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Government of Newfoundland and Labrador: Review of the Summer and Winter Newfoundland and Labrador Games

FINAL REPORT

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1.0 Introduction

1.1 Overview

When the provincial Recreation and Sport Strategy, *Active, Healthy Newfoundland and Labrador* was completed in 2007, one of its recommendations was that the Newfoundland and Labrador (NL) Summer and Winter Games be reviewed.

The purpose of the project was to determine the extent to which the NL Games met the goals and objectives set out in the Recreation and Sport Strategy and the strategic plan of the Department. A review of documentation and consultations with key stakeholders and a survey of interested parties provided information on continued relevance, program rationale, results and capacities (achievement of objectives, impact and effects), and perceived cost effectiveness (review of current costs).

The report is presented in five sections:

- 1.0 Introduction
- 2.0 Methodology
- 3.0 Findings
- 4.0 Conclusions and Recommendations
- 5.0 Implementation Plan Outline

2.0 Methodology

The following sections describe the methodology for the evaluation.

2.1 Evaluation Design

The evaluation was designed to assess various aspects of the NL Games program, including the relevance of the program (priorities and objectives), the results and capacities, together with impacts and effects, cost effectiveness and future Games requirements and recommendations.

The evaluation built on the logic model provided by the Department in the Request for Proposal (RFP) and evaluation framework laid out in the proposal setting out the evaluation questions, sources of evidence and method of data collection. The logic model is included in Appendix A.

2.2 Lines of Evidence

There are four main lines of evidence for the evaluation findings:

- 1) Literature review
- 2) Key informant interviews
- 3) Focus groups with community representatives and representatives of PSOs/MSOs
- 4) Online survey

Documentation pertaining to each of these lines of evidence may be found in the appendices.

2.2.1 Literature Review

A review was undertaken to obtain conceptual and empirical background information on **similar Games programs and comparative models**. Information was obtained about Games development and programming, governance, financing, athlete development and excellence, development of coaches, officials and managers, the role of Games in raising awareness of the benefits of physical activity and fitness, and community and regional economic impacts. Final Reports were received from the Recreation and Sport Division covering Games from 2000 to 2006 and were also reviewed.

The results of this review are summarized in the report and the complete literature review with references is included in Appendix B.

2.2.2 Key Informant Interviews

Seventeen (17) key informant interviews were conducted with:

- Staff within the Department of Tourism, Culture and Recreation (n=6)
- Staff within Department of Education (n=1)

- Key stakeholders within the sport system such as Provincial Sport Organizations (PSOs), Multi-Sport Organizations (MSOs), Provincial Recreation Organizations (PROs) (n=5)
- Past host society chairs, corporate sponsor, mayor of community that wishes to host the Games (n=5)

A request was made to a representative of the Department of Health to participate in an interview but was declined. Interviews with program staff of the Recreation and Sport Division were conducted in person. All other interviews were conducted by telephone. Questions posed to these key informants are included in Appendix C. All key informants were provided with these questions in advance of the interview.

2.2.3 Focus Groups

Three in-person regional focus groups and one teleconference regional focus group were conducted. As well, a focus group with PSO volunteers (Presidents and Board members) and another with PSO staff (Executive Directors and Technical Directors) were conducted in St. John's.

Invitations were issued by the liaison staff in the Recreation and Sport Division, to potential focus group participants, using an invitation letter written by the consultant and providing the questions to be asked during the focus group (please see Appendix D). The following table shows the number of invitations that were issued and the number of attendees at each of the focus groups:

Focus Group	Invited	Attended
Corner Brook / Springdale	20	6
Gander / Grand Falls	27	5
St. John's	15	4
Labrador (teleconference)	12	5
PSO/MSO Presidents and Board members	13	6
PSO Executive and Technical Directors	13	11 (9 PSOs)
Total Focus Group Participants:		37

Invitations for the focus group in Corner Brook were extended to participants in Stephenville, Corner Brook and Deer Lake- Pasadena- Steady Brook. Invitations to the focus group in Gander were extended to participants from Lewisport, Bishop's Falls, Botwood and Gander. Invitations to the focus group in St. John's were extended to participants from St. John's, Mount Pearl, Conception Bay South, Harbour Grace / Carbonear and Marystown.

2.2.4 Online Survey

In addition to the interviews and focus groups an online survey of athletes, coaches, managers and officials was conducted. With the assistance of the Recreation and Sport Division liaison, PSOs were asked to identify Games participants from the last three sets of Games. These names were provided to the Division, and an email was then sent by the Division, requesting the participants' permission to disclose their names to the consultant. With this permission, the names were passed along to the consultant who contacted the participants directly.

A link to an online survey comprising 40 questions and taking approximately 15 minutes to complete was sent to each of 78 participants. In all, 69 discrete participants responded, an overall rate of 88%, although a number of participants played multiple roles. The breakdown of respondents and their multiple roles is shown below:

Online Survey Respondents	Number	Percent of total
Coaches	40	62% ¹
Managers	17	26% ²
Athletes	14	22%
Officials	12	18% ³
Total:	83	124%

The results of the response to the survey, based on 68 participants, are presented in Appendix E.

2.3 Approach to Analysis

In preparing the report, all lines of evidence have been synthesized by each main evaluation issue. The evaluation team sought to identify a pattern of findings, or themes, across all lines of evidence for each question. Where a discrepancy was noted, efforts were made to present the diverse findings and seek a rationale for the opposing views/findings.

2.4 Limitations/Challenges

While the response to the survey was heartening with an 88% completion rate, the low response from athletes and the multiple roles played by sport system participants makes it difficult to identify discrete perspectives for the different roles. It might have been possible to limit through the survey design, the ability to identify if a participant was responding only as an athlete, coach, manager or official.

Experience suggests however that when respondents indeed have different roles, they like to share that knowledge and become displeased when they are prevented from doing so by the survey design. This displeasure shows itself in incomplete

¹ Four (4) Coaches were also athletes

² Five (5) Managers were also coaches, one (1) was also an athlete

³ Two (2) Officials were also managers, three (3) were also coaches, one (1) was also an athlete

questionnaires. The trade-off with the approach taken is that most questionnaires were completed in full.

As a result of this, caution should be exercised in interpreting the responses from athletes in particular, given the small numbers.

3.0 Findings

Consistent with the evaluation approach, findings are presented in four areas: literature review, continued relevance (including findings on rationale, goals, relevance to government priorities and the needs of its stakeholders and citizens); results and capacities (including findings on achievement of objectives, impacts and effects); cost effectiveness (examination of current costs and future alternatives), and future Games requirements and recommendations.

3.1 Literature Review

The literature review was undertaken to obtain conceptual and empirical background information on **similar Games programs and comparative models**. Information was obtained about Games development and programming, governance, financing, athlete development and excellence, development of coaches, officials and managers, the role of Games in raising awareness of the benefits of physical activity and fitness, and community and regional economic impacts. Information contained in this section represents a summary of the complete literature review which may be found in Appendix B.

3.1.2 Games Development and Programming

Multi-sport Games in Canada follow a consistent format. The jurisdiction holding the Games initiates a call for Bid Submissions from interested communities, requesting that the community outline its proposed approach to hosting the sports and the Games overall. The length of time in advance of the multi-sport Games that Games are awarded to a community depends on the size of the Games. Once the Games are awarded the Bid Committee in the host community transforms itself into a Host Committee.

Provincial Games are usually awarded closer to the actual event than larger events such as Olympics. Timelines vary from a high of three to five years (British Columbia), three years (Manitoba) to two years in advance (Alberta, Saskatchewan, Manitoba, Ontario and Quebec). Games formats are consistent across jurisdictions reviewed—opening and closing ceremonies, competitions, awards of medals, an athletes' village and cultural events or entertainment for the participants—and the NL Games program follows a format similar to that of other jurisdictions.

While the objective of gender equity is not included in the Games logic model, some background documentation suggested that it is an objective of the Recreation and Sport Division. Athlete representation seems to have met gender equity objectives, but it was found that in at least 3 NL Games less than 10% of the Host Committees included women. For publicly funded sport events consideration should be given to principles of equity and access where possible in the organizing of provincial Games, in line with gender equality objectives.

3.1.3 Games Governance

In the literature review, Games governance falls into three categories. A review of six provinces and two territories found that “Games Councils” have been established for British Columbia and Saskatchewan and these councils operate separately from the sport federation in that jurisdiction. Manitoba and Yukon contract their sport federations to manage their Provincial Games or their involvement in multi-sport Games while Alberta, New Brunswick and Nunavut governments manage their jurisdiction’s Games program and participation in multi-sport Games internally as does Newfoundland and Labrador. Where Games Councils exist they are governed by an agreement with the respective government department responsible for Games.

3.1.4 Games Financing

Provincial Games funding from government ranged from Alberta spending \$2,400,000 for a summer and winter games combined, while the NWT, the smallest population included in the survey, spent \$50,000 for its most recent territorial Summer and Winter Games. The NL Government spends \$400,000 per cycle of summer and Winter Games. Ontario spends \$800,000 per cycle.

The importance of knowledge exchange from one multi-sport Games organizing committee to another is a means to build on experience, to conserve resources and ensure more consistency from one Games to the next especially on financial planning and management issues.

3.1.5 Athlete development and excellence

In contrast to NL’s stated priority on participation, provinces such as Alberta, Ontario and BC have clearly focused their provincial multi-sport Games towards an excellence model. While the core objectives of these provincial Games programs tend to focus on excellence, it is not necessarily to the detriment of celebratory and participatory goals. However these Games are increasingly serving as a stepping stone for Canada Games and national-level sport participation.

Additional objectives in most other provinces include community development with a view to volunteer capacity building and economic impact through sport tourism. Other provinces with provincial Games are also using their Games as a vehicle to improve the level of coaching and thus contribute to sport development overall.

3.1.6 Benefits of Multi-sport Games

Sport facilities and programs are considered to be amongst the premier legacies of hosting Games but long-term operating costs should be fully addressed in the bid and planning stages of hosting. There is a need however to define “legacy” by assessing both physical and human resource capacity such as trained coaches, competent officials and a strong volunteer base. At provincial Games the value of the experience of competing against the province’s best and achieving the NL Games’ goal of participation at the low end of the sport development continuum is evident in the athlete commentary included in Appendix B.

Economic benefits and impacts from hosting Games at a national and provincial level generally include an analysis of job creation, tourism and regional development. The 1999 Corner Brook Canada Winter Games were deemed an economic success not only for the City of Corner Brook but the western region of the province. From the perspective of the business sector, the 1999 event was a success with 89% of businesses surveyed indicating they were positively impacted by the Games. Based on the evidence available on economic impacts and assessments conducted in the Canadian context, it is possible for a community and/or region to garner sizeable short and long-term economic benefits from hosting. Tourism and place marketing can also result in economic benefits if planned well in advance.

The size of the event should determine after-Games reporting expectations and the scope of outcome reports. Economic and social benefits need to be demonstrated using approved methods⁴ [i.e., the Sport Tourism Economic Assessment Model (STEAM)]. The literature suggests thresholds for reporting on grants as follows: **A grant of under \$50,000 for a sport event should report on sport development outcomes only.** Grants between \$50,000 and \$250,000 should report on sport development outcomes and present evidence of community impacts on sport development (increased awareness, participation by the public, increased access by groups that traditionally do not participate in sport) as measured by media coverage, attendance, etc. Recipients of grants over \$250,000 should report on sport development outcomes and community impacts and complete an economic statement according to STEAM, as well as present an analysis of social impacts, including legacies created (physical and human). Guidelines to assist funded recipients to complete outcome reporting should be developed.

As well, the literature cites the importance of developing a clear plan for after-event use of facility and equipment legacies that would diminish any potential conflicts.

Social and cultural benefits have become a core component of hosting sport events of all sizes. As reported from the 1999 Canada Games the legacy of volunteerism in Newfoundland will be strong for many years to come. Volunteer experiences have been reported to enhance community pride and spirit and the hosting experience provided an opportunity to showcase a particular image of their lives framed in their history and culture.

While the majority of major sport event hosts and stakeholders espouse benefits in physical activity participation for the general population, these linkages are rarely measured and anecdotal at best. Even for major sport event hosting, little effort is spent on evaluating such broad fitness and physical activity benefit claims. It should be noted that the impact on physical activity and sport participation is speculated to be through modeling as opposed to actual participation in the multi-sport Games themselves. As data are not collected on the participation levels of athletes in regional play-downs, it is not possible to comment on the numbers who participate in

⁴ STEAM was recommended in the *Strategic Framework for Hosting International Sport Events in Canada*, endorsed by F-P/T Ministers of Sport, 2004

the broader NL Games program, or to conclude one way or the other whether the participation goal is achieved.

3.2 Relevance

Most key informants and focus group respondents indicated a level of familiarity with the Recreation and Sport Strategy for the province, *Active, Health Newfoundland and Labrador*. Given that familiarity, they were able to report that the NL Provincial Games were an effective mechanism for achieving the goals of the *Strategy*, but whether the Games contributed to the goal of increasing physical activity (by getting more inactive people involved in sport) or achieving athletic excellence (by assisting already active people to become more proficient in their chosen sport) was a matter of some dispute. Most indicated that the reason for the lack of certainty was confusion arising from the purpose of the NL Games as described in Departmental documents.

When originally launched in 1974, the NL Games had a distinct “high performance” objective. Provincial Sport Organizations were familiar with this intention and delivered teams to the Games with this outcome in mind. Somewhere around 2000, it was reported that the purpose of the NL Games was changed to “participation”, that is that the Games were to be used as a mechanism to encourage youth who had previously not been involved in sport to try out a sport through the regional try-outs. If they were successful at the regional level, then these youth had the opportunity to attend the NL Games. The thinking behind this approach was that once they had “got a taste of a sport” they might be more inclined to stay involved and thus change their physical activity patterns for the better.

PSO respondents reported that this change to a focus on participation was not communicated to them in a formal manner, although some understood that “all-starism” was being discouraged. Some PSOs reported that they were not able to meet a whole-hearted participation objective because of limitations on funding which prevented them from sending coaches to regional locations where try-outs could be held.

PSOs reported that no consultations had been held with them to discuss the direction of the Games and how the Division might work with the PSOs to deliver a “participation-oriented” event.

3.2.1 Value of NL Games to Communities

The results of the focus groups and key informant interviews indicate that the Provincial Games play a significant role in community life and contribute substantially to the development of the volunteer base through capacity building and to economic development through sport tourism. This is consistent with Goal #5 of the *Strategy*, “Building human resource capacity”.

When one key informant was asked if the Games contribute to community and economic development he noted that *“Absolutely, there is a significant list of legacies from the Provincial Games including friendship, socialization, development of our own coaches, athletes and officials. Tourism is outstanding coming from the movement of people within the*

province. There is a net benefit of legacies, we got new facilities, there were facelifts to existing facilities, the corporate sector got involved in sport and staying involved, sport was greatly promoted. There was an overall enhancement of community pride and spirit and a strengthening of volunteerism, which are all very valuable to us as a community.” This comment was a typical response.

No economic impact assessments had been conducted of a set of Provincial Games. Thus it was not possible to determine the actual monetary impact that Games have on a community, although anecdotal reports suggest that it is substantial. The Canadian Sport Tourism Alliance (CSTA) has a measuring tool endorsed by F-P/T governments⁵ for assessing the impact of sport events on communities which has been used in Canada over the past five years on sport events ranging from provincial Games to Canada Games to World Championships. The Sport Tourism Economic Assessment Model (STEAM) is relatively easy to use and involves collecting actual expenditure and other data from visitors and Games participants.

3.2.2 Value of NL Games to Youth

Survey respondents who identified themselves as athletes observed that they were satisfied with their Games experience (77% - Very Satisfied), that the Games contributed to their development as an athlete (31% - Very much; 46% Somewhat), that they made friends at the Games (92%), that they still maintained their friendships from the Games (83%), and that they got a chance to watch sports other than their own (92%).

Sixty-nine percent (69%) of the respondents who reported that they had participated in the Games as athletes won medals in badminton, tennis, figure skating, swimming, volleyball, beach volleyball, soccer, wrestling and ball hockey.

Sample comments from some of the athlete respondents included:

- *“The games were very well organized and fun to be a part of”* (Attended 2008 Summer Corner Brook)
- *“My experience with the 2008 Summer Games was very positive. The Meals that were provided were of highest quality and Athletes were put #1 on the priority. I would like the sleeping arrangements to be less confining. In swimming where we have Heats in the morning and finals at night there would faster swimming at night if we had more control of the sleeping arrangements. one team per room not two per room. Overall the competition was great and I believe in the games and the spirit of the games.”* (Attended 2008 Summer Corner Brook and 2004 Summer Marystown)
- *“I think that it would be a tragic loss for all athletes if the NL Provincial Games were to cease to exist.”* (Attended 2002 Gander Winter, 2006 Humber Valley Winter and 2008 Corner Brook Summer Games)

⁵ Please see previous footnote (#4)

Key informants and focus group participants reported that the Provincial Games provide an opportunity for youth to visit different parts of the province and meet new people that they might not otherwise have met. Some, who felt that the Games were more focused on the “high performance” end of the sport development spectrum, reported that the regional try-outs and the Games themselves provided an opportunity for talent identification, and that the multi-sport competition provided them with valuable preparation for higher levels of competition.

Others who felt that the Games were more oriented to the “participation” end of the sport development spectrum reported that the Games actually did introduce youth to sports that they may not otherwise have tried and as a result, engaged them sufficiently to maintain the youths’ long-term involvement. Examples were cited of athletes who had tried out for their chosen sport, not been selected, and as a result tried out for another sport with which they were not familiar. They had then attended the Games in this new sport, and may have as a result, stayed involved in the new sport. Nevertheless, these athletes were already involved in sport.

However, few actually believed that the Tim Hortons’ line-up (that is, youth who had previously not been involved in sports) were recruited to attend the Games and that most who went to the Games had been involved to some degree in sport prior to attending the Games. Examples were offered of regional try-outs where youth not previously involved in the sport would not participate in a try out because *“they knew who the good [sport] players were and they knew they wouldn’t get picked”*.

It appears that even though there has been an objective of participation for these Games for the past eight or nine years, this objective has not been achieved. This is either because the message that the Games’ focus had changed to participation was never formally delivered to the PSOs, or because the format of regional try-outs where youths compete against one another for positions on regional teams, and the Games’ format where regions compete against one another for a medal, is inherently antithetical to the concept of participation.

3.2.3 Value of NL Games to Review Participants

The overwhelming message from review participants was that the Games should not be cancelled but should be retained “and fixed”. Key issues identified by review participants included the following:

1. *Clarify the purpose of the Games:* Rather than attempt to position the Games as either “participation” or “high performance” several respondents suggested that the Games should be positioned within the long-term athlete development model (Canadian Sport for Life - CS4L/LTAD). As each sport has a sport-specific CS4L/LTAD it would serve to reinforce the implementation of the CS4L/LTAD within the province if the Games were positioned at a certain stage for all sports. It would clearly have an impact on the age level of participants, as different sports have positioned their age groups differently, but at least all would be focusing on delivering sport opportunities for a certain level of performance.

2. *Change the delivery method:* Respondents were clear that the current delivery method where a Division Games consultant works with the Host Committee to deliver the Games is not efficient. In addition to the Games consultant, many more Division staff are involved in Games delivery including logistics, transportation of athletes to the Games and registration—some tasks that could be undertaken by the Host Committee. Most identified the need to transfer the delivery of the Games to a non-governmental organization (NGO), either Sport Newfoundland and Labrador (Sport NL) or a Games Council (new entity) with Sport NL, Recreation NL, School Sport NL and PSOs represented on the Board.
3. *Amend the time-frame for decisions about Games:* Recognizing the exigencies of political decision-making, both PSOs and community representatives identified the need for decisions to be made about the location of the Games between 18 months and two years in advance of the event. This would then allow for appropriate selection and training of teams by PSOs as well as volunteer recruitment and training, planning and fund-raising to take place in the community.
4. *Measure impact of the Games and consider funding levels:* With the information available it was not possible to determine the economic impact that the Games have had on communities. Key informants and focus group participants from communities were however, certain that the impact was positive and significant. It is possible to measure the economic impact of a sport event and this mechanism should be used. After that information has been obtained, consideration should be given to the level of funding currently assigned to the Games.
5. *Review regional boundaries and requirements:* With the population shift to the Avalon Peninsula in general and the area around St. John's in particular, the existing regional boundaries and the requirement to participate in five regions, make it difficult if not impossible for some sports to be part of the Games. Consideration should be given to a review of regional boundaries, or a re-assessment of the requirement to have representation in five regions, to permit more sports to participate and therefore expose Newfoundlanders and Labradorians to more sports that may engage their own participation.
6. *Reach out to Health, Education and the Rural Secretariat:* A number of key informants commented on the contribution that hosting NL Games makes to community capacity building—yet capacity building is not a stated purpose of the Games. One of the purposes of the Rural Secretariat is citizen engagement. Sport participation engages citizens, whether in the actual participation, organization or delivery of sport. Delivering Provincial Games engages citizens, yet there is little evidence that the Division reaches out to the Rural Secretariat in the delivery of the Games. Likewise, a representative of the Department of Health declined to be interviewed for this review, because it was noted, she was unable to comment on the Games as she had no involvement. Finally, although Education participated in the review, comments suggested that there is room for further engagement to the benefit of the Games and sport delivery.

These issues are each described in greater detail below.

3.3 Results and Capacities

3.3.1 Purpose of the Games

Although the described purpose of the NL Games at present is “participation”, the evidence that the Games actually engage the Tim Horton’s line-up is scant. In theory, during regional try-outs, youths who previously had not been involved in a sport might try out for a team to go to the NL Games. In this way they would become attracted to the sport and after their Games experience, stay involved. Unfortunately, there are no data available to show the numbers who attend regional try-outs and therefore to support or refute the validity of this claim.

Discussions with the PSOs who deliver the regional tryouts suggest that there are economic and competitive barriers to participation in the regional tryouts as discussed earlier. The results of the survey also present a different picture.

Registration: Who goes to the NL Games?

The data showed that the athletes who responded to the survey were mostly experienced in their sport. Only 14% of the athletes who responded to the survey had been involved in the sport they played at the Games for 0-1 years. Almost a third (29%) had been involved for 4 - 5 years and a further third (29%) had been involved for 10+ years. Seventy-one percent (71%) of athlete survey respondents had attended a provincial championship in their sport in the same year as the Games. Seventy percent (70%) of those had attended a championships organized by their provincial sport association whereas the others had attended a championships organized by their high school or both their high school and their PSO. Seventy percent (70%) had attended a provincial championship in the same year as the Games twice or more.

Fewer had attended championships outside the province: 35% of athlete respondents indicated that they had attended a championship in their sport outside the province in the same year as the NL Games. These tended to be the athletes who had been involved in their sport four years or more. However, this seemed not to be the norm as most indicated that they had only participated once in a championship outside the province in the same year as the NL Games.

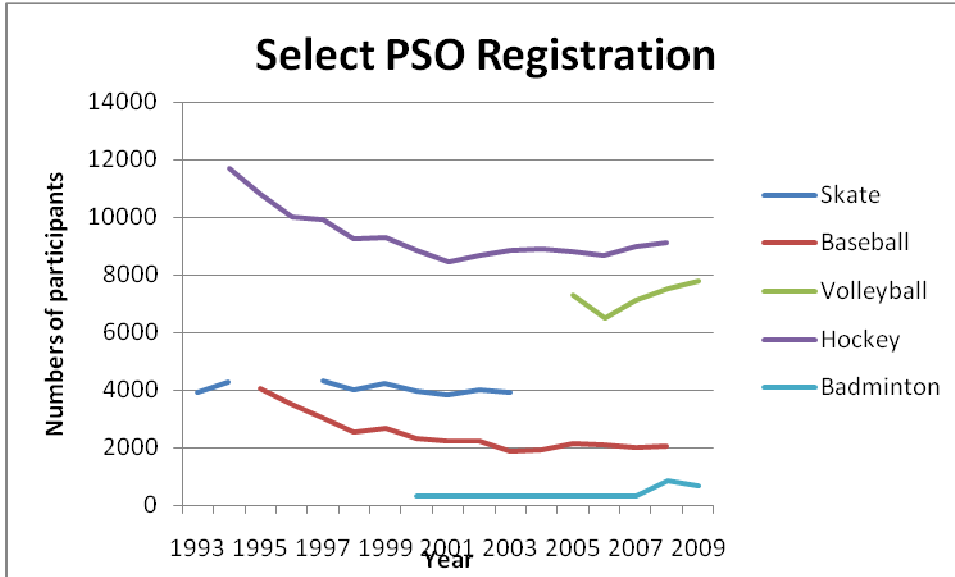
Regional playdowns were the vehicle for selecting athletes to attend the Games in just over half the cases who responded to the survey. Over half (57%) indicated that they had participated in regional playdowns. Of these, 38% indicated that they remained involved in their sport even if they were not selected to attend the NL Games. The majority of these played another role, either as coach or official and went to another set of Games in that new role.

Is interest in the NL Games declining?

Concluding that participation in the Games is declining as evidence of a lack of interest in the Games may not be valid. Newfoundland and Labrador is faced with a

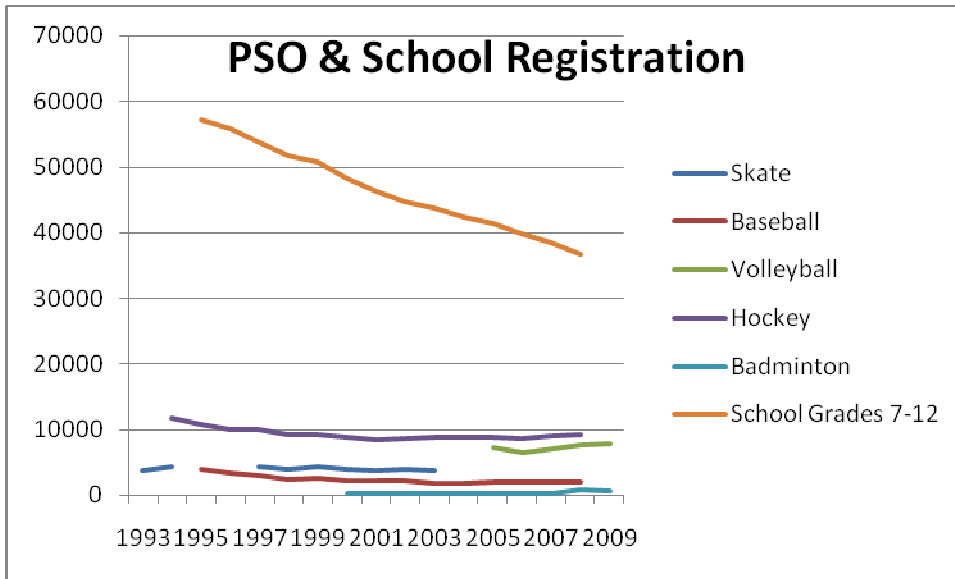
significant drop in school-aged population, with a 36% decrease in the Grades 7 to 4th year of high school in the past 15 years (1994-2008). In fact, the overall school enrollment has dropped 54% since the Games were first delivered in 1974. But available PSO data shows an overall PSO registration decline of only 7%.

PSOs were asked to provide registration numbers over the past 15 years. Five PSOs were able to provide a sampling of registration numbers to demonstrate the extent to which the provincial population decline has affected PSO registration. These numbers are shown in the chart below.



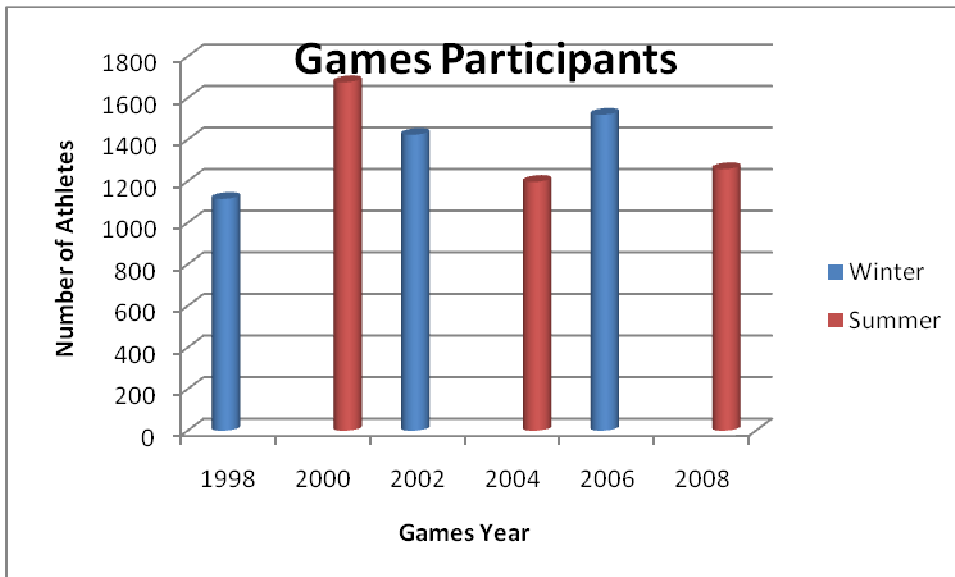
While hockey shows a 36% decline in participation, and baseball declined in the 1990s, other sports have remained relatively stable or even increased slightly—for an overall decline across these five sports of just over 7%.

Of course, the picture may indeed look different if all data were available and if all the sports had reported. But what is interesting is how the sport participation numbers look when compared with school registration numbers for the Grades 7 to 4th year of high school are compared as shown in the chart below:



Compared with school registration, PSO registration looks relatively stable. One might conclude that the percent of the school age youth population participating in sport is actually increasing, because technically, it should be declining at the same rate as the school population is declining, but is not.

Games participation numbers show a slight decline in Summer Games registration, but an increase in the number of Winter Games participants over the same time period, as below:



However, the overall number of participants in the decade covered by the available data show slightly more athletes participating in Summer Games (n = 4,131) than Winter Games (n = 4,058). It is therefore not fair to argue that athletes' interest in the NL Games is waning.

An alternative explanation for why more sports do not apply to participate in the Games is that the requirement to be present in five regions of the province precludes a number of sports from considering application. And a review of why sports are not present in five regions may be related to the interest of athletes but may also be related to the capacity of the sport organizations to provide coaching and organizational infrastructure support in all eight regions. Many PSOs are still fully volunteer meaning that whatever work gets done to support sport delivery in their particular sport gets done after regular work hours and on weekends. This may also explain the delays experienced in response to the requests for sport technical packages coming from the Host Committee and Division. Over-worked volunteers are challenged sometimes to respond to these requests in a timely manner.

Taking into consideration the information about the numbers of participants and their experience level, it might be concluded that the NL Games are being used as a sport development vehicle as opposed to a mechanism to engage previously inactive youth in sport. This view is supported further by responses to the survey.

Of 66 athletes, coaches, managers and officials who responded to this question over 92% rated the competitive experience as either somewhat challenging (62%) or extremely challenging (30%). This is in contrast to their rating of their provincial championships (either high school or PSO) which were rated by 78% as somewhat challenging (52%) or extremely challenging (26%). In fact more (51%) respondents (athletes, coaches, managers and officials) responded negatively to the statement “The NL Games competition duplicate my sport’s/my high school’s provincial championships”, than showed agreement (39%). This last finding was in contrast to the observations from a number of focus group participants that the NL Games are just another tournament that sometimes conflicts with their championships.

Clarifying the Purpose of the NL Games

In light of the fact that most review participants perceive the NL Games as a mechanism for sport development, and given the Long-Term Athlete Development model, it would appear to be a more effective use of resources to assign the NL Games to the “excellence” goal of the *Active Healthy Newfoundland and Labrador* strategy (Goal #4). An additional purpose, in light of the reported significant contribution that Games make to volunteer capacity building and community development could be “building human resources capacity” (Goal #5).

Most key informants and focus group participants reported that the NL Games should be positioned at the Learn to Train and/or the Train to Train stages of the CS4L/LTAD. The Games would be one step below the Canada Games which would fall into the Training to Compete stage. A number of respondents were willing to consider how it might be possible to encompass their provincial championships inside the NL Games.

Positioning NL Games at the Learn to Train or Train to Train stage gives recognition to the fact that the province currently has few facilities that meet competition standard and suggests that the NL Games will never be a high performance event. For example,

only five out of 150 high school gyms in the province meet the standard height requirements for Volleyball (FIVA) or Basketball (FIBA)⁶. However, by providing opportunities for youth to compete with the best in the province, whether or not they also compete in their provincial or high school championships, the taste for higher level competition and progress toward better overall results for the province is instilled.

To engage more youth in sport, support needs to be provided to the PSOs to undertake outreach to attract more people to their sports in more regions of the province, to develop coaches and provide guidance and support to those coaches.

The Regional Games were reported to be quite successful in terms of attracting youth. This observation was based on the number of grant applications that had been received to stage Regional Games. There did not appear to be any data gathered on the numbers who participated in the Regional Games or of those who participated, whether they had previous involvement in sport or were previously inactive.

Given the size of the challenge to get more youth active, and the reported success of the Regional Games, these Games should be assigned the role of “participation recruitment”. Sport NL and Recreation NL could be engaged to enhance the effectiveness of the Regional Games, to measure its impact and to support their continued delivery. PSOs have been approached by some communities for advice on the Regional Games. Support could be provided to PSOs to assist communities who ask for advice on different approaches to sport delivery at the Regional Games. At present, PSOs are pressed to be able to respond to these requests. A most important task in connection with the Regional Games should be to measure the Games’ effectiveness by surveying participants and learning who indeed is participating.

Finally PSOs should be supported to a greater extent to deliver regional try-outs for the Provincial Games and resourced to send coaches to the regions where they could introduce their sports, engage youth, provide training programs, identify talent and develop athletes and coaches. This would have the effect of “building the base” on which an excellence platform could be built and at the same time getting more youth involved in sport which may lead to higher levels of performance but could also lead to Active for Life (the last stage of the CS4L/LTAD).

3.3.2 Delivery Model

There was agreement amongst key informants and focus group participants that the current delivery model is not the most effective. It was observed that the role of government should be policy and direction setting and that program delivery could easily be transferred to an NGO that could deliver the NL Games consistent with policy direction from government. This is consistent with the *Active, Healthy NL Strategy*.

⁶ FIVA is the International Federation for Volleyball and FIBA is the International Federation for Basketball

Significant benefits were perceived to having the NL Games delivered by a sector organization:

- An NGO in the sport sector would be physically close to PSOs, that would permit quick problem solving and foster better communications
- PSOs could take on the role of sport scheduling during the NL Games and the sports' needs would be better met
- PSOs could be responsible for setting age groups and determining eligibility
- A system could be developed to manage appeals that would keep the Division and the government from being involved
- The planning horizon could be extended, thus permitting communities to be better prepared to host, athletes and coaches to be better prepared to compete and PSOs better prepared to deliver their competitions
- Technology could be used to best advantage including an ongoing website, online registration and real-time results
- Greater potential for attracting sponsorship dollars, and opportunities for promotion of the Games and of sport in general
- Efficiencies in delivery that were realised could result in moneys going back to PSOs for coach training; coach training sessions could be held at the NL Games.

Most importantly, PSOs could be involved in the decision-making around the delivery of the NL Games. As one observer put it: *“The lack of engagement of the sport sector by government in decision-making around the Provincial Games has lead to apathy about the Games. By [transferring the Games to an NGO who could then be more]... inclusive would be a great opportunity to make the Games more meaningful and relevant to the sport sector.”*

Most key informants and focus group participants identified Sport NL as the likely organization to deliver the NL Games on behalf of the sport sector.

Another option that was discussed and elaborated in the Literature Review includes a Games Council similar to that found in British Columbia or Saskatchewan. A Games Council in NL would be a new NGO that would be formed with a Board of Directors perhaps representing various aspects of the sport sector and various regions of the province. As examples, BC Games Society's Board has regional representatives as well as representatives from the disability sport community and the provincial government. Saskatchewan's Games Council Board comprises a Ministry appointed chair, a Ministry representative, representatives of the sport federation (Sask Sport Inc.), the high school athletic association, regional representatives and members at large.

A further option could involve Sport NL having responsibility for NL Games delivery, but advised by an Advisory Council comprised of representatives from School Sport NL, Recreation NL and representatives of the PSOs.

Each of these options has positive and negative features. The Department will need to decide on what criteria it should base the decision on the direction it chooses.

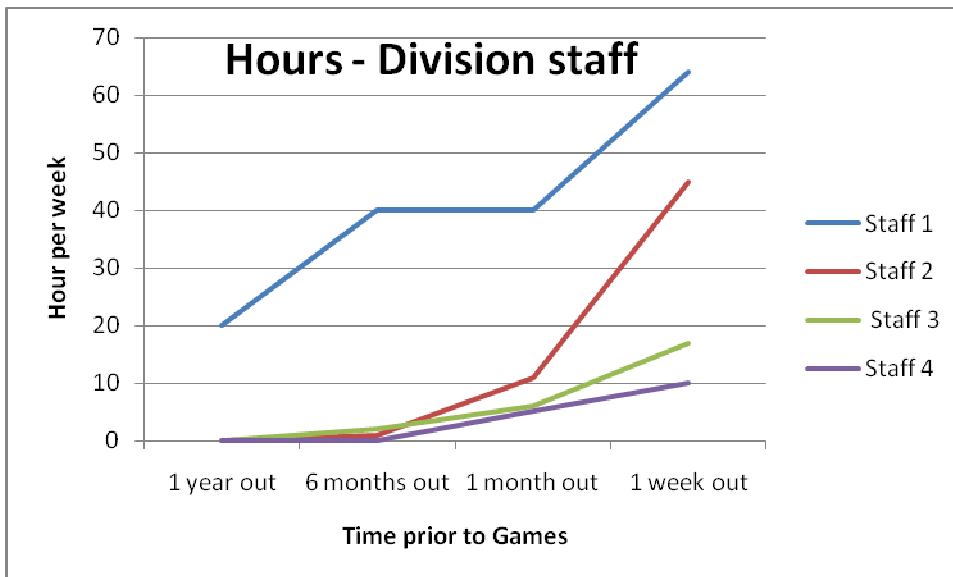
Almost all key informants and focus group participants agreed, however, that whatever NGO took responsibility for the NL Games would need a staff position in the form of a Games Consultant to support delivery. If a position of Games Consultant was created within an NGO in the sport sector, consideration should also be given to assigning responsibility for delivery of Team NL to the Canada Games, and Regional Games support, to that position. The Games Consultant could also work with Division Regional Recreation Consultants to make Regional Games and Regional Try-outs for Provincial Games more effective.

The process of forming a Host Committee (usually building on the Bid Committee), assigning responsibilities to volunteer chairs of sub-committees and communicating with the public, the venue managers and the PSOs is supported by the Games Consultant within the Division. Those who commented on the support provided by the Division were complementary, however, there were questions raised about the value of having some of the tasks completed by Department staff.

In particular, questions were raised about the registration process which was seen as duplicating the systems operated by the PSOs. An online system was developed by the Department for the 2008 NL Games that had a number of technical difficulties, causing those involved to affirm that the next set of Games would result in a return to a paper-based system. However, other provinces have online registration systems that are operated by the Host Committees, and surely would be willing to share their software with another province.

As well, although again there was positive feedback for the Division staff, questions were raised about why staff would be involved in organizing transportation for athletes and for equipment. Such logistics could be managed through contract with a bussing company, and the involvement of Division staff was a questionable use of valuable resource.

As part of this review, Division staff were asked to report on the amount of time that they spent on preparation for the Games up to a year in advance of each event. The results are shown in the chart below.



This level of time commitment is inconsistent with a role focused on policy and program development. There was an expressed need especially in the regional focus groups for a Games Operations Manual for Host Communities. A focus on the development of this manual might be a better use of staff time than recruiting Games participants and organizing transportation. Both BC and Ontario have an operational manual for provincial Games—BC developed the manual and Ontario purchased and adapted it to the Ontario setting. A similar approach could be taken in NL.

3.3.3 Communities and Carrying Capacity

Presently, the size of the Games limits the number of communities that can host the Provincial Games. This fact is recognized and accepted by most key informants and focus group participants. Communities must be able to accommodate up to 750 participants at one time, including up to 40 technical officials who must be accommodated in hotels or beds and breakfasts. And of course they must accommodate playing spaces for the sport events to be held at the Games. More details as to host community requirements are covered in the *Bid Requirements and Application Guide* distributed to communities by the Division.

Having agreed that not all communities can host, and also that it would not be beneficial to hold the Games always in one community, focus group participants proposed that “regional hubs” be identified. That is, that certain municipalities around the province, located to represent each region, would be identified as the potential host for the NL Provincial Games. Once identified, those communities could be the recipient of government financial support, over time, to develop their sport infrastructure to competition standard.

Discussion produced the possibility of up to 10 regional hubs that could host the Games. A system of rotation amongst host communities could be developed, requirements for engaging the other communities in the hubs’ regions could be specified by policy set by the Division, and the Games rotated amongst regional hubs

on a predictable basis. This predictability would meet the needs of communities to know and be able to plan for hosting a big event such as the NL Games. It would also meet the needs of sports in terms of knowing when and where Games were to be held, so that support could be provided to those communities to develop coaches, officials and other human resources sport infrastructure, and thereby provide more opportunities for youth to participate in sport.

Deciding which communities would be the sites of the Games in each region could be determined by a bidding process or communities within a region could be invited to participate in a discussion about which community was best positioned to be the hub.

3.4 Effectiveness

3.4.1 Time-frame for decisions about Games

Respondents reported that from their perspective, the NL Games should be awarded approximately two years in advance of the event or at the very minimum, 18 months out. The present timelines do not permit communities to plan effectively to host or to prepare to receive the athletes and stage competitions.

It was noted in interviews that PSOs are sometimes slow to respond to requests for information either from the Division or the Host Committee. PSO representatives noted that this reflects the lack of capacity within their organizations—as noted some rely totally on volunteers—as well as ongoing uncertainty about continuation of the Games. Combined with very short time frames for responding to requests for interest to participate in the Games, it makes for not very positive relationships between the PSOs and the Division and moves any such requests down the list of priorities.

As one observer noted: *“Since 1996, when I first became involved in provincial sports..., the rumour mill has been rampant with talk of the government pulling the plug on the NL Games - at least in sport circles. Government's apparent lack of long term planning/consideration for sport governing bodies and host communities (which may or may not boil down to poor communication) has done little to inspire long term confidence in anyone associated with the Games.”*

“Little wonder there seems to be declining interest: there are so many "to dos" on everyone's list - govt staff, PSOs, coaches, athletes, host committees - from the time the Games are announced at the last minute to the time they take place there's just no time to get excited first. This is sad, because the Games could be so much more. There's nothing like professional marketing, followed up with a well run event, to generate excitement - the Sport NL Hall of Fame and Annual Awards rejuvenation in the past 3 years is a case in point. If long term planning allowed for professional marketing a full year before the Games... people could be encouraged to get active and excited about try-outs at the beginning of the next season.”

In other jurisdictions with provincial Games programs, applications by PSOs to have their sport included in a set of Games takes place for a quadrennial, well in advance of the community bidding process. Two sets of Games—summer and winter—are usually involved in the same set of bid guidelines and these are sent out to communities at least three years in advance of the first set of Games, specifying the sports that will

participate in Games. The Recreation and Sport Division also sends out Bid Guidelines for both Summer and Winter Games together, but does not specify what sports will be included.

Games are awarded in other jurisdictions to communities no less than two years in advance—timelines vary from a high of three to five years (British Columbia), three years (Manitoba) to two years in advance (Alberta, Saskatchewan, Manitoba, Ontario and Quebec). In this way, communities know what sports they are expected to provide venues for and can plan accordingly. Bid submission preparation can take place in sufficient time to plan inside the community and line up corporate sponsorship and volunteers.

3.4.2 Impact of the NL Games and funding levels

At present, the Department provides a grant of \$200,000 to the Host Committee to off-set the costs of the Games. These funds are then used as a base to attract additional revenue from corporate sponsors and federal government sources such as the Atlantic Canada Opportunities Agency. The Department also covers the cost of transportation of the athletes—a cost that amounts to approximately \$160,000. Over 60% of these funds are spent to bring the Labrador contingent to the Island for the events, as air travel is involved.

Most key informants and focus group participants reported that from their standpoint, the NL Games were cost-effective. A review of the last five sets of NL Games shows a mixed picture in terms of costs—there are unfortunately large gaps in the Winter Games information where obtaining accurate post-Games reports from Host Committees was reported to have been a challenge for the Division.

Host Committees build on the government grant of \$200,000 to generate additional revenues and the expenses for NL Games. Overall expenses for Games from 2000 - 2008 (including the grant) are shown in the table below:

Finances (Expenses) of NL Provincial Games 2000 - 2008												
	Winter	Surplus	Participants	Per participant	% gov't grant	Summer	Surplus	% Surplus	Participants	Per participant	% gov't grant	Notes
2008 Corner Brook						\$388,383	\$92,522	24%	1258	\$309	51%	
2006 Humber Valley			1,520									Unavailable
2004 Marystown						\$613,773	\$34,332	6%	1197	\$513	33%	
2002 Gander	\$608,000	\$0	1,423	\$427	33%							Balanced budget projected - no financial report available
2000 Mount Pearl						\$790,166	\$117,807	15%	1676	\$471	25%	

In reviewing these data, interestingly, while the trend of the overall size of the Summer Games appears to be decreasing, the size and proportion of the surplus has increased. As well, the proportion of overall expenses funded by the government grant appears to be increasing. It is difficult to comment on any other trends in these data, except to observe that the per participant expenses appear to be shrinking in the Summer Games along with the number of participants. This did not seem however to have an impact on the views of the participants about the Games, however, based on the survey.

Over two-thirds of athletes who attended the 2008 Corner Brook Games reported that they were very satisfied with their Games experience with one third reporting that they were somewhat satisfied. Seventy-five percent (75%) of coaches, managers and officials indicated that they were very satisfied with the 2008 Corner Brook Games, with a further 22% indicating they were somewhat satisfied. Eighty-two percent (82%) of coaches, managers and officials were very satisfied with their 2006 Humber Valley Games experience and 18% were somewhat satisfied. Further analysis of the survey data is not possible based on available information.

All athletes who attended the 2008 Corner Brook Games indicated that they were either very satisfied (56%) or somewhat satisfied (44%) with the entertainment offered. This is in contrast to the 2006 Humber Valley Games where the only two athletes to respond indicating that they were “somewhat satisfied”.

Eighty seven percent (87%) of coaches, managers and officials were either very satisfied (46%) or somewhat satisfied (41%) with the entertainment at the 2008 Corner Brook Games. All of the coaches, managers and officials indicated that they were either very satisfied (53%) or somewhat satisfied (47%) with the entertainment at the 2006 Humber Valley Games.

No economic impact studies done on the NL Games were made available to the consultants. Given the significant economic impact reported by key informants and focus group participants, it would seem advisable to measure the economic impact of a Games event. As mentioned CSTA delivers the Sport Tourism Economic Assessment Model (STEAM)⁷ using data gathered directly from Games participants and visitors. It calculates the combined spending of the operations, capital and visitors, and the total potential economic activity in the province. It also determines the average wages and numbers of jobs created by the event. As well, it calculates the taxes raised for the municipal, provincial and federal governments. Implementing STEAM at the next set of Games would provide valuable information on which to base future investment decisions.

Key informants and both regional and PSO focus group participants noted that the grant to the Games from the government has not changed since the early 2000s. Based on the analysis shown in the table above, it would seem that the current arrangement is working well, and meeting the satisfaction of the participants. An even larger grant would mean that the grant would take up a greater proportion of the operating costs of the Games, a situation that would not appear to be desirable. However, in the absence of the economic impact data, it is difficult to conclude whether or not the grant should be increased at this time.

3.5 Future Games Requirements

3.5.1 Regional Boundaries

At present, sports must be able to field teams in five out of eight regions in the province to be eligible to participate in the Games. Different PSOs have regional boundaries that differ from one another and in many cases from the government’s regional boundaries.

It was reported in focus groups that the distances that athletes need to travel to participate in the regional try-outs can make attending the try-outs an expensive proposition—one team of 12 athletes could spend up to \$2500 (total) to get to a regional play-down.

⁷ Please see footnotes #4 & 5

A number of key informants and the focus group participants reported that some sports such as rowing or rugby will never be able to participate in the NL Games because of the minimum five region representation restriction. Some respondents suggested that if the five regions requirement is to be maintained, then at least allow demonstration sports to be shown at Games held in a variety of locations, so that interest in those sports could be generated in other areas of the province and thereby grow the sports.

Alternatively, the Division may wish to combine some regions, provide more financial support to PSOs to stage regional try-outs, to off-set the costs of participation and travel, and reduce the requirement for representation from five regions to four or three.

3.5.2 Reach out to Health, Education and Rural Secretariat

As has been noted, one of the purposes of the Rural Secretariat is citizen engagement. Research supported that sport participation engages citizens, whether in the actual participation, organization or delivery of sport. And as acknowledged by other provinces, delivering Provincial Games engages citizens, yet the engagement of the Rural Secretariat by the Division around the delivery of the Games did not appear to be strong.

The Games provide an opportunity for participants to be physically active through sport as well as a means for the Host Committee to demonstrate healthy eating through the menus provided at Games. One key informant connected with the 2008 Games in Corner Brook described how their Host Committee had committed to providing a healthy menu of pastas, whole grains, wraps, sandwiches with fresh chicken, salads, fruits and vegetables, in contrast to earlier Games whose menus focused primarily on hot dogs, hamburgers and French fries. There is an opportunity to take advantage of the nutritional knowledge within the Department of Health and incorporate guidelines for healthy eating in a Games Operational Manual.

The recent *Active Healthy Kids Canada Report Card*⁸ underlines the connection between physical activity and academic performance “*children who are more physically active are also more academically fit, resulting in better scores in math and reading, higher grades, greater perceptual skill and overall academic readiness.*” With this type of documented support, the Division could engage the Department of Education to support further involvement in the NL Games.

⁸ <http://activehealthykids.ca/ecms.ashx/Resources/AHKC2009-Mattearticle-ActiveKidsScoreHigher.pdf>

4.0 Conclusions and Recommendations

Based on the results of the literature review, key informant interviews, focus groups and survey, the overall conclusion is that the NL Provincial Games are too valuable to the people of the province and to the communities to be cancelled. The Games fit the *Strategy* to the extent that they currently satisfy at least one of the Goals (#5 - building human resources capacity) and could satisfy a second Goal (#4 - reaching our potential through enhanced excellence) if positioned at the lower end of the sport development stages of the CS4L/LTAD—either Learn to Train or Train to Train.

The activities and operations are outputs consistent with the program’s mandate and plausibly linked to its goals and its other intended results based on the logic model and the results of the literature review, which shows a similar model of Games. At present, the NL Games provide opportunities for the development of excellence in sport albeit at the lower end of the sport development continuum as well as significant social and economic development of host communities. It is not apparent from the available data that the Games are serving to promote physical activity and recreation opportunities.

Communities can successfully plan and carry out NL Games under the current model provided that the population of the communities selected is large enough to provide the volunteers required to stage the Games; the facilities to host the sports included in the Games; and have sufficient advance notice of hosting.

Significant benefits—athlete and coach development, volunteer capacity building, facility infrastructure support, economic and community development—accrue to participants and communities from hosting the NL Games. There are few unintended outcomes. The only participants’ needs that are not being met by the program are those of the communities and provincial sport organizations who have to scramble to prepare to host/select and train teams, when decisions are made about the host community less than two years in advance of the Games.

The NL Games at present are not consistent with sport organizations’ sport development models, because of the purported focus on “participation” as opposed to “high performance”. If re-positioned at Learn to Train and/or Train to Train stages of the CS4L/LTAD, the Games can complement the sport organizations’ programs and eliminate duplication. If the Regional Games were positioned at the Learning to Train stage of the CS4L/LTAD, they too would be complementary to the NL Games. There are no federal government programs with which the Games are related.

Based on available data, the NL Games program is cost-effective, to the extent that the \$200,000 grant to communities and the \$160,000 transportation costs are well used. However, the manner of delivery is not the best use of highly skilled government employees whose time could be better spent on policy and program development as opposed to program delivery. A more efficient delivery mechanism is likely through a not-for-profit organization within the sport sector, either Sport NL or a stand-alone Games Council.

With appropriate implementation of recommendations, the Provincial Games can be re-structured into an effective mechanism to achieve:

- Better sport development—through broader support to coach training resulting in more youth being introduced to sports and offered training to develop their skills
- Regional development through support to communities to develop their sport infrastructure and volunteer capacity
- Sport sector development through the devolution of the program delivery responsibilities from the provincial government to either Sport NL or a newly-created Games Council, and through enhanced support to PSOs
- Better promotion of the Games by using technology more effectively and through the potential to attract corporate sponsors and thereby additional corporate support.

A final caveat should be added. As noted, significant benefits could accrue to all parties to the Games (provincial government, hosting community, provincial sport organizations, participants, sport sector overall) if these recommendations are implemented. However, successful implementation is contingent upon a whole-hearted commitment by all parties to work together for the success of the Games and for sport development overall in Newfoundland and Labrador.

At present, there appear to be challenges with communication and collaboration between the provincial sport organizations and the government about the Games as reflected by some of the comments made during the review. Both PSOs and the sport sector in general on the one hand and the government on the other will need to move beyond these past unpleasant experiences and look to the future. If this commitment to future success is not made by all parties involved, and reflected in acceptance of responsibility for future success by the different parties then there is little purpose in proceeding with these recommendations.

A mechanism to achieve this success could begin with a workshop where the results of this review are shared and discussion on implementation steps takes place. This should be followed by ongoing meetings, the transfer to or establishment of an NGO responsible for Games delivery and a commitment to work towards implementation in time for the 2012 Summer and 2014 Winter NL Games.

4.1 Recommendations

Before presenting recommendations based on the findings, consideration should be given to all options. If the NL Games were to be cancelled, what could the money be used for in the alternative? It is possible that in partnership with a recreation or sport system organization such as Recreation NL, Sport NL or School Sport NL a new program(s) could be developed with \$360,000 (the value of the grant to Games' hosting communities—\$200,000—plus the cost to transport participants to the Games--

\$160,000). Given current departmental resourcing it is inconceivable that a program(s) could be delivered without a partnership with a sector organization.

The focus of any such program(s) must be consistent with the *Active, Healthy NL Strategy*—either to enhance physical activity and sport participation or to support PSOs to better deliver on an excellence mandate. It is not known how these funds could be levered, in the same way that the funds are currently levered to deliver the Games (from double the grant to quadruple the grant). Nor is it known if such program(s) would engage as many participants all through one event, provide as much of a capacity building opportunity within the sport sector and within communities or have the same economic impact that the Games are reported to have.

When asked “Do you think it’s worthwhile for the government to continue to fund this program?” 15 of 17 (88%) key informants said “yes” (“*absolutely*” “*without a doubt*” “*definitely*”), as did 100% of survey respondents. Within the key informants, only one respondent indicated “no”, while one other felt that as an organization, they could “*do just as good a job*”. Focus group participants also felt it was worthwhile for the government to continue the Games program.

In light of such strong evidence, as well as all the other benefits identified in interviews and focus groups as described in this report, it is recommended that the NL Games continue.

A renewed Games model would support sport development in the CS4L/LTAD Learn to Train or Train to Train stages, and would require government and the sport sector to work collaboratively to establish this new model. In the absence of such a shift in philosophy and delivery of the Games other options will have to be considered including the cancellation of the Games; as in their current form they are neither effectively delivered nor effectively supporting sport development.

Based on the conclusions in Section 4.0, it is recommended that the Recreation and Sport Division:

1. Make a firm commitment to continue the Provincial Games and act accordingly. Publish a policy manual clarifying the Games’ purpose and the Government’s commitment to the Games and its position within the *Active Healthy NL Strategy* and provide a copy of the policy to each PSO/MSO.
 - a. Establish the Games’ purpose as two-fold:
 - i. Contributing to sport development by positioning at the Learn to Train and / or Training to Train stages of the CS4L/LTAD
 - ii. Contributing to community development through economic impact and human resource (volunteer) capacity building
 - b. Consider adding an objective of equity and access and apply this to the organization of the NL Games.

2. Transfer the delivery of the program to a sport sector non-governmental organization (NGO).
 - a. Taking into account the findings of the Organizational Review recently completed, and other criteria, determine if the NL Games program should be transferred to Sport NL or to a newly formed Games Council with representation from Sport NL, Recreation NL, School Sport NL and PSOs
 - b. Consider transferring the programs “Team NL to the Canada Games” and “Regional Games” to the NGO as well, but stage the transfer over a period of time likely after the 2011 Canada Games
 - c. Provide sufficient resources and capacity to the NGO to ensure the successful implementation of the renewed NL Games program (i.e., a Games Coordinator)
 - d. Develop a contract with the NGO comprising measurable deliverables including measurements of community, sport and economic impact of the Games
 - e. Provide advice and support to Sport NL/Games Council so as to permit them to succeed over the first few years of their responsibility for the Games program delivery.
3. Maintain the Games on the same cycle—alternating Summer and Winter every two years
4. Engage in a meaningful dialogue with PSOs and work in partnership with PSOs:
 - a. To help PSOs understand the rationale to position the Games at the Learn to Train or Training to Train stages and to transition to this, and to support them in implementation of CS4L/LTAD
 - b. To set age limits according to their sport specific CS4L/LTAD model and to assist them in working with their NSO to identify the age groups, if not already confirmed
 - c. To set regional boundaries that satisfy government priorities (according to policies) and that also permit more sports to apply to participate in the Games
 - d. To hold provincial Championships in the appropriate age group inside the Games
 - e. To develop capacity to delivery regional try-outs, to send resource people to regions to develop their sports, to identify talent and to provide training programs

5. Obtain financial information from the 2002 and 2006 Winter Games, and conduct STEAM on the next set of Games to establish their community and economic impact. Analyse the results to determine if Government funding to the Games is enough to meet the needs of the Host Committees.
 - a. Undertake a partnership with the Canadian Sport Tourism Alliance to conduct the STEAM on the Games.
6. Develop outcome reporting guidelines for Games Host Committees to report on sport development outcomes and community impacts and complete an economic statement according to STEAM, as well as present an analysis of social impacts, including physical and human legacies created.
 - a. Require host communities to develop a legacy plan for disposal of assets (equipment) and ongoing use of facilities well in advance of the Games, to avoid subsequent conflicts
7. Evaluate the effectiveness of the Regional Games by collecting data on the number and characteristics of participants. Likewise, collect similar participation data from the regional play-downs for the NL Games.
8. Strengthen connections with other Departments whose objectives are met by the Provincial Games, specifically the Rural Secretariat (community development), Education (improved academics through sport participation) and Health (physical activity through sport and healthy eating at the Games).

5.0 Implementation Plan Outline

5.1 Implementation Plan – Data Collection Model

5.1.1 Effectiveness of Current Data Collection Model

The current data collection methods used by the Recreation and Sport Division rely largely on information provided by the Host Committee after the Games have been completed. At times, it has proven difficult to obtain information from the current Host Committee for sharing with future Host Committees, for example, information on registration approaches, decisions about sports, details on shirt sizes, or any statistics could not consistently be obtained from the previous Host Committees.

Heavy workload amongst the Division staff prevented an effective follow-up mechanism or enforcement of a hold-back of the final grant payment until all data and reports had been received. Reports once received were not systematically reviewed to identify trends that could then be used with future Host Committees. Some data on participation numbers had been gathered but again it was inconsistent.

5.1.2 Alternative to Existing Data Collection Models

As an alternative, if the approach of transferring responsibility for the NL Games delivery to a sport sector NGO is adopted, it would be advisable for the Government to identify a limited set of data to be gathered by the NGO and reported to the Division as part of the agreement. These data should include:

- Numbers and genders of athletes participating in the regional playdowns
- Numbers and gender of athletes, coaches, managers, officials participating in the NL Games and gender breakdown of Host Committee and sub-committees
- Approved Budget and Audited Financial statements
- Numbers of provincial championships held within the Games
- STEAM or other social and economic impact measurement of the effect that the Games had on the community

Such a small data set is suggested as the focus of the data gathering should be on whether the goals of the Games have been achieved. Details on shirt sizes and registration format are information that should be included in the Games Operational Manual. If it is learned during the Games that the facts differ from what is written in the Manual on, for example, shirt sizes, then that finding would be included in the Games Report to the NGO from the Host Committee. After each cycle of Games (Summer and Winter), the Games Operational Manual should be up-dated by the NGO to ensure that it was current and dealt with as many issues as possible that the Host Committee was likely to face.

One year after the Games, the NGO would write a short report to the Division describing (summarizing) the findings from the Host Committee Report, including the audited financial statements and the limited number of data points as set out above, related directly to the goals to be achieved by the Games. This report should be shared with all the PSOs.

5.2 Implementation Plan Timeline

A timeline for the implementation of the recommendations is included in the table below. The timeline is framed based on the decision to accept the recommendations contained in this report.

Implementation Plan for Review of NL Summer and Winter Games										
	Task	Tasks will be completed by end of:								
		Start	Month 1	Month 2	Month 3	Month 4	Month 5	Month 6	Month 7	Month 8
1	Decision to accept recommendations of Final Report	█								
2	Decision on Governance Model		█							
3	Government objectives identified		█							
4	Terms of Reference for NGO or appointment of Games Council			█						
5	Initial meeting with NGO/Council				█					
6	Development of NL Games Operating Agreement				█					
7	Presentation to NGO/Council by T\CR Staff				█					
8	NGO/Council staff selection process			█	█	█				
9	Development or adoption of NL Games Operating Manual						█			
10	Interaction of NGO/Council with 2010 Host Committee							█		
11	Report to Government by NGO/Council								█	
12	Public Announcement at 2010 Games of future direction									█

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Appendices

- A. Logic Model for NL Games
- B. Literature Review
- C. Questionnaire for Key Informants
- D. Focus Group Guide
- E. Survey Results



A. Logic Model

Figure 1 Newfoundland and Labrador Games Program Logic Model

Overall Program Goals:

- To encourage as many Newfoundlanders and Labradorians of all ages and abilities to participate in amateur sport for fitness and enjoyment.
- To stimulate interest in amateur sport at a local community level
- To illustrate that progress is being made in the development of amateur sport at the regional level
- To activate, strengthen and assist the province-wide organization and development of provincial sport governing bodies
- To provide competition at a level that will best serve the development needs for each sport throughout each region of the province
- To strengthen mutual understanding and friendship among youth from different areas of Newfoundland and Labrador and to encourage provincial unity through amateur sport.

The NL Games is considered to be part of the overall framework and principles outlined in *Active, Healthy Newfoundland and Labrador: Provincial Recreation and Sport Strategy* (2007).

Inputs or Resources	Activities	Outputs	Clients Reached	Short-Term Outcomes for Clients	Intermediate Outcomes for Clients	Long-Term Outcomes
Call for Proposals Continued Funding (Games Grant) Technical Assistance and Support Facilitation with Games Host	Develop Grant Program Provide Grant Guidelines and Criteria Liaison and Coordination Activities	Approved Proposal to Host Games Maintain all Records and Documents Community/Regional Strengthening Organizational/sector strengthening	Athletes Coaches Officials Managers NGOs and CBOs with sport focus, sport facilities	Successful Games Completion Athlete development and fitness Coaches/managers/officials development Athlete competitive experience Coaches/officials/managers competitive experience and excellence Strengthened organizations (sport, community, region) Volunteer development Improved facilities Raised awareness of fitness and value of amateur sport Job Creation (staff for Games)	Athlete advancement Development of standards and best practices coaching, athlete development Improved Games Administration and Management Increased social and economic activity in host communities and regions Stable Recreation and Sport Infrastructure	Athlete excellence Coaching excellence Officials excellence Increased social and economic impact of Games
External Influences Government Funding Support Population	Ideas Innovation	Projects	Risk Taking Excellence		Growth and Development of Fitness and Amateur Sport	

B. Literature Review

A review was undertaken to obtain conceptual and empirical background information on **similar Games programs and comparative models**. Information was obtained about Games development and programming, governance, financing, athlete development and excellence, development of coaches, officials and managers, the role of Games in raising awareness of the benefits of physical activity and fitness, and community and regional economic impacts. Final Reports were received from the Recreation and Sport Division covering Games from 2000 to 2006. Findings related to the above topics as reported in the Games Final Reports are presented below.

Games development and programming

Multi-sport Games in Canada follow a consistent format. The jurisdiction holding the Games initiates a call for Bid Submissions from interested communities, requesting that the community outline its proposed approach to hosting the Games. The call for Bid Submissions (the Bid Guidelines) includes expectations as to what is to be included in a submission and also includes a listing of technical requirements to host the sports included on the Games program. The Games program (i.e. the sports to be included in the Games) is usually decided by the responsible jurisdiction before the Bid Guidelines are released.

In the community, with the support of the municipal Council, a Bid Committee is formed and a submission is developed. Submissions are sent by the deadline to the responsible jurisdiction which then reviews them, conducts a site visit, and recommends a host community to the decision-maker. Often the decision-maker is an elected official.

The length of time in advance of the multi-sport Games that Games are awarded to a community depends on the size of the Games, the number of sports and athletes involved and therefore the amount of organization required. As an example, major events involving multiple jurisdictions such as the Olympic / Paralympic Games held every four years are awarded seven years in advance of the event, Pan Am Games also held every four years are awarded six years in advance, Canada Games (four years) are awarded five years in advance and the Arctic Winter Games (every two years) are awarded three years in advance.

Provincial Games are usually less complex and so are awarded closer to the actual event. Timelines vary from a high of three to five years (British Columbia), three years (Manitoba) to two years in advance (Alberta, Saskatchewan, Manitoba, Ontario and Quebec).

When the Games are awarded to a community (or groups of communities), the Bid Committee transforms into a Games Organizing Committee or Host Committee (and becomes incorporated as a not-for profit) for the purpose of organizing the Games. The responsible jurisdiction provides a grant and the host community through the Host Committee is expected to raise funds to supplement the grant.

Games formats are consistent. There are opening and closing ceremonies that highlight the athletes, coaches, managers and officials, present a program that celebrates the culture of the community/ jurisdiction where the event is being held and permits elected officials and sponsors to speak about their support. Athletes are housed in an athletes' village which can range from cots or mattresses in classrooms to college/university residences, to hotel rooms to a stand-alone facility. Meals are provided collectively for participants, as is transportation to and from venues, medical and security services and mechanisms for reporting results and dealing with media. Participants are transported to and from the host community from their homes. Cultural and recreational events are organized to entertain participants in between competitions. Medals are awarded and there is usually an overall award recognizing some contribution such as good sportsmanship.

Since the inception of the Newfoundland and Labrador (NL) Games in 1974 with several municipalities hosting provincial-level tournaments, the sports program has emerged into attracting athletes, officials and coaches from up to eight regions of the province (nine if St. Pierre and Miquelon participate), but a minimum of five regions. The format for the Games follows the description above with some exceptions.

In the past decade the NL Games sport program has had minor adjustments from one Games to the next. For example, the 2000 NL Games in Mount Pearl experienced the addition of five new sports and perceived this as providing “new opportunities for more young athletes to participate in the Games.” The Games Manager of the 2000 event argued that new sports should be added provided the Provincial Sport Organizations had the numbers to qualify and the Host Community had the facilities.⁹

The 2002 Gander NL Winter Games had 11 sports and included disabled athletes while the 2006 NL Winter Games in the Humber Valley region included 13 sports. Notable differences in the sport program included the addition of alpine skiing for the 2006 event—most likely because the event was held near to an established ski resort recently used for the 1999 Canada Winter Games; there was no table tennis for the 2002 Games but it was included for the 2006 event.^{10,11}

Games governance

The RFP identifies three provinces -Nova Scotia, Saskatchewan and Manitoba--with arms length agencies/commissions responsible for the provision of sport services. While Nova Scotia does not have a provincial Games program *per se*, a non-governmental organization (NGO) in that province delivers Team Nova Scotia to the Canada Games. Saskatchewan, Manitoba, British Columbia, Quebec and Ontario have contracted NGOs to deliver their provincial Games programs.

Games governance is about who manages the Games program—the government or an NGO. In a review of Games governance for the NWT, that included six provinces and three territories, a variety of delivery models were found. “Games Councils” have

⁹ 2000 Newfoundland and Labrador Summer Games. Mount Pearl. August 19-26. Final Report. n.p.

¹⁰ 2002 Newfoundland and Labrador Winter Games. Gander. Final Report.

¹¹ 2006 Newfoundland and Labrador Winter Games. Humber Valley. February 25- March 4. Final Report.

been established for three of six provinces included in the survey report, namely British Columbia, Saskatchewan and Nova Scotia: these councils operate separate from their sport federation. Manitoba and Yukon contract their sport federations to manage their provincial Games or their involvement in multi-sport Games as does Ontario while Alberta, New Brunswick and Nunavut governments manage their jurisdiction's Games program and participation in multi-sport Games internally¹² as does Newfoundland and Labrador.

Games Councils that exist outside government comprise not-for-profit corporations, lead by volunteer Boards of Directors, and staffed by a small number of knowledgeable Games consultants. In some provinces, the NGO is responsible not only for the provincial Games, but also the provincial team to multi-sport Games such as the Canada Games or the Western Canada Summer Games. The direction taken by the Games Councils is usually governed by an agreement with the government department responsible for the Games, including deliverables and timelines.

Games financing

Recent statistics on provincial multi-sport Games indicate that of five provinces and three territories surveyed, Alberta spent the largest amount of funds on the event with a combined cost for the most recent Summer and Winter Games at \$2,400,000. The NWT, the smallest population included in the survey, spent \$50,000 for its most recent territorial Summer and Winter Games.

In comparison, the 2008 Corner Brook Summer Games cost \$705,000¹³ with \$200,000 in funding from the Provincial Government for administrative support.

The following table presents the costs reported by P/Ts for hosting the most recent provincial /territorial summer and winter Games and in the upcoming Games.

¹² Government of the Northwest Territories, Municipal and Community Affairs. (2009).

¹³ This 2008 number is from an October 2007-June 2008 budget analysis, as the final report has yet to be received.

Total Costs for Hosting Games (in \$1,000s):**Costs for Most Recent Games and Projected Costs for Upcoming Games**

Provincial / Territorial Games	Province / Territory					
	BC	Alberta	Sask.	Man.	NWT	Total 5 P/Ts
Recent Games						
Summer Games	\$692	\$1,000	\$1,100	\$600	\$25	\$3,057
Winter Games	\$620	\$1,400	\$1,000	\$500	\$25	\$3,365
Combined - Total \$	\$1,312	\$2,400	\$2,100	\$1,100	\$50	\$6,422
Combined - <i>per capita</i> *	\$0.30	\$0.69	\$2.20	\$0.97	\$1.17	\$0.64
Next Games						
Summer Games	\$700	\$1,500	\$1,113	\$450	NA	\$3,280
Winter Games	\$600	\$1,500	\$1,012	\$450	NA	\$3,180
Combined - Total \$	\$1,300	\$3,000	\$2,125	\$900	NA	\$6,460
Combined - <i>per capita</i> *	\$0.30	\$0.86	\$2.23	\$0.79	NA	\$0.71

* Population figures for *per capita* calculations are based on Statistics Canada estimates for 2007

The following table presents the costs reported by P/Ts for athlete participation (including travel, selection and preparation) in the most recent provincial/territorial summer and winter Games and in the upcoming Games.

Total Costs for Athlete Participation (in \$1,000s):**Costs for Most Recent Games and Projected Costs for Upcoming Games**

Provincial / Territorial Games	Province / Territory					
	BC	Alberta	Sask.	Man.	NWT	Total 5 P/Ts
Recent Games						
Summer Games	\$715	\$705	\$280	\$400	\$358	\$2,478
Winter Games	\$670	\$530	\$300	\$400	\$350	\$2,270
Combined - Total \$	\$1,385	\$1,235	\$580	\$800	\$708	\$4,748
Combined - <i>per capita</i> *	\$0.32	\$0.36	\$0.58	\$0.71	\$16.62	\$0.47
Next Games						
Summer Games	\$470	\$750	300	\$400	NA	\$1,640
Winter Games	\$1,130	\$700	320	\$400	NA	\$2,250
Combined - Total \$	\$1,600	\$1,450	620	\$800	NA	\$3,890
Combined - <i>per capita</i> *	\$0.37	\$0.42	\$0.65	\$0.71	NA	\$0.43

* Population figures for *per capita* calculations are based on Statistics Canada estimates for 2007.

Saskatchewan reports that their contribution is for transportation and athlete clothing, there are no PSO costs for zone play-downs, or hosting costs.

The importance of knowledge exchange from one large multi-sport Games organizing committee to another to ensure the smooth operation of future Games has been identified as a way to reduce duplication: “Knowledge transfer to future events conserves resources, provided that this information is retained and transferred to subsequent event organizers. The Canada Games evidence suggests that there needs to be more consistency from one Games to the next in terms of financial planning and management issues, as well as allowing more room for defining roles and responsibilities, and outlining what is to be achieved by each party.”¹⁴

While these efforts are directed at larger Games events, the case of the 2008 Corner Brook NL Summer Games illustrates that it is possible for provincial Games to follow similar knowledge exchange formats.

The organizers of the 2008 event reported that they would make special efforts to ensure that each Games committee provided detailed reports to compile a manual to offer future provincial Games hosts: “Every form that we have created, every spreadsheet, every document, every graphic that was ever used for the Summer Games can be modified for the next Games committee...I think that will be very helpful in giving them a good foundation as to where they need to start, what resources they need, and what manpower they need to get the job done. There will be no guessing.”¹⁵ Preliminary indications from the Recreation and Sport Division that received the final report suggest that these early lofty goals were not achieved.

Thus, the objective that sport events of all budget sizes can engage in knowledge exchange to ensure that a subsequent efficient and well-managed event occurs, often proves a challenge after the excitement of the event has subsided and the volunteers have moved on to other projects.

Athlete development and excellence

Provincial Games objectives

The *Information and Policy Handbook: NL Games* (2008) identifies the Games’ first objective as Participation alongside the goal of stimulating interest in amateur sport for youth from community level participation through to higher provincial-level competition. The broad participation goal is satisfied through the regional play-downs that provide opportunities for youth to try-out for regional teams, although the Division does not collect any information on the numbers that participate in the regional play-downs.

¹⁴ Department of Canadian Heritage. (2004).

¹⁵ Hurley, C. (August 19, 2008). The 2008 Games Final Report had not been received at time of writing this report.

The second objective is Excellence and focuses on the improvement of sport skills and “for some sports, to identify athletes with the potential to proceed to higher levels of competition.”¹⁶ This section examines comparative provincial Games objectives to more fully situate the NL Games as a developmental opportunity for athletes.

While NL athletes have a lengthy history of achieving success on the national and international stage most notably with the recent 2006 Turin Winter Olympic Games gold medal in Men’s Curling by Team Gushue,¹⁷ the numbers who excel to these highest levels are few. Many NL athletes have participated in the provincial multi-sport Games, and in some cases have participated in sports other than their primary one. This combination of broad participation coupled with an excellence focus underscores the important role of the NL Games in serving as a stepping stone to higher levels of athletic achievement, in line with the first two objectives of the NL Games.¹⁸ However, the broad appeal of grassroots participation and excellence differs markedly from some of the top sport performing provinces such as Alberta, Ontario and British Columbia.

As noted, the *Information and Policy Handbook: NL Games* identifies participation as its first specific objective. By contrast, provinces such as Alberta have clearly focused their provincial multi-sport Games towards an excellence model. Since 1986 the focus of the Alberta Games has been on the developing athlete and the implementation of Zone Games and Camps. Although the “Games in Alberta” had a grassroots focus the overall direction emphasized the advancement of the developing athletes aged 11-17. As of 2000 both the Alberta Summer and Winter Games are held every two years in an effort “to align the Games’ cycle more closely with the Canada Games and to provide increased opportunities for athletes with the ability and the desire to progress to the national scene and beyond.”¹⁹ Effectively the Zone playoffs, held a few months prior to the Alberta Games, serve as the selection camp for the multi-sport event.

Other provinces also have revamped their core provincial Games objectives. Ontario reviewed their provincial youth Games in 2005 and concluded that they should be “high performance” and indeed, the first objective in the Ontario Games Program is, “to provide Ontario’s top athletes an elite level competition in Ontario and a venue to pursue national and international competitions.” Other key objectives include ensuring that all Games provide an athlete-centred environment, and ensure legacies for volunteer capacity, community sport development and “showcasing Ontario’s top athletes.”²⁰ All Ontario PSOs have recently participated in an application process to be included in the 2010 Summer and Winter Games.²¹

The British Columbia provincial Games have similarly incorporated athletic excellence into the first objective of their Games, stemming from the BC government’s direction

¹⁶ Newfoundland and Labrador Department of Tourism, Culture and Recreation. (2008), p.2

¹⁷ Jamie Korab, Mike Adam and Mark Nichols of Team Gushue competed in the 1998 Winter Games in Labrador City.

¹⁸ Newfoundland and Labrador Department of Tourism, Culture and Recreation. (2008), p.2

¹⁹ http://www.tpr.alberta.ca/asrpf/about/core_objectives/index2.asp (accessed March 2009)

²⁰ <http://www.sportalliance.com/Images/Ontario%20Games/Bid%20Guidelines%202010-2011%20Senior%20and%20ParaSport%20Oct%202008.pdf>, p.2 (accessed March 2009)

²¹ Sportalliance of Ontario (2009).

to the BC Games Society.²² The result is the adoption of the BC Games Society core objective: “to organize competitive sport events that will serve as preparation for higher-level competition and play an integral role in the BC sport delivery system. To provide opportunities for British Columbians to participate in sport and physical activity and celebrate the spirit of community.”²³

Thus, core objectives of several provincial Games programs tend to focus on excellence, not necessarily to the detriment of celebratory and participatory goals, but increasingly these Games are serving as a stepping stone for Canada Games and national-level sports participation. Additional objectives in most other provinces include community development with a view to volunteer capacity building and economic impact through sport tourism.

Coaching requirements and athlete development

Several provinces that participate in a provincial multi-sport Games program have focused on coaching certification in an effort to promote strong athlete development. For example, a minimum Level I National Coaching Certification Program (NCCP) requirement is standard practice for coach participation in the Ontario²⁴, Saskatchewan²⁵, B.C.,²⁶ and Alberta provincial Games.²⁷ For Ontario there is no certification requirement for ParaSport Games.

Saskatchewan and Alberta also provide their coaches with some flexibility in allowing them to be assessed for an NCCP equivalency under the new NCCP and also allow participating PSOs in the provincial Games to require a higher level of certification if they feel this will enhance their coaching certification initiatives.

The BC Games Society has more stringent standards for head coaches with at least NCCP Level 2 Certification required, or the equivalent in their sport-specific new NCCP: minimum standards are not imposed for assistant coaches but each PSO can choose to set a minimum for their own. Although Yukon does not host Territorial multi-sport Games it requires a NCCP Level I coaching standard for the Arctic Winter Games.²⁸

These findings suggest that other provinces with provincial Games are using their Games as a vehicle to improve the level of coaching and thus contribute to sport development overall.

²² Province of British Columbia. (2009).

²³ <http://www.bcGames.org/dotnetnuke/AboutUs/tabid/59/Default.aspx> (accessed March 2009)

²⁴ Personal communication, Erin Hamilton, Ontario Sport Alliance, March 27, 2009.

²⁵ Personal communication, Lorne Lasuita, Provincial Games Consultant, Saskatchewan Sport, March 27, 2009.

²⁶ Personal communication, Chris Trenholme, Event Manager, BC Games Society, April 2, 2009.

²⁷ Personal communication, Korrine Krokosh, Zone Development Consultant, Alberta Sport, Recreation, Parks and Wildlife Foundation, March 30, 2009.

²⁸ Personal communication, Vern Haggard, Chef de Mission - 2009 Canada Summer Games, Sport and Recreation Branch, Government of Yukon, April 6, 2009.

Investing in multi-sport Games

The literature on multi-sport Games includes myriad impacts on the host community but there is a dearth of information that specifically addresses events at the regional and community level. More often because of the nature of the event and its budgets, researchers have usually provided in-depth analysis of large-scale sport events such as the Olympic Games or World Cup of Soccer and similar scope events.

Nevertheless, this section addresses several case studies to provide important insights into the impact that regional, provincial and Canada Games-level events can have on communities and the province at large. Included in this overview are three areas drawn from the federal Department of Canadian Heritage's (PCH) Summative Evaluation (2004) that capture the issues being considered in the review of the Summer and Winter NL Games program: (1) sport benefits, (2) economic benefits, and (3) social and cultural benefits.

(1) Sport benefits

Facility and program legacies serving future generations of athletes

The St. John's 1977 Canada Summer Games was NL's first major sport hosting experience beyond the provincial Games. Reports of the event stressed the achievement of facility and other legacies: "The residents of Newfoundland were left with many new and improved facilities to enjoy once the Games had passed. The new pool complex, the Aquarena...[cost]...\$4.5 million of the Games budget, giving residents an excellent facility to swim and dive in. Another \$2 million went into the 11,000 seat stadium and all-weather track at the Canada Games Park."²⁹ Indeed, when Newfoundland bid to host the 1977 Canada Games "not even a lighted baseball or softball field existed in the entire province."³⁰ For many athletes in the province, especially those living and training in the St. John's area, the facilities were key to achieving sport development goals in sports such as track and field and swimming.³¹

More recent Games facility legacies have occurred in Carbonear and Harbour Grace, hosts of the 1992 NL Summer Games. The region gained a \$3 million sports facility that all segments of the population use and the long-term benefits are best described by the Chairman of the event, Douglas Moores: "We...[had] a surplus, which we used to establish a scholarship fund for young people from the area. The legacy of our collective efforts will continue to benefit our youth in the future."³²

²⁹ <http://www.canadaGames.ca/Content/Games/1977%20St%20Johns.asp?mnu=3> (accessed March 2009)

³⁰ Ibid.

³¹ Athletes such as 1988 Olympian long distance runner Paul McCloy, nationally ranked runner Nicola Will, and two wheelchair athletes, Mel Fitzgerald and Joanne McDonald used the Canada Games track facility for much of their training. McDonald was named the NL Provincial Athlete of the Year in 1976, Female Athlete of the Year in 1978 and in 1980 NL Athlete of the Decade for the 1970s. Paula Kelly, named to the 1980 Olympic swim team, similarly trained in the Aquarena, one of the key legacies of the 1977 event that remains a viable facility to this day for both high performance and recreational participants.

³² Memorial University Alumni and Friends: <http://my.munalum.ca/association/awards/1998.php> (accessed march 28, 2009).

The 2000 NL Summer Games in Mount Pearl drew on the facility legacies from previously hosting the event in 1988 and upgraded its swimming pool, soccer field and tennis courts at a cost of \$80,000.³³

In a similar vein hosting major events has provided the core sport facilities to host future events. Such was the case with the 1978 Canadian Games for the Physically Disabled that used the major pool, track and other sport facilities left as legacies from the 1977 St. John's Canada Games. Universities and colleges have also been a particular segment of the community that routinely benefits from the hosting of large-scale sport events held in Canada³⁴, with Memorial University (Corner Brook campus) included here.³⁵

A note of caution should, however, permeate all major event hosting and sport facility developments with considerations of long-term operating costs fully addressed in the bid and planning stages.³⁶ In the case of the 1999 Corner Brook Canada Winter Games, the Canada Games Centre did not experience the post-event revenues originally projected for a host of reasons, most notably in attracting a major tenant to the building.³⁷ The operating cost increases should serve as a cautionary example to any Canadian community that embarks on large-scale sport facilities that while useful for the hosting of a Games event, may suffer in the post-event period. While such legacy plans cannot be fully prepared in advance some key operating forecasts can be laid out in preparation for the post event period, one in which ideally the amateur sport community can achieve a large share of the benefits.

Finally, host communities benefit from the legacy of sport equipment, often state of the art and available for developing local sport activities.³⁸ In the case of specific NL legacies, the 1977 Canada Games left canoe/kayak boats that provided training equipment for both the 1981 C-4 and 1985 K-4 Summer Canada Games medalists.³⁹ For the 2003 Bathurst-Campbellton, New Brunswick Canada Winter Games, \$18 million was spent on building new sport facilities/ upgrading current facilities and an additional \$500,000 worth of sport equipment that was purchased for the Games was donated to sport and recreation groups in the post-event period.⁴⁰

In more recent provincial Games hosting experiences the 2004 Marystown NL Summer Games reported a legacy of sport equipment and other items such as computers and kitchen equipment.⁴¹ Although it is not reported how the legacy decisions were made once a surplus was identified and/or when sport and non-sport equipment was made available for dispersal, these decisions were likely made by the Host Committee and the needs of the community were placed at the forefront of these decisions.

³³ 2000 Newfoundland Labrador Summer Games. Mount Pearl. August 19-26. Final Report.n.p.

³⁴ McCloy, C. (2002).

³⁵“Memorial University approves appointments” (April 2006).

³⁶ McCloy, C. (2006).

³⁷City of Corner Brook. 2003 Budget.

³⁸ McCloy, C. (2006).

³⁹ McCloy, C. Personal experience as a member of the 1985 Nfld team for canoe/kayak Canada Summer Games.

⁴⁰ Department of Canadian Heritage. (2004).

⁴¹ 2004 Newfoundland Labrador Summer Games. Marystown. August 7-14. Final Report

In the case of the 2000 Mount Pearl NL Summer Games, \$51,000 in furniture and office equipment supported by a HRDC grant, with space provided by City Council through the Parks and Recreation Department, and the support of local sponsors, ensured a Volunteer Centre would remain after the Games as a legacy for the community.⁴²

Ultimately even though provincial multi-sport Games tend to have much smaller budgets than events supported by the Department of Canadian Heritage, some useful recommendations can be applied to the NL Games (and other provincial Games hosts). Included here is the need to define what legacy is by assessing both physical and human resource capacity. Furthermore, “physical legacies need to have sufficient endowments, in terms of set-aside financial reserves. Other legacies, in the form of trained coaches, competent officials and strong volunteer base, are equally important and with the physical facilities, form part of Canada's sport infrastructure.”⁴³

One example of a positive sport legacy (physical and human resource) from the NL Games was Corner Brook, host of the 2008 summer event. Although a legacy “was always envisioned, revolving around infrastructure...[focusing on] the Wellington Street Complex with the new soccer field, volleyball and tennis courts...the Games committee donated \$75,000, in trust, to the City towards the construction of the clubhouse at the Wellington Street Complex.”⁴⁴ The organizing committee’s event planning had identified sport and leisure services within the City of Corner Brook as a priority with the goal of contributing to the overall health of the community, for both high performance and recreational sport participants.

Hosting multi-sport Games as a valuable experience for athletes, coaches, and officials

Athletes

The athlete experience at a multi-sport Games is usually associated with a unique and valuable opportunity to compete against athletes of their calibre from all regions of the province; for those competing in front of a home audience, enhanced pride and an extra drive to achieve one’s best performance may occur.

The evidence on the athlete experience for provincial-level sport events and Games is, however limited and anecdotal and the experiences of athletes not selected for provincial teams is rarely addressed. This section offers athlete perspectives that combine both high performance gains alongside more intangible experiences such as long-lasting friendships, thus meeting the broad objectives of most provincial Games programs, including NL.

Two specific objectives of the NL Games, targeted at the athlete experience include participation and excellence.⁴⁵ For the latter objective, research indicates that there are several reasons why some major Games athletes rise to meet or exceed their

⁴² 2000 Newfoundland Labrador Summer Games. Mount Pearl. August 19-26. Final Report.

⁴³ Department of Canadian Heritage. (2004).

⁴⁴ Hurley, C. (Dec. 19, 2008).

⁴⁵ Newfoundland and Labrador Department of Tourism, Culture and Recreation. (2008).

performance expectations over other athletes: such research sheds some insight into provincial Games competitors, albeit at a more structured and high performance level.

The importance of personal support systems and human resources infrastructure is stressed: “parents, personal coaches, NSO mechanisms, teammates and mission staff, all contextually based factors, seem to affect the confidence, long-term motivational persistence and bottom-line results of athletes in the most challenging of amateur sport tournaments - major-Games.”⁴⁶

At a provincial Games level the experience of competing against the province’s best and achieving the participation goals of the NL Games is evident in Leslie Pope’s reflections as coach of the St. John’s North girls soccer team: “They came here together, ate together, slept together, and they played a couple of Games that were very competitive. They really did have a great time, there was lots of entertainment provided for everybody...It’s a different atmosphere than at provincials or nationals because you are playing with athletes from all different sports so you get a bit of everything...you can take in these other sports.”⁴⁷

The NL Games also aspires to achieve culture and unity objectives most notably in favour of athletes strengthening “friendships among youth from different areas,” and “to encourage interaction and friendships between aboriginal youth competing in the NL Games and all other participants.”⁴⁸ While there is only anecdotal evidence of such friendships, for many young athletes competing at a provincial or Canada Games the experience of mingling with others from all corners of the province or country often results in strong friendships.

Formal recognition and emphasis on the cultural component, similar to an Olympic Games and Arctic Winter Games concept was identified in the 1994 Community Recreation, Sport and Fitness Division Review, arguing that, “the cultural component should be an integral aspect of the Games.”⁴⁹ In addition, athletes may discover a wide range of other sports in the process.

Jamie Korab’s, (2006 Olympic gold medalist curler), reflections on participating at provincial-level Games highlight the social and cultural connections that are often made: “My fondest memory from the Olympics is actually meeting people, the Olympic experience - I compare that to here [provincial Games]. I had a blast at the 1998 Nfld and Labrador Winter Games - that’s what I remember most.”⁵⁰

Another Olympian, Anna Rice, a badminton participant at the 2008 Beijing Games recently reflected on her experiences at the 1999 Corner Brook Winter Games and highlighted the intangible benefits from hosting multi-sport events, one that also meets sport development goals when young participants seek higher aspirations in their sport:

⁴⁶ Schinke, R., & da Costa, J. (2001), p.10

⁴⁷ Hurley, C. (August 18, 2008).

⁴⁸ Newfoundland and Labrador Department of Tourism, Culture and Recreation. (2008), p.3.

⁴⁹ Community Recreation, Sport and Fitness Division Review. (1994).

⁵⁰ Hurley, C. (August 18, 2008).

“The Canada Games is such a cool experience because it gives young players a taste of what a multi-sport Games is all about....participating in an event such as the Canada Games can be a really inspiring experience that can motivate players to pursue bigger goals such as participating in the Pan Am, Commonwealth or even Olympic Games. When I traveled with the BC Team to Corner Brook for the 1999 Canada Games it was a great experience that really inspired me to pursue some bigger goals in badminton. It was a really exciting experience that I’ll never forget, especially when we upset Team Alberta to win the bronze medal in the team event. Exchanging clothing and meeting other athletes from around Canada was also really cool.”⁵¹

While these athletes express positive comments regarding their Games experience, future NL provincial Games might consider conducting a survey similar to the research of Lankford and Neal⁵² in which social and cultural benefits of sports participation in multi-sport events is captured and can be drawn on to enhance future Games. If this were done, the views of those who may not have had such a positive experience can also be captured.

Coaches and Officials

Coach development is central to any multi-sport Games event as athletes actively compete in an environment where a certain level of sport skills and expertise has been trained and prepared: qualified coaches raise the bar in that regard.

The Women in Coaching Canada Games Apprenticeship Program serves to address past inequities in the field of women coaches and this innovative and important program was launched at the 2005 Canada Summer Games and continued with the 2007 Canada Winter Games.⁵³

Of note, the Coaches Association of BC (CABC), the BC Games Society, and ProMOTION Plus are continuing a provincial-level Coaching Mentor/Apprenticeship Program for female apprentices in conjunction with the 2010 BC Summer and Winter Games: “The program pairs experienced coaches (minimum NCCP Level 2 certified) with female apprentices who are interested in pursuing a career in coaching and/or in further developing their training. Up to 10 pairs of mentors and apprentices will be accepted in the next phase of the program.”⁵⁴ Other similar Games programs have addressed the need for coaching certification for major events such as the 2000 Arctic Winter Games.⁵⁵

Sport development is also directly linked with officials’ development and is a core component of staging a successful Games. Knowledgeable and accredited officials in all participating sports and from all regions of the province are required for each sport to maintain the standards of the Games. A recent example of the strict criteria used for the provincial Games was the withdrawal from the 2002 Gander Winter Games of

⁵¹ <http://www.badmintonbc.com/page.aspx?id=2654> (accessed March 2009)

⁵² Lankford, S & Neal, L (1998; 2000).

⁵³ CAAWS. (2006).

⁵⁴ *Inside Coaching*. (February 2009).

⁵⁵ Lankford, S & Neal, L. (2000).

the NL WTF Taekwondo Association for its shortage of accredited officials in all nine regions of the province. While it was deemed regrettable by all involved in this decision, it was noted that the withdrawal served to push for immediate means and resources to rectify a situation of a shortage of officials in a sport that has many active clubs in the province.⁵⁶

(2) Economic benefits: community and regional economic impacts

Economic benefits and impacts from hosting Games at a national and provincial level generally include an analysis of job creation, tourism and regional development. Canadian sport event hosting has routinely received positive economic assessments with many larger events relying heavily on the Sport Tourism Economic Assessment Model (STEAM) developed by the Canadian Sport Tourism Alliance (CSTA). Included in this section is some literature that has been independently conducted on economic impacts.

The 1999 Corner Brook Canada Winter Games were deemed an economic success not only for the City of Corner Brook but the western region of the province. The most extensive impact study conducted on a Canada Games, “The Economic, Business, Social and Cultural Impacts of the 1999 Canada Winter Games” suggests that from the perspective of the business sector, the 1999 event was a success with 89% of businesses surveyed indicating they were positively impacted by the Games.

The authors note: “...the 1999 Canada Winter Games were successful and had overall positive impacts on the western region and throughout Canada.” The study cites \$29 million in expenditures including \$19.7 million in operations, \$3.6 million in capital and \$5.7 million in visitors' expenditures. “These expenditures generated employment, GDP and taxation effects across the country...[including] 5,000 non-local and 10,000 local spectators...”⁵⁷ Indeed, tourism and place marketing have been a strong reason for communities to invest in hosting sport events of all sizes.⁵⁸ In addition, media exposure has been cited as a key benefit for showcasing a community and region.⁵⁹

Similar-sized events such as the 2003 Bathurst-Campbellton Canada Winter Games report the creation of approximately 1,000 jobs and received Federal government contributions of \$16.7 million, including \$9.2 million from PCH.⁶⁰

The 2005 Regina Canada Summer Games reported an overall capital impact at nearly \$120 million, of which approximately \$37 million were directly attributable to hosting the Games.⁶¹

Finally, the most recent 2007 Canada Winter Games held in Whitehorse received extensive capital spending support totalled at \$69.1 million between 2003-07: both territorial and federal levels contributed almost 50 per cent and 35 per cent

⁵⁶ Government of Newfoundland and Labrador. (January 31, 2002).

⁵⁷ Government of Canada. (March 15, 2000).

⁵⁸ Wamsley, K., & Heine, M. (1996)

⁵⁹ Standeven, J., & de Knop, P. (1999)

⁶⁰ Department of Canadian Heritage. (2004)

⁶¹ Canadian Sport Tourism Alliance. (2006), p. 8.

respectively.⁶²

Aside from the larger Whitehorse Canada Winter Games, many northern Canadian communities that have hosted the Arctic Winter Games report a boost in economic activity for the region. For example, for the Whitehorse 2000 Arctic Winter Games, an overall estimated impact of \$6.252 million was reported.⁶³ For many host cities the funding support from municipal, provincial/territorial and, in many cases federal levels, has meant increased economic activity with the associated infrastructure built for the event.

Economic assessments will often attempt to forecast potential economic impacts for a community and/or region, with tourism figures often projected to increase with the heightened media attention. In the case of the 1999 Corner Brook event it was predicted that the western region would experience such tourism spikes.⁶⁴ For the Regina 2005 Canada Summer Games, over 18,000 spectators attended adding to the strong tourism numbers.

Recently, an economic analysis of the 2014 Halifax Commonwealth Games bid challenged the use of some economic impact assessments arguing that it is key to focus on cost-benefit analysis to ensure that expenditures are in fact deemed as costs. The authors further highlighted concerns from communities that new infrastructure built (sport and otherwise) does not necessarily serve the best interests of the host community.⁶⁵ Academic research on large-scale events has supported the Halifax analysis as glowing economic reports tend to over-estimate the types of jobs created.⁶⁶

Based on the evidence available on economic impacts and assessments conducted in the Canadian context, it is possible for a community and/or region to garner sizeable short and long-term benefits. The impetus to drive infrastructure agendas can be met when all levels of government work together to achieve sporting objectives. Tourism and place marketing can also reap economic benefits if planned well in advance.

(3) Social and cultural benefits

Social and cultural benefits have become a core component of hosting sport events of all sizes. Following from the lead of the federal government⁶⁷, a number of provincial and municipal governments in Canada have developed their own hosting policies.⁶⁸ For example, Alberta, British Columbia⁶⁹ and Ontario⁷⁰ have developed provincial hosting

⁶² Canadian Sport Tourism Alliance. (2007).

⁶³ Berrett, T. (2000).

⁶⁴ Government of Canada. (March 15, 2000).

⁶⁵ Wildsmith & Bradfield, (2007).

⁶⁶ Whitson, D., & and Horne, J. (2006).

⁶⁷The federal government's most recent (2008) Federal Hosting Policy has included these benefits as part of its expectations for host societies when requesting federal funds: "[that hosting sport events is] not only...a stimulus to sport development, but also as an economic and community development tool."

⁶⁸ McCloy, C. (2006).

⁶⁹ http://www.tourismbc.com/pdf/TBC%20Sport%20Tourism%20Broch_12.pdf for an overview (Accessed December 2008)

policies that move beyond economic cost-benefits and consider the benefits to be accrued to host communities and regions. NL has similarly developed a (draft) sport event hosting policy to ensure that with the increasing number of requests to the Department of Tourism, Culture and Recreation, a fair and yet strategic response is required - and at the same time a range of benefits is achieved beyond economic and sport-specific.⁷¹

This section addresses the role of event hosting in bolstering community-building specifically through volunteer involvement and the associated skill development that may occur. Economic impact assessments form the bulk of cost benefit studies but increasingly the organizers of multi-sport Games have identified the range of impacts that address health, social, and cultural benefits as well.⁷²

Social Benefits

“...the ... volunteer...total was more than 6,000. With this strong investment by the community in coming together and working towards a common goal, the legacy of volunteerism in Newfoundland will be strong for many years to come.”⁷³

Indeed, as noted previously, one year later volunteers stepped forward for the 1978 Games for the Physically Disabled in St. John’s. Other social benefits include the depth of voluntarism that has been reported in all Canadian event hosting experiences.⁷⁴ It is reasonable to assume that skills and knowledge (sporting and otherwise) would be transferred by local volunteers from one event to the next, not unlike the knowledge transfer that can occur between communities and was addressed previously.

These volunteer experiences are common throughout all Canadian sport event hosting. Communities that host any sized sport event report that more intangible benefits arise, referred to as the social benefits⁷⁵ such as enhancing community pride and spirit⁷⁶ and the opportunity to showcase a particular image of their lives that is situated in their history and culture.

Most recently, the Cranbrook 2008 BC Winter Games involved 3,033 volunteers hosting 1,411 athletes, along with 593 coaches and officials.⁷⁷ Bathurst-Campbellton New Brunswick’s 2003 Canada Games event engaged 7,291 volunteers with female

⁷⁰ <http://www.mhp.gov.on.ca/english/sportandrec/sport/hostingpolicy/hostingpolicy.asp> for the Ontario Hosting Policy (Accessed December 2008)

⁷¹ Department of Tourism Culture and Recreation - Recreation Division. (2007).

⁷² Anderson, C. (2006).

⁷³ <http://www.canadaGames.ca/Content/Games/1977%20St%20Johns.asp?mnu=3> (accessed March 2009)

⁷⁴ Hiller, H. (1990). See also Cyrenne, (2000) and McCloy (2006) for the 1999 Pan American Games; Hume, (1998) for the 1994 Victoria Commonwealth Games volunteer experiences and analysis, and; Donnelly, P., McCloy, C, & Field, R. (2002), on the Edmonton 2001 World Championships of Athletics.

⁷⁵ Anderson, C. (2006).

⁷⁶ Smith, L. (2001).

⁷⁷ B.C. Games Society Annual Report. 2007-08. B.C. Games Society.

volunteers reaching 54% of the total count. London, Ontario’s 2001 Summer Canada Games had initially 13,000 residents registered for the 6,000-6,500 volunteer positions.⁷⁸ The 2008 Arctic Winter Games Review also notes the contribution of over 2,500 volunteers that contributed to the successful running of the event.⁷⁹

For provincial multi-sport Games in NL, the same volunteer enthusiasm exists which supports the positive benefits for the community.⁸⁰ Corner Brook has had numerous hosting experiences ranging from the regional to international events. With a strong volunteer base that has developed skill sets unique to sport event hosting, the community views itself as a “provincial leader in hosting athletic events and through the efforts of our local sport groups and countless volunteers we see new achievements every year in our sport community...none of these first class events could happen without the hard work and vision of the citizens of Corner Brook who appear ready to accept any challenge.”⁸¹

It is necessary to promote actively the volunteer effort in communities of all sizes to ensure that the “volunteer spirit” remains in the host community.⁸² One NL provincial Games, in particular, emphasized the need to ensure that adequate funds are kept in the budget to host volunteer appreciation events. For the 2002 Gander Winter Games two events had been planned but had to be cancelled due to lack of funds. The original volunteer services budget was set at \$7,500 and dwindled to \$2,000. The report notes: “It is interesting to note that the [Games] had a budget of \$210,000 [that included] pre-game and post-game volunteer events. That we were unable to find the will to protect the \$7,500 budgeted for our volunteers is indeed unfortunate.”⁸³

Stevens recommends: “Needs assessments for each job responsibility category should be pooled across all Games areas in order to determine if there are adequate volunteers to meet demand. There is a significant shortcoming in technological expertise. Given the growing need for on-line and computerized applications in event management, this presents a capacity shortcoming. Either recruitment should specifically target volunteers with this expertise or Host Societies will need to factor the costs of contracting these types of services. A third option could involve volunteer technology training by Host Societies. Ground Maintenance and Trades services is also a volunteer skill in short supply, which may present costs for Host Societies who need to pay for these services.”⁸⁴

Raising awareness of the benefits of physical activity and fitness

While the majority of major sport event hosts and stakeholders espouse benefits in physical activity participation for the general population, these linkages are rarely measured and anecdotal at best. Even for major sport event hosting, little effort is

⁷⁸ Galloway, F. (2003).

⁷⁹ Canadian Sport Tourism Alliance. (2008).

⁸⁰ Locke, W., Sheppard, B., & Felt, L. (2000).

⁸¹ <http://www.cornerbrook.com/pdf/po2003budgetspeech.pdf>

⁸² Smith, L. (2001).

⁸³ 2002 Newfoundland and Labrador Winter Games. Gander. Final Report. p.68-69.

⁸⁴ Stevens, J. (2006), p.15.

spent on evaluating such broad fitness and physical activity benefit claims (or even to the nation at large if the event is an Olympics for example). The view that high performance sport events may have a “trickle down” effect on encouraging general community participation remains anecdotal at present.⁸⁵ It should be noted that the impact on physical activity and sport participation is speculated to be through modeling as opposed to actual participation in the multi-sport Games themselves. As data are not collected on the participation levels of athletes in regional play-downs, it is not possible to comment on the numbers who participate in the broader NL Games program, nor to conclude one way or the other whether the participation goal is achieved.

Several provinces draw links between hosting provincial-level multi-sport Games and the goal of increasing fitness in the general population; however there is very little effort focused on measuring such impacts from hosting. It can be surmised that extensive local and provincial media coverage may raise the amount of attention focused on active, young athletes that may indirectly influence the broader population and more specifically younger, aspiring participants who are Games spectators, however this is only speculation.

It is possible for event organizers to be creative in achieving such a broad health goal as increased physical activity or sport participation. For example, a solid legacy plan can ensure that community usage is central to the after-Games usage of a facility and can be advertised as such in the lead up to the event.

While the majority of provincial-level Games across Canada do emphasize the long-term sport and recreation impact it is necessary to ensure that accessibility and multi-use facilities meet the needs of the community, best ascertained well in advance of the event, in the bid stages. Many of the more positive longer-term sport benefits have emerged from cases in which sport legacy plans were in place in advance of the event.⁸⁶

As noted previously, the question of whether hosting a multi-sport Games or a one-off sport event can influence physical activity participation is unclear, however the most thorough review of this issue acknowledges that the related built infrastructure appears to be the benefit most easily identified.⁸⁷

In summary, hosting multi-sport Games can achieve myriad benefits to a host community. Yet, numerous examples exist of “white elephants” left as physical legacies for communities of all sizes. Extensive bid plans and post-event legacy specifics will ensure that the long-term benefits far outweigh short term hosting goals and objectives. Hosting committees that are guided by key physical activity, sport and health stakeholders will best plan for the long-term needs in these key areas.

⁸⁵ Murphy, N., & Bauman, A. (2007). See also Van den Heuvel A., & Conolly, L. (2001).

⁸⁶ The 1988 Calgary Winter Olympic Games served as a model for future multi-sport Games such as Vancouver 2010.

⁸⁷ Murphy, N., & Bauman, A. (2007). Of note, in the case of the Sydney 2000 Olympic/Paralympic Games participation rates were actually lower during the Olympic year than the previous two years.

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C. Questionnaire for Key Informants

Review of NL Provincial Games Key informant Interview Guide

INTRODUCTION

This key informant interview is being undertaken as part of the review of NL Provincial Games. The Sutcliffe Group Incorporated was contracted to carry out this review that will examine the program's rationale and significance, delivery/management effectiveness and efficiency, impacts and the costs and benefits of the program. For this review, The Sutcliffe Group will be conducting focus groups, doing telephone interviews and administering an online survey to stakeholders involved in the Games across the province.

In order to maintain confidentiality, individual key informant interview responses will only be accessible to the consultant. Only summary results and comments collected will be presented in a report to the Department of Tourism, Culture and Recreation and also discussed with a group of key stakeholders in early June. No comments will be attributed to you specifically.

Do you have any questions before we get started?

Rationale & Significance

1. Let me start off by asking you if you are familiar with the Recreation and Sport Strategy for the province, entitled *Active, Healthy Newfoundland and Labrador*? [Here is a link, just in case:
http://www.tcr.gov.nl.ca/tcr/publications/2007/active_healthyNL.pdf]
 - a. *Active, Healthy Newfoundland and Labrador* provides a framework for all programs of the Division. To what extent would you say that the mandate and goals of the NL Provincial Games Program as you understand them are relevant within the strategy's framework?
2. In your opinion, to what extent do the NL Provincial Games program contribute to the development of sport excellence?
 - a. How about as a means to encourage sport participation?
 - b. How about as a means for social and economic development of host communities?
3. As you probably know, the government funds the NL Provincial Games Program to generate participation in sport, foster sportsmanship, and develop athletic skills. Based on your experience with the NL Provincial Games, do you think it's worthwhile for the government to continue to fund this program? Please elaborate.
4. What would be the impact of discontinuing the NL Games?

Delivery/Management effectiveness & efficiency

5. Right now, the NL Provincial Games are delivered by the Recreation and Sport Division, supporting a Host Committee in the community where the Games are being hosted. Is this the best model for delivering the Games?
 - a. If No, please describe what an alternative delivery model would look like and how it would affect the effectiveness of the NL Games?
6. The current NL Provincial Games involve around 1600 athletes, coaches and managers over the course of six days. The host community must provide a set number of facilities to accommodate 13 sports (Winter Games) or nine sports (Summer Games), as well as a number of volunteers to support delivery. How do these requirements affect which Newfoundland and Labrador communities can bid to host the Games?
7. Where would you say that the NL Games fit into the sport development system in the province? Specifically, how do they fit with PSO sport development programs and competition and school sport development programs and competitions as well as links to Regional Games, Labrador Games and Canada Games?
8. What are the most critical issues for the future success of the delivery of NL Provincial Games program?
 - a. How can these issues be addressed or resolved?

Impacts and Effects

9. The Government describes the NL Provincial Games as having an impact not only on youth through sport participation, but on the social and economic development of the community. Can you comment on what level of impact the NL Provincial Games have had on:
 - a. Youth sport participation?
 - b. Youth sport training for and achieving excellence?
 - c. Social community development through volunteer capacity building, facility infrastructure development?
 - d. Community economic impact through tourism and other Games-related spending?
10. Do you think there are any unintended outcomes resulting from the staging of the NL Games? (Please describe.)
11. What about unrealized opportunities? Is there something that could be done to achieve a more positive result?

Costs and Benefits

Now I would like to discuss the costs and benefits of hosting the NL Provincial Games.

12. Overall, do you think the NL Provincial Games as they are currently funded are cost-effective? Please elaborate.
13. Are there more cost effective and efficient ways of delivering the existing program (considering the current system of government grants and possible alternatives)?
14. Please describe the things that have worked well and what did not work well about the delivery of the NL Provincial Games Program including any experience you may have had in working with the Recreation and Sport Division staff to deliver the Games?

Wrap up and thanks

15. Do you have any other comments or suggestions that you think may assist us in the review?

Thank you for your participation.

THE SUTCLIFFE GROUP INCORPORATED\JAS\C:\USERS\JUDY\DOCUMENTS\WORK\NL GAMES REVIEW\DATA\KEY INFORMANT INTERVIEWS\NL GAMES REVIEW KEY INFORMANTS INTERVIEW GUIDE.DOC\MAR. 30, 09: 5:07 PM

D. Focus Group Guide

Review of NL Provincial Games Focus Group Guide

INTRODUCTION

This focus group is being undertaken as part of the review of NL Provincial Games. The Sutcliffe Group Incorporated was contracted to carry out this review that will examine the program's rationale and significance, delivery/management effectiveness and efficiency, impacts and the costs and benefits of the program. For this review, The Sutcliffe Group will be conducting focus group discussions, doing telephone interviews and administering an online survey to stakeholders involved in the Games across the province.

In order to maintain confidentiality, individual focus group responses will only be accessible to the consultant. Only summary results and comments collected will be presented in a report to the Department of Tourism, Culture and Recreation and also discussed with a group of key stakeholders in early June.

1. To get started, please tell me your first name; describe your organization, your position and responsibility, and your involvement with Winter or Summer NL Provincial Games.

Rationale & Significance

2. In your opinion, to what extent do the NL Provincial Games program contribute to the development of sport excellence? How about as a means to encourage sport participation?
3. As you probably know, the government funds the NL Provincial Games Program to generate participation in sport, foster sportsmanship, and develop athletic skills. Based on your experience with the NL Provincial Games, do you think it's worthwhile for the government to continue to fund this program?
4. Do you think youth in the province need a program such as the NL Provincial Games to support their participation in sport and their quest for sport excellence?

Delivery/Management effectiveness & efficiency

5. Right now, the NL Provincial Games are delivered by the Recreation and Sport Division, supporting a Host Committee in the community where the Games are being hosted. Is this the best model for delivering the Games or are there other approaches? Please comment.

Questions 6 - 10 inclusive were asked of PSOs

6. Right now, the NL Provincial Games are delivered by the Recreation and Sport Division, supporting a Host Committee in the community where the Games are

- being hosted. Are there other organizations that could support the Host Committee in delivering the Games? Please comment.
- a. Athlete travel and registration is handled by the Department. How else could this be managed?
 - b. How should appeals be managed?
7. How are sports selected for the Games? Is this the right approach? If not, how should this change?
 8. In preparation for Games, the Department and the Host Committee makes requests of PSOs for information such as technical guidelines or team rosters, etc. Could you please comment on how well you are able to respond to these requests and if there is another way to do this?
 9. Where would you say that the NL Games fit into the sport development system in the province—at what stage of the *Long-term Athlete Development Model / Canadian Sport for Life* do the Games fit?
 - a. Specifically, how do they fit with PSO sport development programs and competition?
 - b. How do they fit with school sport development programs and competitions?
 - c. How do they link to Regional Games, Labrador Games and Canada Games?
 10. Can you please comment on the delivery cycle of the Games and how they fit with your sport development plans?
 11. The current NL Provincial Games involve around 2000 athletes, coaches and managers over the course of six days. The host community must provide a set number of facilities to accommodate 13 sports (Winter) or nine sports (Summer). How do these requirements affect which Newfoundland and Labrador communities can bid to host the Games? What was your experience?
 12. I would now like to hear your opinion on your dealings as a Host Committee with Provincial Sport Organizations (PSOs). Could you please comment on how effective these relationships were? (If warranted: Do you have any comments on how they could be improved?)
 13. Has there been a set of NL Regional Games in your region? If so, how would you compare the Regional Games to the NL Provincial Games in terms of:
 - Impact on youth participants in your community
 - Opportunity to train for and achieve sport excellence
 - Economic development impact on your community
 - Overall value to the community?
 14. What are the most critical issues for the future success of the delivery of NL Provincial Games program?

- a. How can these issues be addressed or resolved?

Impacts and Effects

15. In review terms, we talk about impacts and effects - that is, the way a program changes how people or communities act or behave in the future. The Government describes the NL Provincial Games as having an impact not only on youth through sport participation, but on community development and economic development. Can you comment on what level of impact the NL Provincial Games have had on:

- Youth sport participation and training for and achieving sport excellence
- Community development through volunteer capacity building, facility infrastructure development
- Economic impact through tourism and other Games-related spending?

16. What would be the impact of holding the NL Provincial Games in one fixed location? Are there benefits or are there drawbacks? Please elaborate.

Costs and Benefits

17. Now we would like to discuss the costs and benefits of hosting the NL Provincial Games. Overall, do you think the NL Provincial Games program as they are currently funded is cost-effective? Please elaborate.

18. Please describe the things that have worked well and what did not work well about the delivery of the NL Provincial Games Program and also your experience in working with the Recreation and Sport Division staff?

19. What lessons (or best practices) can be learned about the delivery of the NL Provincial Games program from your experience?

Wrap up and thanks

20. In your view, what are the most important challenges that affect:

- The overall success of the NL Provincial Games in this region of the province?
- Participation in NL Provincial Games by youth
- Contributions received to fund-raising efforts

21. Do you have any ideas on how the challenges can be overcome or suggestions on how to capitalize on opportunities?

- a. What are the opportunities that could enhance and improve the NL Provincial Games Program?
- b. Do you have any other comments or suggestions that you think may assist us in the review?

Thank you for your participation.

E. Survey Results

NL PROVINCIAL GAMES: SURVEY Marginals.

The analysis is based on 68 respondents.

About You

1. Are you:
 - a. Male.....67% n=45
 - b. Female.....33% n=22

2. Please indicate if you identify yourself as a member of one of the following “under-represented” groups?

Person with disability.....	0
Aboriginal.....	.2% n=1
N/A.....	98% n=64

3. When you went to the Games, which sport are you involved in? (Open-ended)

4. Were you involved in the Games as an:
 - a. Athlete.....21% n=14
 - b. Coach.....59% n=40
 - c. Manager.....25% n=17
 - d. Official.....18% n=12

Note:

Four (4) Coaches were also athletes
 Five (5) Managers were also coaches, one (1) was also an athlete
 Two (2) Officials were also managers, (3) were also coaches, (1) was also an athlete

About Your Involvement in Sport:

1. IF YOU INDICATED THAT YOU WERE AN ATHLETE: How many years had you been actively involved with your sport before

0-1 year.....	5% n=2
2-3 years.....	2% n=1
4-5 years.....	9% n=4
6-7 years.....	5% n=2
8-9 years.....	2% n=1
10+ years.....	9% n=3
I was not an athlete.....	68% n=30

5. IF YOU INDICATED THAT YOU WERE A COACH: How many years have you been coaching in your sport?

0-1 year.....	2% n=1
2-3 years.....	12% n=7

4-5 years.....	11% n=6
6-7 years.....	4% n=2
8-9 years.....	4% n=2
10+ years.....	40% n=23
I am not a coach.....	28% n=16

6. IF YOU INDICATED THAT YOU WERE A COACH OR AN OFFICIAL: Did you have a coaching or officiating qualification for that role? E.g. NCCP Level 1 or Level 1 (Official) (open-ended)

7. IF YOU INDICATED THAT YOU WERE AN OFFICIAL: How many years have you been officiating in your sport when you went to the Games?

0-1 year.....	0
2-3 years.....	0
4-5 years.....	5% n=2
6-7 years.....	0
8-9 years.....	5% n=2
10+ years.....	21% n=8
I am not an official.....	69% n=27

8. IF YOU INDICATED THAT YOU WERE A MANAGER: How many years have you been managing in your sport when you went to the Games?

0-1 year.....	19% n=9
2-3 years.....	2% n=1
4-5 years.....	13% n=6
6-7 years.....	0
8-9 years.....	0
10+ years.....	2% n=1
I am not a manager.....	65% n=31

9. Did you participate in a provincial championship in your sport in the same year that you participated in the Games?

a. Yes.....	73% n=48
b. No.....	27% n=18

10. IF YES, Was this provincial championship organized by your provincial sport association or your high school?

a. Provincial sport association.....	60% n=29
b. High school.....	8% n=4
c. Both High School and PSO.....	31% n=15

11. IF YOU ATTENDED A PROVINCIAL CHAMPIONSHIP: How many times have you participated in a provincial championship in the same year that you participated in the NL Games?

- a. Never participated.....20% n=12
- b. Once.....39% n=23
- c. 2-3 times.....32% n=19
- d. 4-5 times.....7% n=4
- e. 6-7 times.....2% n=1
- f. 8-9 times.....0
- g. 10+ times.....0

12. Did you participate in a championship outside the province in your sport in the same year that you participated in the NL Games?

- a. Yes.....34%, n=22
- b. No.....66%, n=43

13. IF YOU PARTICIPATED IN A CHAMPIONSHIP OUTSIDE YOUR PROVINCE IN YOUR SPORT: Was it organised by your provincial sport association or your high school?

- a. Provincial sport association.....83% n=20
- b. High school.....13% n=3
- c. Both High School and PSO.....4% n=1

14. IF YOU PARTICIPATED IN A CHAMPIONSHIP OUTSIDE YOUR PROVINCE: How many times have you been to an out-of-province championship in the same year that you participated in the NL Games?

- a. Never participated.....52% n=25
- b. Once.....27% n=13
- c. 2-3 times.....19% n=9
- d. 4-5 times.....0
- e. 6-7 times.....0
- f. 8-9 times.....0
- g. 10+ times.....0

About the Provincial Games Event

15. Did you participate in the Regional playdowns to go to the Games?

- a. Yes.....48% n=31
- b. No.....52% n=34

16. IF YOU PARTICIPATED IN THE REGIONAL PLAYDOWNS AS AN ATHLETE but were NOT SELECTED to go to the Games, did you stay involved in that sport?

- a. Yes.....73% n=8
- b. No.....27% n=3

17. When did you go the provincial Games?

- a. 2008 Summer Corner Brook.....62% n=41

- b. 2006 Winter Humber Valley.....47% n=31
- c. 2004 Summer Marystown.....17%
n=11
- d. 2002 Winter Gander.....14% n=9
- e. 2000 Summer Mount Pearl.....9% n=6
- f. 1998 Winter Labrador West.....9% n=6
- g. 1996 Summer Conception Bay South.....9% n=6
- h. 1994 Winter Clarenville.....11% n=7
- i. 1992 Summer Harbour Grace.....5% n=3
- j. 1990 Lewisporte.....3% n=2
- k. Other, Please specify.....6% n=4

18. Which sport(s) did you participate in at the provincial Games? (open-ended)

19. Did you/your team/your athletes win a medal at the Games?

- a. Yes.....62% n=40
- b. No.....30% n=18
- c. Not applicable.....11% n=7

20. Did you make new friends at the Games?

- a. Yes.....94% n=60
- b. No.....2% n=1
- c. Not applicable.....4% n=3

21. IF YOU ANSWERED YES TO THE PREVIOUS QUESTION, were the new friends involved in your sport?

- a. Yes.....70% n=45
- b. No.....25% n=16
- c. Not applicable.....5% n=3

22. IF YOUR NEW FRIENDS WERE NOT INVOLVED IN YOUR SPORT, were the new friends involved in another sport?

- a. Yes.....59%, n=32
- b. No.....9%, n=5
- c. Not applicable.....32% n=17

23. IF YOU MADE NEW FRIENDS AT THE GAMES, do you still maintain contact with them?

- a. Yes.....66%, n=42
- b. No.....28%, n=18
- c. Not applicable.....6% n=4

24. How satisfied were you with your Games experience?

- a. Very satisfied.....79% n=53

- b. Somewhat satisfied.....19% n=13
- c. Somewhat dissatisfied.....2% n=1
- d. Very Dissatisfied.....0
- e. Neither Satisfied nor Dissatisfied.....0

21. Did you observe any other sports being played besides your own?

- a. Yes.....85%, n=57
- b. No.....15%, n=10
- c. Not applicable.....0

22. Did you attend any entertainment event (e.g., dance, concert, video-gaming, Cyber-Café)?

- a. Yes.....78%, n=51
- b. No.....22%, n=14

23. IF YOU ATTENDED AN ENTERTAINMENT EVENT, how satisfied were you with that entertainment?

- a. Very satisfied.....38% n=22
- b. Somewhat satisfied.....45% n=26
- c. Somewhat dissatisfied.....2% n=1
- d. Very Dissatisfied.....3% n=2
- e. Neither Satisfied nor Dissatisfied.....0
- f. Not applicable.....12% n=7

24. How satisfied were you with the meals offered at the Games?

- a. Very satisfied.....58% n=39
- b. Somewhat satisfied.....31% n=21
- c. Somewhat dissatisfied.....5% n=3
- d. Very Dissatisfied.....3% n=2
- e. Neither Satisfied nor Dissatisfied.....0
- f. Not applicable.....3% n=2

About the Provincial Games Competition

25. To what extent do you feel that participation in the Games contributed to your development as an athlete/coach/official?

- a. Very much.....38% n=25
- b. Somewhat55% n=36
- c. Not very much3% n=2
- d. Not at all.....2% n=1
- e. Not applicable.....0

26. How would you rate your competitive experience at the NL Provincial Games?

- a. Extremely challenging.....30% n=20
- b. Somewhat challenging.....62% n=41
- c. Not very challenging.....6% n=4
- d. Not at all challenging.....2% n=1
- e. Not applicable.....0

27. Please compare the NL Provincial Games with your own sport's provincial championships or your high school's provincial championship. How would you rate your competitive experience at your sport's/your high school's provincial championships?

- a. Extremely challenging.....26% n=17
- b. Somewhat challenging.....52% n=34
- c. Not very challenging.....8% n=5
- d. Not at all challenging.....0
- e. Not applicable.....14% n=9

28. To what extent do you agree with this statement: "The NL Provincial Games competition duplicates my sport's / my high school's provincial championships?"

- a. Strongly agree.....6% n=4
- b. Somewhat agree.....32% n=21
- c. Somewhat disagree.....22% n=14
- d. Strongly disagree.....29% n=19
- e. Not applicable.....9% n=6

About the future of the Games

29. Should the Games continue?

- a. Yes.....100%, n=65
- b. No.....0

Please comment if you wish: (open ended)

30. Right now the Summer Games are held every four years and the Winter Games every four years although a Games is held every two years. Is this the right cycle for the Games?

- a. Yes.....85%, n=55
- b. No.....15%, n=10

31. IF NO, How should it change? (open ended)

32. Do you feel that your sport is offered within the appropriate NL Provincial Games (i.e., NL Summer Games or NL Winter Games)?

- a. Yes.....100%, n=65
- b. No.....0

33. If the NL Games were to continue what do you feel should be the sport development focus of the NL Summer and Winter Games?

- | | |
|---|----------|
| a. High performance (for athletes at the pinnacle of their provincial athletes career or about to step onto the national stage) | 20% n=12 |
| b. Developmental (for athletes who have been competing for about 2-3 years and just beginning to be considered for national team) | 56% n=34 |
| c. Participatory (for persons who are just beginning to become involved in sport) | 25% n=15 |

Please comment if you wish

34. Are you familiar with the Long-Term Athlete Development Model /Canadian Sport for Life?

- | | |
|-------------|----------|
| a. Yes..... | 46% n=30 |
| b. No..... | 54% n=35 |

35. IF YOU ARE FAMILIAR WITH THE LTAD, At what stage of the LTAD model do you feel that the NL Provincial Games should fit? (Please check one only)

- | | |
|-----------------------------|----------|
| a. Active Start..... | 0 |
| b. FUNdamentals..... | 10% n=3 |
| c. Learning to Train..... | 10% n=3 |
| d. Training to TRain..... | 10% n=3 |
| e. Training to Compete..... | 50% n=15 |
| f. Training to Win..... | 13% n=4 |
| g. Active for Life..... | 3% n=1 |

Please comment if you wish: (open-ended)

36. Would you like to make any other comment about the NL provincial Games that could help us with the review? (Open-ended)

Open Ended responses:

3. When you went to the Games, which sport are you involved in? (Open-ended)

Single Sports:

- Soccer (11)
- Ball Hockey (10)
- Basketball (10)
- Baseball (6)
- Figure Skating (5)
- Swimming (4)
- Badminton (3)
- Volleyball (2)
- Golf (2)
- Tennis (1)

- Beach Volleyball (1)

Multiple Sports:

- Swimming & Baseball
- Soccer, Wrestling, Ball Hockey
- Figure Skating, Tennis
- Soccer; Volleyball Indoor And Beach
- Baseball, Table Tennis, Softball
- Hockey And Basketball
- Cross Country Skiing \ Girls Ball Hockey
- Soccer And Curling
- Basketball And Softball
- Basketball & Soccer
- Gymnastics & Figure Skating
- Ice Hockey, Ball Hockey, Male Volleyball

6. IF YOU INDICATED THAT YOU WERE A COACH OR AN OFFICIAL: Did you have a coaching or officiating qualification for that role? E.g. NCCP Level 1 or Level 1 (Official) (open-ended)

Coaching:

- NCCP Level 3 (3)
- NCCP Level 2 (7)
- NCCP Level 1 (12)
- NCCP Theory 1: Skills coach
- CSA National A
- National 'B'
- not sure of level in soccer
- Provincial B prep course [also level 1 and 2] (2)
- Yes Provincial "B" Licence
- NCCP Competitive Level
- NCCP Level 1 plus Level 2 Technical and Practical
- Coaching Level II Certificate
- Community Coach Senior
- Tennis instructor certificate
- No coaching (3)

Officiating:

- Official level 4
- Novice Level Skating Judge (2)
- Level IV official in Basketball
- level 3 official

Both Coach and Official Qualifications:

- Coach Level 2; Official Level 3
- Coach-Basketball, NCCP level1, Official-soccer class-1
- NCCP Level 1 (Gymnastics) and Juvenile Judge

18. Which sport(s) did you participate in at the provincial Games? (open-ended)

Single Sports:

- Soccer (9)
- Ball Hockey (7)
- Basketball (7)
- Figure Skating (4)
- Baseball (5)
- Tennis (2)
- Swimming (2)
- Badminton (2)
- High School Hockey
- Volleyball
- Golf

Multiple Sports:

- Soccer, Wrestling, Ball Hockey
- Tennis, Figure Skating
- Soccer; Swimming; Volleyball Indoor and Beach
- Basketball and Softball Girls
- Baseball, Softball and Table Tennis
- Ice Hockey, Soccer ,1996 Volunteer
- Volleyball, Soccer
- Swimming 1992 & Baseball 1996, 2008 Swimming Coach
- Badminton, Soccer
- Beach Volleyball, Volleyball
- Soccer and Curling
- Basketball and Softball
- Figure Skating, Tennis, Sailing, Cross Country Skiing
- Soccer & Basketball
- Gymnastics, Figure Skating
- Beach and Indoor Volleyball, Ice Hockey, Ball Hockey and Table Tennis
- Cross Country Skiing/ Ball Hockey

29. Should the Games continue? Please comment if you wish: (open ended)

Athletes' Comments

- *The NL games has issues, but on the overall, it is a very valuable experience. Personally I would like to see more activities for athletes to take part in - especially in the later days. One suggestion I would make would be a for fun coaches/managers event where a couple of regions could play each other in a game of soccer or beach volleyball (or basketball in the winter). Most coaches/managers are active people, put a lot of time into these kids, and would like to have some fun as well while at the games. As well, the kids would love to cheer their coaches on in an event (even if it isn't their focused sport). For those teams who are put out before the medal round the last day or two can be kind of boring, and a fun event like this would certainly add to the atmosphere. Also, an outing being available via bus and looked after by the games would be nice. Most sports have some down time, and many of the athletes are visiting the host region for the first time and would like to see something other than their playing field and the dorm rooms. A sight-seeing outing, or a trip to a park or something of the like would be a nice addition.*
- *For my sport (swimming) it's the only time that Summer Swimmers and winter swimmer compete together. Its great competition.*
- *Great opportunity for kids to take part in a sports event on a high level..*
- *Great time!*
- *The NL Games provides an opportunity for Provincial competition on a smaller scale. Additionally, regional runoffs allow for more competition, and for athletes to set a goal. Some athletes only have one shot to qualify for this fantastic, one in a life time experience! Sometimes,*

heading to the sport provincials is just an annual occurrence, to QUALIFY for an elite spot to the NL Games means so much.

- *Athletes in this province already lack the quantity and quality of competitions in most sports that are required to compete with other provinces. We need as much competition experience as possible.*
- *Make sure these games keep continuing. One of the best, most memorable experiences of my life so far. Had an awesome time. Everything was organized, everyone who went had a good time and came back with positive memories.*
- *The games provide an excellent opportunity and experience for the young people of Newfoundland and Labrador. I will never forget my own.*
- *An excellent experience for any athlete of any level. Whether the goal is to win or set a personal best, everyone involved will leave as a well rounded athlete with a new appreciation for sport and their competitors.*

Coaches' Comments

- *My sport is figure skating and the games is the only time we compete as a team. The excitement of the opening and closing ceremonies are life long memories. As a coach sharing a room with a group of skaters that some you know and some you don't gave me the opportunity to touch some lives that I would not have had the opportunity to touch. Some of my best skater/coach relationships were built at the games. I have skaters now that introduce me to their husbands as "the coach that took them to the games." It's a proud moment for me.*
- *It's an awesome experience for athletes in our province to compete and make new friends throughout the province.*
- *It is a fabulous experience for all involved*
- *But not in the current format. They must be made for the competitive athlete or for the recreational athlete. One tournament cannot accomplish both. Could be tied into the provincial championships as well, as the summer games usually clashes with the sports body championship, and one tournament could service both.*
- *The Games were an amazing experience both for myself as a coach to learn to bring together kids on a team who didn't know each other before hand and were different skills levels and for the swimmers who bonded, made friends and continued their training into the summer months*
- *Great experience for kids.*
- *Another level of competition for athletes , also a lot of athletes I speak with still recall the games*
- *Without a doubt. From a Labrador standpoint (lack of competition prior to games) the Games are very challenging and competitive. However, the main reason these games should go ahead is the positive interaction between athletes from Labrador and the rest of the Province. The camaraderie in the Athletes village and special organized events. Even in this day and age and also with kids competing in Provincial tournaments in their respective sport, kids from Labrador (even Lab West) are unfortunately and unfairly labelled and called names by their competitors from the island. It doesn't happen all the time but sometimes it's there. The interaction of all these kids in a friendly environment, the Friendship Games, helps alleviate false impressions of the youth of Labrador.*
- *I believe that the NL Games provides a great opportunity for our youth to compete in a multi sport event, and shows Governments commitment to the healthy lifestyle of our youth*
- *The experience gained by the group of children I accompanied as an adult to these games cannot be underestimated. It is a once in a life time event for "most" of the group I was part of - these young skiers did not often get to compete(if ever) and to be part of a skiing competition at this level was very rewarding for the whole group- no medals just simply REWARDING ! And as a girls ball hockey squad in the summer they were absolutely amazing. A chance to see another part of our wonderful province and share in the camaraderie of sport.*
- *You get a chance to play against top level teams. You also get a chance to take in some of the competition in other sports at the games. As a coach getting to talk and share with other coaches in your sport.*

- *It is the only competition in basketball that brings together teams from both the Western and Eastern regions (Provincials are divided by Region).*
- *This maybe or will be the only opportunity for MOST athletes in NL to attend an event of this magnitude in their life, this is their OLYMPICS.*
- *Figure Skating is a very "individuals" sport, but the Provincial Games makes it more of a "team" competition with athletes from different skating clubs and different sports coming together and competing for the same "team" (region). Although the athletes may compete against some of the same competitors at the Provincial Games and Provincial Championships, the Provincial Championships can't compare to the experience of living with other athletes in the Athletes Village, exposure to other sports (first time I had ever saw Wrestling and I loved it), meeting new people. Also, with the games only running every 4 years there is a more competitive push to qualify for the games as most athletes only get one chance (because of age restrictions) to compete at the games. Provincial Championships occur every year and if an athlete doesn't make it make it to Provincials one year they usually have the opportunity to try next year or the years after.*
- *A multi sport event for most of these athletics is the only one they will ever attend.*
- *Excellent participation for youth. Some kids had the most memorable time of the summer.*
- *This is a great event for all kids to meet from all over the province and as a coach I noticed kids from different teams "hanging out" together.*
- *It is a great experience for the athletes.*
- *A great opportunity for the athletes to get together at a residence and watch other athletes as well and be a part of either the opening or closing ceremony*
- *It is an excellent venue for athletes to participate in an additional tournament in their chosen sport for their development as a athlete and a person.*

Officials' Comments

- *It brings the young people of the Province together and keeps the out of trouble*
- *It's an honour for athletes to represent their areas for many it's a once in a life time event.*
- *The games are a way to keep the youth more active!*
- *Badminton is played at a competitive level locally but often it is not economically possible for many people to travel regionally. Newfoundland and Labrador Winter Games provides an opportunity to expose athletes to good competition and fellowship that may not be available to many of our communities. I personally feel that these games should definitely continue.*

Managers' Comments

- *This is such a positive experience for the athletes.*
- *I believe it is a very fulfilling program for the children that promotes fair play and the highest of competition our province has to offer at a given age level. I believe it fosters great long time memories for those that are lucky enough to be chosen for the games.*
- *I think this is a wonderful experience for all athletes as they get to play the sports they love, see other parts of the island and make new friends an experience of a live time for most athletes.*
- *I have extensive experience with provincial and out of province competitions at many levels in the sport of figure skating. The games are a very different experience, more a celebration of sport in general and I have observed the skaters view the games as a unique experience, much different from their other competitions.*

31. IF NO, How should it change? (open ended question about Games cycle)

Athlete comment:

- *Every year*

Coaches' comments:

- *Should have every year so that kids on the verge of making the next level may miss the opportunity to participate in the games.*
- *Both should be held every two years. I know in ball hockey there is a lot of hype when we start preparing every four years, but if the event was every two it would be continuous and everyone would get a chance to play in the games in a particular sport*

- *I feel that every two years there should be summer games meaning that every year there would be a games. Although this would be extremely challenging to put off it would generate more interest in athletes who would have forgotten about the last competition 4 years ago. Some athletes miss out completely on a chance to compete and it would be fair to hold the games more often. The cost would be great but with the games happening more often it would be more about the sports and not so much about the ceremonies and the politics.*
- *I think it should be every 2 years. That would give more kids a chance to participate.*
- *Every two years*
- *I would suggest every two years. Presently, a lot of kids miss the opportunity to participate in this event.*

Official comments:

- *I attended these games as an official, however my two children, whom the games could have benefited, didn't access these games because they fell outside the age boundaries. For example, volleyball was grade 10 level, and basketball was grade 9 level.....why was that? Maybe a more flexible age category across the board approach could be implemented. This might see more athletes attend, rather than same athletes compete for different sports, even for regionals.....*

Managers' comments:

- *Should be every 2 years, to give more people a chance to participate.*
- *I believe there should be a games rotation so that the children of all ages have the chance to compete. With the 4 year rotation there are children that miss out because they are too young or too old to compete.*

**33. If the Games are to continue, what should be the sport development focus?
Please comment (open ended)**

Athletes' Comments:

- *Great strides have been made in tennis over the past years to bring competitiveness to the NL games format. This was evident last year as St. John's won by a small margin, and were challenged in many categories by players only able to play in summer leagues.*
- *For my sport, the athletes who participate are close to qualifying for the national stage and I think the way its setup is definitely on the right track for swimming.*
- *Let everyone have a chance to participate. Leave the High performance and developmental to the real leagues they are in. When we went, we just threw a ball hockey team together in the matter of a few days before the deadline and went. Nobody had much ball hockey experience and we sure didn't practise, but we had an amazing time.*
- *The Games should be based on fun as much as competition. For those interested in high performance competition, there are provincial teams available who can fundraise and travel on their own. Although the games are a fun experience, the competition is indeed fierce. The balance is great.*

Coaches' Comments

- *The games have provided in the past an opportunity for some of our skaters who have never excelled enough to be high performance to participate in something extra and to have the privilege and extras of being a games skater.*
- *The games are truly a collection of talent from around the province in each of the determined fields. While some areas are weak in certain sports, the games really give these athletes an great experience of where their sport needs to go and also gives sting athletes an experience to showcase their talent. It's a great experience for all.*
- *But, competitive athletes would have to be removed to make it a more level playing field.*
- *It has been my experience that High performance athletes usually already have a great number of opportunities to compete at the top level of their sport. The top level athletes in Newfoundland and Labrador should go outside the province to compete and the Games should work towards getting younger athletes up to that level. It should be noted as well that specific training for games (swimming) is very limited and not usually the focus of the swimming year. Provincial*

competitions usually allow all athletes to compete together. Games is more for an experience that for competition.

- *should be open to all athletes*
- *These games should be for the best representatives of each region via Regional Playdowns. I believe it would be impossible to consider these games for "High Performance" athletes. It would be fair to say that there are usually 2/3 strong regions in each team sport (different regions for different sports, not the same regions). Individual sports, athletes could medal from any region.*
- *very few will become top athletes nationally, it is about building the person as much as it about building the athlete. There's a big world out there and youth need to see their own province and experience an event such as this to build their confidence, self esteem and faith in their heritage and culture.*
- *A great event to identify athletes for our provincial games teams.*
- *Because of the small population of our province and the limited number of High Performance athletes we produce, it would be more reasonable for the Games to focus on the developmental athletes.*
- *I believe it should be developmental or high performance.*
- *I believe regional summer and or winter games should be aimed at participatory and developmental level athletes.*
- *My sport (basketball) has an age limit of 15 yrs. and younger. I think participation is very important for this age group even though some of these athletes have been playing for two or three years before they get to the games*

Officials' Comments:

- *I think the NL Games are a stepping stone for the Canada Games, a chance for athletes to get a feel of the competitive nature of their sport.*
- *I think that we should be looking at athletes that have prepared for this tournament. I do not feel that only those athletes that are considered for a national team should be involved but I do think that these games provide an opportunity for many other athletes to be evaluated that might not have been considered (overlooked) for an Atlantic calibre tournament that may eventually lead to national competition.*

Managers' Comments:

- *These are the kids who need encouragement to stay in sport. High performance athletes have much more opportunity to compete.*
- *My son participated because the team needed an extra player. He has a chronic illness and plays ball all summer but did not have the confidence to play All Star Ball. He had a ball and was very pleased with the opportunity to participate. It is not all about winning, it is about being given an opportunity to participate and be part of an event such as this.*
- *Whoa, good question. In our sport we have had many discussions on that topic..... and really have not settled on an answer. I feel a combination of all levels of ability/performance is a good way to go.*

35. Please comment if you wish: (open-ended about stages of LTAD)

Athletes' Comments:

- *For most athletes at a high competitive level there are many opportunities where they can compete at a higher level. The games should be a time for athletes showing potential can get a taste of this kind of competition.*

Coaches' Comments:

- *The age of spread of 10-16 is appropriate to leave home and travel with the team.*
- *I believe that this a great age group to target so that it ties into our Canada Games quads. It provides a venue for these athletes to showcase themselves and allows coaches to identify our sports future stars*
- *The LTAD is only just getting introduced into my sport in the upcoming years so I don't have the familiarity with the above mentioned stages.*

Managers' Comments

- *And now that helps me consider what level of performance should be at the games! Thanks!*

36. Would you like to make any other comment about the NL provincial Games that could help us with the review? (Open-ended)

Athletes' Comments:

- *My experience with the 2008 Summer Games was very positive. The Meals that were provided were of highest quality and Athletes were put #1 on the priority. I would like the sleeping arrangements to be less confining. In swimming where we have Heats in the morning and finals at night there would faster swimming at night if we had more control of the sleeping arrangements. one team per room not two per room. Overall the competition was great and I believe in the games and the spirit of the games.*
- *the games were very well organized and fun to be a part of*
- *The age gap was too broad across different sports. If you're 18 attending the games, you can't expect to make friends with the 13 year olds of other sports.*
- *I think that it would be a tragic loss for all athletes if the NL Provincial Games were to cease to exist.*

Coaches' Comments:

- *Officiating should be strongly looked at for these games, fair play for all kids*
- *While I know it may not be feasible, it would be great if more teams in each sport could have the opportunity to attend the games. My one time experience was great and I truly enjoyed it. I would be great if more of our provincial athletes could be exposed to this great sport experience.*
- *The games no longer accomplish what they were created to do. Each sport has its own means to identify strong athletes, and training their athletes. The games have got to simply decide do they wish to cater to the recreational player, and focus on participation, or cater to the most competitive athlete, and combine with each sport body to allow the provincial champion to be decided at the games*
- *Yes, Softball for girls should be slow pitch*
- *it is great for the sport and the children that go to the games*
- *It seems to me that for some sports-e.g. Track & Field this past summer, participants were chosen last minute with participants who have no background in the sports or being training for the sports. This is not what the Games are for. It should gear for sports that are active in the province who have athletes who are competitive. The Game should not be just a social get together for youth BUT it should display the highest level of the sport. It becomes a Newfie joke when you selected participants from the street just to make a team to be in the Game! My feeling is that-if the sport is NOT active over the island and Labrador-it should not be included in the game. The Provincial Organization needs to develop some grass root on their sport or else you do not belong to the game. It is costly!!!*
- *Please keep them going! I have nothing but positive experiences from these games! Kids would say the same!*
- *I believe that Provincial Associations need to be more in control of the events with Government setting only certain guidelines.*
- *We had a great experience both in Summer and winter games. I hope that you get feedback from the athletes of the games as they are the ones who benefit most. The young people I accompanied were top notch people, I would be proud to have them represent our region and I believe being involved in sport has certainly played a part in what kind of people they are. It is through these kinds of experiences that our communities will grow with responsible active citizens. Don't give them up if anything work to improve them! Thanks for the opportunity.*
- *The NL games give individuals, (who would not otherwise make a regional or club all-star Team), the opportunity to participate in an event that developed them as an Athlete/Coach/ Official and have fun, make friend and share a life changing event with Family and Friends. The Games competition does not duplicate the Provincial or school tournaments.*

- *Real experience for those athletes from rural areas of the province, like ourselves, who seldom get to play in any tournaments because of distance and cost . My team , and all other minor teams in our town usually can only afford to attend our provincial tournament each year.*
- *Canada Games is a wonderful, memorable, competitive experience for developing athletes. I hope they continue.*
- *I look forward to having the chance to bring future athletes to the Games.*
- *Please, for the sake of our children ,o not discontinue the games for monetary \$\$\$\$ reasons. Duplication of championships are not a reason either, these games are a very valuable to our NL athletes .*
- *The NL Provincial Games are designed for athletes and this concentration should continue. From an entertainment viewpoint, all activities are for the kids, leaving coaches even without a gathering place. I would suggest that a coach's lounge would be appropriate where coaches could gather and socialize.*
- *Stress some fair play, some teams hardly played their athletes and that is wrong*

Managers' Comments:

- *My compliments to the city of Corner Brook. They could be a role model for a job well done.*
- *I feel that districts compete at their level as St. John's and Mount Pearl have an advantage due to population.*
- *Great Job Corner Brook*
- *For the athletes that were in on my team this was an experience of a lifetime and it will be there only time competing in ball hockey due to their age. They had the time of their life and would love to compete again.*
- *I thought it was very well organized and everything flowed quite well.*

Officials' Comments:

- *The games should continue because it shows the athletic in other sports how they can get involved in many sports not just their own*
- *Well organized, some regions very weak, not the best games in terms of skill level, but teams had fun!!!!*
- *At the last Newfoundland and Labrador Winter Games badminton competition was represented from 7 out of the 8 regions. Athletes from the east coast of Labrador that we had never seen before were very competitive and enjoyed their experience.*
- *I would not want to see these games lost.*