with very well at the grassroots level";* and *"The Edmonton LOC was very white, very male, and very middle age."*

Organizers were praised for integrating the events for persons with disabilities into the main events for the first time in the history of the WCA¹⁸. An inclusive strategy to target persons with disabilities was developed for volunteer and other human resources for the WCA. As one key informant, with extensive experience in other large-scale sporting events, noted: *"There was a significantly higher commitment to volunteers with a disability in Edmonton than I saw in Winnipeg [Pan Am Games]"*.

The evaluation team observers in Edmonton also noted a distinct presence of persons with a disability working as volunteers at the airport, and at information booths in the stadium vicinity. However, it was noted that spectators in wheelchairs encountered barriers as a result of poor planning on the part of the LOC. In particular, the number of seating positions available for persons in a wheelchair was inadequate and the location of the positions was such that crowds frequently stood, blocking the view of wheelchair spectators, especially during the most exciting part of the events. This was particularly ironic when it occurred during wheelchair events.

¹⁷ It is recommended that the LOC should be required to provide adequate information for the evaluation including demographic breakdowns of volunteers.

¹⁸ Although one key informant felt that by not awarding prize money to disabled athletes, equity was not achieved.



Visible Minorities: An assessment of participation by visible minorities in volunteering activities can only be shown through the volunteer survey which indicated that 6.7 percent of respondents identified themselves as visible minorities. And while only 18 Canadian athletes completed the athlete survey, the results indicate that 27.8 percent of the respondents identified themselves as visible minorities. Athlete and volunteer survey results also provided supporting indications of good access and equity in terms of non-discrimination.

Aboriginal Persons: Efforts to involve the Aboriginal community in Edmonton were deemed successful from the perspective of one key informant, who reported that many of the 300-500 volunteers in her section were Aboriginal persons. The volunteer survey, while not a representative sample, revealed that 1.2 percent of respondents identified themselves as Aboriginal. In assessing the involvement of Aboriginal persons in the managerial role, several interviewees noted the difficulty in generating interest within this community at this level. Closely tied to this under-representation was the statement by one key informant: “.. [participation of under-represented groups] was not as important as having the right people in place.” Another key informant suggested that more effort should have been made to recruit Aboriginal businesses as sponsors, since he felt that many would have liked to participate.

The LOC Final Report outlines the recruitment strategy in which information was gathered about agencies/associations/businesses, etc., from which the volunteer division could draw its volunteer base. Specific skills were required and a vast cross-section of cultural, sports, administrative and arts groups, organizations who work with youth, seniors and persons with disabilities were targeted to receive information. Aside from the inclusion of persons with a disability as noted above, there was no concerted recruitment strategy included for Aboriginal persons.

On a positive note, the vast majority of volunteers and Canadian athletes surveyed at the WCA agreed that the organizers were culturally and racially sensitive and noted that services were available in both French and English.

Social, Cultural and Environmental Impacts, Including Official Languages: The evaluation also assessed the question: “*To what extent did the 2001 WCA achieve its intended social and cultural impacts?*” Results in this area appeared to be generally positive. The World’s Plaza involved various displays and entertainment including a pin trading area, interactive track activities for children set up by IAAF Partners, the “Canada tree”, a display that continually moved throughout Canada collecting and adding items from different areas of the country, a strong presence of First Nations groups, and daily entertainment from local culture groups. The Aboriginal presence included a teepee village, storytelling, and dancing, with a steady flow of locals and visitors at this site.

Social-Cultural Factors: The Festival of the Worlds celebrated various musical styles including Classical, Aboriginal, Francophone, Pop/Rock, Country and Western, etc., for each day of 2001 WCA. The FCO report indicates that the federal funding for the Festival of the Worlds from 4 contributing departments totalled \$800,000. Both the FCO and LOC Final reports include the June 22nd announcement that the federal funding contribution would be recognized through the renaming of the Kinsmen Park (site of the Festival) to “Canada



Place Festival Site” for the duration of the 2001 WCA. However, the *Royal Bank Guide to the Worlds* (produced by a major sponsor of the event, but available only in English), which was the definitive guide to the City of Edmonton, tourism in Alberta, and the athletic and cultural events, does not include any references to “Canada Place Festival Site” (nor does it include any mention of federal government involvement or the federal wordmark). The evaluation team members who attended the 2001 WCA and the cultural events also did not see any indication that Kinsmen Park had been renamed.

As noted above, the marathon event was viewed by the IAAF, organizers, spectators and the media as extremely successful from an organizational standpoint and as an exciting addition to the Opening Ceremony. The evaluation team was present on the marathon course route and noted the high levels of support from the residents of Edmonton. An array of enthusiastic cultural groups from Edmonton and abroad provided an opportunity for cross-cultural communication as spontaneous cheers across street corners occurred at various points along the marathon route. Other Edmontonians, who would normally not watch track and field, or who claimed that they could not afford to attend events at the Stadium, welcomed the exciting opportunity to watch elite athletes actually running in front of their homes.

Official languages: Services for volunteers and Canadian athletes were readily available in both languages and materials such as WCA posters, handbooks, ticket packages, etc. were printed in both official languages. Attempts were made to enlist a minimum of 5,000 French-speaking volunteers through the efforts of a French Advisory Committee organized by the LOC, and although no final figures are available in the LOC Final Report, there seems to have been a substantial number of French-speaking volunteers.

Overall, athletes and volunteers surveyed gave the treatment of official languages high marks. However, several areas for improvement were noted. Because of apparent delays, materials were printed without inclusion of the federal wordmark (FCO Report). The FCO reported one official complaint regarding official languages, and it was suggested that the Official Languages Agreement be signed as early as possible in the planning process. As one key informant on the LOC noted: *“the federal government was a lot more lax [in enforcing compliance with ‘official languages’]; it certainly wasn’t as stringent in its enforcement as it was in Winnipeg [1999 Pan-Am Games].”*

Gender: Some 1,040 male athletes and 732 female athletes competed at the 2001 WCA (41.3 percent female). This discrepancy is not only a result of two additional events for men, but it appears to be a reflection of gender inequity in the sport internationally. For example, the Canadian team had a slight gender discrepancy with a 45 percent female participation rate at 2001 WCA. As well, coaching staff and sport officials were overwhelmingly male.¹⁹ No definitive statistics are available on the number of male and female volunteers, but the evaluation team observed a striking gender-related division of labour with female volunteers predominant in the hospitality areas and male volunteers predominant in the areas of transportation, security and movement of track equipment. In addition, the LOC Board of

¹⁹ On-site evaluations, while noting the public success of the men’s marathon, also observed that the women’s marathon was scheduled at a time that resulted in it receiving much less prominence.



Directors was overwhelmingly male, with only 19 percent of the Board being women, none of whom were Officers.

Related social cultural factors: It should be noted that a youth strategy was employed for volunteer and other human resources for the WCA to ensure that there was a voice for youth on relevant issues in the WCA. Volunteers also noted a high degree of interaction among and with persons of other cultures and cited this as one key reason to volunteer.

Social Impacts: In terms of social impact, one negative feature concerned the use of public space in the downtown core, site of the World's Plaza. A floating cafe was constructed over the large existing public wading pool resulting in access not being available to the pool for inner city residents (primarily children) during the hottest time of the year. This resulted in the greatest negative response in terms of complaints to the municipality. A City of Edmonton official noted, "*it was the biggest mistake we made.*" Another potential negative impact was the lack of public consultation which resulted in a plan to use a public playground in one of the lowest income areas of the city for media parking. Citizen action averted this.

In addition, some local businesses such as taxi companies felt that their business had dropped rather than realizing the increase suggested by the publicity preceding the WCA 2001. One driver noted that he had postponed his vacation to reap the promised benefits only to lose money during the two week event. Several drivers reported that business was lost primarily because of the availability of free public transit to ticket holders, and because normal business travel had greatly decreased during the WCA. The evaluation team observers on-site also noted that the need for taxi services was reduced as corporate sponsor General Motors provided van transportation for athletes and officials, and limousine services were provided for VIPs/IAAF members.

On the positive side, the evaluation team also noted the "pockets" of increased economic activity, primarily along Whyte Avenue (a popular entertainment district), at the West Edmonton Mall, occasionally in the downtown core (generally during the day, especially near the official hotels), and the immediate area surrounding the main stadium. Many spectators commented on the lack of restaurant services in the stadium vicinity and suggested that more entrepreneurial ventures could have occurred.

However, the social and economic impact was negative for residents in some areas of Edmonton, particularly the low income areas between downtown and the stadium. The evaluation team found areas that had been encouraged to ready themselves for 2001 WCA through beautification measures (e.g. one restaurant owner erected poles to carry national flags of several countries, another had hired extra staff), but with the free transit for ticket holders, many visitors chose to return to the downtown restaurants two transit stops away and effectively bypassed these areas.

Environmental Impacts: One of the conditions outlined in the Assessment Guide for Sport Canada's Policy for Hosting International Sport Events concerns environmental assessment. The RMAF requires "compliance with federal standards" including "all environmental laws, and the Government of Canada principles on sustainable development including, where required, the conduct of environmental assessments in accordance with the *Canadian*



Environmental Assessment Act. The MPA required that the “LOC shall comply with all applicable environmental laws.” It appears that an environmental assessment was not required, nor was “a written [environmental] screening report, or a comprehensive study report” required by the funding partners. The only evidence of environmental action on the part of the LOC involved a recycling program that resulted in the LOC receiving the 2001 Innovative Program Rs of Excellence Award from the Recycling Council of Alberta.

However, given the growing environmental concerns with regard to sports facilities and hosting mega-events, and the new standards for environmentalism being promoted by the International Olympic Committee, it is recommended that environmental benefits be added to the 4 main outcomes (sport, economic, social and cultural) to be derived from federal support to major sports events. At the very least, these benefits could include a resolution that no negative environmental impacts should occur as a result of hosting a major event (e.g. implementation of a recycling plan, environmental assessment, public hearings, etc.). At best, the hosting of such events should be thought of as a means for an environmental clean-up and enhancement (e.g. use of renewable energy sources and environmentally safe materials).

These findings suggest that more attention should be paid to social and environmental impacts in the planning of future events, to ensure that business goals are not detrimental to other concerns shared by the Federal government and other major partners and stakeholders in sports events.

5.2 ECONOMIC IMPACTS

Economic Impacts as a Key Results Area: A key question examined in the evaluation was: *“To what extent did the 2001 WCA achieve its intended economic impacts?”* Generally, results in this area appeared to be positive.

Visitors and Expenditures: Overall, more than 400,000 visitors attended the event,²⁰ with the majority of visitors being from the United States and other countries (see Display 2, below). Visitor expenditures on food, accommodation and travel have been documented at upwards of \$20 million for each of Edmonton, Alberta and Canada. Within these expenditures, visitors to Edmonton from the category of press, officials and others represented the largest expenditure at 53 percent of the total

²⁰ From: *Report of the Economic Impact of 2001 WCA* and based on ticket packages sold.



**Display 2
Visitor Demographics and
Expenditures at the 2001 WCA**

Visitors' Origin:	
USA/other countries	53%
Other parts of Alberta	28
B.C.	8
Ontario	5
Saskatchewan	2
Other parts of Canada	4
Visitors' food, accommodation/travel expenditures:	
Press, officials and others	53%
USA	21
International	14
Other Alberta	6
B.C.	2
Ontario	2
Saskatchewan	1
Other Canada	1

Revenue: Operational and capital expenditures allowed for a total estimated economic impact which exceeded \$183.4 million in Canada, \$159.3 million of which benefitted Alberta (less than the estimated RMAF Direct Outcome 2.2.1 of \$203 million in economic impact on Alberta). Wages and salaries in Canada were augmented by about \$116.8 million, of which \$96.2 million were in Alberta (exceeds the RMAF Direct Outcome 2.2.2 estimates of \$135.8 million for Edmonton and Alberta). As well as the substantial tax revenues that were derived by all three levels of government, a total of 3,844 person years of employment were estimated to be associated with these expenditures in Canada, of which 3,134 were in Alberta.

Tax and Industry Impacts: Tax revenues derived by the federal government were estimated to be approximately \$38.8 million, the provincial governments received \$21 million and local governments \$4.3 million, for a total of \$64.1 million. These exceed the estimate of \$64 million noted in the RMAF Direct Outcome 2.2.3 (which included \$27 million in the form of personal income tax; \$14.5 million in taxes to the province; and \$8 million in property and business taxes to the municipal government). With respect to immediate industry impacts as a result of the WCA 2001, the Economic Impact Report indicates that



accommodation claimed the largest share of visitors' expenditures at 36 percent; food and beverage, 21 percent; retail/other, 15 percent; auto expenses, 11 percent; recreation and entertainment, 11 percent; and public transport, 6 percent.

Ticket Sales: The LOC Final Report notes that overall ticket sales were principally from Alberta (81 percent), with only small numbers of sales in the rest of Canada (8 percent), United States (7 percent) and International (4 percent). The LOC adopted a policy different from previous WCA events. Rather than distributing complimentary tickets in order to fill stadium seats, the Edmonton LOC felt that the distribution of complimentary tickets would detract from actual ticket sales. This was looked on as a gamble on the part of the LOC given that this was the first time that the event was held in North America. This gamble appeared to have paid off as it was reported that more tickets were sold than at any previous WCA, totalling over \$12.5 million in sales.

Tourism: The promotion of Canada's, Alberta's and Edmonton's tourist attractions were showcased to an estimated 4 billion (cumulative) television viewers and thus, according to the Economic Impact Report, the full economic impact of hosting the WCA cannot be truly reflected except to strongly suggest that all three levels of government received millions of dollars worth of tourist promotion. Volunteers also expressed optimism about tourism impacts, suggesting that hosting the 2001 WCA would have positive impacts on tourism in Edmonton, Alberta and Canada.

Discussion: Previous literature suggests that economic impacts of hosting mega-events are not usually as beneficial as organizers often claim. In this case, there appears to have been a positive economic impact resulting from hosting the 2001 WCA, although the event's long-term economic impact is yet to be determined. Follow-up and longer-term studies are recommended for future events, for example, to determine when events result in repeat visits by those who attended the event.

5.3 LEVERAGING

One of the key evaluation questions was: *"To what extent did the structure of the 2001 WCA affect the LOC's ability to secure sponsorships?"* The evaluation data indicated a number of positive results, but also many obstacles.

The effect of the structure: The structure of 2001 WCA resulted in a challenge to the LOC's ability to secure sponsorships. Key informants made particular mention of the IAAF/ISL restrictions which limited the LOC's ability to leverage sponsorships. The IAAF determines the structure of the WCA. Nevertheless, the LOC indicated that it had achieved its goal of securing the maximum number of sponsors allowed and the LOC was able to leverage almost \$14 million in sponsorships. Several informants noted that the LOC could have done a better job of attracting local sponsors and particular note was made of the absence of sponsorship by Aboriginal companies, and the inability to secure an airline sponsor. Several informants also suggested that more lead time and earlier planning would have helped to leverage sponsorships.

Structural change to facilitate sponsorships: Key informants noted the need for less restrictive IAAF regulations. They also noted that, while the business community was well

represented on the Board of Directors, more diversity was needed in terms of community representation. Key informants also reiterated the need for an earlier start and more creativity in securing sponsorships.

Key informants suggested that criteria for success in supporting events such as 2001 WCA include having sufficient lead time; having a good strategy; expertise; a networking system; a strategy for educating sponsors (particularly since this was a first time event in North America); and the easing of restrictions imposed by the IAAF.

5.4 NATIONAL PROFILE

The question "To what extent did the 2001 WCA achieve its intended impacts on domestic profile and influence?" was also addressed in the evaluation. Generally, results indicate that the national profile was enhanced among participants, viewers and attendees involved with the 2001 WCA. National profile was considered in terms of the Canada House Pavilion, the Domestic Media Analysis, the Decima Polls, and the Volunteer and Athlete Survey.

At the Event: In terms of federal visibility, this was at its strongest with the Canada Wordmark prominently displayed on the Commonwealth Stadium JumboTron (because of the strong support from the LOC), however, it is worth noting that the Province of Alberta and City of Edmonton received equal size prominence on this stadium display. Evaluation team members, however, observed that corporate visibility was far more prominent than federal visibility in Commonwealth Stadium, even though each corporate contribution amounted to far less than the federal and provincial contributions.

- Canada House Pavilion:** The Canada House Pavilion showcased all regions of Canada and was a popular destination for locals and visitors, with over 20,000 visits during the ten days of the WCA's operation. As was noted in the official reports on the event, the Pavilion featured Canadian symbols and stories about prominent Canadian athletes, astronauts, peacekeepers and musicians in an interactive display. The value of these was reaffirmed by the evaluation team's on-site observations. Additionally, the Visitor Intercept Report involved a survey of 501 visitors to the pavilion. Although specific numbers were not supplied in the report, it was noted that the majority of visitors were from Canada (Edmonton in particular).

Visitors were asked to rate the pavilion in general, and more than 93 percent rated their Canada House experience as very good-to-excellent. When asked to rate the Canada House on a variety of topics other than sports, positive ratings were also reported (see Display 3). The sense of belonging and pride in Canada was evident in this high level of support for the pavilion.

Display 3 Visitor's Ratings of the Canada House Pavilion

Visitor's experience to Canada House Pavilion was:	
Informative	99.9%



Canadian
Heritage

Patrimoine
canadien

Canada

Made them proud	98.7
Positive	97.5
Interesting	96.8
Exciting	92.3
Fun	72.0



Respondents generally agreed that the Government of Canada should continue to present exhibits such as the Canada House Pavilion across the country (99.5 percent), with some respondents suggesting that a permanent exhibit should be created, that school children be encouraged to experience a pavilion such as Canada House, and that the site should travel across Canada, particularly at major events. The FCO report also recommends the creation of a portable and flexible pavilion for use at future sporting events.

A portion of the Visitor Intercept Report asked about visitors' awareness of the federal government financing a portion of the WCA. From a total of 501 respondents, 303 were aware of government funding, 185 had no awareness of the financing, and while most were knowledgeable about the support they could not say what the amount was.

The domestic media analysis demonstrated that the coverage of Canada House was sporadic and primarily local. Few targeted media outlets that were invited to Canada House actually visited. As well, the opening of the location on August 1 received very limited coverage as it was overshadowed by a news conference that Team Canada held at the same time.

Domestic Media Analysis: The domestic media analysis involved primarily local print media for the period March through August (no report prepared for April). A more extensive media analysis was performed between: July 27-August 2 (one week prior to the event); August 3-12 (during the event); and August 13-20 (one week later).

Media coverage across Canada during the month of March was minimal with the primary focus on the local scene. For example, the Edmonton Journal provided comprehensive coverage of several subject areas including amateur athlete biographies, possible transit problems, and reports of other media such as ABC and ESPN's negotiated television rights.

During the period of May through June, 2001 there was a marked increase in domestic media coverage. Because the domestic media analysis focused primarily on Edmonton newspapers, a more national "feel" for the WCA was less likely to be reported. Comprehensive coverage of the World's Plaza Café and the slow ticket sales was predominant in the Edmonton newspapers. There was limited attention to matters pertaining to the federal government. Issues and events of a national scope included concerns about Foot and Mouth disease (related to visitors from the UK), reports that neither the Prime Minister nor the Governor General would be attending the WCA, a potential revenue shortfall for event organizers, and the Canadian National Track and Field Championships being held in Edmonton. The announcement that neither the Prime Minister or the Governor General would be attending the WCA received some negative coverage in the local press.

The month of July witnessed a small increase in print coverage at the local level from the previous two months. The focus was primarily on the athletes and the sport of track and field. Confirmation of the \$40 million provided by the Federal Government received press coverage, especially in light of the continued concerns regarding a possible revenue shortfall. Overall, the local concerns with respect to the World's Plaza Café and the financial status of the WCA were paramount. Attention was drawn to the federal government with



respect to the visa process, possible refugee claims, RCMP preparation at the airport facilities and extensive security checks on the 12,000 athletes, coaches and officials.

Media coverage of the 2001 WCA intensified across Canada in the week prior to the Opening Ceremony of the WCA (July 27-August 2). Alberta had the most extensive coverage, followed by Ontario, the Prairies, B.C. and the Yukon. National coverage focused on Canadian athletes with expected performances garnering some of the focus. Issues directly related to the WCA received the majority of the coverage (e.g. medals, ticket sales, provincial athletes taking part in the WCA).

The most intense level of media coverage occurred during the August 3-12, 2001 period at the local, provincial and national levels. A Nike promotional event caught the attention of the national media along with the general apathy of Canadians to the WCA. Local media also focused on the royal visit of Prince Edward and his wife, and the announcement by the Secretary of State (Amateur Sport), the Honourable Denis Coderre, of a Centre of Excellence (a national track and field centre) for Edmonton. Extensive coverage of the athletic events remained high throughout this period across the nation.

One specific issue that came to the fore steadily, especially in Alberta newspapers, was the comment made by the British journalist describing Edmonton as "Deadmonton". Civic pride was very evident during this period as the citizens of Edmonton contended with the international media presentation of their city in a negative manner.

With respect to Canadian's interest in 2001 WCA, a strong following was shown in Ontario and Quebec and to a lesser extent the other provinces and territories. In assessing interest in Canadian athlete performances, the focus shifted to insufficient support for high performance athletes, echoing similar comments reported during the 2000 Sydney Olympic Games. The doping incident of a Canadian athlete also garnered media attention both locally and nationally.

As might be expected, after 2001 WCA, media coverage decreased significantly, although it was still higher than the pre-event reporting. Ontario and Quebec continued to provide strong interest alongside higher coverage in Edmonton and Alberta. Across all of these media outlets the concerns centred on the actual WCA success, operations, etc., the Canadian team performances and the need to support amateur sport as a result of these showings. Several comments by the Secretary of Sport on the issue of Canadian rankings were included in the post-WCA period as he rallied behind the Canadian athletes' performances and referred to the current attempts to address athletes' needs in a revamped National Sport Policy.

The results of the domestic media analysis indicated that the coverage of the 2001 WCA did not emphasize the federal government's support of the event -- specifically the contribution of \$40 million in federal funding. According to key informants, reasons for this may be that Canadian federal visibility was heavily affected by IAAF/ISL (AMS) marketing policies, difficulties experienced by the LOC in attempting to secure federal visibility in the face of strong IAAF sponsorship policies, and the federal government entering the organizing process late. These results may point to



the desirability of the Federal government negotiating its media position more effectively with partners in future events.

Decima Poll: Decima poll results, reported in "Public Awareness of the 2001 World Athletics Championships and Canada's Participation in Major International Sports Events" for the pre-event (June, 2001) and post-event (late August, 2001) periods, demonstrated that Canadians had very little knowledge of their country hosting major international sporting events. As well, awareness levels of Canadian athletes remained very low in both pre-event and the post-event results. These results parallel the lack of interest by Canadians in the WCA as seen in the domestic media analysis.

Although the Decima poll included an extensive series of questions ranging from Canadian awareness of the 2001 WCA and our nation's competing athletes, to public views about Canadian participation in major international events and government support for amateur athletes, the following specific components of the results are addressed for this evaluation: (1) national profile of the WCA and other international events hosted in Canada in 2001; (2) awareness of federal government support for the 2001 WCA; (3) awareness of Canadian athletes; and (4) television viewership and hours watched.

In the pre-event polls, awareness of the WCA was significantly higher in Alberta than the rest of Canada -- Alberta residents were almost four times as likely as other Canadians to correctly identify the upcoming Championships unaided (39 percent versus 10 percent). The attention given to this event in Alberta appeared to have spilled over somewhat into the neighbouring Western provinces of Manitoba, Saskatchewan and British Columbia, where unaided recall was noticeably higher than in Eastern Canada.

The pre-event poll found that unaided awareness of the 2001 WCA was low among Canadians overall. When respondents were asked to name any major international sport events being hosted in Canada this year, only one in ten could identify the event either by its proper name (3 percent) or as the "World Track and Field Championships" (7 percent). Decima researchers surmised this was a likely and accurate response since "track and field" is the common term used in North America. Although the nation-wide profile of the WCA was low in the June pre-event period, there was even less awareness of other major international sporting events being hosted in Canada this year. On a more positive note, across the country unaided awareness of the event grew significantly from 10 percent prior to the event to 21 percent following the closing of 2001 WCA.

However, recognition that the federal government provided significant financial support to the hosting of the Championships was close to four in ten (38 percent) Canadians saying they are aware of such government involvement in the pre-event period and rising to 44 percent after the event had taken place. The national profile and public awareness of Canadian track and field athletes was limited almost exclusively to the high profile stars Donovan Bailey and Bruny Surin. In the pre-event polls, when those aware of the upcoming Championships were asked to name any Canadian athletes who would be participating in the event (unprompted, that is without being offered names to choose from), only one in three (36 percent) Canadians could provide any answer; almost two-thirds (64 percent) could not even make a guess. Almost everyone who could provide a name mentioned either



Bruny Surin (23 percent) or Donovan Bailey (18 percent), with no other athlete identified by more than 1 percent.

Similarly, few were able to identify other Canadian track and field athletes who had been successful at international events over the past 12 months. Across the entire population (not just those aware of the 2001 Championships), only one in five could (without prompting) identify any Canadian athlete who had been a finalist or won a medal at an international track and field event in the past 12 months. Most could identify only Donovan Bailey (9 percent), or Bruny Surin (9 percent), with no other athlete mentioned by more than 1 percent of the population. When the public was asked to identify participants in the upcoming World Championships, Bruny Surin had a much stronger profile in Quebec (18 percent) than in any other part of the country (6 percent). In the post-event polling, Bruny Surin was named less in the August poll (19 percent) than in the June poll (24 percent). Athletes such as Jason Tunks, Leah Pells, Mark Boswell, Venolyn Clarke and Glenroy Gilbert were generally unknown to the Canadian public in August.

Overall, millions of Canadians -- more than one in four -- watched at least some of the 2001 WCA, with men and Albertans being the most avid viewers. Based on those Canadians who were aware of the WCA in earlier poll questions, it was concluded that 27 percent of all Canadians, 18 years or older may have tuned into at least some of the WCA. Very few hours were watched overall -- only 20 percent of those aware of the 2001 WCA watched, and they generally watched less than two hours over the two-week period.

Volunteer Survey: Volunteers at the 2001 WCA offered important information for evaluating the extent to which national pride was enhanced through hosting the WCA. Volunteers strongly agreed that Canadian pride was considered when they decided to volunteer (54.5 percent). Civic pride (pride in the City of Edmonton) was slightly higher at 57.7 percent when factoring in reasons for volunteering. When asked if respondents felt "more Canadian" through volunteering, 49.9 percent strongly agreed and 26.9 percent agreed (76.8 percent total), with only 6 percent disagreeing. With respect to the volunteers' opinion on whether 2001 WCA will have value for Canada in the years to follow, 60.7 percent strongly agreed and 23.5 percent agreed (84.2 percent total). Volunteers felt that Edmonton would have the most value added in the future, with 70.2 percent strongly agreeing and 23.8 percent agreeing (94 percent total). Views on value for Alberta fell between the results for Edmonton and Canada. As well, a majority of respondents felt that a legacy of facilities for Edmonton would result from being the host of the 2001 WCA.

Athlete Survey: Canadian athletes surveyed in the post-WCA period expressed strong support for the notion that hosting 2001 WCA has increased visibility for the sport of track and field in Canada. In addition, through hosting this prestigious event the athletes overwhelmingly felt that other Canadian athletes will be inspired. In terms of athletes' perspectives on the value of hosting the 2001 WCA, equal measures of value for Edmonton, Alberta and Canada in the future were expressed.

These results may raise questions for the Department as to why so few Canadians appear to be interested in this type of event, what the implications could be for education, and if interest is low, what this may imply for the level of federal investment in such events. However, it should still be noted that a majority of



Canadians surveyed by Decima favoured federal support for such events and similar support for athletes.

5.5 INTERNATIONAL PROFILE

Overview: The following section addresses several questions regarding the international profile required by the RMAF and deals with the international media analysis. These questions include: *"To what extent did hosting the WCA raise the profile of Canadian sport?"* *"To what extent did the WCA impact on Canadian federal visibility."* Also of interest was the extent to which Canada's diversity, interests, values and achievements were promoted to the world; and increased international awareness of and appreciation for Canada, its people and places.

Raising the profile of Canadian sport: While the WCA did not appear to enhance Canada's reputation in track and field, hosting the event served to develop and reaffirm Canada's international reputation in terms of ability to effectively host international sports events.

Effect of IAAF/ISL(ASM) marketing policies on federal visibility: As noted in Section 5.4 above, these marketing policies had the potential for significant negative impact given the demand for blanket coverage for IAAF's major sponsors. The FCO did a great deal of work in order to ensure federal visibility.

Impact on investment and tourism in Alberta/Canada: Alberta held an international Investment Forum prior to and in conjunction with Edmonton hosting 2001 WCA. Initial reports from several key informants suggest that this event was successful in attracting international investment to Alberta (see Section 5.2 for details on tourism impact).

International Media Analysis: Canada was viewed for the most part as a capable host that avoided any major pitfalls and succeeded in setting the stage for world-class performances. The international media gave a great deal of coverage to the nickname "Deadmonton" initially reported by a British journalist, and gave little coverage to Edmonton's cultural diversity. A more detailed analysis of the international media follows. The analysis covers various evaluation items. 'Drugs and doping' is included because the first positive drug test involved a Canadian athlete and became a significant negative issue, as did other allegations concerning a Russian athlete. Canada's sensitivity to doping issues since 1988 (Ben Johnson) and the negative reputation of track and field with regard to the use of performance enhancing drugs both make this an issue that is likely to be reported on in the international media.

The evaluation analysis paid particular attention to searching for evidence of coverage noting federal government involvement/investment in the 2001 WCA; and attention to federal government concerns and expectations associated with hosting/funding the event. No coverage was found that directly addressed these issues. Generally, the Federal government funding was ignored by international media -- probably because it was 'assumed' as a matter of fact, or because the dynamics of producing the WCA are not the sort of thing to interest international media. [National government funding at the previous

WCA's, mostly held in Europe, has been far more substantial than Canada's federal investment, and the (mostly) European sports media in Edmonton tend to assume government funding, and are unlikely to comment on the issue.]

Edmonton as a City and Host: Robert Phillip's article in the London Telegraph "*Deadmonton comes alive*" sparked the debate about Edmonton's suitability as a host and its place among "world-class" cities. Many articles echoed sentiments similar to those of the International Herald Tribune, that the WCA had "*never been in a more unlikely spot than Edmonton...*" Showing his lack of knowledge of Canada, Richard Williams in the Guardian (London) wrote: "*The state capital of Alberta is not a particularly stimulating city...*"

In noting that the only real shopping and entertainment opportunities were at the West Edmonton Mall, an International Herald Tribune columnist noted: "*Between us, I'd rather be parted from my real money on the Via Veneto or body surf in Kauai.*" Other attempts at representing Edmonton's diverse cultural background also generated little international attention. There were no articles and few passing mentions of the World's Plaza, while the bison sculptures that lined the route into the city from the airport left Eurosport confused as "*no one has made progress in finding out just why those intriguing sculptures take pride of place in the city.*"

One consistently positive voice was *Sporting Life's* Andy Schooler who called the WCA "a big success". In response to the "Deadmonton" allegation, he remarked: "*here the relative quietness is part of the charm. The lack of traffic, the prominence of greenery and friendliness of the people all more than make up for any lack of atmosphere.*" Elsewhere, Schooler noted that the organization of the WCA was "top notch" and that the "ultra-friendly" volunteers ensured that foreign athletes and visitors were "*being treated much like the royalty which touched down earlier in the day.*" Tom Fordyce of the BBC also remarked that: "*One of the most impressive sights here has been a vast army of volunteers ...[who] ...are, to a man, woman and child, friendly and enthusiastic,*" although he also questioned how well-versed volunteers were in track and field.

Beyond assessing the merits of Edmonton as a city, the most popular issue among journalists was the perceived poor attendance. The Guardian (London) noted that: "*the sight of row upon row of empty seats in the 60,000-capacity stadium was one of the few disappointing aspects of an event that has universally been acknowledged as the best organised in the championships' 18-year history.*" For the most part, responsibility for the poor attendance was placed squarely at the feet of the IAAF and its now-bankrupt marketing arm, ISL. The BBC, meanwhile, concluded that: "*as a setting, the city has been welcoming and friendly... [but] too many of those seats were empty for too much of the time.*" The BBC went on to suggest that the lesson was one the IAAF needed to learn: "*If you're going to take the Worlds to a new continent to try to spread the gospel of athletics, don't choose a 60,000-seat stadium that will look half-empty to TV audiences.*"

The London Telegraph connected the attendance issue with Canadian interest in track and field, concluding that: "*Edmonton has proved to be a disappointment for television viewers... The half-empty stadium shows the lack of interest Canadians have in track and field.*" Only one commentator, a columnist for the Daily Telegraph, connected the on-field technical problems to Edmonton's job as host. Most commentators, however, felt that these

“could happen anywhere.” Canadians’ perceived lack of interest in or knowledge of track and field was also a key discussion point for members of the European media.

The Times (London) noted that while: *“the empty seats speak for themselves... The Championships should not be here, not because the city is “Deadmonton” ...but because athletics does not appear on the register of interests... The IAAF has indicated that, from now on, it will look only to allow leading cities to host the World Championships and the experience of Edmonton should confirm this.”* Representing the athlete’s perspective, high jumper Hestrie Cloete of South Africa was reported in her national media as saying: *“The crowds were fantastic. The people of Canada and Edmonton could be proud of hosting a wonderful championships.”* Other officials were more backhanded in their praise, with ESPN carrying the Associated Press story of Philippe Lamblin, president of Paris’ 2003 WCA organizing committee, commenting that: *“Edmontonians have made this year’s event a success -- despite the disappointing attendance.”*

From the U.S. media, publications that were reviewed included Track and Field News and Athletics, both of which reported positively on the WCA in Edmonton. The Editor of the Track and Field News (U.S.) felt that *“Edmonton was the perfect kind of city in which to stage a World Championships”*. He felt that *“[Edmonton] was small enough that virtually everybody in town knew about the meet, and really cared about it. Albertans racked up a perfect 10”*. Jeff Hollobauch of ESPN concluded that: *“The crowds, especially on the weekends, seemed sizable. What’s more, they were polite and enthusiastic. And the people I met on the streets also seemed fired up about hosting the Worlds.”* As for Edmonton’s capabilities as a host city, he observed that Stanford (Palo Alto, CA) had also bid for the 2001 WCA and he cited an American journalist who noted that: *“It’s hard to imagine that Stanford could have rounded up all the volunteers you need to put on an event like this.”* The International Herald Tribune, however, noted that Edmonton was a *“friendly if rather uninteresting city (the thousands of empty seats every night in Commonwealth Stadium explain that paradox)...[and that]...the crowds and atmosphere would certainly have been better in Palo Alto.”*

The International Herald Tribune did concede, however, that: *“the attendance and atmosphere improved considerably on the final weekend ... and Edmonton, unlike those cities [Seville and Athens], refused to pack the house with freeloaders... Still it is questionable whether bringing this big event to smallish Edmonton instead of a major city/media centre did much to promote the sport in North America as a whole.* Le Monde, commenting on the fact that the event was being held for the first time in North America, referred to *“Edmonton, ses trappeurs, son pétrole, son stade”*, and later made note of the 31 *“faux bisons qui décorant Calgary Trail.”* The Guardian (London) concluded by noting that: *“frequent displays of boosterism from Jack Agrios, the chairman of the organising committee, could not disguise the fact that the championships had come to a place where they had no inherent constituency... Edmonton was probably the last of the small-town championships, and Agrios’ single greatest achievement was to mount the event without bankrupting the local population.”*

Drug and Doping Issues: Discussion of drugs and doping procedures focused on two athletes, Olga Yegorova of Russia and Canadian Venolyn Clarke, and peripherally on Paula Radcliffe of Britain. The prominence of the Yegorova scandal in the international media may

have been due in part to the predominance of British reporting in the sample. British middle distance runner, and Yegorova rival, Paula Radcliffe was prominent in the public protest surrounding the decision to allow Yegorova to compete in the championships.

As a result, the rumoured boycott of the women's 5000m by Gabriela Szabo of Romania went largely unreported. Radcliffe's track-side protest and her confrontation with Commonwealth Stadium security guards also was reported in the media. The Guardian (London) noted that "*pictures of Radcliffe's protest and the subsequent tussle with security guards demanding she remove the banner were broadcast around the world...*" Radcliffe herself was quoted as saying, "*I was surprised with the speed with which I was told to take the sign down. I thought Canada was a free country.*" The International Herald Tribune noted the "*Commonwealth Stadium security guards who inexplicably forced the banner's removal (was this Edmonton or Pyongyang?)*"

As for Venolyn Clarke, many media reported on Canada's "embarrassment" as host, though the efforts by Canadian officials to suggest that Clarke's positive test indicated that the Canadian anti-doping system was working were widely reported. This issue, however, quickly faded from view. Although negative publicity that accrued during the WCA was largely viewed as an IAAF issue, not an LOC one, this was still a concern. The BBC observed "*all the good stuff in the Commonwealth Stadium was overshadowed by the issue of doping... The IAAF handled the ongoing drama like the amateurs they once professed to be.*"

Athletics Issues: Articles in this group focused on the performance of athletes from the media's country of origin, a preview of WCA competition, and recapping (often daily) the meet results.

The Canadian Team: International articles on the Canadian team highlighted three issues: (1) Donovan Bailey's retirement; (2) the performance (usually judged as poor) of Canadian athletes; and (3) the nature and quality of Canadian athletics, including the financial support of Canadian athletes. Le Monde made a direct comparison with the French team and noted (in an article titled, "Sevré de médailles, le Canada redoute un fiasco général"), "*Tout comme la France, le pays organisateur a peu de chances de placer au moins un athlète sur un podium.*" These issues, with the exception of the Bailey retirement, were far more important in the domestic media than in the international media. As an example of the varied perceptions of the Canadian situation, the Irish Times in its review of what it perceived to be the poor performance of Irish athletes at the WCA noted that "*Canada, despite heavy funding, also failed to win any medals...*"

Disability and Gender Issues: Issues on disability and gender focused primarily on the inclusion of disabled events in the WCA. The coverage in this area was largely positive. For example, Australian runner Cathy Freeman, who was not competing in Edmonton, noted in her column in the London Telegraph that: "*these championships gave wheelchair, visually impaired, and amputee athletes the opportunity to shine.*" The Guardian (London), however, recounted the story of Englishwoman, Sue Yates, who spent \$1,140 to be in Edmonton but "*from her wheelchair she was unable to see the finish of any of the track events because spectators, perfectly understandably, rose from their seats in moments of*



excitement... Not until the final weekend did anyone heed her constant pleas to be moved to a decent vantage point.”

Immigration/Refugee Issues: These articles addressed the reports of athletes applying for refugee status in Canada. In accordance with Canadian law, no details of age, gender, or nationality were reported, nor was there an apparent pejorative slant to reporting on these issues. As a point of clarification, U.S. media outlets compared the Canadian notion of refugee status to potential immigrants seeking asylum in the U.S. Le Monde kept count, noting on 11 August, “*cinq demandeurs d’asile au Canada*” and expected that the “*demande officielle d’asile s’élève désormais.*”

While not all press coverage of the WCA was positive, a number of treatments of the event were very positive. Their significance cannot be assessed without an understanding of how international audiences, especially sports audiences are affected. This would require a survey of international sports audiences as part of the monitoring of the impact of future events, and Canada's standing in sports generally.



5.6 LEGACY

Overview: A variety of questions were examined regarding legacy: *"Who should monitor use of legacy funds?" "What is the potential for the creation of a Corporate Sport Legacy Fund?" "To what extent did hosting the WCA increase capacity for the City of Edmonton to host future national or international events?" "To what extent did the WCA contribute to reasonable potential for future access to facilities, athlete preparation, future coaching education and employment?" "To what extent did the WCA contribute to potential for future development of Track and Field in terms of officials preparation, volunteer preparation, youth involvement, and fitness?" "To what extent should Athletics Canada be involved in legacy issues?"* The results in this area appear to be positive, although there is a great deal still to be determined with respect to the use of legacy funds and facilities.

Legacy from events such as 2001 WCA takes two forms: legacy of facilities available for future athletic use; and a financial legacy for the purposes of funding sport development and programming. The WCA resulted in the enhancement of 4 sports facilities in Edmonton and the establishment of a \$5 million athletics legacy. Of the approximately \$5.5 million surplus remaining after the Operating and Capital expenditures and initial legacy contribution, a further \$3 million was added to the Legacy Fund.

Monitoring the Legacy Fund: The Multi-Party Agreement identified the following membership for the Edmonton 2001 Athletics Legacy Fund: one representative each designated by Canada, Alberta, Edmonton, Athletics Canada, and Athletics Alberta, an athletes' representative, and three LOC representatives. The majority of key informants pointed out that membership of the legacy foundation committee was already established in the Memorandum of Understanding. Several informants noted, however, that there should have been greater representation from Athletics Alberta and Athletics Canada and that the University of Alberta should be represented on the foundation. Given the missed opportunities of Athletics Canada associated with planning the event, it would be appropriate to make up for that lack of opportunity with greater representation among the trustees. Also, given that a major legacy facility lies on the University of Alberta campus, it seems appropriate to include a university representative.

Potential of Financial Legacy to Provide NSF Stability: Several Athletics Canada representatives felt that legacy funds should be available to them to support the National Sports Federation (NSF). However, this proposal was not widely endorsed by most key informants some of whom felt that such funds would merely become a part of Athletics Canada's operating budget rather than a distinct sport development legacy. If it is possible to designate funds specifically for track and field athlete development in Canada, Athletics Canada would be the most appropriate manager of those funds.

Involvement of NSF in Formal Agreements and Profit-sharing: This view was again endorsed by Athletics Canada representatives but not widely shared by others.

Corporate Sport Legacy Fund: Opinion was mixed concerning the creation of a Corporate Sport Legacy Fund. The creation of a Corporate Sport Legacy Fund was viewed by some informants as a critical part of the legacy. It was suggested that by continually adding to the



current fund, the goal should be to reach a level whereby Edmonton can maintain a world - class centre of excellence for track and field.

Extent to which hosting the WCA may enable the City of Edmonton to host future national or international events:

Key informants overwhelmingly agreed that Edmonton's capacity to host future events had been enhanced as a result of hosting the 2001 WCA. A strong volunteer base has been developed with over 11,000 volunteers contributing to the WCA. Also, new and improved facilities are seen as providing the necessary infrastructure to host national and international track and field events in the future.

However, legacy issues, especially not accounting for the subsequent use of the track in Commonwealth Stadium, would have been better served during the planning stages rather than after the event. The facility legacy includes:

- **Commonwealth Stadium** (\$22,168,000), East and West concourse expansions, a Mondo track, Sony JumboTron, and new concessions/washrooms;
- **Foote Field** (facility at the University of Alberta) (\$7,930,000 with the University of Alberta fundraising, for an additional \$2.37 million), allowed for an entirely new facility including grandstands, dressing rooms, washroom facilities, field, 1,000 seats, dual field facility, with both artificial and grass surfaces, and Mondo track;
- **Clarke Stadium** (facility adjacent to Commonwealth Stadium) (\$4,350,000), has an entirely new grandstand, dressing rooms, washroom facilities, field, Mondo track and grass field with 2,500 seat capacity; and
- **Rolle Miles Athletic Park** (\$2,000,000) with Mondo track, new grandstand and equipment rooms and 1,000 seats.

Several key informant interviewees reported that there is a desire to host track and field Grand Prix events in the future in Edmonton. However, concerns were expressed that the Edmonton Eskimos of the Canadian Football League, which has primary use of the main stadium, may make such an undertaking difficult. Because of the subsequent use of the stadium, mainly for football games, and the need to drive vehicles on and over the track, that surface is now ruined for future use. The suggestion that Edmonton might host a future track and field Grand Prix event as a part of its legacy of hosting 2001 WCA would now entail major costs to renew the track surface.

Extent to which reasonable access to facilities, athlete preparation, future coaching education and employment and sport medicine/science program been assured for future high performance athletes:

The Edmonton 2001 Athletics Legacy Fund of \$8,000,000 has as its mandate, the support of initiatives in training, coaching, education, and research. At the time of writing, the Legacy Committee has only met once and specific initiatives in these areas have not been determined. Key informants questioned the length of time needed to begin deliberations on the use of this Legacy Fund and felt that such



discussions should have taken place well before 2001 WCA, as part of the planning process.

The development of track and field in terms of officials preparation, volunteer preparation, youth involvement, and fitness: Edmonton is known both nationally and internationally for its strong volunteer base and hosting 2001 WCA has increased the number of skilled and experienced officials available for track and field competitions. Some first-time volunteers in the track and field areas expressed enthusiasm for volunteering at meets at the local level. The LOC Final Report notes that Athletics Alberta organized a fundraising "50-50" draw at the main stadium using young athletes who came out to support their own organization and watch world class performances (although their time was spent mainly outside the stadium and in concession areas selling tickets for the draw, and the on-site evaluation team heard a number of complaints from the young athletes about their failure to see any events). Also, a business/education venture was created called "Kids to the Worlds " ticket program in which 100,000 ticket vouchers were distributed to K-Grade 6 school children in the Edmonton region.

A youth strategy was employed for volunteer and other human resources for the WCA to ensure that there was a voice for youth on relevant issues concerning the WCA, although the evaluation team has been unable to determine the form that this took. One key informant suggested that Athletics Alberta may try to develop an introductory program based at Clarke Stadium focusing on inner city youth but no official comments on this initiative were found by the evaluators.

Tracking increases in involvement: As noted previously, a system has not been put in place to track any increases in involvement as a result of hosting 2001 WCA. In addition, because the Legacy Committee has only recently met for the first time, the evaluators are not aware of any program that may be put in place in an attempt to assure an increase in involvement in track and field.

5.7 OTHER OUTCOMES

Two of the other outcomes of 2001 WCA were in the areas of partnering and security:

- **Federal family:** In line with RMAF concerns with the formation of partnerships, federal representatives involved in the LOC and the Federal Coordinating Office all felt that their work experience had been extremely successful. Many made note of the working atmosphere, referring to their working relationships in very positive terms, and frequently using the term 'federal family.'

Federal representatives reported that they enjoyed the opportunity of working with individuals from other departments, developed mutual respect and a sense of cohesion, and feeling that involvement in the 2001 WCA had been a major professional development experience that would enhance their work when they returned to their regular jobs.



In addition, the FCO report commented on the partnership between three levels of government: *“this close working relationship was a way of demonstrating to the general public that the three orders of government could work well together towards a common goal.”*

- **Security:** Several key informants, in particular those involved with security, were relieved that the 2001 WCA had been completed before September 11, and felt that the 2001 WCA would have been a security nightmare if the event had been held after that date.

However, security training involved in preparation for 2001 WCA had one interesting outcome. An anti-terrorism exercise (aircraft evacuation) for the WCA at the Edmonton airport, carried out by the RCMP, had a serendipitous outcome on September 11. A Korean Airlines aircraft flying to North America was suspected to have terrorists on board, and was diverted to Yellowknife where it was forced to land. The nearest RCMP squad who were trained to deal with terrorism/aircraft evacuation was still in Alberta (following the WCA), and was ordered to Yellowknife to deal with the situation.

This occurrence had the effect of enhancing Canada’s image as having the capacity to operate and manage sport-hosting events [see RMAF] in an era of heightened security.



6. Cost-Effectiveness

Overview: The key questions examined in this area were: *"How did the federal investment and associated outcomes of hosting the WCA compare with other similar Canadian events?"* *"Are some events more cost-effective in producing net benefits?"* and *"Did the federal investment of \$40 million result in a federal objectives being realized?"*

Comparison of the WCA with other similar Canadian events: While lack of matched data makes identification of similarities and differences difficult, some comparisons were undertaken using the following studies: Hurford Enterprises Ltd. (1999), the Pan American Games 1999 Final Report and the Executive Summary of the Games of La Francophonie (2002). Hurford Enterprises Ltd. (1999) and Pan American Games 1999 Final Report both include data on the Federal government contributions. For example, a contribution of \$60 million in cash and services is noted for the Pan Am Games in Winnipeg, while The Games of La Francophonie 2001 were provided with a federal contribution of up to \$22.4 million (the evaluators note that insufficient data are available to allow an exact comparison of the 2001 WCA and the 1999 multi-sport event in terms of specific outcomes).²¹

Assessing cost-effectiveness in producing net benefits: The Pan Am Games 1999 Final Report indicated a list of facility legacies but there were no specific legacy objectives in the Business Plan or Budget section of that report. Winnipeg has a wide range of sports facilities that have been left as a legacy because of the nature of that multi-sport event. The Jeux de la Francophonie legacy is made up of material and equipment acquired during the Games and improvements to infrastructures estimated at \$1.3 million, as well as a financial legacy of approximately \$1.7 million. In comparison, the WCA legacy impact appeared to be more substantial. The 2001 WCA has set aside \$8,000,000 as part of a contractual obligation to the Edmonton 2001 Athletics Legacy Fund, in addition to the physical legacies noted previously (see Section 5.6). During the WCA, the Secretary of State (Amateur Sport) also made an announcement regarding the establishment of a national sport centre for excellence in athletics for western Canada in Edmonton, but no further steps appear to have been taken with regard to establishing such a Centre.

The data indicate that, for a single-sport world championships, held in a single city, the 2001 WCA was very costly to run. It is possible that a Canadian city which has a more substantial tourism base (Vancouver or Quebec City) might have experienced greater benefits, but it is also possible that the net effect could have led to a loss of traditional tourists during the WCA (the 'crowding out' effect noted in the literature). However, some events, such as the 2001 WCA, need federal funds in order to occur, and such decisions may take into account factors such as federal support for and visibility in Western provinces. For other events, such as the World Championships in figure skating, federal support is used to promote federal visibility.

²¹ As noted earlier, the size of the event makes comparison with other World Championships quite difficult. For example, the World Figure Skating Championships held in Vancouver, British Columbia in 2001 also had a significant television audience, but the event itself was on a much smaller scale and had a much lower federal investment. On the other hand, the World Championships in rowing held in St. Catharines, Ontario in 1999 had a much lower international profile and small live and television audiences. Thus, a better comparison for the WCA might have been the Pan American Games, the World University Games or the Commonwealth Games.



Comparing multiplier effect of monies invested in WCA with other events: The Economic Impact Analysis (Kubursi, 2001) suggests that a relatively high income multiplier (1.27) was associated with federal 2001 WCA expenditures.

Determining whether the federal investment of \$40 million resulted in a significant number of federal objectives being realized: The results of this evaluation are compared with the Key Results – Ultimate Impact items of the RMAF (Table 2), as follows:

- Enhanced national capacity in operating and managing sport hosting events: Canada has certainly enhanced its capacity, and reaffirmed its ability to host international sporting events. Lessons were learned as a result of 2001 WCA, and the body of experience and expertise in Canada is now such that a 'how-to' manual is becoming a requisite – even given that 'every event is different', there are some overall lessons and general requirements that can be passed on to future hosts.
- Enhanced ability of Canadian athletes to compete/excel internationally: It is not yet evident whether this result has been achieved to the fullest possible extent. While the results for Canadian athletes were positive overall, the absence of an intensive period of athlete development prior to the 2001 WCA has been presented as one potential explanation for Canada's not winning any medals in the able-bodied (official) events at these home-based Championships.
- Maximized legacy (financial and human resources, facilities, equipment, programming): An \$8 million financial legacy accrued from the 2001 WCA, largely a result of government contributions to, and contractual obligations of the LOC. Facilities and equipment have also become available for future use, and a human resource base of volunteers has been developed. However, lack of planning for the future use of all track and field equipment purchased for the WCA, and for the future use of the Commonwealth Stadium track, likely means the loss of some potential legacy items.

Indeed, the legacy committee only held its first meeting in January, 2002, and it seems that the use of the legacy facilities and equipment, and the development of track and field programming is only now beginning to be discussed. A legacy exists, and an even greater potential legacy awaits (e.g. planned use of the facility legacies for high performance athlete development; an early proposal to develop track and field programs for inner city children in Edmonton).

In terms of this Key Result, a legacy has been achieved but it has not been 'maximized.' The legacy for track and field only exists in the form of facilities, funding and volunteer resources at this time, and has not yet been realized in terms of programming and sport development.

- Enhanced programming coordination and integration of development activities aimed at advancing the Canadian sport system: While the Decima survey suggests that there has been increasing awareness of and



appreciation of sport in general, this has not translated into increased activity levels. Nor have any new tracking systems been established to determine whether hosting the 2001 WCA will lead to increased participation in track and field, or more generally in sport and physical activity. A Sport Canada key informant also pointed out the lost opportunities to Athletics Canada – for coaching development and for an increased profile as franchise holder NSF.

Edmonton also reaffirmed its volunteer capacity as a result of hosting the event; but the main terms of this key result -- ‘enhanced programming, coordination and integration of development activities,’ cannot be said to have been achieved on the basis of existing evidence. New data and ongoing monitoring would be required to assess this result.

- To accrue social and cultural benefits in Edmonton, Alberta and Canada: The terms of this Key Result have been achieved insofar as the fact that Edmonton demonstrated a facility and capacity to host an event employing both of Canada’s official languages; that there was some involvement of youth in LOC activities (although the evaluation team has not been able to ascertain the degree of that involvement in any exact way); that the event achieved national and international media coverage which had some spill-over into coverage of the city, province, and Canada generally.
- To accrue net economic benefits in Edmonton, Alberta and Canada: The 2001 WCA appears to have been an economic success, although the question of ‘who benefits?’ from the economic impact has not been addressed in this evaluation. The proposed Direct Outcomes in the RMAF appear to have been met, and exceeded in some cases.
- Opportunities will be capitalized on for showcasing Edmonton, Alberta and Canada: The achievement of this Key Result may also have been limited. Although the international media analysis that was possible as part of this evaluation was necessarily limited, the results are quite mixed in terms of appreciation for Canada and promotion of Canada’s interests.

Surveys with foreign visitors were not carried out as part of the evaluation, although informal interactions with, and reports by foreign media suggest that Edmonton was not assessed favourably.

As noted previously, perhaps single-city world championship events are not the ideal place to achieve this key result because they tend to attract mainly sports journalists. While this event is often compared with the Olympics and the World Cup of soccer in various IAAF, media, and host city promotions, this comparison is false. The event is actually far more similar to single city world championships in other sports such as swimming and figure skating.

While the WCA attracts a much larger international television audience than other world championships, it is also far more expensive to host than other world championships and has always required a significant investment in



public funding. Major expectations in terms of promotion of Canada's interests and increased appreciation for Canada are less likely to be attached to sports such as swimming and figure skating, and should perhaps not be attached to track and field.

Discussion: Many of the key results outlined in the RMAF were achieved. Those which were not achieved are a result either of planning deficiencies (mostly addressed in the following recommendations), or of expectations that could not be met by such an event. The evaluators concluded that better data will be needed in the future for a solid and ongoing assessment of cost-effectiveness issues.



7. Summary, Conclusions and Recommendations

7.1 SUMMARY AND CONCLUSIONS

In 1993, a group of local businesspeople were searching for a mega-event for Edmonton to host for the purposes of economic and community development at a time of economic decline in the City of Edmonton.

The Edmonton World Track and Field Foundation (the bid group, which became the Local Organizing Committee (LOC) when the event was awarded to Edmonton) was formed following a trip by the Chairman of the LOC to the WCA 1993 (Stuttgart). The motives for this effort, which were presented to the evaluation team were: To bring another major event to Edmonton (which had previously hosted the Commonwealth Games in 1978 and the World University Games (Universiade) in 1983) for purposes of civic pride and urban development (known in the literature on mega-event hosting as 'civic boosterism'); and to fund the refurbishment of Commonwealth Stadium for use (primarily) by the Edmonton Eskimo's football team of the CFL.

The latter motive seemed unrealistic to the evaluators since the WCA is an extraordinarily large, expensive, and complicated event to run for such a limited purpose. However, various suggestions from key informant interviewees and data collected by the evaluation team suggest that the bid group submitted the bid for 2001 WCA from a relatively naïve perspective without knowing the full extent of what was involved in organizing such an event. As well, one key informant felt that the potential benefits from developing distinctive and valuable projects based on hosting 2001 WCA was lost. This interviewee felt that there "was a lack of full cooperation and communication right from the outset between the LOC and the professional and volunteer leadership of Athletics Canada," which meant that Athletics Canada could not achieve as many benefits from hosting 2001 WCA as might have been possible under better circumstances. It was suggested by other key informants that familiarity with the Federal Hosting Policy and access to federal expertise on these matters would also have been a significant help to the LOC at an early stage.

The WCA is frequently represented as the third largest sporting event in the world (after the World Cup of Soccer, and the Summer Olympics) in terms of cumulative television audience. However, it should be pointed out that in many ways, the WCA is not in the same league as those events. As a sporting (multi-sport) and cultural event, the Olympics are held mainly in one city and region, but the cultural significance of the event attracts attention of the entire world to the whole of the host country, generating extensive live and television audiences and significant media attention which tends to showcase the entire nation. Similarly, as a sporting event, the World Cup of soccer showcases an entire country (two countries in 2002), because matches are held in various cities in the host nation. The World Cup also generates large live and television audiences, and significant media attention that tends to showcase the whole nation. The World Cup and the Olympics are more costly to run than the WCA, but those expenses are frequently considered to be a worthwhile investment.



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In contrast, the WCA is a single-sport world championships, hosted by and held in one city. While it is a large and expensive event with a large international television audience, the focus is on the sport. The WCA does not command nearly the same live audience, media presence, or international focus on the nation (or even the host city) as other events with which it is often compared. Thus, the WCA is a considerably larger version of world championships in other sports such as aquatics, cycling or figure skating, where the primary focus of media attention is on the sport. The WCA is a major event which evidently cannot be held without significant government funding.

Perhaps the best way of characterizing this difference is that the Olympics and World Cup of soccer are likely to attract the attention of news, political and cultural journalists as well as sports journalists. Other world championships in sport, including the WCA, are most likely to attract the attention of sports journalists, and this was borne out in the media analyses carried out for this evaluation. Therefore, the opportunity to showcase Edmonton, Alberta, and Canada to the world (RMAF Key Result 2.3) is far more limited than is the case with either the Olympics or the World Cup of soccer. As a consequence, federal investment in such events in the future should be considered and strategized very carefully.

The evidence that was gathered for this study suggests that a number of improvements could have been made in the planning process such that far more value could have been achieved for the \$40 million investment. Of course, it is impossible to place a dollar value on other, more intangible outcomes from such an investment (e.g. promotion of federal provincial relations with a Western province in a climate of 'Western alienation;' the enhancement of the volunteer base in Edmonton; or, development of relations among, and skills within the 'federal family'), and these significantly reinforce the value of the WCA.

The 2001 WCA appears to have been an economic success, although the question of 'who benefits?' from the economic impact has not been addressed in this evaluation. The on-site evaluators noted some evidence that benefits were unevenly distributed in Edmonton. While all of the hotels in the city were full and restaurants and shops in selected areas experienced an increase in business (as a staff member in the West Edmonton Mall Sony store noted, "it is just like Christmas!"), a number of smaller businesses (e.g. taxi companies, restaurants outside the downtown core and the Whyte Avenue neighbourhood) failed to experience the promised economic benefits despite having taken steps to attract the expected increase in business (e.g. beautification schemes, hiring extra staff, postponing vacations).

Visitors also tended to spend their money in the usual tourist areas (e.g. Whyte Avenue, the West Edmonton Mall) and in the downtown. Transport arrangements made by the LOC (e.g. free public transit to ticket holders, mini-van shuttle service for participants and officials, and limousine services for VIPs) resulted in a reduced need for taxis (as one driver noted, "the Championships are killing us, business is dead!") and in tourists by-passing low income neighbourhoods between downtown and the Stadium.

Many of the preferred outcomes outlined in the Federal Hosting Policy, and significant impacts outlined in the RMAF, have been realized. The WCA was a well organized event which attracted a significant live (ticket-buying) audience. This was a very different situation from previous WCA events. Previous WCA events adopted a policy of giving away tickets in



order to fill seats in the large stadia where the events are held. The LOC decided that this would be unfair to those who had purchased tickets, and could reduce potential sales. This, however, created an additional problem since many VIP seats were empty for significant periods of time, giving the image of a relatively empty stadium.

Most importantly, the 2001 WCA was the first time that the event was held in North America, and provided clear evidence to an international corps of track and field experts, officials, and journalists, of Canada's capacity to host and successfully organize such an event. The scheduling of the men's marathon, which took place mostly on the streets of Edmonton, as the opening event, was a clear success and seems likely to become a precedent for future WCAs. Additionally, the Federal Coordinating Office (FCO), and particularly the work of the Federal Coordinator, was a major success and received frequent praise. The one concern raised repeatedly was that their work should have started much earlier.

Implementation Issues: The primary concern was that federal involvement should have occurred at a much earlier stage in the planning process for the WCA event in Edmonton (as outlined in the Federal Hosting Policy). Canada has developed a major body of experience with regard to hosting major international sports events. Expertise exists among private individuals -- professionals who are involved in organizing major sports events around the world (as evidenced by the large number of Canadians employed in various capacities by the 2002 Salt Lake City Olympic Organizing Committee); and in the federal government -- where the knowledge and experience necessary for providing federal services to organizations hosting major international events may be found in areas as diverse as immigration, customs and revenue, security (CSIS and RCMP), and Sport Canada.

Although there was federal representation on the LOC from the time the WCA was awarded to Edmonton, it was reported that the influence of that representation and calls for federal expertise were slow to occur. The LOC maintained a very close relationship with the government of Alberta, but for some time there was an unwillingness to recognize, or take seriously, the terms that would be attached to the federal investment in the WCA. For example, the first Business Plan produced by the LOC contained no legacy plan or budget. Those were included in the revised Business Plan following comments on the Plan by Hurford Enterprises Ltd., Calgary (1999) and the work of the federal representative on the LOC Board. The need for other elements -- e.g. gender equity, use of both official languages, disability access, etc. -- appears to have been recognized quite late in the process by the LOC, and these requirements were eventually met, with varying degrees of success.

Additional federal expertise and the ability to call on the expertise of private individuals in Canada might also have better prepared the bid group and the LOC for the demands of the International Amateur Athletics Federation and its marketing company, International Sport and Leisure (ISL, which negotiated key contracts with the LOC, but went bankrupt before the event started and its responsibilities were taken over by ASM). IAAF/ISL regulations gave preference to the international sponsors of the IAAF, which created significant difficulties for the LOC in obtaining its own sponsors. Such were the demands of ISL, that the LOC even experienced difficulties in meeting its requirements to display the federal wordmark (and the Alberta and Edmonton Wordmarks). This issue was resolved at the last



minute by the FCO, and by violating IAAF regulations and displaying the wordmarks on the Jumbotron score board.

IAAF/ISL regulations made it difficult to organize the event in other ways. For example, a significant number of prime seats were required to be reserved for the 'IAAF family' and other dignitaries. The LOC felt that this had an economic impact in that it hampered their capacity to sell tickets (all the best seats were reserved) and, because the reserved seats were often empty, the 2001 WCA was seen by some in the international media and by an international television audience as an event that was not well attended. Prior knowledge of such requirements could have led to negotiated compromises during the bid process.

Need for Specialized Expertise: Findings suggest that Canadian groups/cities which plan to bid on an international sporting event and who plan to request federal funds -- at least in part -- to host such an event, should involve federal representatives right from the start of the process. Federal representatives are able to provide expertise with regard to what is involved in hosting such an event – from the sport expertise of the NSO involved and Sport Canada to the expertise regarding immigration and security necessary when hosting such an event.

The need for early federal involvement was emphasized by many key informants who noted that a number of problems experienced by the LOC could have been avoided if federal representatives and expertise had been involved earlier on in the process. Some of the problems included:

- The LOC and Canada Customs were not prepared for the number of Eastern European teams arriving with suitcases full of cash to make on-site payments because they did not possess the necessary credit facilities. As well, a number of teams arrived carrying their own foodstuffs, violating Agriculture Canada standards. Shared experiences with hosts of other events that included, for example, athletes from Eastern Europe would have better prepared organizers for this contingency;
- Lack of international sensitivity was evident when the LOC Housing Officer reserved accommodation for the Iraq, Iran, and Israel teams on the same floor. RCMP intervention was necessary to resolve the situation;
- Access and equity issues came to the fore in terms of poor planning for wheelchair spectators. While limited wheelchair seating was provided in the stadium, it was located in such a place that when able-bodied spectators stood to cheer an athlete or the finish of a race, they blocked the view of the spectators in wheelchairs. Ironically, this also occurred during the finish of the wheelchair races;
- Legacy issues, especially not accounting for the subsequent use of the track in Commonwealth Stadium (addressed in greater detail below) would have been better served from consideration during the planning stages rather than after the event;



- Sufficient resources should be committed to the assessment of such federal expenditures for events such as the WCA. Although the resources committed to this evaluation were substantial and included the development of a RMAF to guide the evaluation; pre- and post-event national polling; a domestic media analysis; an economic impact analysis; and the field research, key informant interviews and media analysis undertaken by SPR Associates, several shortcomings were observed. Most importantly, the evaluation could have benefitted from: a more substantial international media analysis, which would have provided clearer evidence of federal visibility (or lack of visibility); and more rigorous surveys of attendees. Also, legacy issues tend to become more evident in the long-term, and a means to assess longer-term outcomes should have been considered and baseline data obtained; and
- The IAAF/ISL contract stipulated the use of accreditation equipment from an Italian company. Better equipment was available and the Italian equipment caused a number of delays before it was refined for use. Improved planning and coordination between the IAAF and the LOC could have avoided these delays.

Each of these situations could have been avoided by better planning, and using the federal and other expertise available. Federal involvement is contingent, for the most part, on federal funding – or the potential of federal funding. The Business Plan and application for matching federal funding under the Hosting Program was submitted in December, 1997. Edmonton was awarded the 2001 WCA in November, 1998. The bid was clearly submitted on the expectation of public funding which, in the final analysis, amounted to some 70 percent of the total operating budget.

In April 1999, the government of Alberta announced that it would provide \$40 million if matching funds were obtained from the federal government. The federal government's decision and announcement to support the WCA did not occur until May/June, 2000 when the LOC had agreed in principle to the terms and conditions of the Hosting Program. This was just over one year before the event was to occur and when contracts and arrangements were already well underway. Negotiations for, and drafts of, the Multi-Party Agreement between the LOC and various levels of government providing funding for the event began in January 2000, but were not completed until January 2001 -- only 7 months before the start of the 2001 WCA.

The Federal Hosting Policy implies that legacy issues need to be incorporated from the start of the bid process. The need for legacy issues to be a part of the bidding and planning process should be stated more explicitly in the Hosting Policy, and incorporated as a part of earlier federal involvement. If the legacy that accrued to the CFL and the Edmonton Eskimos, as a result of the refurbishment of Commonwealth Stadium, is discounted,²² it seems that legacy issues were assumed to derive from the development of the other three

²² Which it should be, since the Canadian public has made its views very clear on the use of public subsidies for professional sports in the case of the NHL.



track and field facilities, rather than being planned, prior to federal involvement in the 2001 WCA. For example, it was a result of the work of the federal representative on the LOC, and comments received by the LOC from Hurford Enterprises Ltd. on its initial Business Plan, that a legacy fund (\$5 million) was established. As a result of a small surplus from the 2001 WCA, an additional \$3 million has been added to the Legacy Fund.

Apart from outlining the composition of a Trust to manage the funds ('Edmonton 2001 Athletics Legacy Fund'), little attention has been paid to legacy issues. The Trust has recently held its first meeting (January, 2002). If legacy issues had been a part of the planning process, and given the assurance of at least \$5 million in funding:

- The future use and management of the practice facilities developed for 2001 WCA could have been planned in advance, including decisions regarding the use of the track and field equipment purchased for the event. Maintenance costs, decisions about which would be permanent and which would be temporary fixtures (e.g. stands), etc., would all have made the development of such facilities, and their future use, more efficient; and
- Programming decisions, such as the location of a track and field Centre of Excellence, could have been part of the planning process for a legacy, rather than an off-the-cuff announcement by the Secretary of State for Amateur Sport that caught everyone by surprise.

Attempts to make legacy decisions after an event are very likely to encounter inefficiencies and obstacles. Facilities and equipment are at risk of being wasted, and decisions that should have been made while organizers were in planning mode become much more difficult when enthusiasm for the event, and the sport, has passed.

7.2 RECOMMENDATIONS

The evaluator's recommendations for the future Federal role in, and broader approach to, events such as the WCA are provided below -- many of which are focused on the importance of early and thorough planning:

- **Careful Assessment of Expected Benefits:** In comparison to multi-sport events such as the Olympics and Commonwealth Games, to multi-city world championships such as the World Cup of Soccer, and to world championships in most other sports, hosting the WCA is a very expensive process. While the WCA appears to have been successful overall, it seems unlikely that the federal government realized all of the benefits it expected from its \$40 million dollar investment, reflecting the great challenges of implementing such an event. The WCA seems to be a unique world sports event. The evaluators therefore recommend that Canadian cities only bid to host the WCA and similar events in the future after very careful consideration of the potential costs and benefits.



- **Policy Focus on Legacy:** The legacy aspect of the Federal Hosting Policy should be emphasized regarding the promotion of sport benefits to Canadians, since a key beneficiary of the legacy of hosting the WCA has been professional sport (the CFL, through refurbishment of Commonwealth Stadium), because future use of the stadium for track and field events seems uncertain.
- **Level of Contribution:** The federal Hosting Policy limits regarding the percentage of federal investment in the total operating costs, and percentage of federal funds that constitute the financial legacy should be respected or amended to take into account circumstances where it may be in the federal interest to, for example, provide more than 35 percent of the total budget for an event.
- **Environmental Impacts:** One of the conditions outlined in the Assessment Guide for Sport Canada's Policy for Hosting International Sport Events concerns environmental assessment. The RMAF requires "compliance with federal standards" including "all environmental laws, and the Government of Canada principles on sustainable development including, where required, the conduct of environmental assessments in accordance with the "Canadian Environmental Assessment Act." The MPA required that the "LOC shall comply with all applicable environmental laws." The evaluators have been informed that an environmental assessment was not required, nor was "a written [environmental] screening report, or a comprehensive study report" evidently required by the funding partners within 30 days of the completion of the WCA.

The only evidence of environmental action on the part of the LOC involved a recycling program that resulted in the LOC receiving the 2001 Innovative Program Rs of Excellence Award from the Recycling Council of Alberta. New standards for environmentalism are being promoted by the International Olympic Committee, such as those implemented at events such as the 1999 Pan Am Games Winnipeg. It is recommended that Environmental Benefits be added to the four main outcomes (sport, economic, social and cultural) to be derived from federal support to major sports events.

- **Social impacts** are also a concern, since the WCA was found to have some negative social impacts on low-income neighbourhoods. It is recommended that future planning for such events include a social impact assessment to ensure that such negative impacts do not occur, or are fully offset. The evaluators also recommend that future LOCs collect adequate information on the demographics and tasks of the volunteer corps in order to avoid gender and other stereotypical assignments; and to determine if access and equity goals have been achieved.
- **How-to manual:** A "how-to" manual should be developed to capture the institutional knowledge and expertise that is gained from hosting an international event such as the WCA. This was strongly endorsed in the



FCO report and by many key informants as many LOC members felt that they were starting from scratch or “re-inventing the wheel.”

- **Access to Federal Government Services:** Some of the minor problems which occurred during the 2001 WCA might have been resolved by the application of other types of expertise which could have been drawn from other areas within the Department of Canadian Heritage or from other federal departments. An illustrative problem was the combined housing of Israeli, Iraqi and Iranian contingents of athletes. A request for assistance from DFAIT or the Department's own International Directorate might have avoided such problems. Therefore, the evaluators recommend that future international events draw more fully on the full range of federal resources. LOCs should familiarize themselves with available federal services and include them in the event planning.
- **Monitoring and Evaluation:** A number of concerns were noted in the evaluation regarding the integration and effectiveness of the numerous evaluation activities and the way in which they serve the Federal government's goals of accountability and management. These can be considered in terms of both short-term and long-term needs. *In the short-term*, for the evaluation of any given sports event, there should be more systematic coverage of key topics and better harmonization of evaluation methods. The division of the evaluation activities among many partners during the 2001 WCA resulted in certain gaps. For example, there was no comprehensive effort to monitor a representative sample of visitor views or perceptions (the Canada House survey was too limited), or how attending the WCA affected visitors in terms of key perceptions and other outcomes. Another specific concern was the lack of clear information to allow assessment of the validity of the economic impact assessment analysis.

The national survey could have been complemented by a survey of the general or sports public in other countries. Additionally, *poor or inconsistent procedures* (for example, very low response rates to some of the surveys) raise questions about the reliability of some of the conclusions.

Overall, this is to suggest that the database for the evaluation was more a "collage" of evaluation activities, rather than a systematic formulation. This might be remedied by formation of a distinct evaluation committee for future events, with careful linking and design of each evaluation component, and with more reliance on a core evaluation team. This also suggests the need for early formulation of the complete evaluation design and monitoring of key data throughout.

In the long-term, the Department requires better data to assess its success in such events in a year-over-year, event-over-event framework. This is essential for good management and decision-making and accountability for such mega events. The gaps in this area -- in comparable historical information -- were clearly evident in the difficulties in comparing the WCA to other past events.



The evaluators recommend that a systematic database be developed for compiling historic data on events and their success (possible by emulating other databases which are maintained, for example, on athlete performance at other international events). This would allow the Department to develop a series of event evaluations monitoring results of sports mega-events in a way that would aid assessment of continuous improvements in Federal and Departmental efforts.

- **Joint Decision-Making:** Decisions surrounding federal funding and matching funds with provincial governments should be the subject of multi-party negotiations from the earliest point possible in the bid process. Unilateral decisions by provincial governments in terms of matching funds place the federal government in an untenable position. In particular, once the bid is successful and events have started to unfold, the federal government risks embarrassment if funds are not matched.
- **Planning and Timing:** Plans to bid for, and host a world championship in a sport should include early consideration and resolution of any conflicts between the Federal Hosting Policy and international federation policies. IAAF/ISL policies caused a number of concerns for the organizers of 2001 WCA, limiting their ability to raise sponsorship funds for the event, and restricting their ability to meet some of the requirements of the federal Hosting Policy and the Multi-Party Agreement. The evaluators recommend that a key goal of bidding on events such as WCA 2001 should include harmonization of goals different parties very early in the process.
- **Early Consultation/Clear and Firm Requirements:** Groups/cities in Canada which plan to bid for an international sporting event in the future, and which plan to depend (at least in part) on federal funds to host the event, should involve federal representatives right at the beginning of the process (as required in the Federal Hosting Policy Condition of 'Pro-active Partnerships').

Noting the important role of 'civic boosterism', reliance on federal funding should be subject to federal advice and supervision from the outset. It is also recommended that in the future, Federal Hosting Policy requirements concerning such involvement should be better explained, consensus buy-in should be obtained, and Hosting Policy requirements should be better enforced or amended.

- **Better Planning for Legacy:** For future bids, a Legacy Sub-Committee should be established by the bid group early on in the planning process, and any plans for facilities and programs for a national or international sports event should be made with a view to future use and benefit to sport, as well as to the citizens of the host city.
- **Linkages to Athlete Development:** Any future bid to host a world championships in any sport should involve the franchise holder NSF to a far greater extent than Athletics Canada was involved in the 2001 WCA. This should coincide with an intensive period of athlete development in that sport



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in an attempt to assure that Canadian athletes have the best possible chance of winning one or more medals; the franchise holder should use the event to maximize development opportunities for other aspects of sport, such as coaching and officiating.



Management Response and Action Plan

Overall Conclusion

Sport Canada notes that the overall conclusions of the evaluation are positive and supportive of the direction and outcomes of the Sport Hosting Program. The evaluation also highlights areas in the Program that require improvement. Most of these areas for improvement relate to Program delivery issues, were known to management, and have been acted upon. For example, learnings from the 2001 World Championships in Athletics (WCA) have already been implemented as Sport Canada deals with upcoming major single sport events such as the 2003 World Cycling Road Championships and the 2003 World Youth Championships in Athletics.

Canada's Hosting Policy is well developed in comparison with other countries. However, the evaluation highlighted the challenges that the federal government faces in getting Local Organizing Committees to respect the key obligations of the Policy relating to such items as the percentage of federal funding in relation to other levels of government and the overall budget, legacy planning, federal recognition, and compliance with bilingual requirements.

A challenge for management is to meld individual event evaluations, such as this evaluation of the 2001 WCA, into the overall Sport Hosting Program evaluation. Additionally, when undertaking specific event evaluations it must be kept in mind that the event evaluation focusses on the contribution of the event to the overall Sport Hosting Program, rather than strictly an evaluation of the event itself.



Evaluation Recommendations	Management Response/Action(s)	Implementation Schedule
<p>2. Policy Focus on Legacy</p>	<p>Recommendation accepted.</p> <p>Provision of legacies is a condition of the Federal Policy for the Hosting of International Sport Events. While this recommendation focuses on one area of the legacies from 2001 WCA, specifically the refurbishing of Commonwealth Stadium, it overlooks the \$8 million legacy fund that was established and the refurbishing of three other stadiums that continue to be used for Athletics events. Sport Canada will continue to emphasize the need for legacies as a part of the overall event planning.</p>	<p>Ongoing</p>
<p>3. Level of Contribution</p> <p>“...percentage of federal funds that constitute the financial legacy should be respected or amended to take into account circumstances where it may be in the federal interest to, for example, provide more than 35 percent of the total budget for an event.”</p>	<p>Recommendation not accepted.</p> <p>The current condition relative to the federal contribution, specifically a maximum of 35% of total event costs, not exceeding 50% of the total public sector contribution to the event is stipulated in the Federal Policy for the Hosting of International Sport Events. Sport Canada believes that the percentage levels of support stipulated in the Federal Policy for the Hosting of International Sport Events continue to be appropriate. Therefore the second half of the recommendation dealing with the possible amendment of the formula is not accepted. No further action is required.</p>	<p>N/A</p>



Evaluation Recommendations	Management Response/Action(s)	Implementation Schedule
<p>4. Environmental Impacts</p> <p>“It is recommended that Environmental Benefits be added to the four main outcomes (sport, economic, social and cultural) to be derived from federal support to major sports events.”</p>	<p>Recommendation not accepted.</p> <p>Compliance with federal standards, including the <i>Canadian Environmental Assessment Act</i>, is already a condition of the Policy for the Hosting of International Sport Events. Further, Host Societies must comply with all environmental laws, and where required conduct initial environmental screenings in accordance with the <i>Canadian Environmental Assessment Act</i>.</p> <p>While environmental issues are of federal concern and Sport Canada encourages Local Organizing Committees to be environmentally conscious, environmental benefits should not become one of the main outcomes of the Sport Hosting Program. As part of the federal government’s sustainable development initiative, Sport Canada published the “Environmental Management and Monitoring for Sport Events and Facilities: A Practical Toolkit for Managers” in 1999. Sport Canada will ensure that all Local Organizing Committees receive a copy of the publication.</p>	<p>N/A</p>



Evaluation Recommendations	Management Response/Action(s)	Implementation Schedule
<p>5. Social Impacts</p> <p>“It is recommended that future planning for such events include a social impact assessment...”</p>	<p>Recommendation not accepted.</p> <p>This recommendation applies specifically to an action that was undertaken by the City of Edmonton rather than the Local Organizing Committee, specifically the closure of a wading pool in the downtown area during the event. The City’s action falls outside Sport Canada’s jurisdiction as federal funding to host the event was provided to the Local Organizing Committee rather than the City.</p> <p>Sport Canada does not believe that a separate social impact study should become a condition of the Policy for the Hosting of International Sport Events since the Policy already requires “demonstrable community support” for events. Sport Canada would nevertheless encourage local bidding groups to conduct such studies where this would enhance their bid’s support.</p>	<p>N/A</p>



Evaluation Recommendations	Management Response/Action(s)	Implementation Schedule
<p>6. How-to Manual</p> <p>“A “how-to” manual should be developed to capture the institutional knowledge and expertise that is gained from hosting an international event, such as the WCA.”</p>	<p>Recommendation accepted.</p> <p>The need for briefing of Local Organizing Committee on issues surrounding event hosting, and the transfer of institutional knowledge and expertise are recognized.</p> <p>Presently, Sport Canada provides formal briefings to Local Organizing Committee, as was recently done to assist the 2003 World Road Cycling Championships Organizing Committee. This approach will be expanded to include a variety of communication documents such as; bid packages and final reports from other events, information on federal essential services, reference to key informants, and check lists.</p> <p>Within government, Sport Canada will ensure the continuity of learnings from one Federal Coordinating Office (FCO) to the next. For example, the final report from the Edmonton FCO has become the benchmark for future FCO's.</p>	<p>N/A</p>



Evaluation Recommendations	Management Response/Action(s)	Implementation Schedule
<p>7. Access to Federal Government Services</p> <p>“...that future international events draw more fully on the full range of federal resources. LOCs should familiarize themselves with available federal services and include them in event planning”</p>	<p>Recommendation accepted.</p> <p>Information regarding essential and non-essential services provided by federal departments could be better communicated so that Local Organizing Committees are aware of the services available and logistics involved (see Recommendation 6). Lessons learned from the 2001 WCA with respect to essential federal services are currently being applied to the 2003 World Road Cycling Championships and the 2003 World Youth Athletics Championships.</p> <p>To strengthen the relationship in this area, Sport Canada has initiated regular meetings with other federal departments and agencies providing essential and non-essential services, and Local Organizing Committees. The first meeting was held April 2002 and will occur twice per year. These meetings will focus on lessons learned from past events, information about the upcoming events and respective roles that each department/agency may play. Critical paths for each major event will be developed.</p>	<p>Twice a year.</p>



Evaluation Recommendations	Management Response/Action(s)	Implementation Schedule
<p>8. Monitoring and Evaluation</p> <p>“...suggests the need for early formulation of the complete evaluation design and monitoring of key data throughout. ...a systematic database be developed for compiling historic data on events and their success...”</p>	<p>Recommendation accepted.</p> <p>The contractor was under tight time constraints to prepare the evaluation design prior to the 2001 WCA occurring. Sport Canada will endeavour to issue future contracts at least four months in advance of the event to avoid this difficulty. This has already occurred for the 2003 Canada Winter Games. Lessons learned are already being applied to refining the evaluation process for 2002 NAIG, the 2003 Canada Winter Games and the 2003 World Road Cycling Championships.</p> <p>There is a need to better implement the Performance Measurement Strategy (PMS) contained in the Program’s Results-based Management Framework. Sport Canada will improve the systematic collection of performance information as per the PMS.</p>	<p>Event by event.</p> <p>Ongoing</p>



Evaluation Recommendations	Management Response/Action(s)	Implementation Schedule
<p>9. Joint Decision-Making</p> <p>“Decisions surrounding federal funding and matching funds with provincial governments should be the subject of multi-party negotiations from the earliest point possible in the bid process.”</p>	<p>Recommendation accepted.</p> <p>The circumstances surrounding financial decisions pertaining to the 2001WCA were complicated. The Policy indicates that decisions to fund events should be made before the decision to bid is announced. However, this is not always possible as some bid groups seek approval for funding outside of the accepted process without detailed consultation with Sport Canada and often without full partnership of the NSO or franchise holder.</p> <p>Sport Canada will continue to ensure, to the extent possible, that the conditions of the Policy are met before formal agreements are signed.</p>	<p>Ongoing</p>
<p>10. Planning and Timing</p> <p>“Plans to bid for, and host a world championship in a sport should include early consideration and resolution of any conflicts between the Federal Hosting Policy...that a key goal of bidding on events such as the WCA 2001 should include harmonization of goals of different parties very early in the process.”</p>	<p>Recommendation accepted.</p> <p>Sport Canada will continue to work with the bidding groups, NSOs and franchise holders to clarify federal government requirements for visibility and to ensure that these are understood prior to bidding so that the federal requirements can be appropriately covered in subsequent agreements with the International Federation.</p>	<p>Ongoing</p>



Evaluation Recommendations	Management Response/Action(s)	Implementation Schedule
<p>12. Better Planning for Legacy</p> <p>“...a legacy Sub-Committee should be established by the bid group early on in the planning process,...”</p>	<p>Recommendation accepted.</p> <p>As noted in recommendation 2, the provision of legacies is a key condition of the Federal Policy for the Hosting of International Sport Events. In the case of the 2001 WCA, this was one area where Sport Canada had to bring considerable pressure on the Local Organizing Committee to establish a legacy fund as part of their overall business plan.</p> <p>Sport Canada will continue to work closely with the Organizing Committees of major events to ensure that legacies are well planned for, and included in the Business Plan for the event (see Recommendation 6). The Sub-Committee alluded to in the recommendation should be established via the Multi-Party Agreement (MPA) rather than the bid group and should include MPA partners and the franchise holder. This approach is underway for the 2003 World Road Cycling Championships, 2003 World Youth Championships in Athletics and is currently used in the Canada Games program.</p>	<p>Ongoing</p>

