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**CAPACITY AND TRANSFORMATIONAL DEVELOPMENT WITHIN THE
2005 CANADA SUMMER GAMES HOST SOCIETY**

by

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**Submitted in partial fulfilment of the requirements for the
for the degree of Master of Arts in Applied Health Science**

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Capacity and Transformational Development Within the 2005 Canada Summer Games Host Society

Abstract

Although capacity has been used in recent federal government accords and policies related to the voluntary and amateur sport sectors, there is little consensus over the meaning of the term. Consequently, the purpose of this qualitative case study was to explore the concept of organizational capacity within a temporary voluntary sport organization. Specifically, the nature of organizational capacity was examined within the case of the Volunteers Division of the 2005 Canada Summer Games (CSG) Host Society. Data were collected from executive planning and middle management CSG volunteers through the use of a variety of methods: verbal journals, interviews, observations, documents and a focus group. Findings indicated several challenges associated with the volunteer management model utilized by the host society, varying levels of importance among six elements of capacity, and key aspects of the relationship between organizational capacity and transformational development. Implications focused upon the importance of highlighting individuals rather than the organizational as a whole in order to build capacity, and utilizing a brain or hybrid brain-machine organizational form to enhance capacity. Recommendations are provided for both the Canada Games Council and Canada Games host societies.

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CHAPTER ONE

INTRODUCTION

Organizational capacity has been examined within the fields of international development and non-profit organizations; however, it is a concept that has yet to be clearly defined for organizations in the voluntary sport sector. The present study will provide insight surrounding the concept within a temporary organization, a Host Society, which is part of the permanent Canada Games movement. A Host Society is the organization responsible for hosting the Canada Games and is comprised of volunteers and staff from within the local community. Capacity enhancement within the field of sport may not differ significantly from the broader non-profit sector, but the nature of sport as a sector requiring high volunteer involvement to maintain its services offers an environment in which the perspectives of volunteers are well-informed (Seippel, 2002). Therefore, the Volunteers Division of the 2005 Canada Summer Games Host Society provides a rich context in which to study the concept of organizational capacity. This insight will be transferable to other non-profit organizations that are part of a larger national body and seek to share information and learning amongst their fellow members.

The 2001 document, *An Accord Between the Government of Canada and the Voluntary Sector* (The Accord) is an example of the discussion surrounding organizational capacity in the voluntary sector. The Accord includes a statement of “values and principles that will govern the relationship when [the government and voluntary sector] choose to work together” (Joint Accord Table, 2001, p.4). The Accord

mentions capacity on four separate occasions but never provides an explanation of what capacity involves, only that the values and principles outlined therein will “strengthen the voluntary sector’s capacity” (Joint Accord Table, p.6). The Accord was created because both the government and the voluntary sector felt that formalization of their relationship would facilitate co-operation and understanding (Joint Accord Table). In June 2000, the Government of Canada announced funding for the Voluntary Sector Initiative (Joint Accord Table), and given that sport is part of the voluntary sector, this marked the amalgamation of these two areas.

According to Hall, Barr, Easwaramoorthy, Sokolowski and Salamon (2005), it is too early to determine the success or failure of The Accord, the first attempt at a national policy surrounding the non-profit and voluntary sector. The Voluntary Sector Initiative (2002) built upon The Accord with *A Code of Good Practice on Funding*, which outlined the specifics for one aspect of capacity. However, the term ‘capacity’ was again a vague concept, related solely to finances that need to be developed and strengthened (Voluntary Sector Initiative). Again, little direction was given as to how capacity was to be enhanced, nor was the focus broadened to consider non-financial elements of capacity throughout different levels of the voluntary sector.

Within the sport sector, enhancing capacity was recently addressed as a priority within the Canadian sport system through the 2002 release of the *Canadian Sport Policy* by the federal government (Canada, 2002). However, the document failed to specify what form of capacity was to be enhanced, be it organizational, community or systemic. The *Canadian Sport Policy* was the product of the “extensive collaboration and consultation with all levels of Canadian society that was initiated in January 2000, and

included the *National Summit on Sport in Ottawa* in April 2001” (Canada, p.2). Federal, provincial, and territorial governments are involved as mechanisms of implementation. The primary purpose of the *Canadian Sport Policy* was to create a welcoming sport environment for all Canadians. Ten years were allotted for fourteen governmental jurisdictions to implement action plans revolving around goals of capacity, excellence, participation, and interaction, which will facilitate the achievement of this purpose (Canada).

The *Canadian Sport Policy* (2002) outlines a number of areas through which sport impacts Canadian society, including social and personal development, health, culture, education, economic development, and entertainment. However, the key objective of the policy is based upon four key goals: enhanced participation, enhanced interaction, enhanced excellence, and enhanced capacity. The four goals are outlined to assist both governments and the sport community in achieving an accessible and high quality sport environment. While each of these goals builds upon the others, the goal of enhanced capacity is the most applicable and useful in discussing the role of capacity within the voluntary sport sector.

The goal of enhanced capacity focuses on providing “an ethically based, athlete/participant-centred development system” (Canada, 2002, p.18). The *Canadian Sport Policy* (2002) focuses on capacity as a function of coaching, technology, research, hosting and fairness. Even with these foci of capacity, which is an excellent first step, there is still not a clear understanding of what capacity means, rather a group of vague recommendations for the sport community and governments to follow to achieve the elusive concept of ‘capacity’. The lack of understanding will make it difficult for

stakeholders to move beyond an abstract view of capacity toward a more specific understanding that can be utilized in their day-to-day functioning and long-term goals.

The stance of the government regarding the need for the voluntary and sport sectors to seek non-governmental funding has forced organizations within these sectors to pursue alternate funding sources and rely heavily on volunteers to survive and succeed. The *Canadian Sport Policy* refers to elements of capacity without stating whether capacity is to be built organizationally, systemically, within communities or in a combination of these contexts. It is expected that the findings of the present study will illuminate this concept for those involved in the Canada Games and other members of the sport community. Given that the sport sector is so reliant on volunteers for its survival, it is not surprising that the ambiguity surrounding the concept of capacity also extends into the realm of the voluntary sector. Organizations within the voluntary sector “report difficulties fulfilling their missions because of problems planning for the future, recruiting volunteers and board members, and obtaining funding from governments and private philanthropy” (Hall et. al., 2005, p.v). All of these areas may be seen as elements of capacity, although they may not be clearly identified as such.

The voluntary sport sector is in need of a clear, concise definition of the concept of capacity to allow stakeholders to assess and meet their needs with respect to building and maintaining capacity. Consequently, the purpose of this qualitative case study is to explore the concept of organizational capacity within a temporary voluntary sport organization. Specifically, the nature of organizational capacity will be examined within the case of the Volunteers Division of the 2005 Canada Summer Games (CSG) Host Society. Two research questions will direct the study:

1. What are the elements of capacity that manifest within the Volunteers Division of the 2005 CSG Host Society?
2. How can organizational capacity within the Volunteers Division of the 2005 CSG Host Society be enhanced in order to achieve transformational development?

This qualitative case study will address these issues surrounding organizational capacity within the 2005 CSG Host Society through the use of a case study design. The present study will seek an understanding of the concept of organizational capacity through the collection of perspectives of planning volunteers of the 2005 CSG Host Society, in hopes that their views will assist in the clarification of the concept. This study will also serve to further the literature regarding the project-based voluntary sport organization and begin to fill the gap in both the existing sport and non-profit literature.

CHAPTER 2

LITERATURE REVIEW

This chapter examines literature that explores the topics of temporary organizations and organizational capacity, with a focus on the context of the 2005 CSG Host Society and to a lesser extent, its parent organization, the Canada Games Council (CGC). Discussion surrounds the idea of temporary organizations and the history of the concept of organizational capacity and elements therein, with particular concentration on the processes of organizational capacity enhancement and knowledge creation. The relationship between organizational capacity and transformation is examined with respect to transfer of knowledge from both micro and macro perspectives and incremental and transformational change. This chapter provides the reader with an understanding of the concept of organizational capacity within the context of the 2005 CSG Host Society.

Temporary Organizations

While the broad non-profit literature does not use the term 'temporary' when referring to its organizations, there is literature in the academic field which focuses on projects as a manner by which a non-profit organization may effectively manage its actions (Laufer, Kusek & Cohenca-Zall, 1997; Lundin & Soderholm, 1995; Scarbrough, Swan, Laurent, Bresnet, Edelman & Newell, 2004; Sydow, Lindkvist & DeFillippi, 2004; Turner & Muller, 2002;). The 2005 CSG Host Society is a temporary organization, in that it is limited to a life cycle of approximately five years by the CGC, based upon

deadlines for bid submission, incorporation, operations, and dissolution. The nature of temporary organizations is crucial to the understanding of organizational capacity in this case because the limited lifespan of the 2005 CSG Host Society creates time pressures, particularly in the preparation stage for the Games. Another challenge arising from the temporary nature of Canada Games host societies is the need to transfer knowledge, such as between the 2005 CSG Host Society and the CGC, and the 2005 CSG Host Society and previous and future host societies. In order to examine temporary organizations with respect to organizational capacity, the following section discusses projects and organizations that employ projects to achieve organizational goals. Knowledge transfer between projects and organizations is addressed through Scarbrough et. al.'s (2004) dimensions of project-based learning. Projects may be seen as temporary systems and, in turn, temporary organizations, so these systems are defined and discussed using Lundin and Söderholm's (1995) concepts of time, task, resources and team. Finally, the life stages of organizations are applied to temporary systems with special consideration for the element of time as a defining factor of the temporary organization.

A project is "undertaken to deliver beneficial change, and thus has three essential features: 1. It is unique: no project before or after will be exactly the same. 2. It is undertaken using novel processes: no project before or after will use exactly the same approach. 3. It is transient: it has a beginning and an end." (Turner & Müller, 2002, p.1). Organizations that undertake projects as a means to accomplish organizational goals have been categorized as project-based organizations or project-based enterprises (Sydow et. al., 2004). A project-based organization is one in which temporary structures are created to complete project tasks (Sydow et. al.). A project-based enterprise is an organization

that uses temporary projects to produce all its outputs while maintaining marketing and distribution as functions of the permanent parent organization (Sydow et. al.).

Sydow et. al. (2004) discussed the project as a temporary system wherein “groups comprising a mix of different specialist competencies, which have to achieve a certain goal or carry out a specific task within limits set as to cost and time” (p.1480). Lundin and Söderholm (1995) defined the concepts of time, task, resources and team as they relate to the temporary organization. First, time is the key element in defining a temporary organization, because as the name implies, there is a definite beginning and end to the organization’s existence (Lundin & Söderholm). The second concept is that of task, as most temporary organizations are created to complete a specific task within a given time frame (Lundin & Söderholm). Tasks are classified as either unique, where the temporary organization is created for a sole purpose that will not be repeated, or as repetitive, where the task will be repeated at a later date (Lundin & Söderholm). Third, resources are allocated for the completion of the task and must be secured from the parent organization as well as from individual team members. Finally, the concept of team refers to the group formed to undertake the task or some element therein in a predetermined amount of time, and transition refers to the “temporary organization’s concern with progression and achievement or accomplishment” (Lundin & Söderholm, p.442). With temporary organizations, action is expected with respect to the task at hand and the transition can be viewed as action that converts the task from emergence to completion or can refer to the growth in knowledge of the group members. Either way, within a temporary organization, expected transitions will occur within the team and task within a given time period.

The pace of movement through stages of the life cycle within temporary organizations is much faster due to their time-limited nature. The shortened length of existence magnifies the importance of actions taken at each stage. Life cycles are used to represent “maturational and generational processes driven by mechanisms of reproduction in natural populations” (O’Rand & Krecker, 1990, p.242). Organizational life stages have been outlined as: infancy, adolescence, adult and old, and renewal (Withane, 1997). During infancy, the organization possesses an informal structure, is focussed on short-term planning and utilizes a primarily centralized decision-making structure (Withane). This stage is likely when employees are few and are interested in creating an identity for the organization. For example, the bid process of a host society would include few key members that are attempting to create a vision for the host society. Actions taken within the adolescent stage include the establishment of a functional structure, formalization of procedures and a focus on managerial commitment and stability (Withane).

Organizations within the adult stage experience an increased decentralization of authority as there are a greater number of employees, and levels are created within the organization to facilitate efficiency (Withane, 1997). In the context of the Canada Games, the selection as a host society results in incorporation and the creation of numerous divisions to handle very specific tasks under the guidance of a Board of Directors and Management Committee. Finally, when the organization reaches the old and revival stage, it has accomplished an entirely formalized structure within which uncertainty is no longer a concern because the organization has established itself within its community (Withane). In applying Withane’s organizational life stages to the 2005

CSG Host Society, it must be considered that actions that are to occur during the stage of adulthood, such as long-term planning, would actually need to occur during the stages of infancy or adolescence within a temporary organization due to the inherent pressure of time. For example, the CGC host societies move from nomination as a candidate community for hosting to submitting the official bid in a period of nine months, with selection and incorporation as a host society occurring one year after nomination (CGC, 2005a).

Temporary organizations will progress through the same life stages as a permanent organization, with the exception of the old and renewal stage due to their time-bounded existence, but actions will likely be accelerated to accommodate their transient nature. Also, the old and revival stage may be seen as a transfer point between projects or organizations, as Freeman (1982) pointed out that new forms of existing organizations are created when old organizations leave the population. For example, each time a new CGC host society begins the bid process, a new organization begins its life cycle of approximately five years. In addition, a host society ceases to exist immediately following the Games that it stages. The temporary organization provides an environment in which time is of the essence and the task at hand is the primary impetus for its creation.

Temporary organizations and projects are susceptible to problems of knowledge transfer as team members may come from differing backgrounds and areas of the organization, causing barriers to arise due to communication and practice discrepancies. The faster pace of progression through the life stages provides a rich context within which to examine capacity because of the time-bounded nature of the temporary

organization. The transfer of knowledge between individuals, projects and organizations must be viewed as a mechanism by which organizational capacity is enhanced. This point of view must be addressed within the project team to ensure the transfer of knowledge and task completion. The life cycle of the temporary organization is dependent on time, but still progresses through the life stages outlined by Withane (1997) while accomplishing task goals and the transfer of knowledge between team members and the organization, or from project to project.

Conceptualizations of Capacity and Organizational Capacity

The literature on the concept of capacity in general pays greater attention to the international context and overall capacity enhancement. Oppositely, discussions about organizational capacity emphasize other forms of development or focus on only one or two elements of the concept. In the following section, capacity enhancement and development are discussed from a macro perspective with respect to international development, while the concept of organizational capacity is examined at a meso level. The indistinctness of the concept of organizational capacity is also addressed, which provides a basis for the subsequent section that discusses the elements of organizational capacity.

The Concept of Capacity

Historically, the majority of the work on capacity is situated within the international development field (Hall, Andrukow, Barr, Brock, de Wit, Embuldniya, Jolin, Lasby, Levesque, Malinsky, Stowe & Vaillancourt, 2003; Lusthaus et. al., 1999;

Mizrahi, 2004; Schacter, 2000). This work focuses on elements of organizational capacity (Hall et. al., 2003), core capacities (Mizrahi, 2004), and the importance of local expertise (Lusthaus et. al., 1999). Many of these concepts can be used to assess organizational capacity within the 2005 CSG Host Society, but first these concepts must be explained within their original context of international development.

The concept of capacity became central within the context of international development in the early 1990s (Schacter, 2000), but “capacity building interventions have been part of the work of the United Nations system for over 40 years” (United Nations Development Programme [UNDP], 2002, p.1). The World Bank (1996) defined capacity as “the combination of people, institutions, and practices that permits countries to achieve their development goals” (p.1). The UNDP defined capacity development as “the process by which individuals, organisations, institutions and societies develop abilities (individually and collectively) to perform functions, solve problems and set and achieve objectives” (p.1). Thus, capacity involves elements an organization requires to achieve a desired level of efficiency and effectiveness within an environment, and capacity enhancement is the combination of processes that allows for the creation and growth of these elements.

Capacity development programs must build upon existing capacity to ensure continued growth (Hawe, Noort, King & Jordens, 1997). This suggests that capacity must be developed from within to create an environment in which countries, organizations and individuals no longer need intensive external aid. The need for these entities to be able to continue creating capacity is great, as there are often not enough resources available to sustain aid (UNDP, 1997). This creates the need for these entities

to be made aware of how to sustain themselves and incorporate the capacity enhancements that they have worked for into daily growth and long-term sustainability.

There still exists confusion with the general term of capacity. Adding to the ambiguity, the concept of capacity enhancement (Mizrahi, 2004) has yet to be clearly defined. Capacity development (Lusthaus et. al., 1999; Mackay & Horton, 2002), enhancing capacity (Mackay & Horton), and capacity building (UNDP, 1997; Backer, 2001) each address similar issues and elements, but without consensus regarding the conceptual label of the concept. Alley and Negretto (1999) stated that capacity development involves “the long term, contributes to sustainable social and economic development, and is demand driven” (p.5). Mackay and Horton explained that the aim of capacity development was “to build self-reliant, learning organizations capable of successfully responding to challenges in order to maintain their relevance and performance levels under changing circumstances” (p.1). Backer (2001) identified the goal of capacity building as “strengthening non-profits so they can better achieve their mission” (p.38). Mackay and Horton also referred to the enhancement of specific elements of capacity (i.e. local ownership) as ways of sustaining capacity development efforts. The UNDP defined capacity building as “the process by which individuals, organisations, institutions and societies develop abilities (individually and collectively) to perform functions, solve problems and set and achieve objectives” (p.1).

Organizational Capacity

This section of the review of literature addresses the importance of both tangible and intangible elements of organizational capacity in the explanation of the concept.

There have been studies on organizational capacity (Griffin, Reininger, Parra-Medina, Evans, Sanderson & Vincent, 2005; Joffres, Heath, Farquharson, Barkhouse, Latter & MacLean, 2004; Kelly, Baker, Williams, Nanney & Haire-Joshu, 1998), or elements thereof (Cook, 1998; Knutson, Miranda & Washell, 2005), however, there still does not exist a consensus definition of the concept. There is some continuity regarding certain elements of organizational capacity (i.e. financial, human resources and structural), but not a distinct list of elements to be included within the definition.

Kelly et. al. (1998) defined organizational capacity as “skills and resources of organizations or communities to undertake activities” (p.184). While this definition mentions skills and resources, further definition of these terms is lacking. Griffin et. al. (2005) suggested that organizational capacity is only one small component of community capacity, again negating the relevance of organizational capacity as an important stand-alone concept to consider when discussing capacity in general. For example, in the health sector, Joffres et. al. (2004) discussed organizational capacity as a catalyst to the transformation of communities. Joffres et. al. conceptualized capacity-building as falling into only one of three distinct areas: the building of infrastructure; the sustainability of a program; or individuals’, organizations’, or the communities’ problem-solving capacities.

Related research on capacity has focused on only one of the areas of capacity-building mentioned by Joffres et. al. (2004). For example, Sohail and Baldwin (2004) focused on the building of physical infrastructure as the primary necessary capacity-building venture in developing countries. Sleezer, Gularte, Waldner, and Cook (2004) conducted a case study regarding partnerships between higher education institutions and businesses to build information technology infrastructure. Sleezer et. al. found that the

collaboration to build infrastructure occurred through many different avenues, each contributing to overall community capacity. Bradley, Webster, and Baker (2005) studied an elder care program to determine key factors of program sustainability, finding that leadership, funding and realistic goals are the necessary elements for sustainability. Pluye, Potvin, Dennis, Pelletier, and Mannoni (2005) discussed sustainability as simply the final stage in a broad program evaluation strategy. Finally, Imperial (2005) echoed Joffres et. al.'s discussion of the importance of individual, organization and community problem solving. Imperial found that community networks are reliant on collaborative problem-solving at individual, organizational, and systemic levels to manage governance strategies.

Conversely, the mutual exclusivity of the three areas of capacity-building discussed by Joffres et. al. (2004), and which is reinforced by the previously mentioned studies, is countered by Cook's (1998) inclusion of two of these areas, along with three others as "ingredients of organizational capacity" (p.536). Cook suggested that organizational capacity is not comprised of, nor measured by, merely one element, but rather the organization and coordination of many elements to pursue organizational goals. Cook's (1998) elements of organizational capacity include "professional knowledge and skills, effective leadership, availability of technical and financial resources, and autonomy to act according to demands of the local context" (p.536). This combination of tangible (financial, human, and technical resources) and intangible (knowledge, skills, leadership, autonomy) components reflects the importance of building organization-wide capacity as a way to achieve organizational goals.

Tangible aspects of organizational capacity are more easily acquired, due to their 'hard nature'. However, the intangible aspects of organizational capacity are couched within a larger discussion of organizational learning and knowledge development. The leadership of an organization is responsible for ensuring organizational members are aware of these tangible and intangible elements of organizational capacity through learning opportunities for members (Knutson, et. al., 2005). Knutson et. al. suggested that as stewards of the organization, leaders must not only concern themselves with the overall goals of the organization, but also with the people of the organization and the complex system in which the members of the organization operate. The performance of multiple types of learning enhances organizational capacity through the implementation of problem-solving on two levels – individual and organizational. Single loop learning involves setting goals and then correcting the applicable elements of organizational capacity to achieve those goals (Argyris, 1982). Double loop learning involves altering the entire environment in which the organization operates (Knutson et. al.), or in other words, enhancing all elements of organizational capacity to ensure organizational goals are met.

When analyzing organizational capacity specifically, the indistinctness of the general term 'capacity' may serve only to further muddy the waters when attempting to define, study and promote the concept. However, Lusthaus et. al. (1999) discussed the haziness of the concept of capacity development and outlined the ability of this ambiguity to "facilitate the kinds of creative, diffuse thinking required if we are to attempt those next steps. As with any development process, there are many 'next steps'; each

guaranteed to bring change in predictable as well as unintended ways” (p.19). Two definitions of capacity are:

[The] assets, strengths, qualities or characteristics that enable a voluntary organization or the sector as a whole to survive while addressing ongoing challenges and to grow and thrive while meeting new opportunities. In addition to ‘hard’ infrastructure, such as funding, technology, and human resources, capacity entails knowledge and understanding. (Panel on Accountability and Governance in the Voluntary Sector, 1999, p.14)

[Capacity] involves something more than the sum total of individual capacities,..., capacity enhancement projects therefore need to consider the broader institutional and organizational framework in which individuals operate, there is little agreement on how to assess, monitor and measure capacity and capacity development in the absence of specific developmental or sectoral objectives. (Mizrahi, 2004, p.7)

For the purpose of this study, capacity includes both tangible and intangible internal organizational components. For example, tangible components are represented by structural, financial, and technological elements; intangible components are primarily cultural; and human resources capacity combines both tangible and intangible factors. Also, three levels of capacity must be considered: individual (what can each planning and Games-time volunteer can offer), organizational (what the Host Society can offer), and institutional (the mandate and skills within the Canada Games Council). The focus of the present study is organizational capacity as it pertains to the 2005 CSG Host Society, which reflects the organizational level. The individual and institutional levels are considered as both influences upon, and beneficiaries of influence from, the organizational level.

Elements of Organizational Capacity

Given that this study is based upon capacity within a Canada Games Host Society, there are two key issues that must be noted regarding capacity within the larger nonprofit sector, of which amateur sport is a segment. First, volunteers are crucial to the creation and enhancement of organizational capacity in nonprofit organizations and their contributions will be discussed in the following section. Second, the impact of funding sources and the relationship between financial and human resources will be addressed within the nonprofit context.

Morris (2000) defined the third sector as including “organizations which are neither statutory nor profit maximizing” (p.27). Morris synthesized defining factors of the third sector into three areas: function, effectiveness, and positive social impact. The role of nonprofit organizations is to produce public goods efficiently and effectively while positively impacting society and facilitating the creation of social capital (Morris). Salamon and Anheier (1997) further defined the nonprofit sector by applying five characteristics in a structural-operational definition: the organization must be organized, private, non-profit-distributive, self governing, and voluntary. The final characteristic, the meaningful participation of volunteers, requires further exploration when considering capacity in nonprofit organizations.

To fully understand the nonprofit sector, one must realize the depth and breadth of involvement of volunteers in Canada’s nonprofit sector. Based on the 1997 and 2000 National Surveys on Giving, Volunteering, and Participating, Reed and Selbee (2000) identified some key statistics regarding voluntary involvement. Reed and Selbee refer to a civic core, consisting of 29% of Canadian adults, which was responsible for 85% of the

total volunteer hours in Canada in 2000. Regionally, voluntary participation was highest in Saskatchewan where a total core of 40% of all adults were involved in volunteering (Reed & Selbee). People are often drawn to volunteering based on the cultural values of nonprofit organizations. Clarke (2001) defined these values as compassion, voluntarism, and social care. The drive to volunteer in a nonprofit organization creates human resources capacity within the organization and voluntary sector as a whole. This allows volunteers the opportunity to assist in socially constructing the organizational mission based on their values (Clarke).

Just as nonprofit organizations must rely on volunteers as their primary human resource, they must rely on numerous funding sources to achieve their goals as “government grants, sales, and fees [are] important sources of revenue for many organizations” (Morris, 2000, p.28). Clarke (2001) suggested the packaging of diverse funding sources as a means by which the financial needs of the nonprofit organization may be met. A drawback to a combination of sources to achieve overall financial goals is the potential competition between political agendas of funding organizations and the impact upon the ability of the nonprofit organization to maintain its volunteer-driven mission.

Although two elements are key within the larger context of the nonprofit sector, six play an important role at the organizational level of a nonprofit organization: financial, human resources, structural, cultural, aspiration, and technological. Elements of capacity are those tangible and intangible components of an organization that are accessed to assist in the operation of the organization. There are varying views regarding what actually constitutes an element of capacity, and how those elements are best utilized

within the organization (Guthrie, Preston & Bernholz, 2003; Hall et. al, 2003; McKinsey & Company, 2001). For the purpose of the present study, financial, human resources, aspiration, cultural and technological elements will guide the exploration of organizational capacity within the 2005 CSG Host Society.

First, financial capacity involves revenues, assets, expenses and liabilities (Hall et. al., 2003). The 2003 Canada Winter Games, hosted by Bathurst-Campbellton, New Brunswick, had total operating expenditures of \$11,595,914 (Canadian Sport Tourism Alliance, 2003). This figure exemplifies the need for financial capacity within a non-profit organization such as the 2005 CSG Host Society. Fundraising, marketing and strategic planning all play roles in the creation of this element (Guthrie et. al., 2003), as well as sponsorship and government funding. Fundraising can be used to access the local community for support, marketing can be used to attract the public to the event or organization and strategic planning enables an organization to meet its financial needs by thoroughly assessing their existing and potential revenues, assets, expenses and liabilities. Sponsorship is defined as the “acquisition of rights to affiliate or directly associate with a product or event for the purpose of deriving benefits related to that affiliation or association” (Mullin, Hardy & Sutton, 2000, p.254). For example, the 2005 Canada Summer Games is sponsored by companies such as Toshiba, CanWest Global and Grand & Toy, and offer Games executives different amounts of products and services depending on the dollar value of the sponsorship (CGC, 2003a). Government funding provides the greatest amount of financial capacity for many non-profits (Kraus & Curtis, 1990).

Second, human resources capacity includes staff and volunteers, and is a key element of organizational capacity, particularly within non-profit organizations (Hall et.

al., 2003). Pratt (2002) referred to the 'rolling back of the state' in the 1980s in the industrialized world as a key reason for the increased need for volunteers. It is estimated that volunteers provide approximately fifty percent more labour than paid employees within the voluntary sector (Pratt). Although the CSG Host Society employs some staff, it is reliant on volunteers at both planning and operation levels, with volunteers comprising management teams serving the host society as a whole (i.e. Board of Directors) and all divisions therein. Operation volunteers also serve on the host society during Games-time, assisting with the actual staging of the Games. Overall, volunteers are the key components of human resources within the Canada Games, including the CGC Board of Directors and host societies.

Third, structural capacity involves two dimensions – a) relationship and network, and b) infrastructure and process (Hall et. al., 2003). The dimension of relationship and network involves using the organization's network of clients, funders, government, corporations, media and volunteers to build and maintain relationships with those who enhance the resources available to the organization (Hall et. al.). The dimension of infrastructure and process involves the use of physical resources including manuals, policies and intellectual property to help the organization's capacity grow and function (Hall et. al.). Intellectual property may include any projects, policies or other documents created by individuals or groups that remain under the ownership of the organization rather than the individual. The 2005 CSG Host Society relies upon local sponsors (i.e. SaskTel) and involvement of local, provincial and federal governments for assistance in staging the Games (CGC, 2003a).

Fourth, McKinsey and Company (2001) created a conceptual framework for non-profit capacity enhancement, from which the component of aspiration capacity was identified as a key element of organizational capacity. Aspiration capacity includes the organization's mission, vision, goals and purpose (McKinsey & Company). These overarching principles guide an organization in its programming, operations and governance, as well as serve the purpose of attracting members, funders, and other partners to the organization (McKinsey & Company). McKinsey and Company stressed the importance of having clear, concise statements that convey the overall purpose of the organization as a key factor in enhancing capacity. All other actions flow from these 'aspirations'. The vision of the 2005 CSG Host Society is:

To host an awe-inspiring event celebrating Saskatchewan's Centennial and showcasing unity, sport, culture, youth, volunteerism, teamwork, and individual dreams and accomplishments in the pursuit of excellence. We will create lasting memories for participants, instill pride in the community, and generate legacies for Saskatchewan and Canada (CGC, 2003b).

Aspiration capacity is a distinct element, with emphasis on guiding the actions of the organization, but may in fact lead to the creation of cultural capacity (the fifth element) through the establishment of organizational values and beliefs.

Fifth, the element of cultural capacity, was drawn from McKinsey and Company (2001), focuses on two aspects: performance orientation, and core values, beliefs, and behaviour norms. Non-profit organizations are expected to adhere to either a values-based or performance culture, which will affect organizational commitment by members and will help determine which elements of capacity require attention (McKinsey & Company). The culture of an organization determines the type of learning and interactions that exist within. Cultures are created by the people within the organization,

with emphasis on leadership, the overall mission and vision, and the ability to hire and lead the right people towards the goals of the organization. The 2005 CSG Host Society prides itself on furthering the City of Regina's existing commitment to volunteerism (CGC, 2003c). This demonstrates a dedication to not only creating a culture of its own as a host society but also honouring that of the actual host community.

Finally, the element of technological capacity was drawn from Guthrie et. al. (2003). In Guthrie et. al's study., technology emerged as an element that experienced growth within organizations that had engaged in extensive capacity enhancement. The organizations were able to clearly define their technological needs, and these centred primarily upon database creation (Guthrie et. al.). Macduff and Dwyer-Morgan (2001) outlined three key factors for technological success within a non-profit organization: the ability of the organization to take advantage of available technology, the willingness of volunteers to use the technology, and the actual existence of technological resources. In the 2005 CSG Host Society, an online volunteer application system and participant, results and volunteer databases were used, thus requiring the element of technological capacity.

Process of Capacity Enhancement

Once elements of capacity have been identified, the process of enhancing capacity may be undertaken. While capacity enhancement is a relatively new term, the idea of organizational effectiveness has incorporated many of the same concepts (Cunningham, 2002; Klein, 1991; Smart, 2003). Miles (1980) defined organizational effectiveness as "the satisfaction of key environmental elements" (p.224). Smart focused on the issue of

quality as the defining factor of organizational effectiveness and Miles and Snow (1978) stated, “effective organizations carve out and maintain a viable market for their goods and services” (p.160). Therefore, organizational effectiveness and capacity enhancement are generally concerned with the same issues of organizational environment and resources; however capacity enhancement adds the aspects of time and continuous progress. Capacity enhancement is a process of building elements of capacity within the organization, whereas organizational effectiveness tends to set effectiveness targets and as such pays less attention to sustainability.

Backer (2001) discussed three strategies for capacity building specific to non-profits: assessment, intervention and direct financial support. These strategies highlight a need for capacity building within an organization, and initiate enhancement by identifying areas that require assistance. Assessment involves examining the current state of capacity within the organization and determining if the organization is ready and willing to engage in the process of enhancement (Backer). The organization must assess its environment, as this “establishes a context for capacity building and reinforces the importance of investing in community building as well as in activities focused on non-profits” (Backer, p.39). The organization must then assess its internal environment for existing capacity and examine the entire organization to prioritize capacity enhancement needs.

Intervention can be undertaken in three forms: “management consultation, training, and/or technical assistance” (Backer, 2001, p.39). Consultation often deals with structural processes surrounding conflicts or overall organizational planning (Backer). Training allows the organization to focus on individual capacity enhancement by

providing opportunities for organizational members to learn skills and in turn, build upon the organizational element of human resources (Backer). Technical assistance involves gaining support for specific projects or programs and can be self-directed through the use of manuals or by accessing outside resources to assist in gaining technical skills for use within the organization's technological elements of capacity (Backer).

Direct financial support can be categorized in three ways: core operating support, grants and working capital. Core operating support involves the organization receiving funding that allows it to continue its work without any restrictions regarding where and how the funding may be used (Backer, 2001). Grants are given to the organization for specific purposes, based on the requirements of the giving organization. Working capital is "often in the form of loans with favorable (sic) repayment terms to meet both short-term and long-term financial needs" (Backer, p.40). The key issue surrounding the receipt of direct financial support by non-profits is the danger of dependence upon outside sources, while not building capacity within (Backer). The non-profit organization may become entirely reliant on these sources and neglect its own abilities to foster growth and capacity enhancement. Conversely, non-profits are just that, not seeking to earn dollars, but rather provide services to their constituents. The use of direct financial support in combination with self-assessment and interventions can be an effective way for non-profits to enhance organizational capacity.

The strategies presented by Backer (2001): assessment, intervention and direct financial support, may be undertaken as either separate actions, or as stages in a course of capacity development. For example, an organization may assess its levels of capacity, enlist outside consultants to create templates or plans for potential actions that will allow

them to seek external financial support. The organization's claim of needing financial support may be legitimized through the completion of each strategy consecutively, providing concrete examples and explanation to potential external donors or funders. The present study adopts an assessment strategy to explore the organizational capacity of the 2005 CSG Host Society, through exploration of the elements of capacity.

Lusthaus et. al. (1999) devised four perspectives on capacity, which will influence the process through which capacity is enhanced: organizational, institutional, systems, and participatory process. The organizational process of capacity enhancement involves identifying elements of capacity within an organization and recognizing the potential to improve the system of the organization (Lusthaus et. al.). Organizations are seen as dynamic, changing environments in which individual and organizational capacities are transformed into organizational results (Lusthaus et. al.). For example, the final report that is created by each host society following its Games is one way in which the organization performs an assessment of the elements of capacity and offers suggestions for improvement.

The institutional approach provides a distinction between organizations and institutions. Institutions are "the formal and informal rules of the game" (North, 1994, p.6). Institutional capacity enhancement relies upon experts, rather than internal stakeholders for leadership, and employs a broad approach in which the entire institutional framework must be considered for enhancement rather than merely elements within (Lusthaus et. al.). The institutional approach impacts the process of capacity enhancement by ensuring the organization seeks intervention from both the external environment and that of any umbrella or parent organization under which it is situated.

This may affect the process if the parent organization does not see the need for capacity enhancement or is simply not willing to offer support to the process. The 2005 CSG Host Society falls under the regulation of the CGC and must abide by the procedures laid out for it. The host society is encouraged to seek local expertise and resources, but is also given guidance as to what it is expected to provide and guidelines it is expected to follow in staging the Games. Therefore, the CSG Host Society is influenced to some extent by the institution of the CGC, and is subject to the rules and regulations it creates.

The systems approach is more inclusive than the institutional approach as organizations are seen as holistic, interrelated systems “in which each system and part is linked to another” (Lusthaus et. al., 1999, p.7). This approach suggests that capacity enhancement should focus on improving what currently exists, rather than building entirely new systems (Lusthaus et. al.). Within the systems approach, capacity enhancement must include all levels of the organization or institution, as well as external stakeholders through networks. For example, the CGC’s Transfer of Knowledge Planning Framework (TOKPF) will be implemented in all host societies, affecting individual volunteers who will be required to create documents to be shared with other host societies. As well, the CGC will benefit because there will be less pressure on those employed by the CGC to direct host societies on each issue that arises. Rather, the CGC will be able to guide the host societies as they share knowledge among themselves.

The participatory process approach stresses the importance of the path taken to achieve development (Lusthaus et. al., 1999). Upoff (1986) stated, “attempts should be made to identify and use local expertise, and develop a grassroots, domestic model” (p.8). Within this approach, elements of organizational, institutional and systems approaches to

capacity enhancement will likely emerge, as the participatory approach is not bounded by levels, and “embraces change and learning as core values” (Lusthaus et. al., p.8). The participatory process approach is the most applicable to this study on organizational capacity within the 2005 CSG Host Society in that it recognizes the importance of using local expertise and an idiosyncratic process that best serves the specific host society while honouring the leadership of the parent organization (CGC). Within this approach, change is embraced, which is also useful for the host society in that its committees will seek out the best practices for its needs. Although the CGC has taken steps to correct the lack of knowledge sharing among host societies, it should be noted that there is not currently sufficient coordination from host society to host society, and host society to CGC to facilitate the transfer of knowledge, which would enable the process of capacity enhancement, particularly in the form of knowledge and expertise, to flourish. With an understanding of the process of capacity enhancement, the focus of the next section is one aspect of enhancement that is a challenge for CGC host societies: knowledge transfer. The discussion that follows centres on the concepts of knowledge creation and transfer, leadership and types of organizations.

Knowledge and Learning Organizations

When employing projects as a method to accomplish organizational tasks, the acquisition and transfer of knowledge may be difficult between projects or between the organization and the project (Scarbrough et. al., 2004). According to Davenport and Prusak (1997), there is a tendency to ‘reinvent the wheel’ each time due to either the “nature of project-based work or the relationship between the project and the

organization” (p.1579). Scarbrough et. al. offered three dimensions of project-based learning: the practice-based nature of knowledge and learning, project autonomy, and knowledge integration. Scarbrough et. al. (2004) suggested that practice is simply action that derives meaning based on a group’s beliefs. Therefore, knowledge is most easily shared in those areas where differences exist in modes of practice, causing knowledge gaps to eventually decrease (Scarbrough et. al.). The autonomy of projects experienced by team members allows for the adoption of distinct practices that serve the project (Scarbrough et. al.). This results in a new project-based set of practices that differ from the parent organization, thereby allowing for knowledge transfer.

Knowledge integration is the “synthesis of specialized knowledge into situation specific systemic knowledge” (Scarbrough et. al., p.1582). Each individual working within the project will bring specific knowledge to the project, as she or he may each come from different backgrounds or areas of the organization. Therefore, barriers may exist based upon prior relationships between project team members surrounding areas of language, meaning, or practice (Scarbrough et. al.). Language barriers exist because of the lack of common language rules, meaning barriers stem from differing interpretations of these rules, and practice barriers exist due to varying previous methods used to transfer knowledge within each member’s original environment (Scarbrough et. al.). In all, these barriers must be broken down through the development of a common language for the particular project and group problem solving to address issues surrounding a collective practice. This process may also facilitate the creation of cultural capacity as it creates distinct practices that define each specific group or organization.

Senge (2001) discussed forms of leadership that are found in organizations. These forms may impact the type of knowledge building that occurs based on the interest and skills of the leader. The leader's role in a learning organization is to build a shared vision and promote systemic patterns of thinking because "in a learning organization, leaders' roles differ dramatically from that of the charismatic decision maker. Leaders are designers, teachers, and stewards" (Senge, 1990, p.9). Senge (2001) later labelled this role as an executive leader, and defined it as a thinking partner who serves as a mentor and uses guiding ideas that are based in the organization's history and tradition. Senge also identified two other types of leaders – local line leaders and internal networkers. The local line leader is primarily concerned with the 'bottom line' and the internal networker does not possess authority within the organization, but is able to clearly define his or her beliefs and is able to identify people who are willing to work towards learning (Senge). Certain types of leaders may create an atmosphere in which the organization is able to embrace the cycle of knowledge creation, but only if they are willing to adapt themselves (Senge).

In Morgan's (1997) discussion of images of the organization, he examined organizations as machines, cultures, organisms and brains. The organization as a brain is the crucial metaphor to consider when discussing learning organizations because it considers the processing of information and cybernetics (Morgan). Information is processed at all levels of the organization and involves communication and decision-making (Morgan). Organizational structures are in place to assist with the flow of both communication and information and to create decision-making hierarchies. However, when viewing the organization as a brain, a system of organization exists that fosters the

creation of knowledge and its dissemination. The organic nature of the metaphors of the organization as a culture, organism and brain may be conducive to the creation of cultural capacity as they consider the entire organization as an open, adaptable and integrated system.

Cybernetics is the “study of information, communication, and control” (Morgan, 1997, p.83), and suggests four conditions that must be in place for a learning organization to emerge and be sustained. First, the system must have awareness of its environment and its relevant aspects. Second, the system must be able to share this information within itself according to the norms of the organization. Third, the system must be able to detect deviations, and this is done through the fourth condition, self-regulation. Once these conditions are met, the organization is able to act as an open system in which its environment is crucial to its existence. This interconnectedness of organization and environment is reminiscent of systems theory, in which a system “must interact with the environment to survive; it both consumes resources and exports resources to the environment. It cannot seal itself off. It must continuously change and adapt to the environment” (Daft, 1992, p.9).

Formal learning as described by Marsick and Watkins (1990) often occurs in the form of training and development programs. This can be applied to the context of the present study in the form of transfer of knowledge. As previously mentioned, the CGC is in the process of implementing the TOKPF, which will “attempt to identify major steps, the timing of those steps and the major information and knowledge needs of the candidate cities, bid committees and host society” (CGC, 2005b, p.1). Resources to be used within the framework will be completed by the CGC with help from outside contractors. Partial

implementation will occur as materials are created and complete implementation is targeted for April 1, 2006 (CGC, 2005b, p.3). This framework will assist knowledge transfer in that each host society will be made aware of guidelines (optional content, i.e. best practices for marketing) and requirements (i.e. use of the Canada Games logo on merchandise) for hosting and bidding for the Canada Games. The implementation of this framework will allow host societies to learn from past successes and failures for the staging of the Games. The transfer of knowledge begins with the CGC providing a new host society with documents from past hosts and continues with site visits by key future host society members to Games during the lead up to their own staging. For example, members of the 2009 CSG Host Society from Prince Edward Island will attend the 2005 CSG in Regina to gain intimate exposure to the staging of the Canada Games and to interact with members of the 2005 CSG Host Society (CGC, 2004a).

Previous knowledge, transfer of knowledge sessions between current and future host societies, and the new CGC TOKPF are examples of the formal learning that occurs within the host societies of the Canada Games movement. As volunteers within each host society learn how to do their jobs with some guidance from the CGC and past host societies, informal learning occurs in an unstructured manner and learning depends on what Marsick and Watkins (1990) refer to as individual commitment to learning. The final form of learning defined by Marsick and Watkins is incidental learning which occurs as a result of successful completion of a task or interpersonal communication. The volunteers within each host society learn from each other based on each person's experiences with knowledge from previous Games, successes and failures of other

volunteers within their Division and the Host Society in general, and their own trial and error within their tasks.

Organizational Capacity and Transformation

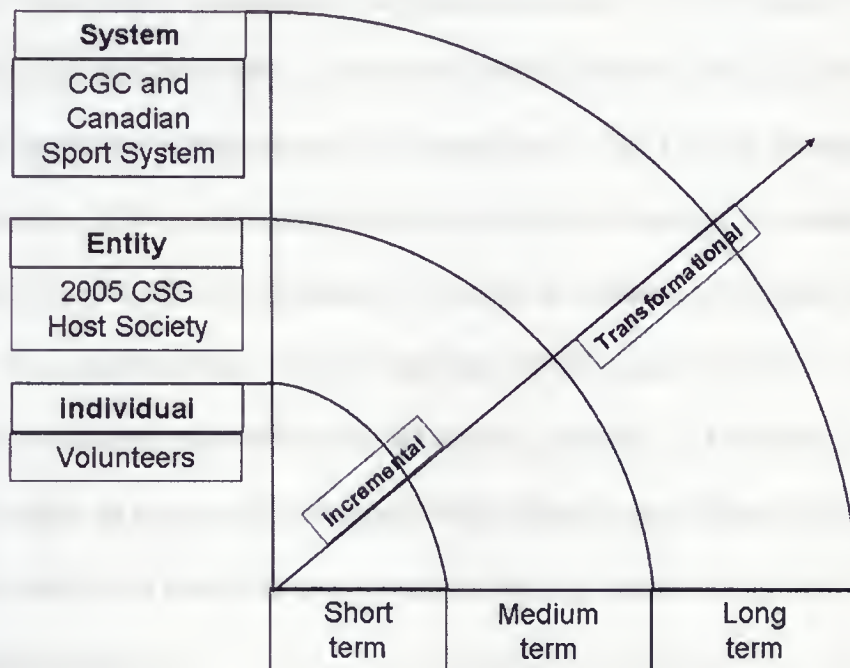
The element of time is of great importance in capacity enhancement as the primary goal is to build organizational capacity up to a level where the organization no longer needs to focus on its enhancement (UNDP, 1997). Time is of the essence for organizational capacity building, as projects are often undertaken to accomplish a specific task that may serve as the input to another activity within the organization. According to Lundin and Soderholm (1995), “for any organization, time is generally regarded as a scarce resource and is often alluded to in terms such as ‘time is money’” (p.439).

Another view of time as it relates to organizations, is that of linear versus cyclical progressions of time (Lundin & Soderholm). Many organizations adopt a linear view of time without consideration for the possibility of revisiting the past to assist with present and future tasks (Lundin & Soderholm). Therefore, Lundin and Soderholm suggest the view of time as a spiral, with the possibility to move in all directions and revisit previously temporally limited projects or tasks. As discussed previously, time is also a defining factor of the temporary organization. The 2005 CSG Host Society will have been in existence for approximately five years once the Games are completed, and will have transformed from a bid committee to a host society to a past host within this time frame. The element of time is key in creating a finite existence for the temporary organization, and thus requires that the temporary organization accomplish its goals within the given time frame.

While the process of capacity enhancement deals with strategies for improvement, transformation may be considered the outcome of capacity enhancement at individual, entity and systems levels. The systems level requires capacities for strategic planning, strategic management and coordination of efforts. This level is primarily concerned with socio-political factors, government, economic and physical environment factors as issues impacting on capacity development (UNDP, 1997). The entity level is concerned with culture, structure, human resources, financial resources, information resources and the creation and maintenance of relationships with stakeholders (UNDP). The individual level of capacity development within the international context is focussed primarily on education, but also considers training, ethics, professional integrity and communication skills as key factors (UNDP).

Within the context of the present study, the UNDP (1997) framework must be considered from both micro and macro perspectives (see Figure 1). Using a micro perspective the CGC represents the system, the 2005 CSG Host Society the entity, and the volunteers the individual level. In this way, incremental capacity enhancement involves the training of volunteers in their specific duties and the experience each gains from participating in the event. The 2005 CSG Host Society will undergo enhancement and change over time as staff and volunteers become more adept at their roles and as the host society gains recognition and validity as a viable entity by stakeholders in its environment and its parent organization, the CGC. Transformational change within the system, which in this case is represented by the CGC, will be impacted by changes that are made at the individual and entity levels.

Figure 1. Incremental vs. transformational change (Adapted to reflect the Canada Games movement).



Adapted from UNDP (1997)

Transformational changes often deal with “governance, decentralization, [and] public sector reform” (UNDP, 1997, Section 2), but in the case of the CGC, the use of the learned wisdom of each host society can influence planning and governance, as well as each of the elements of capacity outlined in the previous section of this chapter. For example, if consecutive host societies require approximately 5000 volunteers to stage the Games, the CGC should be able to use the detailed final reports of each host to standardize approximate requirements for staging each of the Canada Winter and Summer Games. This action would influence elements of financial (i.e. cost of volunteers and staff), human resources (i.e. number of volunteers needed at each venue), structural (i.e. creation of networks between host societies), aspiration (i.e. providing a clear vision of what the host society should expect), cultural (i.e. beginning to create a process in which all host societies feel part of the culture), and technological (i.e. simplified recruitment strategies due to understanding of needs) elements of organizational capacity.

A micro view of capacity levels focuses on the volunteers as the individual level, the 2005 CSG Host Society as the entity level, and the CGC as the system level. Changes and enhancements made at each level affect the others as capacities and knowledge are shared across the levels, leading to transformational change within the system. For the purpose of the present study, the entity level of the 2005 CSG Host Society will be the primary focus with consideration given to the system in which the host society exists, as well as inputs provided by individual members of the organization. For example, the forms of learning that have all occurred within the 2005 Canada Summer Games Host Society, directly relate to individual capacity. Each planning

volunteer experiences learning in formal, informal, and incidental fashions.

A macro perspective still views the volunteers as the individual level and the host society as the entity, but includes the CGC as well as the larger Canadian sport forum as the highest system level. Within this view, each host society contributes its learning, strategies and structural strengths to furthering change within the CGC. This process is currently in progress with the requirement that each host society submit a final report to the CGC. The CGC is also fostering knowledge transfer between host societies, which could lead to transformational change with respect to guidelines and requirements for hosting the Games. The gathering of each host society's knowledge and standardization by the CGC must be considered within the context of the Canadian sport system as the Canada Games are the premier national multi-sport competition in Canada (CGC, 2004b). Actions taken regarding capacity enhancement and transformational change within the CGC could not only influence capacity within the amateur sport sector, but could conceivably serve as a model for capacity enhancement for other members of the Canadian sport system.

To address the issue of the potential loss of the unique qualities by each individual host society if knowledge is transferred on the more formalized basis through the TOKPF, the effects of individual volunteers and communities must be considered as these groups will always provide their own variation on the Games. For example, the 2005 CSG Host Society made a conscious effort to promote and facilitate the involvement of the Aboriginal community, promote volunteering as a viable option for those who had never volunteered before, and offer different experiences to volunteers who have offered their services at prior events in Regina. The involvement of new

volunteers may indeed prove to be a transformational change element within Regina as it prepares to host the 2006 Canoe Kayak Canada National Sprint Championships and the 2007 Canadian Gymnastics Championships. It is entirely possible that these events have been awarded to Regina in part based on its commitment to transformational change within the community in terms of sport volunteers and infrastructure. The growth and enhancement of individual skills during the incremental short term Games involvement is the first stage of transformational development.

The process of capacity enhancement will vary based upon the elements of capacity within an organization and the organization itself. "When it comes to non-profit capacity building, there is no shared conceptual framework or approach that can be applied widely across the sector...[but]...any institution can benefit from a capacity building exercise" (McKinsey & Company, 2001, pp.28, 30). The resources available to, and within, the organization will affect the type and amount of enhancement required, as well as the process by which enhancement will occur. The nature of the temporary organization as a time-limited entity was discussed with emphasis on the adherence to the stages of the organizational life cycle, albeit at a rapid pace. This section has also outlined elements of capacity and the variable strategies by which they may be enhanced, whether through individuals, organizations or systems. Organizational capacity is best viewed as a collection of elements of capacity, which, when enhanced over time, will enable an organization to achieve transformational development.

Background on the Canada Games

Given that this research involves a case study approach, background information on the Canada Games is required to contextualize the theoretical information surrounding temporary organizations and organizational capacity. The concept of the Canada Games was first presented in 1924 at a meeting of the Amateur Athletic Union of Canada, but was not officially approved by the Government of Canada until 1966 (CGC, 2004b). Bill C-131, *An Act to Promote Fitness and Amateur Sport* was passed in the House of Commons in 1961, which broadly allotted \$5,000,000 to Canadian sport and promoted research and education in sport, recreation and fitness (Macintosh, Bedeck & Franks, 1987). The passage of this bill brought new attention to the role of sport in Canadian society as well as the role of the government in its promotion to the Canadian public (Macintosh et. al.).

The first Canada Games was held in Quebec City in 1967, and were “planned largely by federal government public servants” (Macintosh et. al., p.99), but once it was decided that the Canada Games would continue, the CGC was formed in 1969 to establish the guiding principles and regulations for the event (Macintosh et. al.). Funding for the Games was initially handled equally by all levels of government, with the federal government providing capital for operating and travel costs and the host provincial government covering the cost of transporting teams and support staff to venues (Macintosh et. al.). The decision to stage the Games every two years in a rotating cycle of provinces has allowed the CGC to promote amateur sport and major competitions to Canadians across the country (Macintosh et. al.). The founding of the Canada Games also served to increase government involvement in elite sport, as the poor results of the

Canadian Olympic team in the 1968 Mexico Olympics created concern about the quality of Canadian athletes and the lack of government investment in their success (Macintosh et. al.).

Over the eighteen stagings of the Canada Games, approximately 50,000 athletes and 90000 volunteers and officials have been involved (CGC, 2003d). The 1967 Canada Games were funded by \$800,000 of public funds and the Games now command approximately \$15 million in funding from a variety of funders, including federal, provincial and municipal governments, sponsors, merchandising, ticket sales and community support (CGC, 2004b). The Canada Games provide the opportunity for young Canadian athletes to pursue excellence in their sport while promoting community pride and the creation of infrastructure within host societies (CGC, 2004b). The CGC is ultimately responsible for the Canada Games, with host societies operationally planning and implementing the mission of working “in partnership with governments, the private sector and the sport community to enrich the lives of young athletes through the Canada Games Movement” (CGC, 2004c). Host societies for the Canada Games begin as bid committees selected by their respective province, and complete the process of selection as the host society for the either the Summer or Winter Games.

The 2005 Canada Summer Games will be hosted by the city of Regina, with assistance from local communities, and promises to be an exciting event promoting community pride, athlete participation and unity. The current mission of the CGC is to work “in partnership with governments, the private sector and the sport community to enrich the lives of young athletes through the Canada Games movement” (CGC, 2004c). The CGC is committed to furthering sport with Canada’s youth; therefore, sport

development is a key component of the legacy remaining after the Games. The CGC also expects that the Games is as environmentally friendly as possible, with specific guidelines to be met. The Canada Games is a quadrennial national multi-sport event in which youth participate in a variety of sports, in both winter and summer sports (CGC, 2004b). The Canada Winter Games alternate every two years with the Canada Summer Games, and the Games rotate among the provinces on a schedule determined by the CGC (CGC, 2004d).

The CGC is responsible for providing guidance to bid committees, host societies and national sport organizations (NSOs) in their involvement with the Canada Games and is comprised of a Board of Directors, Executive Committee, Sport Committee, and staff members (CGC, 2004e). Members within the 2005 CSG Host Society are organized on a number of levels, and within a variety of departments. According to Lusthaus et. al.'s (1999) systems approach, each system within an organization is linked to another, and capacity enhancement must include all levels of the organization and external stakeholders when possible.

Within the 2005 CSG Host Society, there are sixteen divisions that deal with specific areas of hosting, and each division is reliant on others for support (CGC, 2005c). For example, the Marketing Division would need to be in contact with the Culture Division to ensure that visiting media are made aware of special events and performances so they may cover the Games for their respective outlets.

Another example would be the need for the Logistics Division to be in contact with the Medical Services Division to ensure that traffic route changes will not affect anyone requiring emergency care. Media and health services within Regina are also

examples of external stakeholders of the Medical Services Division who must be considered in planning and operations within a systems approach. These stakeholders bring essential services to the organization, and any and all assistance must be afforded to them to ensure the system works for all parties involved. Since the inception of the Canada Games in 1967, each host society has reinvented processes, policies and procedures to suit their needs. This is contradictory to Lusthaus et. al.'s (1999) systems approach wherein it is recommended that capacity is enhanced through the improvement of existing elements.

The Canada Summer and Winter Games each offer a variety of sports, and as such, require a large number of sites at which to hold events. Host societies are comprised of the main community and satellite communities that host selected events. For example, the 2005 CSG will be hosted by Regina, Saskatchewan, but will stage men's soccer and women's softball in Moose Jaw, sailing in Saskatchewan Beach, and cycling in Lumsden (CGC, 2003e). This satellite community strategy encourages broad community involvement and the inclusion of the entire local area, as well as utilizing and upgrading local facilities (CGC, 2003d). The communities surrounding the host society also benefit economically due to the influx of visitors, participants, spectators and volunteers who take advantage of all the local community has to offer.

Host societies begin as bid committees approximately five years prior to the Games being hosted in their province. The CGC provides the province with bid procedures and requirements and receives nominations for host societies within the province (CGC, 2004d). Evaluation of the nominated societies includes site visits and elements within five categories: "participant care and comfort; logistics, technical and

operational; finance, budgeting and marketing; [and] legacy” (CGC, 2004d). The host society must gain the support of the community, local government, businesses, and educational institutions. Care and comfort includes food and medical services, as well as the provision of accommodations for 2,200 athletes, coaches and managers, 225 officials and medical personnel, 150 to 200 members of the media, 150 VIPs, mission staff, CGC staff and spectators (CGC, 2004a). Logistics includes the scheduling of every detail of the Games, doping control, technical officiating, media services, information technology, transportation and security. Budgets, marketing and communications, sponsorship and promotion are the responsibility of the Finance, Marketing and Communications department respectively (CGC, 2004a). Finally, the host society is required to submit a final report, and complete economic impact studies to the CGC to account for the resources used and produced by the Games (CGC, 2004a).

The CGC then provides the Bid Committee with a seminar covering the key strategies and requirements for hosting the Canada Games and “policies, procedures and manuals from previous Games, economic impact studies, bid materials, financial statements and final reports from previous Games” (CGC, 2004a, p.15). The Bid Committee must then submit its completed bid to the CGC for consideration. Following the selection of the host by the CGC, the newly minted host society must sign the ‘Agreement to Undertake’, committing to fulfilling the plan and promises laid out by the Bid Committee (CGC, 2004a). The Bid Committee and Host Society are two separate entities. The Bid Committee ceases to exist following selection as a host, while the host society begins operation (CGC, 2004a).

CHAPTER 3

RESEARCH METHODS

Research Design

As previously stated, the purpose of this qualitative case study was to explore the concept of organizational capacity within a temporary voluntary sport organization. Specifically, the nature of organizational capacity was explored within the case of the Volunteers Division of the 2005 CSG Host Society according to two research questions:

1. What are the elements of capacity that manifest within the Volunteers Division of the 2005 CSG Host Society?
2. How can organizational capacity within the Volunteers Division of the 2005 CSG Host Society be enhanced in order to achieve transformational development?

This chapter guides the reader through the theoretical and practical foundations for the study. Systems theory is discussed as the approach that directs the research in that it considers the effect of each part on the whole. Systems theory also sets up the discussion of individual, entity and systems levels as they relate to organizational capacity within the 2005 CSG Host Society. Next, the case study is defined and presented as the ideal strategy to answer the research questions of this study. The context of the case, the 2005 CSG Host Society, and Volunteers Division in particular, is given to provide background regarding the setting of the case. Methods of sampling, data collection, and trustworthiness and validity are discussed. Finally, the strategies for data analysis are explained to provide the reader with an understanding of the steps taken by the researcher in reaching her findings.

Systems Theory

The study of the 2005 CSG Host Society as an embedded entity within the CGC is well suited to a systems approach. Systems theory asks, “how and why does this system as a whole function as it does?” (Patton, 2002, p.119). This theory focuses on the interaction of the parts, the impact of one part upon all others, and the system as a whole, creating a holistic view of the organization as a system (Patton). Systems theory is important because it helps us view “things as whole entities embedded in context and still larger wholes” (Patton, p.120). The 2005 CSG Host Society provides an example of embeddedness as it is an entity that falls under the jurisdiction of the CGC and exists concurrently with two other host societies, the 2007 Canada Winter Games Host Society and the 2009 Canada Summer Games Host Society. These organizations are separate, yet they are seeking to achieve the same goal of hosting a successful Canada Games, and all fall under the authority of the parent organization, the CGC. The CSG Host Society is an entity that is entirely dependent on its environment for its system inputs.

As explained earlier, the concept of organizational capacity is one that presents implications for all levels of the organization and its environment. The interconnectedness of these parts supports the use of systems theory as the perspective that best guides the inquiry. Neuman (2003) discussed micro-, meso- and macro-levels of theory, which may be applied to the present study to explain the individual, entity and system levels of analysis. The micro-level of theory involves “small slices of time, space, or numbers of people” (Neuman, p.52), much like the individual level deals with volunteers who are the individual people within the organization. The macro-level of

theory “concerns the operation of larger aggregates such as social institutions, entire cultural systems, and whole societies” (Neuman, p.53). This level of theory is comparable to the system level, which includes the CGC and the larger Canadian sport forum, which is a social institution within Canada. Neuman also proposed an intermediate, or meso-, level of theory in which organizations and communities are identified. According to Neuman’s levels, the 2005 CSG Host Society is an entity, therefore requiring meso-level analysis. However, the impact of the micro and macro levels must be considered as the host society is part of an open system that is impacted by its environment. The most effective way to study the concept of organizational capacity at the meso-level is through the use of a qualitative study employing a case study design focusing on the 2005 CSG Host Society.

Case Study

A case study design is a research strategy that can provide a thick, detailed description of a complex case within a bounded system (Stake, 1995), while focusing on “understanding the dynamics present within single settings” (Eisenhardt, 1989, p.8). Yin (1994) suggested the use of case study when contextual conditions surrounding the phenomenon of interest will be pertinent to the inquiry. The case study can involve single or multiple cases, and often combines methods of data collection, such as interviews, document analysis, and observation (Eisenhardt).

Yin (1994) offered three conditions for selecting a case study as a research strategy: type of research question, extent of control over events by the researcher, and degree of focus on current events. Case study is best suited to answering ‘how’ and

‘why’ questions that occur within a contemporary, non-manipulated environment (Yin). MacPherson, Brooker and Ainsworth (2000) considered the focus on descriptive and interpretive questions in case study research as part of their discussion on the purpose, place, process and product of case study research. The place for case study is within a unique, yet common, site that provides the potential for thick description (MacPherson et. al.). The combined role of the researcher as interpreter and observer creates an atmosphere in which the researcher may respect the authentic voice of participants both during the research process and within the end product (MacPherson et. al.). The final product is the case report, which must provide the audience with a clear presentation of findings that relate the inherent issues of purpose, place and process (MacPherson et. al.).

Stake (1995) outlined three types of case study: intrinsic, instrumental, and collective. Cases used for intrinsic case study are often prespecified and allow for a better understanding of the particular case while not depending on building theory to ensure quality. An instrumental case study uses depth and context to assist the researcher in refining theory. The case may be typical, but often offers insight into an outside interest, which is not the primary phenomenon of inquiry. The collective case study expands the instrumental study to several cases. The present study is an instrumental case study due to the combination of a prespecified case and the intent to build theory (Stake). The Volunteers Division is a key component of the system of the Host Society due to the essential nature of its services and the interconnectedness of the entire organization. Hence, the goal of this study is to explore the notion of organizational capacity within the context of the Volunteers Division of the 2005 Canada Summer Games Host Society.

Creswell (1999) outlined four stages of case study research: identification of the case, ensuring the case is a bounded system, accessing multiple sources of information during data collection, and thick description of the case setting. The case for the present research is the 2005 CSG Host Society, specifically the Volunteers Division. The bounded time period has been created by the commencement of the bid process and concluded with post-Games interviews in the weeks following the Games; a time span of approximately five years. The place of this system was Regina, Saskatchewan, Canada, the location of the 2005 Canada Summer Games Host Society. Multiple data collection techniques, which will be discussed in a later section of this chapter, were used, including verbal journals prior to the Games, observations, snapshot interviews and a focus group during Games-time, and post-Games interviews. Documents provided by the CGC, the governing body for the Games and the 2005 Host Society, were also used to aid the researcher in describing the context of the case.

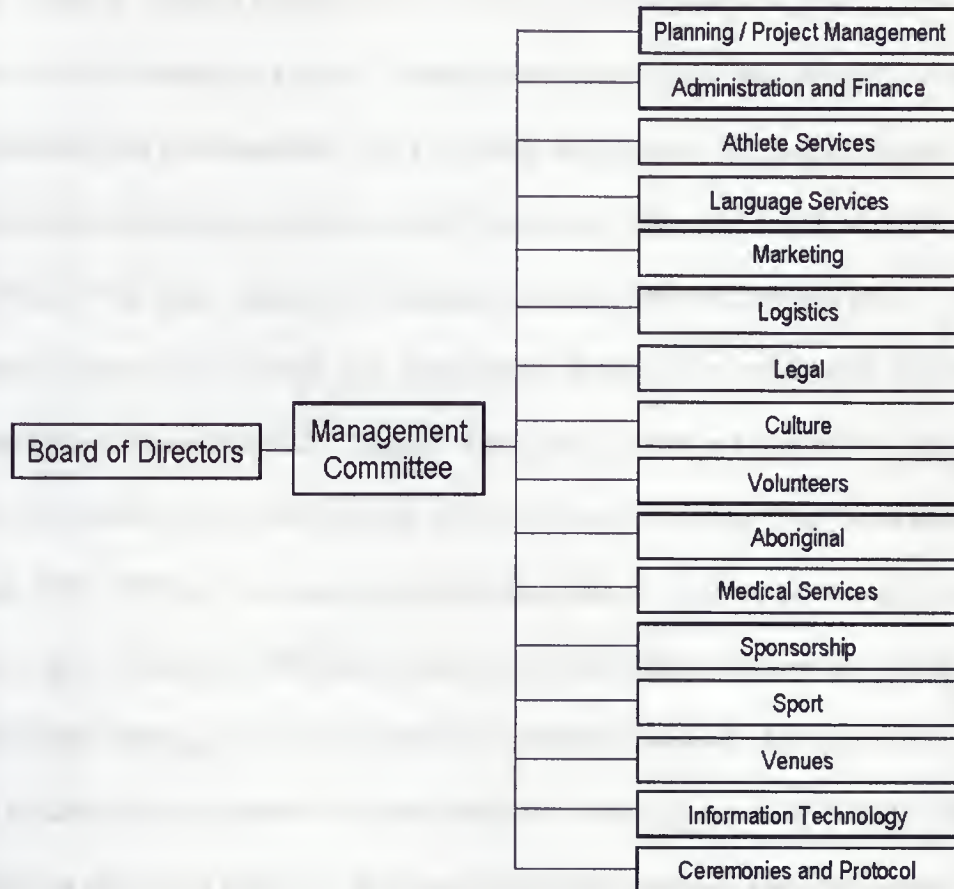
The challenges involved in case study research revolve around three main areas: generalization, rigor and ethics. The generalization of case study findings is not based on statistical inferences to larger populations, but rather to establishing connections with theories between a variety of case studies, a process known as analytical generalization (MacPherson et. al., 2000; Yin, 1994). Replication logic involves the reproduction of results in different settings (Yin). The perceived lack of rigor in case study research stems from a belief that the researcher allows findings to be unfairly influenced by personal biases (Yin). However, no research is completely bias-free, as each researcher brings her beliefs to each stage of the study, from question development to interpretation of the findings (Yin). Ethics must always be a consideration as researchers are “guests in

the private spaces of the world” (Stake, 1995, p.103). Participants should be informed about the method of reporting and potential risks and deserve to have these risks minimized by the researcher (Stake).

Context of the Case

A Canada Games host society is “a temporary organization incorporated under either provincial or federal laws as a non-profit organization...[and includes]...all committees subsequently created and all persons who, through the agency of the Host Society, assist with the organization and staging of the Games” (CGC, 2004a, p.22). A host society is required to develop management policies and a business plan to direct the organization financially and in terms of leadership (CGC, 2004a). The 2005 CSG Host Society (see Figure 2) is governed by a Board of Directors that had “responsibility and accountability to [stakeholders]” (CGC, 2005d, p.2), and is comprised of representatives from the CGC, Government of Canada, Province of Saskatchewan, City of Regina, University of Regina, and the community (CGC, 2005c). The Management Committee, the next level within the organization, is the “group responsible for the overall planning, development and execution of the 2005 Canada Summer Games as approved by the Board” (CGC, 2005d, p.2). The Management Committee includes the Chief Operating Officer and Senior Staff Managers, as well as volunteers serving as President and Executive Vice President of the Host Society and Vice Presidents and Assistant Vice Presidents of each of the following sixteen divisions: Administration and Finance, Athlete Services, Language Services, Marketing, Logistics, Legal, Culture, Medical

Figure 2. 2005 Canada Summer Games Host Society organization chart.

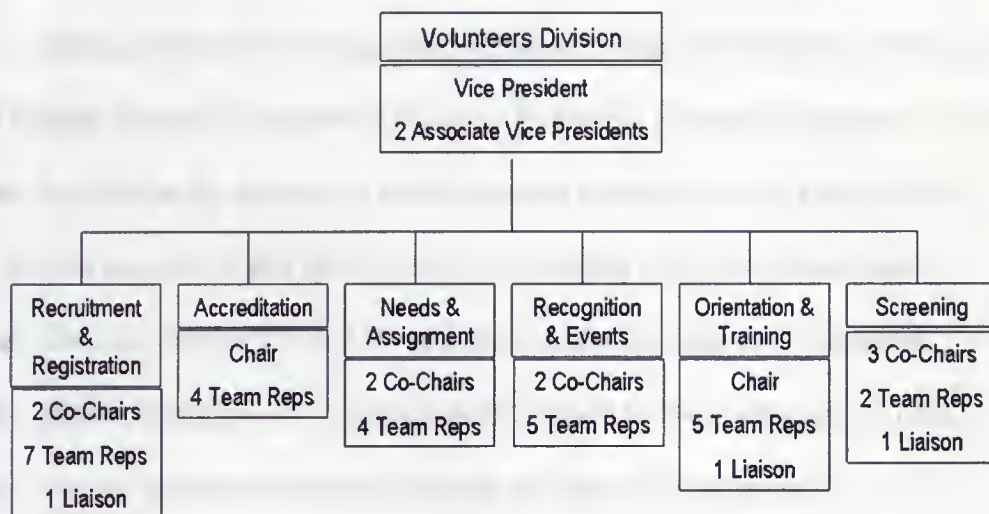


Services, Sponsorship, Sport, Venues, Information Technology, Ceremonies and Protocol, Planning / Project Management, Aboriginal, and Volunteers (CGC, 2005c). The Volunteers Division (see Figure 3), which is the focus of the present study, is led by a Vice President and two Assistant Vice Presidents and oversees six units that deal with specific projects and areas as outlined by the Division and Management Committee (CGC, 2005d). The units within the Volunteers Division are: Recruitment and Registration, Accreditation, Needs and Assignment, Recognition and Events, Orientation and Training, and Screening (CGC, 2005e). Each unit is led by a Chair or Co-Chairs and includes unit members that work towards achieving goals set out by their Chair and/or Co-Chairs (CGC, 2005e). For example, one of the goals of the Recognition and Events Unit was to host a volunteer recognition party before the Games and one goal of the Orientation and Training Unit was to create an orientation manual. The executive planning volunteers are responsible for the activities of their unit, which include front-line volunteers who work within related areas during Games-time. The Volunteers Division of the 2005 CSG Host Society is comprised of 53 planning volunteers (CGC, 2005e).

Sampling

Within the Volunteers Division, there are three executive planning volunteers (Vice President and two Assistant Vice Presidents), 11 upper middle management volunteers (Unit Chairs and Co-Chairs), 39 lower middle management volunteers (28 Volunteer Venue Reps, six Unit Liaisons and four Division Liaisons) (CGC, 2005e). These volunteers comprised the pool from which participants for the present qualitative study

Figure 3. 2005 Canada Summer Games Volunteers Division organization chart.



were drawn. The specific selection criteria will be discussed further in a later section of this chapter. The sample from which all participants were drawn was the group of executive planning and middle management volunteers from the Volunteers Division of the 2005 Canada Summer Games Host Society. Executive planning volunteers “are those volunteers involved in the day-to-day event planning leading up to the Games” (CGC, 2005d). For the purpose of this study, executive planning volunteers were those individuals who served as a VP or AVP of a division (in this case the Volunteers Division). Middle management volunteers were defined by the researcher as those volunteers who fall between executive planning and front line volunteers.

Middle management volunteers include the Unit Chairs and Co-Chairs as upper middle management, and members of the venue teams (i.e. Volunteer Venue Representatives and liaisons) as lower middle management. The Volunteers Division included a total of 53 executive planning and middle management volunteers. The sample for the verbal journals and post-Games interviews included a middle management volunteer from five of the six units within the Volunteers Division and one of the Volunteers Division Assistant Vice Presidents (n=6). The focus group sample consisted of executive planning and middle management volunteers from within the Volunteers Division (n=9). One unit (Screening) was not represented in either verbal journaling or the focus group. The sample for the Games-time interviews included 19 lower middle management participants.

Sampling involves the selection of an appropriate number of participants to assist the researcher in illuminating her research inquiry. Miles and Huberman (1994) outlined a number of sampling strategies common to qualitative inquiry. Three sampling

techniques were used for the present study: intensity, purposeful and snowball.

Participants involved in verbal journaling and post-Games interviews were selected based upon intensity sampling. Intensity sampling is defined as the selection of “information-rich cases that manifest the phenomenon intensely, but not extremely” (Miles & Huberman, p. 28). By employing the intensity sampling technique, the researcher gains an in-depth understanding of organizational capacity from the perspective of the selected group. The use of this sampling technique increased the probability of attaining expert participants by focusing the search on executive planning and middle management volunteers who were in key decision-making roles within the Volunteers Division of the 2005 Canada Summer Games Host Society.

Selection of verbal journal and interview participants was based not only upon a participant's role as an upper middle management volunteer, but also upon her or his availability and commitment to participate in both pre-Games verbal journals and post-Games interviews. In addition, these participants were invited to participate in the online discussion board, along with middle management volunteers within the Volunteers Division. These participants were chosen using purposeful sampling of volunteers listed as Vice President, Assistant Vice President, Unit Chair, and Unit Co-Chair, and were invited to participate one at a time. If a participant refused to participate, another planning volunteer was selected from within the specific unit and asked to participate. The participant from the Screening Unit had expressed interest and commitment to participate, but it was not discovered until the tape had been collected that the participant did not complete the verbal journal.

Games-time participants were selected based upon purposeful sampling due to their roles as lower middle management volunteers within the Volunteers Division and their availability to participate. According to Patton (2002), “being open to following wherever the data lead is a primary strength of qualitative fieldwork strategies. This permits the sample to emerge during fieldwork” (p. 240). Snowball sampling involves “getting new contacts from each person interviewed” (Patton, p.194). While at the Games, the researcher made initial phone calls to Volunteer Venue Representatives (who served as liaisons between the Volunteers Division and the venues) at both sport and non-sport venues, gathering participants until the last day of the Games. At certain venues, it was suggested to the researcher that she approach specific individuals who would be able to provide insight into the topic of organizational capacity.

Data Collection

Pre-Games - Verbal Journals

Data collection occurred during the months of July, August and September, 2005. Six participants completed pre-Games verbal journals during the month of July. Tapes of these journals were collected at the end of the Games in August. Five of the participants selected for verbal journaling and interviews were sent a personal micro-cassette recorder (one participant used her own), one 60-minute tape, and a list of concepts and questions surrounding the core concept of organizational capacity within the Host Society (see Appendix A). Each participant was also sent an informed consent form that outlined the study and asked for their agreement to participate based on guidelines set out by Brock

University's Research Ethics Board (see Appendix B). This method was chosen because the researcher expected it would be less intrusive during the busy month prior to the Games. Verbal journaling was used to allow participants the opportunity to address issues as they arose during the month prior to the Games. Participants were asked to journal a minimum of five minutes per day, three days per week for four weeks. Five of the participants followed this instruction, while one (VJ4) chose to journal in only one long entry at the end of the verbal journal time period. This time allotment not only allowed for flexibility for participants, but was also expected to provide the researcher with a minimum of one hour of data per participant. The verbal journals ranged in length from 20 to 60 minutes.

Written journaling is a method that has been used within education as a tool to allow for reflection on course work (Hughes, Kooy & Kanevsky, 1997; Schram-Pate & Lussier, 2003/2004; Hampton & Morrow, 2003). Hughes et. al. suggested that participants are able to be more interactive and use their own language and personal meanings when revisiting course information. Journals also provide an opportunity for reflection and allow participants to realize perceptions and issues that could have come up in the follow-up interview (Hughes et. al.). The use of verbal journals would enable the researcher to link the proposed concept of organizational capacity to personal experiences of the volunteers, thus creating new and meaningful understanding of the concept (Hampton & Morrow). The researcher sought to begin building rapport with participants by checking in with them by email two weeks into the journaling to offer support, answering any questions that had arisen, and offering extra tapes if required.

The researcher employed a quasi-conversational approach to the creation of the verbal-journal guide. An informal conversational interview is flexible and allows the researcher and participant to form a collaborative conversation (Patton, 2002; Holstein & Gubrium, 2004). The flexibility of the conversational interview was combined with the convenience of the personal recording done by the participants and the informal nature of the entries to create a quasi-conversational format. Verbal journal participants were asked to comment on their view of organizational capacity each time they journaled, as well as to discuss how they assessed their capacity, daily activities, successes and challenges, networking, knowledge gained within their role, knowledge they received prior to their involvement in the Games, and the impact of the six elements of organizational capacity on their role. This approach was selected because the researcher was not present, and participants were able to record their thoughts whenever it was convenient for them, or if they had an experience that they felt was relevant.

Games-time - Interviews

All executive planning and middle management volunteers in the Volunteers Division (n=53) were invited to participate in an online discussion board portion of the study during the Games. Initially, the online discussion board was scheduled to operate from August 6th until August 22nd, 2005, the duration of the Games plus one day prior to the Games and one day after its completion. However, the online discussion board was abandoned as a viable option after the fifth day of the Games due to low enrolment. Six participants had registered by that point, and the views shared on the discussion board were captured through other data collection methods. Four participants who registered

for the online discussion board were verbal journalers. The other two participants who registered for the online discussion board were interviewed during Games-time. The data that the researcher anticipated collecting based on early examination was limited and therefore deemed an uncertain method by which to collect Games-time data. At that point, the decision was made to conduct Games-time interviews with middle management volunteers in lieu of the anticipated online discussion board data. Post-Games interviews with the verbal journal participants were conducted by telephone during the month of September, 2005.

Participants for the online discussion board were to be executive planning and middle management volunteers within the Volunteers Division of the 2005 CSG Host Society (n=53). These potential participants were sent a brief introduction to the research study and researcher contact information in July, 2005, and instructions regarding online discussion board registration and procedures for logging into the board in early August. The rationale for using the online discussion board as a data collection method was two-fold; to further the study of a new method of data collection, and to gather Games-time data from middle management volunteers. The online discussion board was to be a Games-time open forum within which participants could discuss their views of organizational capacity as they related to their individual roles within the Host Society.

An informal conversational interview guide (Patton, 2002) was used for the Games-time interviews. Lower middle management volunteers were contacted via telephone at their venues, homes or businesses to seek their participation in a 10-minute Games-time interview. The researcher explained to each potential participant that the online discussion board about which they had been contacted was no longer going to be

used, but that their input was valuable to the exploration of the concept of organizational capacity. Of the 46 middle management volunteers listed on the Volunteers Division contact list provided by a Senior Manager staff member, one had ended his involvement prior to the Games, some did not wish to be interviewed ($n=3$), and some were unreachable ($n=23$). The researcher was able to secure 19 lower middle management volunteers who were willing to participate in the Games-time interviews.

The participants were asked to sign a consent form (see Appendix B) and each interview was tape recorded with the participants' permission. Participants were asked to provide their name and position within the Volunteers Division, a description of their duties and tasks, and a discussion of their experience, successes and challenges and what knowledge they would pass on to future hosts. These areas were selected for the interview guide because they allowed the researcher to examine the concept of organizational capacity without the need for conducting an academic discussion surrounding the concept with the volunteers prior to a short interview. These areas also give the researcher the data required to assess the impact of elements of organizational capacity and transformational development on the individual and lower middle management levels. Participants were briefed on these areas prior to the commencement of the interview and then prompted by the researcher regarding the next area to discuss if necessary (i.e. successes, challenges). The goals of this method were to gather Games-time data regarding organizational capacity from the point of view of middle management and to replace the missing online discussion board data.

Games-time - Focus Group

One of the verbal journal participants (VJ5) contacted the researcher before the Games to suggest a focus group with the executive planning and upper middle management volunteers within the Volunteers Division be held during the Games. The researcher grasped this opportunity to gather further Games-time data and scheduled the focus group for August 18th at the University of Regina. The focus group consisted of two executive planning volunteers, six upper middle management volunteers, and one lower middle management who was heavily involved with one of the Volunteers Division units (n=9). The group met for approximately one hour in a tape recorded session. Participants who had not yet participated in any phase of data collection were asked to complete an informed consent form (see Appendix B). The participants were asked to state their name each time they spoke, were encouraged to discuss the positive and negative aspects of their experiences, and to speak freely while respecting each other's opinions. Based on the researcher's Games-time observations of the inner workings of the Volunteers Division, the researcher asked the participants to take her through the ideal life cycle of a volunteer, to discuss lessons learned for future hosts, and to brainstorm a definition of organizational capacity. Participants were also given the opportunity to address issues not covered but deemed important as they, as a group, suggested the focus group be conducted.

Post-Games - Interviews

Five post-Games interviews were conducted with the verbal journal participants by telephone during the month of September, 2005, and ranged in length from twenty to

forty-five minutes. The post-Games interviews were conducted using an interview guide that was created based on information gathered from the literature and included one individualized question for each participant based on pertinent issues that arose in her/his verbal journal. This allowed the researcher to focus on areas of interest that arose from data collected prior to and during the Games while still allowing the participants to discuss those areas in need of clarification and explanation. When using an interview guide, the researcher begins with a list of questions but allows for probing to deepen participant responses when deemed necessary or useful (Patton, 2002). The researcher began with prepared questions for each participant, but allowed herself the flexibility to probe diverse and thin responses when she needed clarification. Patton's categories of interview questions were employed during the creation of the interview guide to ensure the researcher gained a holistic view of each participant's understanding of capacity as a volunteer at the 2005 Canada Summer Games, and of his or her experiences with different methods used within the study.

The strengths of interviews as a data collection technique include insight, explanation, the ability of the researcher to focus on the topic and the ability to understand what cannot be observed directly. Insight should be gained into the phenomenon of study, based on the questions asked by the researcher (Yin, 1994). The researcher is able to focus her inquiry and maintain control of the questions to be asked and data to be gathered (Creswell, 2003; Yin). Interviews allow the researcher to use Patton's (2002) categories of questions to get a sense of what the researcher cannot directly observe. The participants offer their personal experiences with the phenomenon as insight into its many facets.

The interview questions centred around the concept of organizational capacity by asking participants to identify what the term meant to them, as well as discussing the individual elements of capacity. The questions were worded in such a way as to be conversational, rather than theoretical, to put the participants at ease, and allow for greater comprehension. Patton (2002) offered six categories of questions that may be asked in an interview: experience and behaviour, opinions and values, feeling, knowledge, sensory, and background or demographic questions. Experience and behaviour questions ask ‘what a person does’ and allow the researcher to gain an understanding of what they would have seen had they been able to observe the participant in a situation (i.e., What about the impact [of legacy] on the staff and volunteers who were involved during planning?). Opinion questions relate to what the participant thinks about the phenomenon (i.e., What would have made the online discussion board easier to use and more accessible?). Feeling questions are used to gather data pertaining to participants’ emotional responses to the given phenomenon (i.e., How did you find the experience of verbal journaling?). Knowledge questions seek “factual information – what the respondent knows” (i.e., What is the best way to get Games-time data based on your experiences with this study?) (Patton, p.350). Sensory questions seek to offer an understanding of the stimuli experienced by the participant (i.e., Has the Games contributed to transformational change of individual volunteers, the community of Regina and the Canada Games movement?). Demographic questions are used to gather age, occupation, family and education information in order to “locate [the] respondent in relation to other people” (Patton, p.351).

Interviews are susceptible to certain challenges, including: researcher and response bias, poor participant recall and articulation, and the effects of unnatural settings. The researcher is responsible for the quality of the interview (Patton, 2002), and the use of well-crafted, thoughtful questions. Each participant brings his or her own background and level of understanding of the issues, which means that some participants may be less articulate or have poor recall of events and emotions associated with the phenomenon (Yin, 1994). The researcher must always consider that her questions must draw out what she feels are salient points to assist in exploring the research topic. Interviews often take place outside of the participant's natural setting, leading the researcher to work to create a neutral environment in which the participant will feel comfortable enough to share their views and insights (Creswell, 2003). However, for the present study, interviews were conducted by telephone, thus abating the potential discomfort of unnatural settings for participants. Participants were in their own homes or offices during the interviews, putting them at ease to respond to questions as they saw fit. While attending the Games, the researcher spent time with each participant involved in the verbal journaling and interviews at a location s/he chose. This allowed the participants to ask any questions they may have and provided the opportunity to meet the researcher in person prior to the post-Games interviews.

The present study has accounted for these challenges in part by employing Patton's (2002) categories of interview questions. The researcher attended the Canada Games, thus gaining an insider perspective. This influenced the focus group and post-Games interviews by allowing the researcher and participants to make small talk and feel comfortable with each other immediately. The researcher related to her participants

through shared experiences and existing relationships created through the shared experiences of attending the Canada Games.

Other Data Collection

The researcher attended the 2005 Canada Summer Games as a researcher working under the umbrella of the CGC. The researcher was given access to meetings and all venues including the Volunteer Centre, the Mission Centre and the CGC office. During the course of the Games, the researcher was able to observe and interact with volunteers, athletes and spectators, and take observation notes. Observational data allows the researcher to gain an understanding of the setting and context, and “to see things that may routinely escape awareness among the people in the setting” (Patton, 2002, p.262). The researcher was able to observe the inner workings of the Volunteers Division during the Games and view the interactions between members of the division. The observations were valuable because the researcher was able to personally reflect on the data collected by revisiting observation notes and personal experiences. This resulted in a better description of the setting and processes that impacted the organizational capacity of the Volunteers Division of the 2005 CSG Host Society.

Documents were provided by the CGC, volunteers within the Volunteers Division and the larger Host Society. These documents included organizational structure diagrams, bid process guidelines, hosting guidelines, policies regarding volunteers, contact lists, and host-to-host transfer of knowledge documents. The researcher was also able to collect materials that were readily available during the Games, such as the volunteer handbook, registration guide, media guides, and press releases. These

documents have assisted in the analysis of the raw data in that the researcher was able to correlate the ideal processes with the actual events that took place within the Volunteers Division. The documents allowed the researcher to gain an understanding of actions that occurred before the research began, and allowed access to goals, policies, procedures and expectations of the organization (Patton, 2002).

Data Analysis

Data analysis is:

a process of piecing together data, of making the invisible obvious, of recognizing the significant from the insignificant, of linking seemingly unrelated facts logically, of fitting categories one with another and of attributing consequences to antecedents (Morse, 1994, p.25).

The researcher accomplished this by using a variety of data collection methods, by transcribing all data personally, and by attending the Games. Each data collection method provided new insights and built upon emergent themes. The act of transcription allowed the researcher to mentally revisit each interview and regain a feel for the setting. The researcher's attendance at the Games gave her the opportunity to experience the data personally by witnessing the actions of the Volunteers Division first hand.

Both a priori and emergent codes were used to analyze the data. Open coding results in the development of categories which house coded bits of data deemed by the researcher to be salient (Creswell, 1998). Based upon existing literature, the researcher began with a priori categories including capacity elements and definitions of organizational capacity, projects, time, life cycles, organizational levels, capacity assessment, knowledge, personal networks, verbal journaling experience, and leadership. These broad categories were then refined as new and more specific themes emerged.

New categories also emerged based upon the data. These categories included authority and responsibility, planning, process, and legacy.

Qualitative research consists of two phases: induction and deduction (Patton, 2002).

As fieldwork begins, the inquirer is open to whatever emerges from the data, a discovery or inductive approach. Then, as the inquiry reveals patterns and major dimensions of interest, the investigator will begin to focus on verifying and elucidating what appears to be emerging – a more deductive approach to data collection and analysis (Patton, p.67).

The creation of categories and themes represents the inductive phase. During the deductive phase, emergent data are constantly compared with other data and categories of analysis to create themes and discover findings. This method is referred to as the constant comparative method, wherein variables are not predetermined, but rather allowed to emerge into categories that bound each salient concept presented by participants (Maykut & Morehouse, 1994). In this study, verbatim transcripts of all verbal journals, interviews, and the focus group were coded as each stage of data collection was completed. The interviews were transcribed during the months of September and October 2005. The verbal journals were transcribed prior to the post-Games interviews to inform the interview guide and allowed for high quality probing questions to explore the concept of organizational capacity.

The timing allowed for information collected from the verbal journals and focus group to be used to refine the post-Games interview guide. Each transcript was coded and each participant was assigned a number and respective two-letter code (i.e. VJ for verbal journal, GT for Games-time interview, PG for post-Games interview, and FG for focus group) to maintain participant anonymity while allowing the researcher to keep

track of data that emerged from each participant. In cases where participants were involved in multiple data collection methods, the number assigned to the participant was kept consistent (i.e. VJ1 was also involved in the focus group and post-Games interview and was coded as VJ1, FG1 and PG1). Correlated codes and participant information were kept in a separate file as a secondary measure to ensure anonymity. Selected passages, or coded data, were placed into emergent categories using the constant comparative method. This method involves comparing data with categories until saturation is achieved and new categories cease to emerge (Creswell, 1998).

Synthesizing involves sifting through coded responses until typical patterns emerge (Morse, 1994). Morse stated that the best way to develop theory is to “move from the particular to the general in small steps, rather than in one sweep” (p.30). Axial coding occurred within this stage, as relationships between categories were examined to explore the central phenomenon of organizational capacity from the perspective of the participants. For example, categories included ‘individual capacity’, ‘time’, and ‘authority and responsibility’. Again the constant comparative method was employed to ensure saturation occurred both within and between categories. In other words, a pattern began to emerge, providing a tentative view of capacity based on participant perceptions.

The third stage outlined by Morse (1994), theorizing, is the “manipulation of malleable theoretical schemes until the ‘best’ theoretical scheme is developed” (p.32). The final stage, recontextualization, is used to develop emergent theory so that it may be applied to other settings. A draft of the interview guide was completed based on the existing literature and was refined based on analysis of verbal journal and focus group

transcripts. This allowed the researcher to pose questions that were informed by both her own and the participants' experiences.

Trustworthiness and Validity

Lincoln and Guba (1985) posed the question, "how can an inquirer persuade his or her audience (including self) that the findings of an inquiry are worth paying attention to, worth taking account of?" (p.290). The importance of trustworthiness and validity is that the researcher must be able to defend her work as a true reflection of the data provided by participants. The creation of a number of documents by which the progress of the researcher can be tracked aids anyone auditing the work in ensuring said work is truthful. To identify ways in which the researcher can ensure trustworthiness and validity, this study employed Lincoln and Guba's principles of credibility, dependability, confirmability, and transferability.

The credibility of the present research was achieved through triangulation and prolonged engagement (Lincoln & Guba, 1994). Triangulation involves the use of multiple data sources to provide "converging lines of inquiry" (Yin, 1994, p.91). Yin posits that case study research is ideal for triangulation in that multiple data sources from within the same case are available and may provide multiple perspectives and forms of data. The present study has employed triangulation through the use of verbal journaling, interviews and a focus group with executive planning and middle management level volunteers. Lincoln and Guba suggested that prolonged engagement will lead to an increased understanding of the culture of the participant group or organization and the opportunity to build trust with participants. While the engagement of the researcher in

the present study was limited by the length of the Games and overall project timelines, the engagement was intensive, given that the researcher has worked on the project over a two year period. The use of both verbal journals and post-Games interviews with specific participants improved the reliability of the data, as it provided participants with the opportunity to address issues in the interview that they forgot to include in their verbal journals.

Transferability refers to the potential for the research to be applied to other contexts (Lincoln & Guba, 1994). The use of thick description of the context and setting of the case and a database of documents, analyses, and the researcher's reflexive journals can allow outsiders the opportunity to make judgements of theoretical transferability to assist with practical application of findings (Lincoln & Guba). The reader is responsible for generalizing based on the findings, (Lincoln & Guba), but it is expected that the findings of the current study will be applicable to future host societies within the Canada Games organization.

According to Lincoln and Guba (1994), dependability is essentially the demonstration of transferability. An audit trail may enhance the dependability of a study, as well as being the key method to ensure confirmability (Lincoln & Guba). An audit trail should include: "raw data,..., data reduction and analysis products,..., data reconstruction and synthesis products,..., process notes,..., materials relating to intentions and dispositions,..., [and] instrument development information" (Lincoln & Guba, pp.319-320). These elements of the audit trail allow an external observer to decipher the path taken by the researcher "from initial research questions to ultimate case study conclusions" (Yin, 1994, p.98). For the present study, the researcher created a

strong audit trail through the use of notes on literature, drafts of written work, meetings with her advisor, and transcripts and journals regarding data collection and analysis.

Validity must be pursued internally, externally and through the constructs of the inquiry. Construct validity is subjective within case study research, but may be sought through the use of multiple evidence sources, an audit trail of researcher activities, and draft reviews by key informants (Yin, 1994). Internal validity is the determination of causal relationships while considering the potential impact of outside factors (Yin). Within case study research, internal validity must be a concern each time the researcher does not directly observe an event and must make an inference as to what occurred (Yin,). The case study researcher must consider all possible explanations and ensure the correct determination was made. External validity “establishes the domain to which findings can be generalized” (Yin, p.35). This allows findings to be analytically generalized to theories. For the present study, the researcher utilized multiple methods of data collection, including interviews, verbal journals, observations, documents, and a focus group. The post-Games interviews served as a form of member check in that each participant was asked a specific question regarding the issue the researcher deemed most significant from each verbal journal. In these ways, the researcher took the necessary steps to ensuring validity.

The methods employed in the present study provided the researcher with a wealth of data from a variety of sources. This made triangulation possible, which facilitated trustworthy and useful data. The researcher used the verbal journals and focus group as building blocks for the post-Games interviews, which enhanced the data collected in the interviews. The researcher developed rapport with the participants, and the participants

had already fostered a clearer understanding of what was sought in the interview. The use of verbal journaling served to further the use of the method and yielded useful data, not only in terms of content, but also informal participant feedback regarding the method itself.

CHAPTER 4

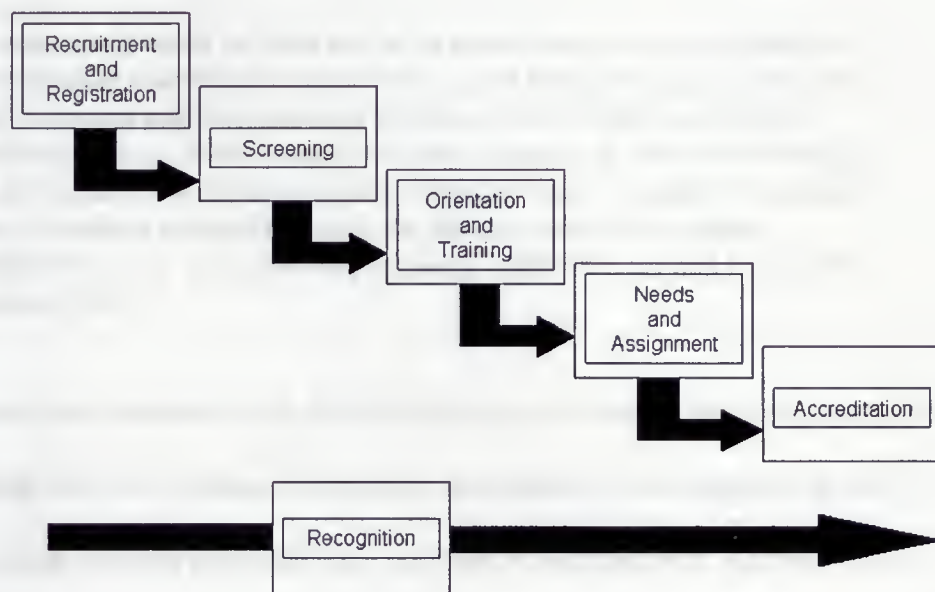
FINDINGS AND DISCUSSION

This chapter presents the findings of this study based on data collected through six methods: verbal journals, Games-time interviews and observations, a focus group, post-Games interviews, and document analysis. The first section of this chapter focuses on the case of the Volunteers Division by outlining the volunteer management model it utilized and challenges that hindered its implementation. Second, data regarding the elements of organizational capacity are presented and discussed. Finally, the concept of transformational development is analyzed, resulting in revisions to the UNDP's (1997) model of incremental versus transformational change.

The Case of the 2005 Canada Summer Games Volunteer Division

Before a discussion regarding volunteer management challenges and the influence of capacity can be provided, an outline of the volunteer management model used at the 2005 CSG must be presented. The volunteer management model employed within the Volunteers Division of the 2005 CSG Host Society (see Figure 4) followed prescribed stages based upon the model used by previous hosts. The 2005 CSG Host Society adapted the model to suit its needs. The volunteer management model followed a sequential order that included: 1) recruitment and registration, 2) screening, 3) orientation and training, 4) assignment, and 5) accreditation, with 6) recognition occurring

Figure 4. Volunteer management model utilized by the 2005 Canada Summer Games Volunteers Division.





throughout the process. An explanation of each stage of the model for an individual volunteer follows.

The recruitment of the volunteer, the first stage, occurred through a number of methods, including media releases, word of mouth, signage or advertisements.

[Recruitment] could be from one of us contacting somebody directly to them hearing something in the media or just asking the question of how they volunteer and then the next step would be that they got to the registration part. There [were] two ways to register. We were trying to get the majority of them to register online so that took care of the data entry for others wouldn't have to do, but there was also a paper registration form. So, once they actually registered, we had them in the system. (FG6)

The volunteer then registered with the Host Society, either on a paper registration form or online through the 2005 Canada Summer Games website. When registering, the volunteer selected her/his preferred area, position, venue and sport, and identified whether s/he preferred to do the training online or in a group session. The volunteer then received a volunteer identification number for administrative tracking purposes.

The second stage involved the screening of the volunteer through a criminal record check, and the volunteer was either added to the list of registered individuals or deemed undeployable based on the report. During the third stage, the volunteer attended a general orientation and training session (unless s/he had opted for online training, which was completed at one's leisure). The orientation session included speakers and a PowerPoint presentation which focused on the history of the Canada Games, hospitality expectations, legacies for the City of Regina and other pertinent information.

Regina, Saskatchewan is well known for its volunteerism and I didn't want to set up a training or orientation program telling them how to be volunteers. They know how to be volunteers, so although we wanted to give them some hosting information as a refresher, I mean some cases where people were volunteering for the first time, we focused on other things. We focused on some of the history of the Games and we also focused on some of the legacies of the Games. (VJ1)

The fourth stage included the assignment of the volunteer to a specific venue.

This process included a number of steps: first, middle management venue personnel assessed their

volunteer needs; second, a request was made to the Volunteers Division for the number of volunteers needed with their specific screening requirements (if applicable); third, middle management venue personnel received a list of potential volunteers and their contact information from the Needs and Assignment Unit of the Volunteers Division; fourth, middle management venue personnel contacted the volunteers they required and obtained their agreement to volunteer; fifth, venue personnel contacted the Needs and Assignment Unit to confirm which volunteers were selected and which were to be released to other venues; and finally, the Needs and Assignment Unit officially assigned those volunteers to the venue and placed the remaining volunteer names back into the system for assignment to other venues. This process was in place to ensure that all volunteers selected for duty were registered and screened prior to their assignment and to ensure that volunteers were not selected by multiple venues.

The final stage of the volunteer management model was accreditation. Once the volunteer was registered, screened, trained and assigned, her/his profile in the volunteer database included all of this information which was then placed on an accreditation tag.

The accreditation tag was available for pickup along with the volunteer uniform and pin during the week prior to the 2005 Canada Summer Games. Recognition of the volunteers was an ongoing process that included discounts at local stores carrying Games clothing prior to the Games, a holiday party for planning volunteers in November 2004, a pre-Games recognition party in July 2005, a volunteer uniform and pin, and refreshments during Games-time (VJ4).

Challenges to Implementation of the Volunteer Management Model

The Volunteers Division included these stages, in sequence, within its volunteer management model. However, four main challenges arose that hindered its implementation. First, the hierarchical decision-making structure of the 2005 CSG Host Society negatively affected the ability of the middle management volunteers to manage their duties efficiently. Second, varied planning timelines across the Host Society did not sufficiently consider the importance of the role of the Volunteers Division in ensuring volunteers were assigned in a timely fashion. Third, inadequate information technology components forced the middle management planning volunteers within the Volunteers Division to redirect valuable human resources capacity to perform tasks that were outside the scope of the division. Fourth, the non-sequential process of the volunteer management model did not allow the Volunteers Division to streamline their efforts for each stage, instead forcing them to redo tasks. Descriptions of these challenges follow.

Challenge 1- Decision-making structure

The decision-making structure within the 2005 CSG Host Society affected and was affected by decentralized venue management. The organizational structure of the Host Society reflected a divisionalized form (Mintzberg, 1997) wherein each division was comprised of a number of units, each responsible for different tasks but working toward a common divisional goal.

Our [Division]'s goal was to have the 6,000 volunteers by June 1st. I think it was only our [Division]'s goal because I'm not sure anybody else in the Games considered [it to be a] goal that was important, and I felt that we did not get the resources to get that recruitment done in that time period because of that (FG6)

As a result, planning volunteers had to gain approval from their superiors for activities requiring involvement with other divisions. In addition, the decentralization of venue management hindered decision-making, particularly within the Needs and Assignment Unit of the Volunteers Division. This unit was responsible for assigning all volunteers to specific roles, including positions at venues. The hierarchical and divisionalized structure made it difficult for planning volunteers in the Needs and Assignment Unit to directly oversee where and when volunteers were assigned because they lacked control over each individual venue.

Needs and Assignment is like aargh. Like it's so dependent on so many things...it's dependent on people registering...do we have enough people to register so that we have enough volunteers to get out, and if you don't, then what do you do? (PG5).

Each venue had a Sport Leader and a Venue Leader who were responsible for communicating their needs with the Needs and Assignment Unit within the Volunteers Division. This extra step in the decision-making process made it difficult for the Needs

and Assignment Unit to maintain control over volunteer assignment. PG5 discussed the confusion regarding ownership of the volunteers and the responsibility for their assignment:

If it's the Volunteer Division, I can decide who goes where and I can start assigning people as soon as they sign up and as soon as someone's made known that they need a volunteer, I can start doing that, but if it's the responsibility of each venue, well then we've got to wait on them. That's a different process. If it's the responsibility of each Venue Rep, then we've got to...you know, that's what I think is complicated is figuring out who is responsible for them.

Overall, the structure of the Host Society made it difficult for the Volunteers Division to maintain control over the tasks that were their responsibility.

Challenge 2 – Varied planning timelines

The second challenge to the implementation of the volunteer management model was the variety of planning timelines across the Host Society divisions. The planning volunteers within the Volunteers Division viewed Games-time volunteers as a key need to be addressed early in the preparation process by other divisions and individual venues.

[The venues] didn't understand the importance of the timeline especially once we started recruiting volunteers (GT18)

However, the Volunteers Division was still receiving requests for volunteers and assignments during the Games.

The needs change from time to time, up until today [August 19, 2005] probably...there's still some of that going on, so that's really sort of a monkey wrench in the whole thing (FG5)

This lack of attention to a key need of the Volunteers Division by those external to the division presented a challenge because the Needs and Assignment Unit within the

Volunteers Division was not able to perform its function of ensuring that all volunteers were in place in a timely fashion for the Games.

Challenge 3 – IT component

The third challenge was the information technology component of the Host Society. The volunteer database was constructed for the 2001 Canada Summer Games in Ontario and was also used by the 2003 Canada Winter Games in New Brunswick. The database was a major application whose programming presented many limitations. First, the database did not allow planning volunteers within the 2005 Volunteers Division to create reports and data summaries that were crucial to their role within the Host Society.

It took us weeks to figure out how to massage the system to get the information extracted through IT and the reporting centre to get the information that only in the last three weeks have we actually were able to function, and you know, what's sad is we've spent time that Whitehorse...they're going to go through the same process. One would hope that they could start with functional reports, but all the functional reports we have are outside the system (FG9)

For example, the Volunteers Division used a new method to print the accreditation tags for volunteers and participants, called batch printing. This method required the extraction of a report from the Games database including information regarding the screening level, location and areas of access for each individual volunteer as well as the sport and province for each individual athlete, coach and trainer. However, extraction was hindered further by a second problem; the inability of the planning volunteers to manipulate the database to provide the reports they required.

[The database] does not meet our needs, it is not user-friendly, there was no manual that came with it, we did some testing, but we didn't have enough time to do a complete test and we're finding glitches in the system.

It does not give us the reports we need, we're lacking in the area of technology (VJ2).

Even with the assistance of one member of the Information Technology Division, the Volunteers Division planning volunteers were only able to extract the data itself, and place it in a simple Microsoft Access database, which was external to the major Games database.

This is 6000 names that you can drop into an Excel spreadsheet that any one of us could have invented. And if you want to make it friendly with the screen, then you pop it into Excel Access [sic] and you do the screen formatting. This is not a multimillion dollar system. (FG9, p.7)

The poor IT system forced a delay in the printing of the accreditation tags, due to the high number of volunteer hours required to manually extract and organize the volunteer and participant data.

Challenge 4 – Non-sequential volunteer management process

The fourth and final challenge relates to the non-sequential nature of volunteer management within the Canada Games. The 2005 CSG Volunteers Division created a plan for moving each individual volunteer through the volunteer management model in a sequential, step-by-step process. Unfortunately, this was not possible as many of the venues did not adhere to the timelines of the Volunteers Division and communication was difficult due to the hierarchical structure.

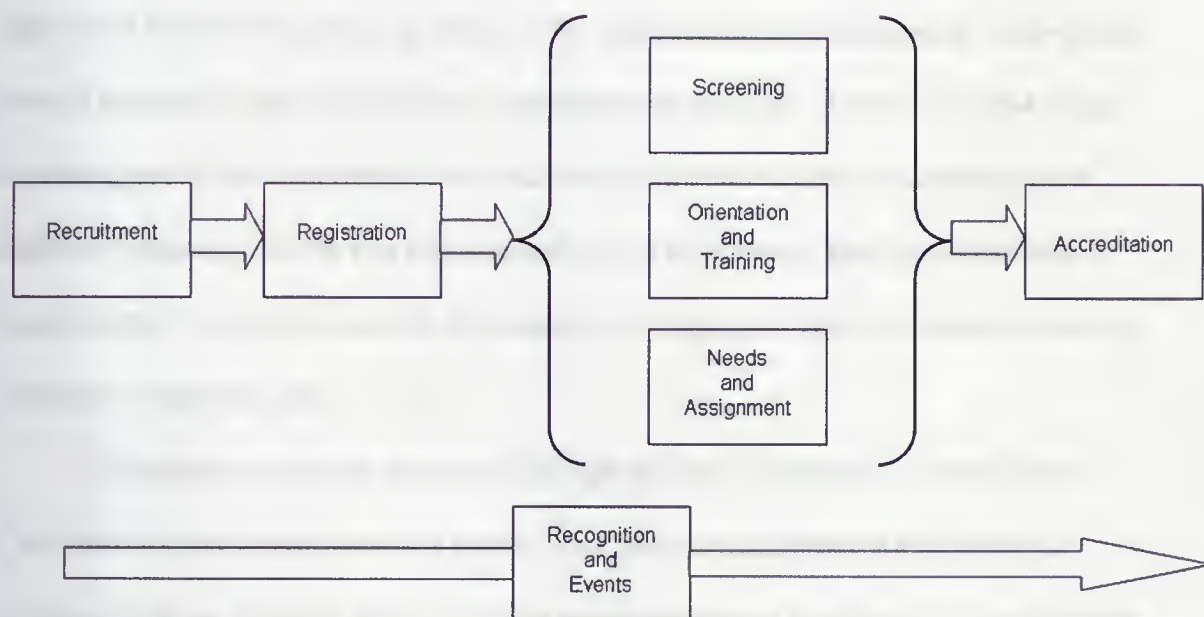
I think that there [were] two understandings of that...assigned too many people meant sort of the requesters' level, that they phoned someone, they've scheduled them...well, assuming that they've phoned them, again I found out this weekend that that did not always happen, and have scheduled them. But what it meant to us was one more step, more from the process, was that it had to come back to us and we had to be notified that this person was to be assigned to a specific venue. (VJ5)

Therefore, some volunteers were recruited and assigned without being registered or screened. This made it impossible for the Volunteers Division to keep an accurate count of the needs of the venues and what its own cutoff would be for the number of volunteers required for the Games.

Capacity-based Volunteer Management Model

In order to overcome the four challenges mentioned above, the Capacity-based Volunteer Management Model is proposed. While the importance of each stage of the volunteer management model previously used by the 2005 CSG Host Society is maintained, the Capacity-based Volunteer Management Model requires greater attention be paid to the process of assignment. The Capacity-based Volunteer Management Model was structurally altered from a linear process to an inventory of critical tasks to be completed in an order that is convenient for each participant (see Figure 5). The pooling of the screening, orientation and training, and needs and assignment inventory items represents a shift from the linear process used by the 2005 CSG Host Society. The 2005 Volunteers Division had many volunteers who were informally assigned by a member of a specific venue. This most commonly occurred in instances where an individual regularly volunteered for a sport or venue within the community prior to the Canada Games. In these cases, the Venue Leader failed to inform the Needs and Assignment Unit of the Volunteers Division of the volunteers s/he had officially registered at the venue. To combat this issue, the Capacity-based Volunteer Management Model calls for each volunteer to be recruited and registered prior to being given access to the pooled stage (screening, orientation and training, and needs and assignment) which grants

Figure 5. Capacity-based volunteer management model.



her/him access to the orientation and training modules, inclusion on request forms for the venues, screening procedures, and ultimately accreditation.

The model requires constant communication between the venues and the Needs and Assignment Unit of the Volunteers Division beginning as soon as each venue assembles its own team. This communication must be facilitated through the structural capacity of the Host Society as a whole, as the organizational structure must allow for the internal networks of the Host Society to be effectively utilized. A member of the Needs and Assignment Unit will inform the venue team of the unit's need for an estimate of required volunteers. Using this estimate and legacy information from previous Games regarding their volunteer numbers, the Needs and Assignment Unit will create a tentative volunteer assignment plan.

Volunteer recruitment will occur through the same methods used by the 2005 CSG Host Society (media, word of mouth, etc.), but extra emphasis is placed on the importance of the venues in informing their regular volunteer pool that they must register with the Host Society to be considered as volunteers for the Games. The nature of the assignment process calls for the Recruitment and Registration Unit to receive all registration information from volunteers, regardless of whether they register online or on paper forms. This information is then entered into a database which lists the volunteer's preferences for venue and position. When a volunteer registers, s/he moves on to the screening, training and assignment areas, which are pooled together in one stage. This allows each of these tasks to be completed as it is convenient for the volunteer, while still following Host Society timelines. However, it must be noted that accreditation will not occur until the volunteer has been screened, trained, and assigned. The Needs and

Assignment Unit assigns her/him to the sport or venue s/he selected as her/his number one choice if it is still available and updates the venues constantly via a specific venue contact person who is responsible for scheduling and confirming the volunteer's intent to participate. This action would create a centralized system in which the Volunteers Division can efficiently place volunteers at a venue or in a position that s/he has requested. The human resources capacity that would be required for this process of assignment would be considerably less than in the volunteer management model utilized by the 2005 CSG Host Society. The Volunteers Division would be accountable for tracking the information about each volunteer, but responsibility for completing each task on the capacity-based volunteer management model would lie with each individual Venue and Sport Leader.

It is not possible to entirely centralize the Needs and Assignment process, as the 2005 CSG Host Society attempted, but the Capacity-based Volunteer Management Model will assist the Volunteers Division in ensuring that all venues are assigned an adequate number of volunteers while still allowing for the venues to receive ownership of their own volunteers. All venues will have access to viewing the database entries for their particular venue, and must be responsible for ensuring that their volunteers have passed the criminal record check. It is also the responsibility of the venues to ensure that each of their volunteers participates in a general orientation and training session. Again, the database will provide the venues with this information and they must maintain contact with their volunteers to ensure this requirement is met. The venues must be proactive within the capacity-based volunteer management model to ensure that their volunteers meet all Host Society requirements for serving as a volunteer.

Once the volunteer has been recruited and registered, and completed each of the tasks in the pooled stage (screening, orientation and training, and assignment), the volunteer is then cleared to be accredited. During the month prior to the Games, the 2005 Volunteers Division initiative to print accreditation tags in batches will be continued. The batch printing allows for a faster, less expensive and more convenient accreditation process than printing tags one by one. The centralization of recruitment and registration will create a clearer picture of how many volunteers are still required, and in what positions, as the Games approach. The major requirement for the Capacity-based Volunteer Management Model is that the database be simplified to allow the Volunteers Division to manipulate the data fields for their purposes, as well as to allow its members to provide timely information to the venues so they may move ahead in managing their own volunteers.

To identify suggestions for action specifically regarding the enhancement of organizational capacity within future host societies, recommendations provided by the participants of this study are offered with respect to each of the five elements. It is expected that should these recommendations be considered and implemented, future host societies will be able to avoid problems encountered by the 2005 CSG Host Society and build upon its successes.

The first element, cultural capacity, was a focus for some participants, as this element included both organizational and community components.

I think because we did a few different things here in Regina like increasing the emphasis on Aboriginals, maybe that will have a transformational effect on the Canada Games Council in terms of who they focus on. (PG5)

As previously mentioned, future Games should make efforts to draw upon a large Aboriginal population for its volunteers, thus ensuring continued Aboriginal presence in the Canada Games. Second, financial capacity is the foremost view of organizational capacity held by many. In the case of the 2005 CSG, the major concern regarding financial capacity was the lack of money spent on staff and materials.

I'm concerned that a lot of this work that was done by the volunteers was done on the back of volunteers in an effort to have a good legacy resulting from the Games. I think more money could have been spent on staff and things would have worked a lot better. (VJ2)

This recommendation is directly linked with the next element, human resources capacity:

Human resources, staff and volunteer resources, staffing is at a minimum. We have a Senior Manager, who is excellent. We have a Staff Coordinator who is seconded from a corporation in Regina. She is marginal, cannot handle the scope of the job or the size of the job. She is lacking in direction for human resources in relation to other staff, our daily planning and insight into what to do with the Games. (VJ2)

As can be seen by the views of this participant, it is not only that the host society needed more staff earlier, but higher quality staff that are able to carry the organization for a period of time. As previously discussed, the element of structural capacity has two dimensions: infrastructure and process, and networks.

I hope we can document our work plans, document everything that we can, support that with commentary and hand it on. And that's the best we can do is to create that material and pass it on and then I'd hope that future host societies might have it available and make use of it however they see fit. (PG3)

PG3's recommendation incorporates both dimensions, as it suggests that the creation of quality documents and the transfer of the acquired knowledge of the 2005 CSG Host Society to the next host society are of great importance. Finally, technological capacity

was limited within the 2005 CSG Host Society. As previously discussed, most comments regarding the database were negative:

Get rid of the system. Get a new system. I mean, this is too difficult for anybody to try and use in a functional way. (FG9)

The Volunteers Division had based its business process on the assumption that the Games database, which had already been used by two host societies, would be a usable, adaptable, and technically supported system. However, the system proved to be inadequate and provided the only major negative legacy of the 2005 Canada Summer Games. The overriding recommendation was:

The CGC must learn from the negative experience of the 2005 CSG Host Society and provide or support a new information management system. (2005 CSG Host Society Final Report)

Although the new model is linear, it allows for the pooling of some stages of the previous model to better enable the management of volunteers.

Elements of Organizational Capacity

Cultural capacity

Cultural capacity and aspiration capacity were defined within this study as separate a priori categories of analysis. However, upon analysis of the data, these two elements have been collapsed into one, termed cultural capacity, with organizational and community components. Daft (1992) defined organizational culture as “the set of values, guiding beliefs, understandings and ways of thinking” (p.317). This definition encompasses both the a priori descriptions provided in the theoretical framework chapter of this document. Aspiration capacity included the organization’s mission, vision, goals

and purpose, and cultural capacity included beliefs and behaviour norms (McKinsey & Company, 2001).

The vision and mission statements were written during the bid committee stage, which was before Regina was selected as the Host Society for the 2005 Canada Summer Games. The planning volunteers who were involved in the bid process created the vision and mission statements to guide the actions of the Host Society as per the guidelines provided by the CGC. One upper middle management volunteer, PG1, stated that cultural capacity, which includes the vision and mission statements, was the most important element because it provided guidelines for action, which, according to Daft (1992), are key components of organizational culture.

The second component of cultural capacity, community, manifested within the 2005 Volunteers Division through Aboriginal and Francophone volunteer involvement, and the proud volunteer culture of both the City of Regina and the Province of Saskatchewan. Many of the volunteers spoke of how residents are ready to volunteer for anything and everything that comes to town.

The people of Regina are probably very proud of what's happened...Canada Games...and that they have a sense of it was a wonderful experience and they'd be willing to have Regina host such a thing again in the future. I think there's that sense of community that was stronger. (PG6)

This cultural component caused the Orientation and Training Unit to provide only refresher material regarding hospitality and to focus on the specifics of the CG movement, the Host Society and the Games themselves in their training and manuals. VJ1 stated that,

Our main focus was presenting the kind of group material where we wouldn't be upsetting volunteers because we're so known for our

volunteerism here. We can't tell them how to volunteer because we have such a huge reputation for volunteers and commitments to be volunteers so we focused our energies in a little different direction.

I think it's gone well and I think it's a really great way to mobilize a community towards something central, but it needs to...you know, we always talk about putting the athletes first, which I think is absolutely essential, but I think you also have to remember then that the volunteers must come second because the Games can't go off without volunteers. (GT15)

I've spent most of this week arranging for computer lab space for our data entry operators as we do not have enough equipment or space in the Volunteer Centre to accommodate such. In relation to the areas that you've outlined on your journal guide – finances, marketing, fundraising and budget – our original budget was cut by quite a bit and we're trying to make do. (VJ2)

The decision to focus on specifics once again showed the value that the Volunteers Division placed on its volunteers and their experiences in the voluntary sector. For example, the Tipi and Cultural Village venue included nine tipis that were set up in front of the First Nations University of Canada, which is on the campus of the University of Regina. These tipis exhibited many aspects of Aboriginal culture, including a 'living tipi', in which one upper middle management volunteer from within the Aboriginal Services Division lived with his family for the duration of the Games. The Tipi and Cultural Village gave the local community, spectators, athletes, volunteers, and other visitors an opportunity to gain an understanding of an important culture within Saskatchewan and Canada. The 2005 CSG Host Society hopes that the inclusion of the Aboriginal community will be passed on to future hosts, in terms of the Aboriginal Services Division and specific venues.

The next Canada Games will be held between February 24th and March 10th, 2007 in Whitehorse, Yukon Territory, and will include representation from all three of

Canada's northern territories (Whitehorse 2007 Canada Winter Games, n.d.). The population of Nunavut is 85% Inuit (Government of Nunavut, n.d.), the Northwest Territories has a 48% Aboriginal population (Education Canada, 1996-2006a), and the Yukon has a 23% Aboriginal population (Education Canada, 1996-2006b). This Aboriginal representation within the general populations of the territories provides a larger Aboriginal volunteer population to draw from and increases the need for Aboriginal involvement in the Games at all levels.

The impact of cultural capacity on the vision of a nonprofit organization is "usually described in terms of the mission of the organization and the particular activities it undertakes in the pursuit of the mission" (Moore, 2000, p.183). The mission of the 2005 CSG Host Society was to:

The 2005 Jeux du Canada Games is dedicated to hosting an athlete-centered, first class, national multi-sport event that will advance sport development and community pride, while leaving a lasting legacy of facilities, volunteerism, and enhanced sport, culture, and youth development.

While the amount of attention volunteers paid directly to the vision and mission statements varied, the consensus was that their actions were guided, however loosely, by these statements. As the vision and mission statements were created by early members of the host society, "their beliefs, values, and assumptions form[ed] the core of the organization's culture from the start and [were] taught to new members" (Jaskyte, 2004, p.154).

The inclusion of Aboriginal volunteers by the 2005 CSG Host Society not only gave the host society access to previously untapped volunteer groups (PG1), but also provided a foundation upon which future Games may build.

Capacity issues can discourage Aboriginal volunteers and volunteer leaders. Constant attention and priority to taking even small steps to address this significant challenge is a good idea for engaging and maintaining Aboriginal volunteers and voluntary leaders (Little, Auchterlonie & Stephen, 2005, p.33)

This emerging focus on capacity building within the Aboriginal volunteer community is likely to benefit from the 2007 Canada Winter Games in Whitehorse, Yukon.

Financial capacity

The second element is financial capacity, which involves revenues, assets, expenses and liabilities (Hall et. al., 2003). Financial capacity was not a key concern for most upper middle management volunteers in the Volunteers Division. The overriding view was that they had financial limits within which they had to function. The greatest concern focused on the lack of materials and space, rather than dollars.

We were given a core budget and we...our planning indicated that we would bring this project in probably pretty close to \$5000 under budget or under that core budget, so finances are not the thing that are concerning me most. Right now this whole idea of having more records, more tags to print in house is, the concern is more of the fact that we're running out of time, we're running out of...I'm not sure that we've got an adequate number of people and I need to confirm that we've got the actual physical, you know, paper, laminate pouches and whatnot to be able to...and computers, for that matter, to be able to do it. (VJ3)

For example, many of the computers provided to the Volunteers Division did not have the Games database and the Accreditation Unit was forced to move offices a number of times because of space shortages. The Accreditation Unit, for example, had created a budget within which they would accomplish printing all accreditation tags and projected functioning with a surplus. However, when the batch printing process was negatively

affected by problems with the IT system, they were forced to use the surplus to cover the unexpected costs of printing tags one by one as people came into the Accreditation office.

The financial capacity issues noted by the middle management volunteers centred on financial legacy and predetermined limits. First, the Games Executive Committee was dedicated to leaving a financial legacy. However, middle management volunteers felt that money should have been spent on the Games where needed, rather than the concern for leaving a legacy (VJ3). For example, many volunteers felt that staff resources were lacking within the Volunteers Division and across the Host Society, particularly in the final months leading up to the Games.

Second, the recruitment efforts of the Volunteers Division were financially restricted by the budget for the volunteer uniforms.

We were given a budget for a limited amount of volunteers. We could not achieve...or go over 6000 volunteers because of the impact it would have had on budget. (VJ6)

Therefore, the budget for volunteer recognition packages (pins, shirts and hats) was based upon this number. This served only as a point of frustration for some upper middle management volunteers within the Recognition and Events Unit, because the amount and type of recognition components they could offer were limited.

I mean, if we could have done more, we would have done more, but that was a huge budget saver for us because of the sponsorship of Coke. I know in the past they've had sponsors like McCain and did those like, little pizza things and stuff, but they were too hard to heat up, so like in effort to make it clean and easy and cheap, [granola bars] were awesome that way. (GT22)

I just didn't think it was enough with the finance and I think that this is really important because volunteers coming in save the Games, oh I think close to half a million dollars, for sure for Games-time volunteers, maybe it's even more than that. Not that you have to spend a quarter of a million dollars, but you need to spend more, I don't even know what the budget

was for volunteers, maybe \$60,000, and that's not enough. It needed to be much more than that. (VJ5)

The 2005 Host Society was sponsored by Coca Cola and was only able provide volunteers with drinks and granola bars based on the budget allotted for Games-time care of the volunteers. Shim and Constas (1997) stated that the objective of a nonprofit organization is to “render as much suitable service as possible while expending as few dollars as possible with the resources available to do it” (p.37). The 2005 Volunteers Division felt financial constraints, primarily in the form of material and space shortages. These shortages relate to the element of structural capacity with respect to infrastructure and process.

Structural capacity

The third element, structural capacity, emerged as one of the key elements affecting the overall organizational capacity of the Volunteers Division. Structural capacity involves two dimensions – a) relationship and network, and b) infrastructure and process (Hall et. al., 2003). The relationship and network dimension involves the Host Society's use of its network to enhance resources. Infrastructure and process refers to the use of manuals, policies and intellectual property to enhance organizational capacity (Hall et. al.). The organizational structure utilized by the 2005 CSG Host Society was a divisionalized form (Mintzberg, 1997) consisting of 16 divisions (see Figure 2 on page 52). Mintzberg defined the divisionalized form as a “set of relatively autonomous organizations coordinated by a central corporate headquarters” (p.78). The Host Society was led by the Management Committee, which was comprised of the Chief Executive Officer, Chief Operating Officer, VPs, and AVPs from each division. This level of the

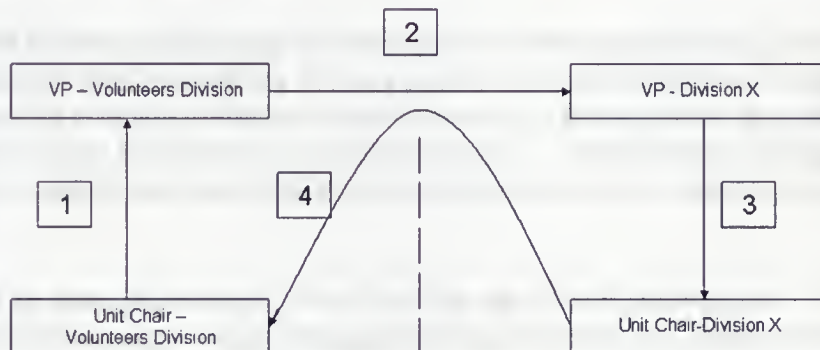
hierarchy was referred to as the executive planning level. The next level of the hierarchy included the divisions themselves, of which the Volunteers Division is the focus of this study.

The Volunteers Division also functioned as a divisionalized form. The Volunteers Division was one of sixteen divisions within the Host Society and was governed by a Vice President and two Assistant Vice Presidents. These executive planning volunteers were responsible for planning the activities of the division and serving on the Management Committee. The middle management level was comprised of the Unit Chairs and Co-Chairs, their unit members and venue team (v-team) members. The v-teams were led by two individuals, a Sport Leader and a Venue Leader and included representatives from all other divisions (i.e. Marketing, Sport, etc.). These volunteers were responsible for ensuring the CGC protocol and sport technical requirements respectively were met for each sport venue. Non-sport venues (i.e. Festival site) did not have a Sport Leader.

The complex structure of the 2005 CSG Host Society caused many volunteers to feel that there were too many layers of management and levels of hierarchy. These layers of management existed in each division of the Host Society, creating complexity when putting networks to use as well. On many occasions, decisions were made only once approval was received from those above the volunteer within the Volunteers Division. Only then could the decision-making process continue across divisions to executive planning volunteers in another division from the top down (see Figure 6).

As time went along, the structure using the divisions with volunteers at the top and then filling in underneath with paid staff people...as time went by and the need for timely work escalated, it started to feel like it wasn't exactly the best structure. There were awkward things about it. I know

Figure 6. Approval / communication pathway for interdivision decision-making.



that early on I was even chastised, you know, moderately, and...for communicating across a division instead of going up through the VP or AVP and over and down. It's a pretty strict or top-heavy...that's not even the right word. It's a pedantic structure. (VJ3)

[The venues] had no, no real appreciation for the importance of needs and assignment until it was very late in the game, and they needed...they were desperate for volunteers and that's when they realized, oh my god, the Volunteer Division really does have a role to play (FG9).

So when it comes to planning out what you need to accomplish and your timelines for that, I would say create a project plan and then if you think you need 48 hours to accomplish this between you know certain dates and deadlines, triple it, and that's not adding in slack. That's actually adding in the amount of time you're likely going to need in order to accomplish it. (VJ4)

There's so many venue reps that we need to train that it just was not possible to train every single person, planning volunteer and staff, on how to do requests and now it's getting a little bit confusing so we had a request coming from staff, it was not done properly. (VJ5)

As Figure 6 demonstrates, if a Unit Chair within the Volunteers Division (A) needed assistance with the database from a Unit Chair within the IT Division (D), s/he would adhere to the following communication pathway. Step one requires the Unit Chair from the Volunteers Division (A) to go to his or her VP or AVP (B) for approval to discuss the matter with the other division. Step two involves the VP of the Volunteers Division (B) discussing the matter with the IT Division VP (C) so he or she is aware of the situation. Next, step three, involves the VP of the IT Division (C) to relay the request to the Unit Chair (D) within his or her division. Finally, step four involves direct communication between Unit Chairs in the Volunteers Division and IT Division (A and D), and ideally, assistance is received by the Volunteers Division Unit Chair (A). This communication pathway took away the sense of authority for middle managers who were suddenly unable to complete their duties without seeking upper level intervention. One upper

middle management planning volunteer, VJ4 discussed the extended length of time that must be allowed when working in a voluntary organization as a planning volunteer. As VJ4 stated, one must allow triple the time versus a for-profit business for decisions to be made because of the hierarchical boundaries that existed within the 2005 CSG Host Society.

The middle management level of the Volunteers Division was separated into two sublevels. Unit Chairs and Co-Chairs comprised the upper middle management level and volunteer venue representatives the lower middle management level. This distinction is based upon the fact that Unit Chairs had more decision-making responsibility and control over unit activities than did those volunteers who were v-team members. Prior to the Games, the needs and assignment process proved to be problematic, stemming from the unsatisfactory database (discussed in detail in a later section of this study) and decentralization of volunteer assignment. As previously discussed, the process of assigning volunteers included a number of steps, many of which forced the Volunteers Division and the Needs and Assignment Unit in particular to rely on the venues to provide accurate requests for volunteers in a timely fashion. The Venue Leaders were not aware of how integral the needs and assignment process was to the Volunteers Division and each subsequent stage of the volunteer life cycle. Had this realization been made by those outside of the Volunteers Division earlier in the Needs and Assignment process, much of the last-minute scramble for volunteers would have been avoided and lessened the burden on the overworked planning volunteers with the Volunteers Division.

Within the units of the Volunteers Division, the divisionalized structure seemed to serve the volunteers fairly well. For example, the upper middle management volunteers of the Orientation and Training Unit separated the unit into teams that dealt with the different requirements of the Unit and each team member was given a task to complete (i.e. researching and writing drafts of sections of the volunteer manual). The team members then met as a team to consolidate their efforts before presenting the finished product to their Unit Chair.

If I'd missed an area they want[ed] to put in, then we would go back and we would put it in. Then once everything was finalized, everyone was happy with it then our Chairperson would submit it to the Division and then they would look it over and if they decide[d] that something was missing, or you know, needed adding in or something that needed deleting, you know, they didn't want it in, they would take it out. (GT26)

The levels of hierarchy were still apparent in this process, as the Unit Chair was then required to get staff approval, but the lower middle management volunteers were given a sense of authority and ownership over their particular tasks.

The divisionalized form (Mintzberg, 1997) used within both the Volunteers Division and across the entire host society created layers of hierarchy that undermined the decision-making authority of the Volunteers Division upper middle management volunteers. According to Mintzberg (1997), the middle line staff comprises the key element of the divisionalized form. The middle line is comprised of divisional managers who have "control over the strategic and operating decisions of their respective divisions" (p.78). In the 2005 CSG Host Society as a divisionalized form, the Management Committee maintains ultimate control, but middle management volunteers are given the relative autonomy to run their units as they see fit, provided they abide by the overall organizational guidelines (Mintzberg, 1997). Daft (1992) discussed the importance of

empowering middle managers, stating that “without sufficient power, middle-level people cannot be productive” (p.393).

Ashkenas, Ulrich, Jick and Kerr (1995) examined the paradigm shift to the boundaryless organization based on the idea of Jack Welch, former CEO of General Electric (GE). The concept proposed the elimination of vertical, horizontal, internal-external and geographic boundaries to promote an organic structure in which “information, resources, ideas and energy pass throughout the membranes quickly and easily so that the organization as a whole functions far better than each of its separate parts. Ashkenas et. al. explained that the creation of a boundaryless organization does not mean the abandonment of structure and boundaries altogether, but rather allowing for fluid sharing of knowledge and resources. The siloed nature of the organizational structure of the 2005 CSG Host Society led to hierarchical decision-making as it obstructed the communication process between divisions, thus hindering the creation of a boundaryless organization.

The second dimension of structural capacity involves internal and external networks that must be accessed to ensure organizational survival (UNDP, 1997). The Volunteers Division was no exception, as it relied on strong internal networks and key external relationships to achieve its goals. The overall organizational structure of the 2005 Host Society was one in which many volunteers felt that Sport was the central division which all other divisions served to support. According to VJ5, the most dominant division of the 2005 CSG seemed to be a matter of perception:

One of the VPs for the Volunteers Division has commented about how, sort of the model of how the whole Games works, is that Sport is in the middle and most of these other divisions, whether it's Marketing, Admin

and Finance, and Volunteers, are there to help and support Sport. So we're there to meet their needs.

Figure 7 shows the perceived view that the Sport Division was central to all other aspects of the Games and all other Divisions because without the sports, the Canada Games would not need to exist. However, Figure 8 shows the researcher's view of the critical importance of the service divisions to the rest of the Host Society. Each division relied greatly on these service divisions: the Volunteers Division to manage all volunteers, the IT Division to handle the database and other IT components, the Planning and Project Management Division to oversee the project management system on the intranet, and the Sport Division to handle all technical aspects of the events. Without all four of these central divisions, the Games could not operate.

The interconnectedness of all divisions and the resulting interdependencies not only slowed the process of accomplishing tasks because of the reliance on volunteers who have other responsibilities to their divisions, but created confusion for some lower middle management volunteers.

My entire committee resigned because we'd done a couple of events and basically it was just, it wasn't what they thought it was going to be. The way the Canada Games structure is set up, the volunteer structure is set up, there's a lot of interdependencies and I mean, you don't operate autonomously from everybody else, and so I got that, but the rest of my committee...not so much (GT20).

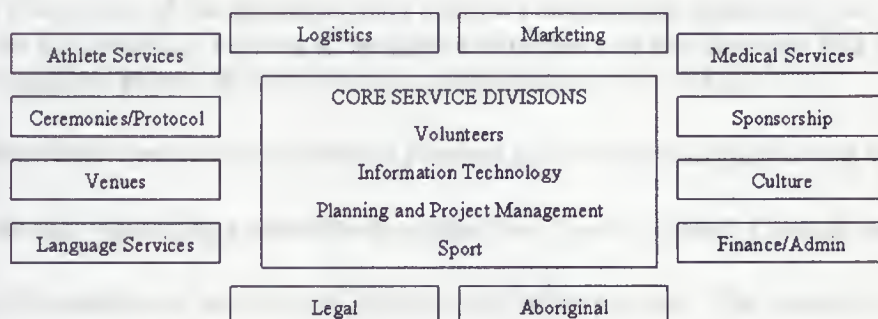
This recognition of interdependencies between Divisions was not common enough to counter the perceived control of the Sport Division and shift the focus clearly to the importance of the Volunteers Division.

Two specific examples of positive external relationships to the Volunteers Division were given by participants:

Figure 7. Graphic representation of sport as central division.



Figure 8. Critical importance of Canada Games service divisions.



That has been the most awesome thing...the best suggestion I could maybe...maybe that's what I could give as my suggestion is make sure the police force is on your side and that you're able to work with them and understand their steps in the process. I really think that has helped a lot (GT24);

[The owner of the graphics firm] spent a considerable amount of time with me this morning helping to be part of that plan and just reassure that they would be able to do whatever we needed them to do (VJ3).

The police force was on board with the Festival early on as a supporter and was willing to work with the organizing volunteers to ensure that Canada Games Council protocol was followed by spectators, athletes, volunteers, and other patrons. The graphics firm proved to be an outstanding resource and support for the batch printing efforts of the Accreditation Unit when the IT system and IT Division could not complete tasks as required. Overall, the relationships within the Volunteers Division were quite positive. Each unit within the Volunteers Division was responsible for its own area and relied on the Division VP and AVPs and other units for support in completing tasks.

The second component of structural capacity, networks, are often "difficult to establish and even harder to sustain" (Provan, Veazie, Staten, & Teufel-Shone, 2005, p.603). However, in the case of the 2005 CSG Volunteers Division, the opposite was true. The creation and maintenance of external networks was a key component of the overall success of the Volunteers Division and the Games in general. As exemplified by the examples of the Regina Police Force and the graphics firm, "by working together, community organizations can draw on the broad range of resources and expertise provided by other organizations in the network" (Provan et. al., p.603).

Human resources capacity

The fourth element, human resources capacity, was one of importance to the Volunteers Division, as its members were responsible for all registration, recognition, accreditation, training and screening, and the majority of the recruitment and assignment of the volunteers for the 2005 CSG. Key findings related to this element included: the recruitment of key people, ownership of the volunteers, individual capacity, the staff-volunteer relationship, and volunteer respect.

First, the recruitment of key people was a process for which the Volunteers Division was not provided a template or specific guidelines for their selection. VJ3 discussed this lack of a formal template as having a detrimental effect on the early work of her unit in particular as the unit has had three separate Unit Chairs in the past two years:

I guess I had assumed that there were strategies in place to identify key people with the appropriate skills and that didn't necessarily seem to be the case (VJ3);

The individuals, again, I'll question in some cases the skill sets of the individuals, even English not as a first language has been a problem, and so I keep asking the question, it's not just in this particular case, but I keep asking the question about individuals in key positions in general. How did we come to decide that those individuals belong there? What's our selection process? What's, you know, what identifies them as being the right people for the job? I thought that the idea was supposed to be, in any organization, is to build capacity. (VJ3)

Two other upper middle management volunteers within the Volunteers Division, VJ1 and VJ4, were selected for their positions based on their interest as opposed to what they felt constituted their skill sets. They each set about successfully recruiting people who possessed skills they lacked.

As a method for enhancing human resources capacity, one aspect of selecting key people is matching skill sets with position requirements. FG4 discussed the need for this match, not only to ensure tasks were completed competently, but also as a means of providing support for others:

I think you go back to something that's already been said about having the right people in the positions. People with the skill and the knowledge in the areas I think they're intended to lead, or if not the specific skills and knowledge for those functions, but with the strong leadership qualities that are required.

FG3 suggested that the reason a template for selecting key people does not exist stems from the societal view of volunteers and their skill sets:

It's a problem with the volunteer model because we as a society tend to feel like gee, thank goodness someone is prepared to offer up their time so we better grab it, but in the real world we can't...we need to not treat volunteers anything different than we would somebody who is a paid employee. So, turf their butts out of here if they're not doing their job, like this is not the time for us to be mollycoddling and bowing to people, and saying, gee, we're really glad you're here. If they don't fit, move them out, put them someplace else.

The second finding related to human resources capacity is that due to the lack of structure in the needs and assignment process, the ownership of volunteers was not clearly defined. According to PG5:

Maybe the key piece of knowledge is figuring out who owns the volunteers, who is responsible for them because that is really quite important. Is it the responsibility of the Volunteer Division and if that's the case, it's a very different process.

In other words, it was not clear to either the Games-time volunteers or their superiors who had the responsibility for recruiting, contacting and scheduling the volunteers. The decentralization of these tasks from specific units within the Volunteers Division to units in other divisions may be seen as both a cause and effect of the lack of ownership of the

volunteers. As a cause, the decentralized recruitment and contact failed to provide volunteers with a single centralized contact person. For example, because of the lack of control the Needs and Assignment Unit of the Volunteers Division had over the assignment process, there did not exist a sound procedure by which the Volunteers Division could control who was contacting potential volunteers.

We saw it a fair few times of people coming in and saying yes, I've been contacted, I've been phoned, but we have no record of them being assigned and unfortunately it makes us look stupid and it frustrates the volunteers because now we have to follow up, we can't and nor should we assign people without checking with the requester or with an actual venue. That really compromised our capacity. (VJ5)

Therefore, if a volunteer's registration form indicated an interest to work for volleyball and food services, the decentralized nature of both recruitment and scheduling did not allow for clear volunteer ownership to assign the volunteer to one or both of these areas. As an effect, decentralization meant that no specific group had predetermined control of the volunteers, so there was no impetus to centralize recruitment and contact.

The third finding related to human resources capacity is that individuals were responsible for performing each and every task that allowed the Host Society to create and continually enhance its organizational capacity. The individual capacities of the volunteers were integral to task completion and the volunteers of the Volunteers Division were no exception. One unit within the Volunteers Division experienced a high turnover rate of volunteers for a variety of reasons including health and career issues:

In February, [the unit] suffered a bit of a blow, not only was my health not very good at that particular time, but most of the members of the Unit decided that they couldn't carry on anymore. For various reasons including the fact that they were just, just burnt out, there were new jobs going on and things like that. So, I was pretty much left to myself, except for one unit member who'd been working on the handbook and doing a very, very good job of that. (VJ1)

We were reflecting on [the Unit's project plan] from time to time and then it was the most valuable for me after last February when most, when most of my key planners decided that they, they couldn't be involved in this any longer, and it just left me with a couple of people, but because that plan was in place, I was able to follow through without a lot more recruiting. (PG1)

The capacity of this particular unit was not adversely affected by the loss of these individuals because a member of the unit had developed a project plan early on, to which one upper middle management volunteer within the unit attributed the successful transition to the new group of unit members. In this case, individual capacities were key in creating the project plan for the Unit, allowing new members to step in and utilize their own skills to carry on the work of the Unit.

The skills provided to the Volunteers Division by each individual volunteer were valuable human resources that allowed it to perform its role as a service division within the Host Society. An event of this magnitude requires different skill sets at different times. The levels at which the Games operate (i.e. planning volunteers vs. staff vs. Games-time volunteers) also changed over time. VJ3 outlined her view of the shifting focus from the entity to individuals and back to the entity of the Host Society:

We couldn't have done it without the individuals and as I said before, we started out, it was the big entity that was hosting the Games and creating capacity. It got down to people and what they personally able to do and how much dedication and energy they had. Tomorrow, when the Games start, I think we'll be back to people seeing the Host Society as the large entity and that's the entity that has the capacity.

This transfer of focus resulted from the need for critical tasks to be completed by individuals more and more quickly as the Games approached. The frantic pace of the final month of planning was especially apparent in the verbal journal completed by VJ3, who used the journal as a sounding board for crises:

I'm at the University, supposed to be at work, and as is the case more often than not these days, I am hopping mad (VJ3).

Once the Games had begun and athletes, coaches, trainers and spectators were attending events, the entity regained the central role as the presenter of the Games. However, the critical time period of reliance on individuals led to some conflict regarding clarity between volunteer and staff roles.

The fourth finding regarding human resources capacity was the nature of the staff-volunteer relationship. The overall feeling among the upper middle management volunteers was that one staff member who was assigned to the Volunteers Division was 'outstanding' and 'excellent', but overworked. The volunteers felt comfortable approaching this staff member with requests and concerns, although there was an awareness of her lack of time and energy to fully commit to the Volunteers Division. The views about the second staff member were that she was lacking the skill set to succeed in her role and that the volunteers felt unsure of her capabilities. Her lack of decision-making and organizational skills resulted in role ambiguity for several planning volunteers in the Volunteers Division.

We have a Senior Manager who is excellent. We have a Staff Coordinator who is seconded from a corporation in Regina. She is marginal, cannot handle the scope of the job or the size of the job. She is lacking in direction for human resources in relation to other staff, our daily planning and insight into what is with the Games. She has never operated in anything in this scope. (VJ2)

The Host Society experienced a shift from being entirely led by volunteers to one wherein staff members were required to complete certain administrative tasks. The lack of guidance from the second staff member made it difficult for the volunteers to be sure about their roles. According to several planning volunteers both within the Volunteers

Division and outside, the shift from volunteer to staff control could have been handled in a manner in which the volunteers still felt respected and valued. The middle management volunteers were not properly prepared for this shift in many instances, as they never received clear definitions of their roles or definitions of the roles of the staff.

What are the roles of staff and what are the roles of volunteers and that was very difficult to figure out at times, kind of wondering should I be doing this and why am I doing this, why isn't the staff person doing it, so I was never completely clear about who did what and sometimes I just did some things because I was told to, other times I told staff to do things just because I didn't feel like I needed to do them. (VJ5)

And that's part of the trouble is who do the staff report to? And unless...and again it comes back to human nature, we want, we're genetically entrenched to have a hierarchical management model, not a horizontal one. And when you've got a horizontal one, staff don't have to report or don't have to be accountable. (FG9)

PG6 also discussed role ambiguity, particularly with respect to summer student staff that were given little direction regarding their roles:

On the staff, I think because of the way of the structure, I imagine that there be more [sic] reluctance to do that again. But I don't know that, I mean, that's just an observation from afar, and there wasn't...through [role] definitions of responsibility and I particularly say that comment when I relate to the summer students.

The need for staff earlier in the process was another issue put forth by a number of volunteers. Many of the upper middle management volunteers attributed the minimal number of staff members to the Executive Committee's commitment to creating a financial legacy from the Games.

A key lesson learned is address the staffing requirements and make sure that you've got the right staff in place because we, we struggled with that and it was something that we were dealing with...we should have dealt with it when it was first identified and we tried to work around it (FG7)

Our Senior Manager was wonderful, she had the knowledge, the expertise to do the job, she just didn't have the time because she was Senior Manager for multiple divisions. And our Staff Coordinator has strong points but the Staff Coordinator for the Volunteers Division needs to be a strong administrative individual and I think, you know, a key lesson learned is address the staffing requirements and make sure that you've got the right staff in place because we, we struggled with that and it was something that we were dealing with. (FG7)

One upper middle management volunteer, VJ1, discussed the positive outcome that the Games were not a financial burden on anyone, but others felt the money could have been better spent on hiring more staff to complement the volunteers.

Another part of the volunteer-staff relationship involved volunteer burnout. The issue of burnout was a great concern for many volunteers in relation to their individual abilities to complete tasks based on their individual capacities. The difficulties stemmed from the fact that many planning volunteers were also working full or part time outside of the Games. The need for balance between work, family and volunteer responsibilities became more apparent for many volunteers as the Games approached. For example, the executive planning volunteers of the Volunteers Division scheduled their Games-time hours in the Volunteer Office so that each would have time away from the Games (VJ2). The overriding impression from all volunteers was that the Games required an immeasurable amount of their time and energy. GT22 summed up this point by stating that, "It's been fun. I'm going to sleep for a month after it's over".

The final part of the volunteer-staff dynamic related to the issue of respecting volunteers, particularly when discussing the placement of volunteers in certain positions. Games-time volunteers were asked to give sixteen hours of time total during the Games, the week before and the week after.

One of the things that we really wanted to do was to ensure that new people came in and could be assigned to decent positions within the Games. (VJ5)

The concern raised by VJ5 and echoed by others was that a volunteer would be assigned to an unattractive job (i.e. parking attendant) for all her/his shifts. The issue here was that the volunteer would not have an opportunity to truly experience the Games from the parking lot. The 2005 CSG Host Society made it a priority via their strategic themes to offer varied experiences to new and veteran volunteers alike. For first time volunteers, this show of respect was especially important as this may very well set the tone for their decisions regarding future volunteer work. One goal of the Host Society was to have well trained volunteers, but also to attract new volunteers.

Tung (2002) suggested that “organizations are increasingly cognizant of the need to attract and retain people who are well connected and/or who excel in collaborative teamwork in order to become or remain world class” (p.97). Tung focused on individuals who have an understanding of concepts, the competencies to act upon them and connections with others within a network. These components of individual capacity, in addition to an organic structure, create an organization that is able to more easily create and share knowledge and resources.

Little et. al. (2005) stated that “best efforts to disperse power through volunteer engagement and foster[ing] communication rather than competition, can be undermined by power struggles and competition for scarce human and financial resources” (p.15). The relationship between staff and volunteers within the 2005 CSG Volunteers Division exemplified this power struggle during the shift from a volunteer-driven to a staff-centred organization. The lack of clarity regarding volunteer and staff roles and the varied

abilities of staff members lessened the level of volunteer engagement suggested by Little et. al. (2005). According to McDonald and Warburton (2003), “the contribution of volunteering generally is readily acknowledged, with volunteerism represented in some literatures as the inimitable case in point of participation in civil society” (p.382). This view was certainly echoed by many within the Volunteers Division:

I’ve never heard one complaint about a volunteer. I’ve heard many, many thank yous, many, many very positive things about all the blue shirts and all the work they’re doing. From the bad situations when rain happened in tennis to having all of them in there mopping up the courts to this morning where softball had rain to have all of them squeegeeing out the fields and the coaches, the players, the officials and the fans have been nothing but positive about the [volunteers] (PG6).

Technological capacity

The (IT) Division was responsible for all IT components of the 2005 Canada Summer Games, including computers, internet, and the database used by the Volunteers Division. There were also databases for all registered athletes, coaches, trainers, and volunteers for the Games, and competition results. The Volunteers Division utilized this information to create accreditation tags for all participants, and to screen, assign, train and accredit all volunteers.

The system was designed years ago for a particular purpose and I think each Host Society has changed the way they do business. The business process has changed, so that the system is not fitting what works for each Host Society. (FG3)

The Games database was created for the 2001 Canada Summer Games and was passed on to the 2003 Host Society and then on to the 2005 Host Society. The 2003 Host Society employed a different Volunteers Division plan, which also attributed to the inadequacy of the Games database for the 2005 Volunteers Division. As such, the Games database was

not sufficient for the needs of the Volunteers Division, as it was created for a different host society six or seven years prior.

The second finding related to technological capacity was the lack of usability of the Games database and its impact on the implementation of the volunteer management model. The Games database did not allow for interaction between the section of the database in which the registration information was entered and sending mass emails regarding the Games. This hindered the online registration process. One executive planning volunteer had to manually send each registered volunteer an email containing their user name and password for accessing the online orientation system.

We cannot upload from Excel or anything else into the Canada Summer Games database, which means it's manual entry. We have over 700 people registered to do online orientation, so it's quite a challenge in addition to everything else. (VJ2)

This forced the Volunteers Division in particular to adapt its business process to the system rather than being able to use the database as a tool. The overriding view by all participants was that this database should never be used again by a Canada Games Host Society. The database negatively affected the capacity of the Volunteers Division to accomplish its tasks.

The issue of the legacy left by the database and other IT Division components prompted suggestions by a number of the executive planning and middle management volunteers on how a new Games database could be created to suit the needs of a given Host Society. Many volunteers felt that the database served to complicate the data management process and suggested that the Host Society could easily create a user-friendly database using Microsoft Access or Excel. The main purpose of the database for the Volunteers Division was to manage participant and volunteer data. However, the

Volunteers Division did not use the database, but rather used the data that was held in the system and plugging it into its own programs. Based on the experiences of the 2005 Volunteers Division, it is necessary that the Host Society be able to create personalized reports with selected data, and have access to a staff person who is able to competently troubleshoot the database on a consistent basis.

The third finding related to technological capacity was the perceived ownership of the database by the IT Division. Most comments made by Volunteers Division planning volunteers regarding the database were negative, largely due to the question of ownership:

It took us weeks to figure out how to massage the system to get the information extracted through IT and the reporting centre to get the information that only in the last three weeks have we actually were able to function...all the functional reports we have are outside the system. (FG9)

The technology that we used was bad and should not be continued. (PG6)

Not only was the system impractical and unusable, there was a lack of support provided to the Volunteers Division by the IT Division, save for a few individuals at the executive planning level. Overall, the IT Division was found to be proprietary of the system, but uncooperative when approached regarding specific needs of the Volunteers Division.

The IT people in the Games saw the IT system as theirs, they didn't want to share it with anybody or get any help and I think that was a detriment. (PG2)

The Volunteers Division sought to create reports regarding which volunteers had completed each stage of the volunteer management model (i.e. screening, registration, etc.). The planning volunteers within the division were unable to produce adequate reports, and as such were forced to pull data from the database to be used in a simpler

application, Microsoft Access, which was created by one of their own executive planning volunteers.

The Games database was not a user-friendly program, and this was made worse by the fact that there was not a user manual provided with the system. This further increased the reliance of the Volunteers Division on the IT Division for assistance. A select group of the volunteers within the Volunteers Division originally wanted to start from scratch when they first received the database, but the decision was made by the Executive Committee that the database would be used as-is.

The creation of the Access database is a direct outcome of the second technological capacity finding; the lack of staff resources.

That was the other thing, the IT people didn't have the knowledge to know. We brought it up module by module, we made changes in the registration system and it was on the risk analysis all the way along that we don't know what these changes are going to mean to Needs and Assignment, to Accreditation, to the Orientation and Training, and I think that that's the key piece that's missing, is a human resource that knows a system. (FG7)

I think the IT system is, the old system, and it needs to be definitely upgraded, you need a new system so it supports upgrading...upgrade (??). So my recommendation is they have competent IT people that can handle it. (FG2)

The IT Division, as stated, seemed to feel as though it owned the database, but it failed to follow through and actually help the Volunteers Division when required. This lack of assistance may have been due to the understaffing of the IT Division, as its members were responsible for all information technology components for the entire Host Society (i.e. computers, internet, scoring systems, database, etc.). The Volunteers Division planning volunteers did not feel that they were a priority for the IT Division and many of the executive planning, and upper and lower middle management volunteers mentioned

the need for an IT staff person dedicated to the Volunteers Division. Another suggestion made from within the Volunteers Division was that a technical person be assigned to the Volunteers Division to assist volunteers in the online registration process. Many volunteers in Regina were senior citizens and not necessarily computer literate.

I felt that maybe not being used to computers and the terminology that they use for computers made it hard for myself as a senior. (GT2)

The presence of a dedicated IT staff member within the Volunteers Division could have helped these volunteers access and understand the online registration system.

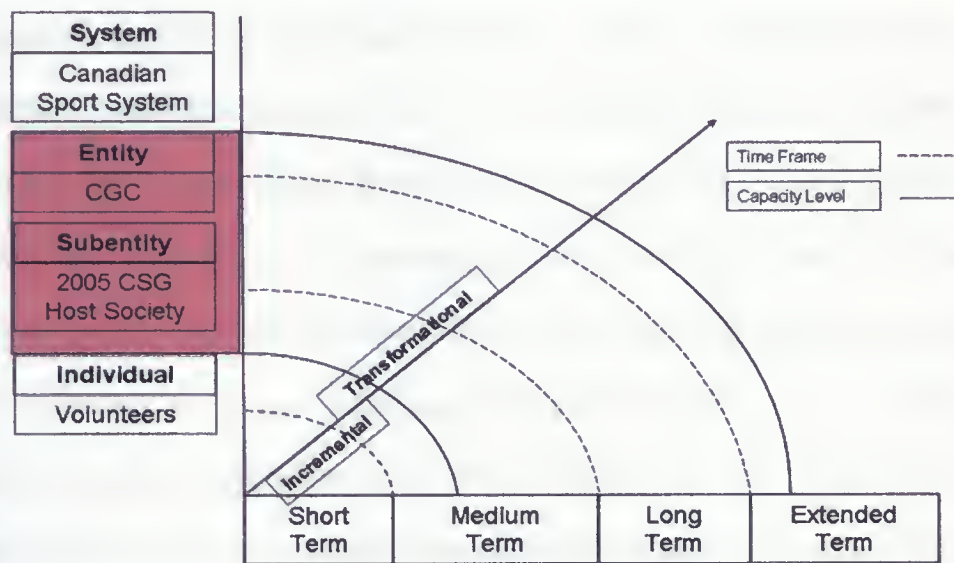
The time span between the creation of the Games database and the 2005 Canada Summer Games was at least ten years. In terms of information technology, this time span meant the database was not current for the purposes of the 2005 Host Society as technology improves so rapidly (Gagnon & Dragon, 1997). As previously stated, the IT system was handed down to the 2005 CSG Host Society as a legacy item from previous Games. As such, the system components were not specific to the needs of the 2005 Host Society. According to Lundquist (2004), in the past, “most nonprofits depended on donations to fill their hardware and software needs, causing many to scrape by with loosely networked, rarely updated systems” (p.16). Based on the data from this study and Lundquist’s analysis of information technology, the CGC is due for a new database that will be adaptable and usable. Volunteers within the Volunteers Division repeatedly mentioned the inadequacy of the current system, from which, the CGC will ideally take as a cue to rectify the technological capacity shortcomings.

Transformational Development

The fact that organizational learning was key to the transformational development of the Volunteers Division supports a revision of the UNDP's (1997) model of incremental versus transformational change. The UNDP (1997) model outlined levels and time periods at which incremental and transformational change occur in the capacity building process. Initially, the Host Society was labelled as an entity in which incremental changes occur at the individual level to create transformational change at both entity (Host Society) and system (CGC and larger Canadian sport system) levels. The revised diagrams depict three key findings. First, a new capacity level, the subentity, plays a role in organizational development. Second, the individual capacity level provides the impetus for transformational development. Third, transformational change has an earlier onset and occurs over a longer period of time.

The first finding related to transformational development was that a new capacity level, the subentity, plays a role in development (see Figure 9). Consequently, in the revised model the CGC is reassigned as the entity, while the 2005 CSG Host Society is now labelled as a subentity of the CGC. The shift of the CGC from the systems level to an entity emerged from the data which indicated a closer relationship between the CGC and its host societies versus the connection between the CGC and the Canadian sport system. It is difficult to measure the impact of transformational change and promotion of knowledge transfer within the Canada Games movement upon the entire Canadian sport system. These effects are also an area for future study. The CGC is in the process of implementing the TOKPF, through which it will directly determine what information it will seek from the host societies and what it will provide for future host societies in terms

Figure 9. Organizational capacity and development: The role of the subentity in transformational change.



of knowledge transfer. Therefore, the shift of the CGC to the entity level and the reclassification of the Host Society as a subentity reflect this interconnectedness more accurately than categorizing the CGC within the system level.

The CGC has taken a major step to ensuring transformational development occurs by implementing the TOKPF in an attempt to offer a template by which knowledge will be transferred to future host societies. The TOKPF provides guidelines for the entire process of hosting a Canada Games, from bidding for the Games to completing final reports which will be passed on. As an example of what will be transferred to the next host, the final report of the 2005 Volunteers Division provides a breakdown by each unit head of the overview, scope, and project plan of his or her individual unit. The report also includes a realistic explanation of what the key deliverables actually entailed for each unit. This allows the future host societies to benefit from the experiences and accumulated knowledge of the 2005 Volunteers Division regarding their expectations and actual experiences. The report also lists the key deliverables (tangible components) and their start and completion dates. This information is key for the planning volunteers of future host societies to examine so they understand the timelines that the 2005 Volunteers Division employed and are able to adjust their schedules as needed based on what actually occurred.

The final sections of each unit's part of the final report included victories and lessons learned. It is in these sections that the next host societies may gain the greatest benefit because the 2005 Volunteers Division is very specific about what it would have done differently and what knowledge it gained as a whole about staging a Canada Games.

Staff and planning volunteers should follow up individually / personally with volunteers who registered early, but are not assigned to a position or

venue. This process should be started two months prior to the games, and continue as required. (2005 CSG Volunteers Division Final Report, p.15)

It is almost impossible to train an accreditation service volunteer to the supervisory level because of the need to understand the volunteer and participant lifecycle in detail. There should be one staff person assigned to Accreditation who is completely invested in the process, start to finish. Ideally, there should be a staff person whose sole responsibility is Accreditation. (2005 CSG Volunteers Division Final Report, p.7)

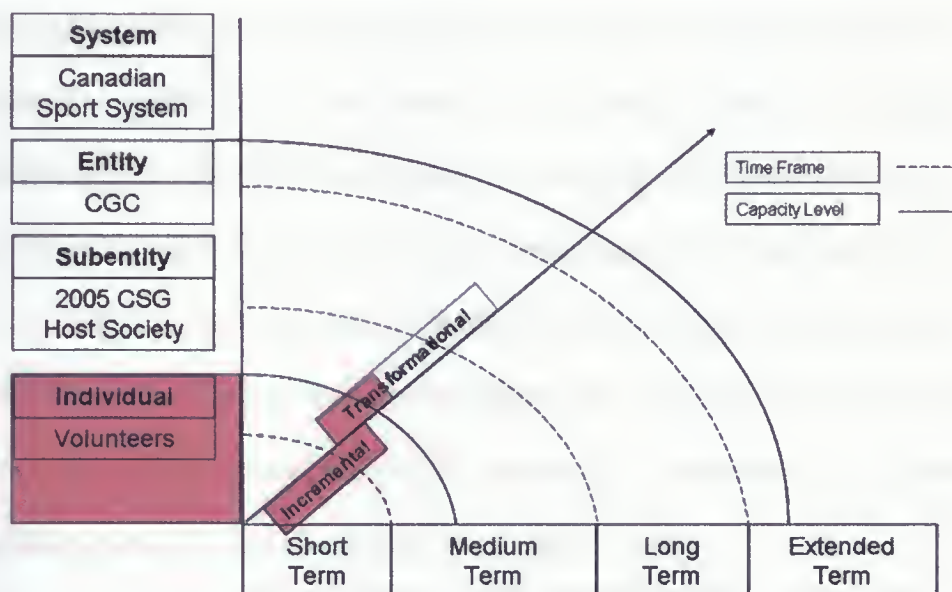
Attendance was poor in the early [orientation and training] sessions, and it was clear that the target of 100 volunteers per session was not going to be reached. Extra evening and Saturday sessions were planned bring the total number of sessions to 53. (2005 CSG Volunteers Division Final Report, p.10)

These examples from the 'lessons learned' section of the Needs and Assignment, Accreditation and Orientation and Training units respectively provide future host societies with a more broad knowledge base from which to begin planning.

The TOKPF, of which the final report is the last component, is extremely detailed and provides the Host Society with templates and policies which must be followed, as well as transfer of knowledge sessions at the Games for future hosts to attend, and one-on-one meetings during the Games with their counterparts of the current Host Society. These meetings are likely where the most valuable knowledge will be shared because the planning volunteers of the future host societies have access to their counterparts in the current host society while they are going through the staging of the Games. The TOKPF is in its infancy, but will assist the CGC in creating an environment wherein knowledge is accumulated and transferred openly among host societies.

The second finding related to transformational development was that the individual capacity level was identified as the impetus for transformational development (see Figure 10).

Figure 10. Organizational capacity and development: The individual capacity level as the impetus for transformational development.



There's some good guys in this agency. So, capacity, it's good. You know, we can manage most things. Again, but it's individuals, it's not an entity, it's not a structure. The structure is still working against us. (VJ3)

[Organizational capacity]'s knowledge, skills, leadership qualities. (FG4)

Participants identified a variety of individual capacities, such as communication, leadership, and administrative skills. The UNDP (1997) defined the individual level as "the individual's capacity to function efficiently and effectively within the entity and within the broader system" (p.8). Individually, the planning volunteers within the Volunteers Division had to learn how to perform their assigned tasks efficiently and effectively. As a division, the volunteers were required to overcome communication barriers created by the structure of the Host Society. The overriding view from within the Volunteers Division was that the planning volunteers of the division were in agreement regarding their goals, over and above those of the Host Society.

I think you probably noted that there's general agreement amongst that group. There was support...they might use different words to the subjects but they were really saying the same things and it was a benefit of that group of people coming together that didn't know each other to begin with, but there was [sic] different strengths and everybody recognized that and everybody let everybody else's strengths come to the front (PG6)

The importance of individuals as initial capacity builders was seen through their individual learning.

I felt, even though I didn't know anything when I went into it because I've never done this kind of thing before, they made me feel comfortable with everything. If I had a question, I could ask and they would explain it as best they could. (GT10)

We started learning how to use the system that they'd implemented to request volunteers and to assign volunteers and to make sure they got their correct accreditation, which was quite a learning process. (GT22)

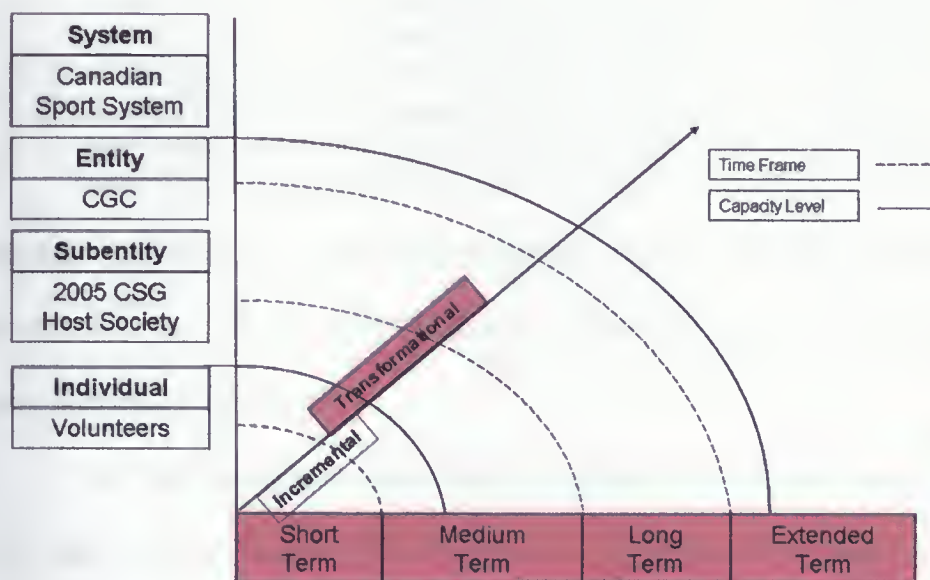
This weekend was so much easier than the first one, of course. You learn from your mistakes. (GT23)

The individual planning volunteers within the Volunteers Division and the greater subentity of the Host Society learned how to build and sustain the elements of organizational capacity through their personal skill acquisition. This initial short-term learning created a building block to provide the entity, the CGC, with the knowledge to transfer to future host societies. The completion of tasks served as the starting point for much of the organizational learning that occurred within the 2005 CSG Host Society.

The third and final finding was that transformational change had an earlier onset and longer duration period than previously believed (see Figure 11). It was found that incremental changes at the individual level began as soon as each volunteer began her/his roles within the host society. A combination of formal, informal, and incidental learning experiences by volunteers as they completed tasks helped each volunteer enhance his or her individual capacity (Marsick & Watkins, 1990). The routinization of organizational tasks is enabled by the accumulation of knowledge and individual experiences within an organization (Lengnick-Hall & Beck, 2005). The individual experiences and subsequent learning, which occurred largely by trial and error within the Volunteers Division, caused transformational changes to occur in the short term, earlier than in the original model. Data revealed that individual volunteers began learning as soon as they began their roles within the Volunteers Division. In some cases, the learning began as participants used knowledge passed on to them by previous host societies.

I was thinking about the knowledge I gained from the previous host societies, and as I recall, from the last two Games, I pretty much just got a one page report, really focused on some of the difficulties they had in getting volunteers to go to the sessions and the length of the sessions.
(VJ1)

Figure 11. Organizational capacity and development: Earlier onset and longer period.



The experience of volunteering as a planning volunteer led many participants to want to continue volunteering in both similar and less-involved roles in the future:

I'm already zoning in on a Canadian Championship that's coming into Regina in 2007 and I'm going to be...when I finished the Games, I thought that's who I was going to contact next and I'm ready. I want to be a part of that. I'm sure there are other planning volunteers like that that realized they might not want such a huge role because we may never get anything this big in Regina again. But I'd like to think that that's the legacy that is offered to me and I'm just going to move forward with that, know that I've done this before and it was pretty much successful. (PG1)

The transformational development that occurred within the volunteers of the 2005 CSG Host Society was a direct result of the sharing of knowledge among its members and individual task completion.

The addition of the extended time period emerged from the data as a key change to be made to the original UNDP (1997) model. Participants were asked about their views regarding the effect their work would have on the transformational development of the CGC, future host societies, and the Canadian sport system. Data showed that while it is too early to predict any systemic changes, the transformational changes that have occurred at the individual level bode well for the volunteers within the City of Regina and its sport system.

I think that the volunteers that got into either a planning role or a Games-time role that felt a sense of accomplishment would be willing to do this again and not so reluctant maybe to try something different in a volunteer role. I think that will happen, but there's no way to really gauge and measure that unless you knew particular individuals and watched them...what they did in the future. (PG6)

I just really think that if something else big comes along we're going to be able to do it. We'll be able to call on all the people. I just, I just think that it proved that a small city like Regina can do something big, and that was good for volunteers, for citizens, for local athletes, for provincial athletes, I just think it was really good. (PG1)

A determination of the effects of the transformational change at the entity and subentity levels on the Canadian sport system is beyond the scope of this study and requires further examination. The extended time period was added to the UNDP (1997) model to allow for the indeterminate amount of time it may take to see transformational change at the system level.

CHAPTER 5

IMPLICATIONS AND CONCLUSION

The previous chapter answered the question of ‘what are the elements of organizational capacity?’ and presented data that outlined the nature of capacity elements within the Volunteers Division of the 2005 CSG Host Society. According to Carmeli and Tishler (2004), “superior organizational performance is due to the combination of several strategic elements that complement and strengthen one another” (p.1261). Thus, because the previous chapter detailed the findings regarding the elements individually, this chapter begins by examining how and why the elements complement and contradict each other and how these relationships affect organizational capacity, particularly at the individual capacity level. This focus stems from the finding that organizational capacity is not really about organizations but rather, organizational capacity is about individuals. The second major finding to be analyzed in this chapter relates organizational capacity to organizational forms. Specifically, it is argued that for organizational capacity to be enhanced, the organization must function as a brain not a machine.

Organizational capacity is not about organizations, it is about individuals

Based on the findings of this study, the most important elements of organizational capacity within the Volunteers Division of the 2005 CSG Host Society were human resources, structural and technological. As such, these elements expressed the greatest amount of interrelation, with emphasis on human resources as a connecting element,

exemplifying the importance of the individual, rather than the organization as a whole, within the concept of organizational capacity. The least important element within the Volunteers Division was cultural capacity. Financial capacity played a unique role, because data indicated that it permeated most aspects of the host society, yet it was not identified as an important element by participants.

The relationship between the elements of human resources and structural capacity centred on decision-making hierarchies and a lack of definition between staff and volunteer roles. As discussed in the previous chapter, the Host Society functioned as a divisionalized form (Mintzberg, 1997), wherein the use of internal networks was hindered by the organizational structure. The structure used by the 2005 CSG Host Society was based upon previous host society structures, with little consideration for its own unique business process. Therefore, the 2005 CSG Host Society faced challenges regarding communication and decision-making authority at the middle management level.

While it is necessary for an organization of this size to have some form of hierarchy, pathways should be in place to facilitate communication between middle management volunteers in separate divisions (Morgan, 1997). The use of the divisionalized form within the 2005 CSG Host Society, wherein the divisions acted quite autonomously, created an environment in which scarce resources, including the database system and knowledge, became highly coveted and protected commodities. The individuals within the organization were forced to adapt and were unfairly required to overextend themselves to complete tasks for which they should have received greater support. In her discussion on strategic thinking within organizations, Bonn (2005)

focused on the integration of all three organizational levels (termed individual, group, and organization). Bonn stated that, within a strategic thinking framework, “the characteristics of an individual strategic thinker are only of value if supporting structures and processes at both the group and the organizational levels co-exist” (p.340). The need for intra-organizational support for individual decision-makers is paramount if the individuals are to benefit from decision-making power. Within the Volunteers Division of the 2005 CSG Host Society, individual members of the division felt great uncertainty with regards to whether they even possessed decision-making authority. Therefore, the next step in empowering the decision-making authority within the Volunteers Division is a paradigm shift from a hierarchical to an empowering decision-making perspective at the executive or senior management levels of the host society. An empowering decision-making system would provide middle management level volunteers with decision-making authority over their own units.

This problem was magnified by a second issue related to the contradictory relationship between human resources and structural capacity: the lack of role definition between volunteers and staff. Within the 2005 CSG Host Society, role definition between the staff and volunteer positions was not clear enough to allow the volunteers to understand what their limits were and when they were to hand off projects to staff members. “The lack of role definition in and between organizations varies considerably, but it is generally assumed that the tasks to be co-ordinated can be prescribed” (Shimmin, 1971, p.14). This is not, however, the case with many of the roles within the host society because of the uncertainty and change involved in hosting the CSG. The issue was magnified during the transition phases between the long-term volunteer leadership, which

began during the bid process, and the onset of greater staff involvement in day-to-day tasks once the host society was formally created. These transitions failed to respect the amount of work the individual volunteers had put into the Games.

Daiski (2004) examined the issues of role definition and relationships between subordinate nurses and their superiors, and found that being in a subordinate role led to little respect from superiors, largely due to the exclusion of the lower level nurses from the majority of decision-making activities. However, Daiski also found that when nurses were part of committees, they were satisfied with their roles. Within the Volunteers Division of the 2005 CSG Host Society, a similar view emerged, particularly seen through the lack of decision-making power at the middle management level of volunteers. For example, one upper middle management volunteer, VJ3, felt disempowered in her relationship with the IT Division. However, when she and her unit, as a group, were able to solve a specific problem related to the database, she was satisfied with the result, even though she was concerned about the potential repercussions for not following the prescribed communication route. However, in the majority of cases, new staff with little training and experience were given the authority to make decisions without consulting the volunteers, decreasing decision-making power of individual middle management volunteers. As previously mentioned, this issue should be addressed by the leadership of the organization, as “leaders need to align with and support [lower level members] and share decision-making with them” (Daiski, p.49).

The relationship between the human resources and technological elements of capacity centred on the obsolete database and the lack of technical support provided to the Volunteers Division for the database. The facts that the database was out of date, not

adaptable, and difficult to manipulate were discussed in the previous chapter of this paper as one of the main challenges to the implementation of the volunteer management model. The effect of the poor information technology components and lack of support for them did not allow the individual volunteers within the Volunteers Division to manage the volunteers adequately. Szymczak and Walker (2003) state that “any technology solution will fail if it does not recognize the importance of human connections” (p.126). This was definitely the case within the 2005 CSG Host Society. The actual needs of the individual middle management volunteers who were responsible for managing the volunteer information and human resources were not a priority in the design or implementation of the database.

Szymczak and Walker (2003) also addressed the need for cultural change within an organization if a new information technology system is to be accommodated by the members. The experiences of the individual volunteers within the Volunteers Division of the 2005 CSG Host Society clearly shows the need within the Canada Games movement for this cultural change. The resounding suggestion from within the Volunteers Division is for future host societies to avoid the database that was used by the 2005 CSG Host Society. In a presentation created by one executive planning volunteer from within the Volunteers Division, the key considerations that must be made regarding the database are the need to allow the database to reflect the actual volunteer management model and to make use of the database as an instrument that will help with the management of volunteers.

Grandori and Soda (2006) discussed the ideas of complementary resources and complementary activities as ways in which a common output can be achieved through the

pooling of resources, and the performance of operations that add value to the resources, respectively. This viewpoint can be applied to the database in that the planning volunteers must realize the value of the database as a technical resource that can be utilized by individual volunteers to add value to the volunteer management model of the Volunteers Division. The final output of accredited volunteers who have been recruited, screened, trained, and assigned, should be the overall goal of the database as it relates to the Volunteers Division. Only if the database is viewed as a valuable resource will it be useful and workable for the individual planning and middle management volunteers.

The data showed that cultural capacity was the least important element within the Volunteers Division of the 2005 CSG Host Society. This element was only mentioned by one participant as being a key component of organizational capacity. The remaining participants either failed to mention it, or discussed it as something they considered early on in their involvement, but failed to revisit on a regular basis. According to Denison (1990, as cited in Carmeli & Tishler, 2004), organizational culture “refers to the underlying values, beliefs, and principles that serve as a foundation for the organization’s management system as well as the set of management practices and behaviors [sic] that both exemplify and reinforce those basic principles” (p.1261). It is perhaps because of this all-encompassing nature of organizational culture that the element of cultural capacity did not emerge as an important element. Regardless, cultural capacity provides the foundation upon which the organization functions.

While the data indicated that the element of financial capacity was not found to be, in and of itself, among the most important elements of organizational capacity, the negative effects of limited financial capacity permeated the Volunteers Division. While

the members of the Volunteers Division may not have had negative feelings regarding the financial capacity of the division, the lack of financial capacity was expressed by participants in terms of limited materials, space, volunteer recognition materials, and most importantly, human resources. The limited physical resources hindered the progress of the individual volunteers within the Volunteers Division with respect to their day-to-day operations. For example, the Accreditation Unit was required to move offices no less than three times during the Games, to progressively smaller locations with fewer computer workstations. They were told by executive planning volunteers that the moves were necessary because the space was needed by others, but the vacated rooms remained empty. This caused confusion among those who needed to pick up accreditation tags because there was no warning given regarding the moves. Had the executive volunteers been willing to justify the moves in a timely manner, the individual members of the Accreditation Unit would have been able to take the appropriate actions to inform their volunteers of the changes. This lack of clear, truthful communication undermined the importance of the Accreditation Unit volunteers by not considering their needs or expectations.

Compton and Brinker Junior (2005) suggest that, "if individuals are able to differentiate particular costs while disregarding inherent costs in the decision-making process, they will be able to focus their efforts on the costs that are pertinent to choosing the optimal result" (p.18). In other words, the 'cost' of something is not always about how much money needs to be spent to purchase it. Within the 2005 CSG Host Society, the financial cost of running the Canada Games took precedence over the actual cost in terms of human, technological, cultural, and structural resources. The Volunteers

Division was given a final budget well ahead of Games-time. As such, these non-financial costs were not only more apparent, they directed the individual members of the Volunteers Division in their day-to-day operations because they knew what their predetermined spending limit was. However, “there are certain types of costs that are non-cash in nature that people frequently fail to take into account” (Compton & Brinker, Jr., 2005, p.16). Many participants of this study echoed this view because they felt too much emphasis was placed on leaving a financial legacy, rather than all of the intangible legacy items. It is for this reason that, while the direct application of the element of financial capacity (i.e. dollars, budget, cash) did not emerge as a key element, it must be considered for its unique permeation throughout the entire Volunteers Division.

To better enhance organizational capacity, think brain not machine

The importance of learning and knowledge transfer for capacity led to the finding that organizational capacity is enhanced through an organizational form that resembles a brain rather than a machine. Morgan (1997) described organizations as machines, cultures, organisms and brains. For the purpose of this analysis, the images of machine and brain must be further described. From the onset of industrialization, organizations were created as machines, wherein the organization consisted of a “pattern of precisely defined jobs organized in a hierarchical manner through precisely defined lines of command and communication” (Morgan, p.18). This early image of the organization pays little attention to the individual people involved in the process (Morgan).

The main goal of efficiency is well served by this image, but the organization as a machine is not conducive to adaptation and change, discourages member involvement,

and serves to dehumanize the individual members of the organization (Morgan, 1997). The organization as a machine employs a rigid structure within which there are roles to be filled, jobs to be done, and an end result to be achieved, with little room for adaptation and learning. While the machine image has been the most prevalent organizational form for its apparent cost efficiency, it does not enable the creation and transfer of knowledge, thereby decreasing organizational capacity (Grandori & Soda, 2006). Cost efficiency is only experienced when organizational tasks are straightforward, repetitive, and occurring within a stable and unchanging environment (Morgan). Therefore, the brain image, wherein the organization not only allows for, but encourages, supports, and is structured to facilitate learning, is the ideal organizational design for host societies to implement.

The shift from the machine image, which “sees organizations in terms of formal, rational, planned activities to achieve specific objectives” (Schimmin, 1971, p.15), to the brain form, wherein “the importance of the informal organization, that is the social relations and groupings which arise over and above those required by the formal organization chart” (Schimmin, p.15), is paramount to the success of the host societies within the Canada Games movement. However, the way in which knowledge is transferred can affect organizational design (Coury & Loucanin, 1996). Therefore, if the transfer of knowledge occurs early enough in the planning process of each host society, and the brain form is touted as being the ideal organizational design, it is more likely to be passed on and adopted. Organizational design is also affected by the network of relationships surrounding the organization (Coury & Loucanin, 1996). For example, if the CGC functions as a machine form, it will be difficult for host societies to break away and use the brain form.

The brain, with its holistic emphasis on learning and information processing throughout the organization and all its parts, must be fine-tuned to the organization's specific needs. In a changing environment, such as a Canada Games host society, a machine is too rigid to allow for creative problem-solving, decreases decision-making authority at lower levels, and forces a hierarchical structure within which the emphasis is on competition for knowledge, rather than the fluid sharing of said knowledge. Ashkenas et. al. (1995) touted the importance of creating a boundaryless organization within which hierarchical and horizontal boundaries are broken down to allow for the sharing of knowledge amongst stakeholders of an organization. Szymczak and Walker (2003) echoed this view by promoting the alignment of goals with inputs, through knowledge made available across the entire system. In the case of the 2005 CSG Host Society, organizational knowledge was hindered by the siloed divisional structure. A certain amount of hierarchical structure is useful to define decision-making pathways, but the problem within the 2005 CSG Host Society was that the hierarchy did not match the business process used for communication and sharing knowledge (see example on p.106 of this document). Within the host society, there still exists a need for the Board of Directors and Management Committee to make overall strategic decisions, but the empowerment of the upper and lower middle management volunteers must take precedence over the rigid structure. The brain image enables a clear emphasis on learning, which overrides the focus on hierarchy, shifting focus to sharing knowledge, rather than withholding it as a measure of hierarchical power (Morgan, 1997).

The organization, or host society in this case, should use the brain as the guiding image in organizational design to facilitate learning and transfer of knowledge, but "the

fine-tuning of organizational arrangements to specific combinations of resources and activities may be what really matters for superior performance, above and beyond standardized organizational models” (Grandori & Soda, 2006, p.168). In other words, each host society should begin by focusing on the importance of creating, synthesizing, and sharing knowledge as priorities and utilize a brain image to facilitate the process. Each host society must then adapt the brain to suit its own business process, taking into account what previous brains (host societies) have suggested as useful or detrimental knowledge. In this way, each host society is still unique, focused on creating and sharing knowledge, and is not forced to ‘reinvent the wheel’ with each new Canada Games.

The image of the organization as a brain realizes that “every aspect of organizational functioning depends on information processing of one form or another” (Morgan, 1997, p.78). The knowledge that is created from this process must be shared in order to create a learning organization. The unique nature of the host society as a temporary organization magnifies the need for the brain image because each host society is a subentity of the CGC, and completes many of the same tasks as host societies that have come before it. Davenport and Prusak’s (1997) assertion that there is a tendency to ‘reinvent the wheel’ when new projects are created to accomplish tasks, applies to the transient nature of host societies. Each host society has the same overall goal of staging a successful Canada Games, and a set of CGC guidelines to follow. As such, many of the tasks required to host the Canada Games have already been completed many times over by previous hosts. By employing an organizational form that promotes learning and the subsequent transfer of knowledge, a host society will be able to begin its existence with a knowledge base that has already been proven.

One solution for the CGC and its host societies is to employ a hybrid organizational form within which different divisions and/or levels employ a brain form, while others function as a machine. Grobman (2005) suggested that “organizations can be both centralized and decentralized, both general and specialist, have both stability and adaptability” (p.359). It is with this view in mind, that an organization can flourish while maintaining a variety of internal functions and forms, that the idea of a hybrid organization can emerge. Davison (2005) suggested that hybrid forms are best suited for uncertain and dynamic environments. Cheng, Dainty, and Moore (2005) included team-based environments as an appropriate setting for hybrid forms of employee management within project-based organizations. Davison’s (2005) work, which dealt with palliative care and advocated the creation of teams that are relevant to meeting each specific patient’s needs, argued for a hybrid organization where members are “grouped functionally for convenience but allocated to multidisciplinary teams, sometimes at short notice, for projects” (p.215).

The application of the hybrid organizational design would enable a Canada Games host society to employ a machine form in certain divisions (i.e. Administration and Finance, Medical Services, and Legal) and a brain form in others (i.e. Sport, Venues, Volunteers, Planning / Project Management). For example, financial practices, medical procedures and laws are all regimented and regulated guidelines by which these areas are bound, not only by the CGC’s policies, but also by law. Therefore, it would be beneficial to the individual volunteers within these divisions to have a prescribed set of activities and duties, or a machine-like form (Morgan, 1997). The divisions that would best suit a brain form are those that experience the most uncertainty and change (Davison, 2005).

Based upon the data, the Volunteers Division is one that would undoubtedly benefit from a brain form because of its central position within the host society and its dynamic environment. The primary concern with differentiated organizational forms within one organization, the host society, would be the need for the entire host society to be aware of the varied forms and their core concepts. Secondly, the importance of knowledge transfer may be magnified because the machine and brain organizational forms view knowledge very differently, requiring the “transfer [of] knowledge and information between disciplines, teams, and individuals” (Davison, 2005, p.215).

Recommendations

In order to enhance capacity, the following recommendations are presented; first, for the Canada Games Council; and second, for the individual host societies.

The Canada Games Council should:

- Encourage host societies to utilize a brain-based organizational design that best suits their intended business practices;
- Refine the Transfer of Knowledge Planning Framework based on feedback from host societies;
- Facilitate Host to Future Host Planning Sessions at each Canada Games;
- Invite past planning volunteers to assist with planning and implementation;
- Hire a volunteer management staff member to manage the transfer of knowledge between host societies regarding volunteer management and elements of organizational capacity;

- Create a new volunteer database application (preferably using an easy-to-use program like Microsoft Access).

Each host society should:

- Employ a hybrid organizational form that best suits its business process;
- Emphasize a 'transfer of knowledge approach' in all correspondence with past and future host societies;
- Develop clearer communication pathways by empowering upper middle management level volunteers with greater decision-making responsibilities;
- Hire more staff early on in the planning process;
- Hire one staff person devoted to technological capacity within the Volunteers Division with the same access to support resources as an IT Division staff member.

Conclusion

Future research on the topic of organizational capacity enhancement should focus on further refining the concept, particularly for the nonprofit voluntary sport sector. The need for academic literature surrounding the concept is evident, and may require further exploration of other fields of research for inspiration. These fields may include those of community capacity and community development, which could inform nonprofit voluntary sport sector conceptualization and capacity enhancement practices.

Specifically relating to the Canada Games movement, a longitudinal study with a group of individual volunteers within a host society may be beneficial to gauge the

transformational development started by their involvement with the Canada Games. This could provide further insight into the relationship between incremental development at the individual capacity level and transformational development at subentity, entity, and eventually, system levels.

The Volunteers Division of the 2005 CSG Host Society faced four main challenges to the implementation of its volunteer management model. However, through the capacity of individual volunteers and the enhancement of structural and human resources elements of organizational capacity, it was able to succeed in hosting the best Canada Games ever. The analysis of the volunteer management process employed by the Volunteers Division led to a significant revision of the UNDP's (1997) model of incremental versus transformational change, now termed the model of organizational capacity and development. The addition of the subentity capacity level, the importance of individuals in the transformation process, and the earlier onset and longer time period during which transformation occurs proved to be the three major findings surrounding the capacity-transformational development relationship. The importance of the individual capacity level can not be overstated. The individual volunteers within the 2005 CSG Host Society provided the foundation from which transformational development occurs. The emergence of the individual capacity level as the impetus for transformational development reiterates the important role of each member of a voluntary sport organization in building and maintaining organizational capacity. The knowledge gained by individual volunteers can, and should, be transferred to future host societies by way of a brain or hybrid organizational form. In this way, the body of knowledge that is passed

between host societies will be refined, providing future hosts with the opportunity to learn from those that have come before.

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Appendix A

Verbal Journal Guide

July 15, 2005

Dear,

Thank you for offering your time!

Your participation in verbal journaling will help me gain an understanding of the nature of organizational capacity within the 2005 Canada Summer Games Volunteers Division.

Please commit to journaling 3 times per week for approximately 5 minutes each time. This will total about one hour over the entire month prior to the Games.

Feel free to journal more than the minimum, especially if you have a fresh idea or thought that would be best to capture at that moment!

Page 2 of this document provides an easy reference guide that I would like you to consider each time you journal.

While you may address specific areas each time you journal, I hope that you will be able to comment on all the areas over the course of your verbal journaling.

I will 'check-in' with you each week by phone to see how you are doing and answer any questions you may have. Feel free to email me at any time - with any question.

Thank you again for your participation,

Kat Marunchak
MA Candidate, Brock University

km95ag@brocku.ca

VERBAL JOURNAL GUIDE – 2005 CSG HOST SOCIETY PLANNING VOLUNTEERS

1. Please state your **name, position, the date and time of your entry**.
2. Please begin each journal entry with **your view of the term ‘organizational capacity’**.
 - What do you think it means in relation to the 2005 CSG Host – the Volunteer Division – your position?
 - How has your **view changed** since your last entry?
3. Some questions I would like you to consider:
 - What **tasks** have you recently completed?
 - What are your **plans** for the next few days?
 - How do you assess your **capacity needs**?
 - Do you use **outside resources** to help you complete tasks related to your role? How?
 - Have you had **contact with volunteers** in any other divisions? What have these interactions entailed and how have they **impacted your job**?
 - What **challenges** *did you face* and how did you overcome them? AND What challenges are you *currently facing* and what steps do you plan to take to overcome them?
 - What **successes** have you had?
 - What **information** were you given prior to beginning your role as a planning volunteer?
 - What **knowledge** from past host societies would have been helpful to you in your role as a planning volunteer?
 - What have you **learned** that would be helpful to future planning volunteers in – your position – the Volunteers Division?
 - How could this **sharing of knowledge** impact your role, the Host Society and the Canada Games Council?

- How are the following **areas impacting** - your job? – your unit? - the Volunteer Division? (you may describe an experience you had related to these areas):

- **Finances** (marketing, fundraising, budget)
- **Human Resources** (staff and volunteer resources within the Host Society and the Canada Games Council)
- **Structure** (interactions with your support network and tangible things such as manuals, policies or documents that you create or use)
- **Culture** (core values and beliefs)
- **Technology** (use of technology such as databases, the Internet, and computers)
- **Mission / Vision** (vision and mission statements of the Host Society and Canada Games Council)

Appendix B

Informed Consent Form

Organizational Capacity and the Canada Games

Principle Researcher: Dr. Julie Stevens, Associate Professor, Department of Sport Management

Master's Student – Kat Marunchak, Master's Student, Faculty of Applied Health Sciences

Name of Participant (please print) _____

- I have been given and read the email/letter of information.
- I understand that the study in which I have agreed to participate will involve my participation in at least one of the following:
 - Verbal journals that require a minimum of 5 minutes per day, three days per week, for four weeks, which involves a minimum of 60 minutes overall.
 - A telephone interview that will last 30-45 minutes. This will be conducted either prior to the Games, after the Games are complete, or both.
 - A Games-time in-person interview that will last approximately 10 minutes
 - An on-line discussion board involving a minimum of three posts for each of Week One and Week Two of the event.
- I understand that my participation in this study is voluntary and that I may withdraw from the study at any time and for any reason without penalty.
- I understand that I may ask questions of the researchers at any point during the research process
- I understand that there is no obligation to answer any question that I feel is invasive, offensive or inappropriate.
- I understand there will be no payment for my participation.
- I understand that all personal information will be kept strictly confidential. While my identity will be known to the Principle Investigator and Master's student, it will not be disclosed in any publication or presentation of the results.
- I understand that only the Principal Investigator and the research assistant(s) will have access to the raw data. I also understand that each research assistant will sign a confidentiality agreement indicating s/he will not discuss the study outside

of research meetings with the principal Investigator in order to preserve anonymity.

- I understand that audio data records will be destroyed five years after the publication. Paper and electronic data records will be kept indefinitely in a secured location.
- I understand the results of the study will be distributed in academic journals, conference presentations and practitioner publications. A summary of the results will be provided to the Canada Games Council. Participants will be offered a copy of the final executive summary.
- As indicated by my signature below, I acknowledge that I am
 - 18 years of age or older
 - participating freely and willingly
 - providing my consent.

Participant's signature: _____

Date: _____

This study has ethics clearance by the Brock Research Ethics Board (File # MS 03-007)

If you have any questions or concerns about your participation in the study, you may contact:

Dr. Julie Stevens at 905-688-5550, extension 4668 or by email at jstevens@brocku.ca

Ms. Katrusia Marunchak at km95ag@brocku.ca

Concerns about your involvement in the study may also be directed to the research Ethics Officer in the Office of Research Services at 905-688-5550, extension 3035.

Thank you for your help! Please keep one copy of this form with you for future reference.

I have fully explained the procedure of this study to the above volunteer.

Researcher's signature: _____

Date: _____

