



National Library
of Canada

Acquisitions and
Bibliographic Services Branch

395 Wellington Street
Ottawa, Ontario
K1A 0N4

Bibliothèque nationale
du Canada

Direction des acquisitions et
des services bibliographiques

395, rue Wellington
Ottawa (Ontario)
K1A 0N4

Your file Votre référence

Our file Notre référence

NOTICE

The quality of this microform is heavily dependent upon the quality of the original thesis submitted for microfilming. Every effort has been made to ensure the highest quality of reproduction possible.

If pages are missing, contact the university which granted the degree.

Some pages may have indistinct print especially if the original pages were typed with a poor typewriter ribbon or if the university sent us an inferior photocopy.

Reproduction in full or in part of this microform is governed by the Canadian Copyright Act, R.S.C. 1970, c. C-30, and subsequent amendments.

AVIS

La qualité de cette microforme dépend grandement de la qualité de la thèse soumise au microfilmage. Nous avons tout fait pour assurer une qualité supérieure de reproduction.

S'il manque des pages, veuillez communiquer avec l'université qui a conféré le grade.

La qualité d'impression de certaines pages peut laisser à désirer, surtout si les pages originales ont été dactylographiées à l'aide d'un ruban usé ou si l'université nous a fait parvenir une photocopie de qualité inférieure.

La reproduction, même partielle, de cette microforme est soumise à la Loi canadienne sur le droit d'auteur, SRC 1970, c. C-30, et ses amendements subséquents.

**A COMPARATIVE ANALYSIS
OF CANADIAN AND BELARUSSIAN SPORT ORGANIZATIONS**

by

YEVGENIY KONDRATOVSKY

B.A., Byelorussian State Institute of Physical Culture, 1991

THESIS

**Submitted to the School of Graduate Studies and Research
in partial fulfillment of the requirements
for the degree of Master of Arts in Human Kinetics**

**School of Human Kinetics
University of Ottawa
1995**



Yevgeniy Kondratovsky, Ottawa, Canada, 1995



National Library
of Canada

Acquisitions and
Bibliographic Services Branch

395 Wellington Street
Ottawa, Ontario
K1A 0N4

Bibliothèque nationale
du Canada

Direction des acquisitions et
des services bibliographiques

395, rue Wellington
Ottawa (Ontario)
K1A 0N4

Your file Votre référence

Our file Notre référence

THE AUTHOR HAS GRANTED AN
IRREVOCABLE NON-EXCLUSIVE
LICENCE ALLOWING THE NATIONAL
LIBRARY OF CANADA TO
REPRODUCE, LOAN, DISTRIBUTE OR
SELL COPIES OF HIS/HER THESIS BY
ANY MEANS AND IN ANY FORM OR
FORMAT, MAKING THIS THESIS
AVAILABLE TO INTERESTED
PERSONS.

L'AUTEUR A ACCORDE UNE LICENCE
IRREVOCABLE ET NON EXCLUSIVE
PERMETTANT A LA BIBLIOTHEQUE
NATIONALE DU CANADA DE
REPRODUIRE, PRETER, DISTRIBUER
OU VENDRE DES COPIES DE SA
THESE DE QUELQUE MANIERE ET
SOUS QUELQUE FORME QUE CE SOIT
POUR METTRE DES EXEMPLAIRES DE
CETTE THESE A LA DISPOSITION DES
PERSONNE INTERESSEES.

THE AUTHOR RETAINS OWNERSHIP
OF THE COPYRIGHT IN HIS/HER
THESIS. NEITHER THE THESIS NOR
SUBSTANTIAL EXTRACTS FROM IT
MAY BE PRINTED OR OTHERWISE
REPRODUCED WITHOUT HIS/HER
PERMISSION.

L'AUTEUR CONSERVE LA PROPRIETE
DU DROIT D'AUTEUR QUI PROTEGE
SA THESE. NI LA THESE NI DES
EXTRAITS SUBSTANTIELS DE CELLE-
CI NE DOIVENT ETRE IMPRIMES OU
AUTREMENT REPRODUITS SANS SON
AUTORISATION.

ISBN 0-612-04927-2

Canada



UNIVERSITÉ D'OTTAWA
UNIVERSITY OF OTTAWA

© Copyright by Yevgeniy Kondratovsky 1995

All rights reserved

ACKNOWLEDGMENTS

This research project is devoted to my parents, Valentine Ivanovne and Yevgeniu Yefimovitchy Kondratovsky, who have given me the most as an individual, and also to Belarus, my home country. Many thanks to my tennis coach, Semyon Kagan, and the Academy of Physical Education and Sport of Belarus for all the years of helping and directing me.

My main acknowledgments and deep gratitude go to my thesis advisor Dr. Geneviève Rail for all she has done for me, her generosity, help and support. I have learned a great deal from her especially how to be critical, sensitive to gender and class issues, and strive to make a difference, contribute to change. Thanks are also extended to the members of my thesis committee, Dr. Daniel Soucie and Dr. Jean Harvey, for their friendly support, their feedback, and their time.

Special thanks to Dr. Lucie Thibault, one of my teachers and a good friend. Lucie was always there for me and many other people in the program, both as the expert and the down to earth professor that we needed so badly.

I want to thank my partner and my best friend Debbie Burgess for her love and for everything she has brought into my life for the last two years. Thanks to John Colatosti, my close friend, for all his help, for the hours of our "beast" sociological debates, for being such a great friend and "fun all kinds." Thanks to Lucy Baxter and Charlotte McNaughton, my friends, for sharing good and rocky times, and especially Lucy, for always being caring and energizing with her great personality and humour. Special thanks to Joe Vanryn and Nora Sheffe for their contribution to the Canadian part of the study, and for being my very close and loving friends since I came to Canada.

My warmest thanks and acknowledgments to the School of Human Kinetics and to the Director of Graduate Studies, Dr. John Salmela, for being very understanding and patient in the course of my thesis work. Thanks to Dr. Pete Stothart, my research methods professor and friend for his help, wisdom, humour, and his strong handshakes at all times. Lots of thanks to the administrative staff at the School, especially Madame Claudette Ladouceur, Ginette Labelle, Carol Riordan, and Josée Légaré, for their great support.

Special thanks to Sport Canada, all the consultants and managers who generously volunteered their time and help in this study. Many thanks to the leadership and specialists of Goskomsport Belarus and the Belarus Tennis Federation. A special acknowledgment and my sincere gratitude is addressed to the late Panfilov Igor Aleksandrovitch, a Goskomsport Belarus consultant and expert who was a catalyst of the Belarussian part of this study, and a man who had a lot of heart and sympathy to others.

Thanks to all the others, in Belarus and Canada, who have been my friends and supporters. My graduate studies were a great learning experience that have allowed me to meet a lot of wonderful people during this three-year discovery of Canada.

ABSTRACT

The purpose of this study was to examine the governmental organizations in charge of sport in Belarus (Goskomsport Belarus) and Canada (Sport Canada) from a comparative perspective. The two case studies were based on contingency theory and allowed for the investigation of the sport organizations' structural and contextual features. Accordingly, three structural (complexity, formalization, centralization) and four contextual variables (technology, environment, strategy, power/control) were considered. Departing from the traditional ways of contingency theorists, this study was primarily a qualitative analysis of the seven contingency variables. A triangulated method including a meta analysis of the existing bodies of literature on the topic (in Russian and English), a content analysis of official documents from the organizations, and specialized interviews with officials from the organizations were utilized to ensure the consistency and accuracy of the data. Data were collected in both Russian and English. Results of the study suggested that the sport organizations have a number of common elements, notably their complexity and formalization. Granted their instable, complex and heterogeneous environments, both Sport Canada and Goskomsport Belarus are heavily influenced by political and economic factors and are confronted with budget reductions and re-structuring. It was found that Sport Canada had a more flexible structure, less centralized decision making, and more advanced technology than Goskomsport Belarus. Results also suggest that Goskomsport Belarus operates in a more instable and complex environment, with a proportionally smaller budget, but that it is more aggressive in terms of its quest for a political power that would allow it to maintain its operations, and for corporate partners that would bring revenues from sources other than the traditional state contributions. According to contingency theory,

there is no one best way to organize and no way is effective under all conditions (Galbraith, 1967, Lawrence & Lorsch, 1967). Therefore it implies that for an organization to be effective, the structural arrangement has to fit the contextual arrangement. Based on the findings and particularly the comparative analysis of Goskomsport Belarus and Sport Canada, it is suggested that the structure-context "fit" was not the best for neither organization at the moment of the study. Indeed, in both organizations, the contextual factors were found to be closely interwoven and very dynamic. The environment's high degree of instability and complexity in Canada and in Belarus was perhaps the main factor affecting the two focal organizations. Environmental turbulence demands a lot of flexibility and adaptiveness on the part of organizational structures for the latter to allow an organization to be effective. In the case of Sport Canada, better structural flexibility (because of the matrix system), lesser structural complexity, lesser formalization and more decentralized decision making processes made the organization apparently better equipped to adapt to the changing political and economic situation. In brief, Sport Canada had a structural arrangement that was more suited to the contextual situation than was the case for Goskomsport Belarus. This may explain why Sport Canada seemed to be more effective than Goskomsport Belarus in an unstable and dynamic environment. In conclusion, this unique use of the contingency theory allowed for an in-depth view into two sport organizations. This, in turn, allowed for the identification of positive features in the two systems. Stemming from this analysis are recommendations to be directed to both Goskomsport Belarus and Sport Canada. It is hoped that such recommendations will assist these sport organizations in their quest to better organize high performance and domestic sport in their respective countries.

TABLE OF CONTENTS

	Page
ACKNOWLEDGEMENTS	iii
ABSTRACT	iv
CHAPTER	
I INTRODUCTION.....	1
Statement of the Problem	3
Theoretical Framework	3
Methodology.....	4
Significance of the Study	6
Delimitations	6
Limitations	7
II THEORETICAL FRAMEWORK	8
Structural Dimension.....	10
Complexity	12
Formalization.....	14
Centralization	16
Contextual Dimension.....	18
Technology	18
Environment.....	21
Strategy.....	24
Power and Control	26
Conclusion	28

III	REVIEW OF LITERATURE.....	29
	Literature on the Belarussian Sport System.....	29
	Sport and State Ideology	30
	Perestroika and Elite Sport	32
	Elite Sport in the U.S.S.R. and Belarus	33
	The State-Controlled System of Mass Sport.....	35
	New Difficulties of Elite Sport and the New Concept of Sport for All.....	37
	Structural Characteristics of Soviet and Belarus Sport Organizations.....	40
	Literature on the Canadian Sport System.....	42
	State Intervention in Amateur Sport.....	42
	Structural Changes in National Sport Organizations	45
	Structural and Contextual Issues Regarding Sport Canada and NSOs.....	49
	Theoretical Approaches to the Study of Organizational Structure	50
	Conclusion	54
IV	METHODOLOGY	56
	Research Protocol.....	56
	Triangulated Method.....	56
	Data Collection.....	57
	Previous Studies.....	57
	Official Documents	58
	Specialized Interviews.....	59
	Sample.....	59

	Instrument.....	59
	Procedure	60
	Data Analysis	61
	Previous Studies.....	61
	Official Documents.....	61
	Specialized Interviews.....	63
	Comparative Analysis	63
V	RESULTS.....	65
	Goskomsport Belarus.....	65
	Complexity	65
	Horizontal specialization	65
	Vertical specialization.....	68
	Professional specialization.....	70
	Geographical dispersion	72
	Formalization.....	72
	Policies and procedures.....	72
	Planning	74
	Programs.....	75
	Performance standards.....	76
	Monitoring and control.....	77
	Personnel latitude	78
	Informal rules and traditions.....	79
	Centralization.....	81
	Distribution of authority.....	81
	Locus of decision making.....	82
	Formal decision making process.....	84

Personnel input	84
Technology	86
Organizational functions.....	86
Variety of organizational tasks	87
Interdependence between organizational units.....	90
Interactions with client organizations.....	91
Technical and technological means	93
Environment.....	98
Organizational boundaries and environment.....	98
Political factors	99
Economic factors.....	104
Social factors.....	113
Government	118
Sport and sport-related organizations.....	121
Complexity, heterogeneity and stability.....	126
Strategy.....	131
Mission and mandate.....	131
Long term goals	132
Strategic directions.....	134
Strategies	136
Power and control	142
Formal position as a source of power and control	142
Information as a source of power and control.....	143
Informal groups and power distribution.....	144
Sport Canada.....	148
Complexity	148
Horizontal specialization	148

Vertical specialization.....	152
Professional specialization.....	153
Geographical dispersion	154
Formalization.....	155
Policies, roles and responsibilities	155
Planning and programs.....	157
Performance standards.....	159
Personnel's autonomy and discretion	160
Informal rules and traditions.....	161
Monitoring and control.....	162
Centralization.....	163
Distribution of authority.....	163
Formal process of decision making.....	165
Locus of decision making.....	166
Personnel input.....	167
Technology	168
Organizational functions.....	169
Task variety.....	170
Interdependence between organizational units.....	172
Interactions with client organizations.....	175
Technical and technological means	177
Environment.....	181
Organizational boundaries and environment.....	181
Political factors	182
Economic factors.....	186
Federal government.....	196
Provincial governments.....	200

	Sport and sport-related organizations.....	202
	Complexity, heterogeneity, stability.....	206
	Strategy.....	208
	Mission	208
	Long terms goals.....	209
	Strategic directions.....	212
	Strategies.....	216
	Power and Control	219
	Formal position as a source of power and control	219
	Expertise as a source of power and control.....	219
	Information as a source of power and control.....	220
	Informal groups and power of influence.....	221
VI	COMPARISON OF GOSKOMSPORT BELARUS AND SPORT CANADA	224
	Complexity	224
	Formalization.....	226
	Centralization.....	228
	Technology	230
	Environment.....	233
	Strategy.....	236
	Power and Control	239
VII	CONCLUSIONS AND RECOMMENDATIONS.....	241
	Conclusions	241
	The Fit of Structure and Context.....	241
	Contingency Theory and Future Research.....	244

Recommendations to Goskomsport Belarus	246
Recommendations to Sport Canada.....	251
REFERENCES.....	256
APPENDICES	
A Interview Protocols (in Russian and English).....	269
B Organizational Chart for Goskomsport Belarus	283
C Organizational Chart for Sport Canada.....	285

CHAPTER I

INTRODUCTION

The unexpected disintegration of the Union of Soviet Socialist Republics in 1991 has had a strong impetus on the organization of sport and physical culture in Eastern Europe. It put the former republics of the U.S.S.R. in the difficult position of having to cope with the necessity of sustaining domestic sport and physical culture, while attempting to gain the national and international success and respect in these fields on their own. This position was difficult because the restructuring of the old Soviet sport model, which was to a large extent replicated in all former republics, seemed costly and unreasonable granted the new political economy in the republics. Well known accomplishments in high performance sport dictated caution when reorganizing the old sport administration system in order to keep those fundamental elements that had led to success. Hargreaves (1979) has argued that Belarus was one of best organized republics in the former U.S.S.R. and that it was well-integrated in the Soviet model of physical education and sport. As in other republics, sport in Belarus was state-controlled, strongly shaped by a socialist ideology that emphasized success in the international arena and mass participation at home. The high international achievements of Belarus athletes, (e.g., 17 gold medals at the 1988 Seoul Olympics and overall 9th team place at 1992 Barcelona Olympics among other countries) were the result of a well developed infrastructure of sport facilities, programs of physical education, large number of sport schools and professional coaching. Mass sport and the larger "physical culture" which includes all recreational and fitness activities were also very successful according to the official statistics (Steinbach, 1987).

The political and economic changes which have occurred with the disappearance of the U.S.S.R. forced the newly independent Belarus into a

process of transition from a socialist to a capitalist economy. This major social event has led to transformations in the sport system, which now has to adjust to the new environment. The new environment brings a multiplicity of complex issues that have to be dealt with, and this makes the task of sport reform quite challenging. For instance, economic rules are changing fast despite the fact that the rest of society is not so ready to accept these changes. In sport, there is a will to review priorities and directions for further development, but at the same time there is resistance on the part of those who favor old approaches to sport administration and leadership. At the present moment the Republic of Belarus is searching for a new and effective organizational model for sport and physical culture that would allow for their comprehensive and balanced development.

Despite drastically different social and cultural characteristics it is possible to discern a number of analogies between Belarus and Canada with respect to sport. For instance, in Canada as much as in Belarus, the strong involvement of government in sport has created a highly structured and bureaucratized administrative system as well as central planning and budgeting. The capitalist economy, well-established in Canada and growing in Belarus, creates similar conditions for the development of amateur sport in both countries. However, the most important analogy seems to be the process of transition and change that the sport systems in both Canada and Belarus are undergoing at the present moment. Facing economic difficulties, both countries are exploring future directions for amateur sport development, reviewing priorities and re-directing funding. Among the important issues encountered by the Canadian and Belarussian sport systems are the control and coordination of efforts; the delegation of more responsibilities to the regional and local authorities; as well as the need to secure more financial support from the private sector. In both countries, it is anticipated that the increase in corporate sponsorship will provide

a stimulus for the progression of major sports as well as the larger "physical culture." A possible outcome of such developments is a better satisfaction of the populations' demands for domestic sport and recreation and for international sport performance. Of course, on both sides of the Atlantic, the state is hoping that the advancement of the sport system will contribute to economic stability, job creation, a reduction in social tensions, better health and productivity of the population, and a better sense of national identity.

Statement of the Problem

Granted the similarities between the Canadian and Belarussian situations, the primary purpose of this study was to examine the main amateur sport organizations within the two countries, namely Sport Canada and Goskomsport Belarus. The secondary purpose of the study was to provide an in-depth view into the sport organizations' similarities and differences. Such a comparative analysis was made in order to identify the positive features present in the two sport systems. From these features stemmed recommendations directed at both sport systems, recommendations which could assist in their respective transition process and their quest to better organize amateur sport.

Theoretical Framework

The theoretical framework used in this study borrows from the "contingency approach" which was developed in the larger field of organizational theory. A fundamental assumption of the contingency approach is that there is no one best way to organize and that any one way is not effective under all conditions (Ford & Slocum, 1977; Lawrence & Lorsch, 1967; Robbins, 1983). The major strength of this approach is the way it locates and explains an organization in terms of its structure and situational context.

The two underlying dimensions in the contingency approach are the structural and contextual dimensions. The structural dimension refers to three variables: complexity, formalization, and centralization (Hage & Aiken, 1967; Hall, 1972; Pugh, Hickson, Hinings & Turner, 1968). The contextual dimension refers to four variables: technology, environment, strategy, and power and control (Child, 1972; Mintzberg, 1979; Perrow, 1967; Pugh, Hickson & Hinings, 1969). According to the theory, the contextual factors (or contingencies) are assumed to have an impact on the structural dimensions of the organizations (Ford & Slocum, 1977). The contextual factors have different degrees of uncertainty and complexity, which subsequently create the demands for the organization (Lawrence & Lorsch, 1967; Pfeffer & Salancik, 1978). These demands are dealt with through the development of an appropriate structure and the encouragement of suitable behaviors and attitudes within the organization. Traditionally, the contingency approach has meant the investigation of a large number of organizations and, following a quantitative analysis, a focus on the interactions between the structural and contextual variables. In the present study, however, only two sport organizations were investigated and the focus was centered on the examination and qualitative analysis of these variables. If the analysis of the two sport systems was restricted to the analysis of contingency variables, it is because they were considered to be the most crucial ones for the overall understanding of the structure and operation of Goskomsport Belarus and Sport Canada.

Methodology

The comparative analysis of sport organizations located in two different countries and characterized by different political, economic and cultural conditions requires a qualitative methodology. In the present case, this

comparison was limited to a set number of areas corresponding to the contextual and structural variables central to contingency theory.

A triangulated methodology was utilized at times to ensure the consistency and accuracy of the data and at times to gather complementary data on the structure and context of the main sport organizations in Belarus and Canada. A combination of three methods was used: (a) a meta analysis of the bodies of literature in English and in Russian on this topic; (b) a content analysis of the official documents from Goskomsport Belarus and Sport Canada; and (c) specialized interviews with top officials of these organizations.

Meta analysis was used to gather information on two separate bodies of literature regarding the Belarussian and Canadian sport systems. Official documents submitted to content analysis included the materials issued by the sport organizations, such as special reports, annual reports, organizational charts, policies and programs and job descriptions. These data were analyzed while keeping in mind the contingency variables related to the structure and context of the sport organizations.

To complement the meta analysis of the literature and the content analysis of official documents specialized semi-structured interviews (Dexter, 1970) were conducted with selected sport officials in Belarus (N=5) and Canada (N=5). In Belarus, interviews were conducted with the vice-chairman of Goskomsport and the heads of departments and sectors. In Canada, interviewees were sport administrators working with Sport Canada, including senior executives, consultants and policy analysts. Interviews with Belarus officials were conducted on the phone, in Russian, while interviews with Canadian officials were conducted in English in Sport Canada offices. All interview data were submitted to a qualitative data analysis.

The combination of methodologies helped the reliability of the results, which provided a basis for comparisons and inferences about the underlying differences and similarities regarding the structural and contextual elements characterizing the amateur sport organizations in Belarus and Canada.

Significance of the Study

From a theoretical point of view, the present study will hopefully contribute in a number of significant developments. First, this study will integrate Russian and English bodies of literature on sport organizations, something which has not been done in the past. Second, a large number of studies such as those of Riordan (1982, 1986, 1987), Cantelón (1982), Foldesi (1991) and Hargreaves (1979) have been devoted to the U.S.S.R., but there has been a lack of information about the individual republics. This study will help to fill this gap by providing information about the Republic of Belarus. Finally the consideration of the contingency approach in a comparative, cross-cultural study of sport organizations should open up new direction in terms of qualitative inquiries.

From a practical viewpoint, the study is significant as it will provide recommendations for the Belarussian and Canadian sport organizations. The strength of one system may constitute a weakness for the other. In pooling positive features of both countries and understanding how they came to be, the study may provide both sport organizations with a list of useful suggestions.

Delimitations

The present study was delimited to the main amateur sport organization in two countries: Belarus and Canada. The study was further delimited to the situation of these organizations in the year 1994. In terms of variables, the investigation was restricted to three structural (complexity, formalization and

centralization) and four contextual variables (technology, environment, strategy, and power and control) found in the contingency theory.

The study was further restricted to a meta analysis of two bodies of literature, written predominantly in Russian and English, and to a content-analysis of the official documents produced by the two sport organizations in the last three years. The study also included specialized interviews, which were restricted to top sport officials in both organizations and focused solely on structural and contextual elements of their respective organizations.

Limitations

The results of this study concern exclusively Goskomsport Belarus and Sport Canada and extrapolation of these results to other organizations in these countries or in others (for example in other C.I.S. republics) should be done with extreme caution. The study is limited in that it was done in 1994, a year of transition for both Belarus and Canada. Thus, the results should be contextualized and seen as part of a specific period of time in the life-cycle of the studied sport organizations. The study is also limited in that only a restricted number of variables was considered. This has restricted the scope of the study and limited the results and their extrapolation to the selected variables. Finally, another limitation rests with the number of documents available in Belarus and Canada and the small number of interviews conducted with officials in both countries. Such a limitation may have resulted into an incomplete picture of the structure and development of the two sport systems.

CHAPTER II

THEORETICAL FRAMEWORK

The theoretical framework used in this study is based on the contingency approach. Within organization theory, contingency approach has grown in popularity during the last 20 years. The fundamental assumption of this approach is that there is no one best way to organize and that any one way is not effective under all conditions (Galbraith, 1973; Ginsberg & Venkatraman, 1985; Lawrence & Lorsch, 1967). The basis for such a theoretical framework has developed from the principal notion of "open systems" (Katz & Kahn, 1966) and the view of organizations through an organismic analogy. This analogy considers an organization as a system of interrelated elements which are subjected to influences from their environments (Burrell & Morgan, 1979). By considering that an important function of any system is adaptation to what goes on in the outside world, the "open systems" approach suggests a structure that is responsive in nature and an organization which is in dynamic interaction with its environment. Contingency theorists such as Lawrence and Lorsch (1967), Pugh, Hickson, Hinings and Turner (1968) and Woodward (1965) suggested that an appropriate organizational structure and management style are dependent upon a set of "contingency factors." The factors usually referred to are the uncertainty and instability of the environment, technology, and organizational size (Tosi & Slocum, 1984).

The notion of contingency and the identification of the factors which possibly influence the organizational structure have challenged the traditional assumptions in organization theory. Earlier efforts in the area of management were concerned with the search for "one best way to organize," such as Taylor's (1911) scientific management and Fayol's (1916) "universal" guiding principles for managerial

behavior and functions (Robbins, 1983). Weber (1947), another classic in organizational theory, proposed an "ideal type" structural model of organization, the bureaucracy, and suggested that it would be perfectly rational and could provide a maximum efficiency of operations.

The contingency approach questioned the uniformity of these assumptions and proposed instead that there is no one best way to organize. The approach became widely accepted after the findings of Burns and Stalker (1961), Lawrence and Lorsch (1967), and Woodward (1965). The subsequent theoretical developments offered by Thompson (1967) and Galbraith (1973) provided a basis on which to explain contingency theory. Contributions of these and other researchers such as Hall (1972), Child (1972), Pugh, Hickson, Hinings and Turner (1968), Pugh and Hickson (1969) and Pfeffer and Salancik (1978) have resulted in the evolution of different concepts and definitions associated to the contingency approach, for instance, environment, size, technology, strategy, power and control, and resource dependence. Further explorations of these variables were undertaken by the studies of Hage and Aiken (1967), Hall (1972, 1982), Mintzberg (1979) and Ginsberg and Venkatraman (1985).

The underlying dimensions of contingency theory were structural and contextual, but contingency theorists concerned with context as well as those who studied structural factors all faced conceptual and measurement difficulties. Problems linked to operational definitions of contextual and structural variables were indicated by Pennings (1975) and by Shoonhoven (1981), and the selection of a unit of analysis has created some controversy within the contingency theory community as well (Child, 1972). In addition, Ford and Slocum (1977), and Tosi and Slocum (1984) have claimed that a "single variable" contingency approach can be misleading because it overlooks complex relationships existing between

the contingency variables and the structure, and between contextual variables themselves.

Robbins (1983), however, has emphasized one of the strengths of the contingency approach, namely, that it is a framework which allows to locate organizations into a situational context, instead of relying solely upon the supposedly uniform nature of bureaucracy and managerial behavior. Indeed, the contingency approach provides a more coherent insight into organizational behavior by accounting for a wide variety of factors. Thibault, Slack and Hinings (1991) believe that the contingency approach can be a useful model to explain the structure and context of a complex sport organization as well as the human aspect of organizational activities. Slack and Hinings (1987) have argued that this theory is also extremely useful for the understanding of sport organization's bureaucratic nature and the impact a planning process might have on the organizations' structure and systems.

Structural Dimension

According to most organizational theorists (Daft, 1986; Hall, 1972; Price, 1972; Pugh et al., 1968; Robbins, 1983, 1990) there are three basic components within the structural dimension: complexity, formalization and centralization. In terms of early writings on organizational structure, Blau and Scott (1962), Hage and Aiken (1967) should be mentioned. These authors have studied "formal" organizational characteristics (i.e., standardization, specialization, formalization, and centralization) based upon the sociological writings of Weber (1947), Parsons (1938, 1958), and Thompson (1961). Believing in the high generalizability of these formal characteristics, Hage (1965) has developed an axiomatic theory which links the above mentioned structural variables to adaptiveness, effectiveness, and job satisfaction.

Hage (1965), Hage and Aiken's (1967) definitions of the structural variables helped further research in terms of comparisons across a wide variety of organizations. The exploration of relationships between structural variables and context as well as between structural variables themselves was continued by Pugh, Hickson, Hinings and Turner (1968). They described specialization, standardization, formalization and centralization as related variables which explore the range and pattern of organizational structures. Findings by Pugh (1968) and his collaborators have indicated a strong positive relationship between formalization and complexity but they have failed to find a positive relationship between specialization or formalization and centralization. These findings have resulted in the notion that different bureaucratic structures exist, some where decision making is centralized and others where it is not (Mintzberg, 1979). Consequently, Weber's (1947) "uniform" nature of bureaucracy has been questioned as a theoretical construct. In addition, Hinings and Lee's (1971) replication study has provided support to the results of Pugh (1968) and his colleagues, and suggested that specialization and formalization are negatively related to the centralization of decision making.

Research on the relationships between structural variables (e.g., Hage & Aiken, 1967; Hall, 1972) indicate that more complex, highly specialized organizations tend to be more formalized and standardized while at the same time decision making tends to be less centralized. Decentralization, according to Robbins (1983) is associated with high complexity primarily because an increase in the number of occupational specialties means an increase in employees expertise, a necessary condition to make decisions. The professional staff's expertise can result in lower formalization and in decentralization of decisions affecting directly their work process, but at the same time in higher centralization and standardization of personnel issues and strategic decisions.

Three structural dimensions emerge in the literature: complexity, formalization, and centralization. Background information and operational definitions of these variables are presented next.

Complexity

Complexity is one type of organizational differentiation explored early on by Blau and Scott (1962). They looked at complexity by describing several dimensions such as spatial, occupational and functional differentiation. Later on, Lawrence and Lorsch (1967) referred to complex organizations that combine and integrate the work of highly differentiated departments. Although the notions of "structural differentiation" and "complex organization" existed in organizational theory at the time, the term "complexity" was not used. This notion was mostly expressed through the term "specialization."

Research by the Aston group (Pugh et al., 1968, 1969) has provided operational definitions for the structural variables including those describing differentiation. Pugh, Hickson and Hinings (1968), for instance, have presented specialization as one of the primary dimensions dealing with the division of labor in an organization and the distribution of official duties among a number of positions. They also introduced the variable "configuration" as one that referred to the "shape" of an organizational structure. More specifically, Pugh and his colleagues assessed specialization by looking at the vertical span of control and the number of occupational positions.

Hall and Haas (1971), Hall (1972), and Price (1972) have furthered the Aston group's definition of structural differentiation. Hall and Haas (1971) have reintroduced the notion of complexity and found that its indicators fell in three major categories: interdepartmental specialization, hierarchical differentiation, and spatial dispersion. Hall (1972, 1982) has argued that all dimensions of

complexity may vary within different parts of an organization. He has also introduced the "degree of personal expertise" as another dimension of complexity, a dimension which he believed to be a result of intensive division of labor or professionalization.

Price (1972) has supported Hage and Aiken's (1965, 1967) as well as Hall's (1972) predictions that the structural characteristics may vary from high to low in organizations. He advocated the use of the single concept of complexity with a series of dimensions. Mintzberg (1979) later added the notion of enlargement to each of the complexity dimensions found by Hall and Haas (1971). He defined enlargement in terms of a wider variety of tasks on the horizontal axis and an increase in control on the vertical axis. With the observation that an increase in job performance requires increased knowledge and skill, a personal or professional differentiation was incorporated into the definition of organizational complexity.

Robbins (1983) has indicated that the increase in any factor such as horizontal specialization, vertical specialization or spatial dispersion automatically implies an increase in organizational complexity. In order to estimate organizational complexity, he suggested that we measure: (a) the number of occupational specialties and the level of training for horizontal specialization, (b) the number of hierarchical levels to assess vertical differentiation, and (c) the number of geographically discrete facilities to assess dispersion.

In the sociology of sport organizations, specialization is a more common term for complexity and it implies the presence of both vertical and horizontal differentiation. Frisby (1985, 1986) has focused on specialization by looking at the sum of board members' roles, executive board members' roles, committees, salaried staff positions and clerical staff positions. Kikulis, Slack, Hinings and Zimmerman (1989) have argued that horizontal specialization can be

characterized in terms of the number and type of meetings and programs, whereas vertical specialization may be assessed by looking at the number of levels represented in the organizational chart. Slack and Hinings (1987) have suggested that the extent of horizontal differentiation be measured by counting the ways in which the organization's tasks are differentiated.

In conclusion, complexity can be defined as the extent of horizontal, vertical and geographical differentiation within an organization. In this study, horizontal differentiation was assessed by focussing on the following criteria: (a) the number of organizational units, (b) the sum of administrative and clerical staff positions, (c) the level of training and (d) the number of ways in which tasks are differentiated. To assess vertical specialization, the number of hierarchical levels was considered. Geographical dispersion was interpreted in terms of the location of organizational units and the extent of their dispersion from the headquarters.

Formalization

In early writings within organizational theory, formalization was considered an important characteristic that was supposed to ensure the proper functioning of the organization and regulate it throughout its life-cycle. Pugh, Hickson and Hinings (1968) later suggested a dimension that pertained to the specification of procedures within organizations. This dimension, the "standardization of procedures," corresponded to rules or definitions which were developed in order to cover all circumstances. It is the extent to which these rules, procedures and communications are written down that Pugh, Hickson and Hinings (1968) named formalization.

Based on early definition (Blau & Scott, 1962), Price (1972) suggested that formalization is basically the degree to which organizational norms are explicit (they do not necessarily have to be written down). Later on, Daft (1986) and

Robbins (1983) argued that the presence of informal rules which guide and control employee behavior cannot be ignored while conducting an analysis. Daft (1986) considered formalization as the amount of written documentation describing organizational behavior and activities. However, he suggested that standardization should be a distinct dimension, referring to the extent to which organizational activities are performed in a uniform manner.

Ford and Slocum (1977) have looked at formalization as a strategy of control that is concerned with the existence of rules and procedures (regardless of whether or not they are codified), and the extent to which these rules can be interpreted. According to Mintzberg (1979), the necessity to formalize organizational behavior derives from the desire to reduce variability and ultimately to predict and control organizational activities. Mintzberg has also stated that organizations that rely primarily on formalization are generally referred to as bureaucracies, which are described in-depth by Weber (1947). In an extension of Weber's theory, Robbins (1983) has argued that in order for a bureaucracy to be effective, the degree of job standardization must serve as a means of transformation of organizational inputs into outputs with consistency, and minimum loss and conflict. Robbins has pointed out several formalization techniques including the selection process, the detailed description of role requirements through rules, procedures and policies, training, and the learning of attitudes and rituals.

Hall (1982) has stated that the degree of formalization has important consequences for individuals, particularly if the degree is too high or too low. He has argued in favor of a fit between the "self-guidelines" that professionals bring into an organization and those regulations already offered within it. Thibault, Slack and Hinings (1992) have suggested that an increase in formalization may be seen as a method used by volunteers to better control an organization.

However when an increase in formalization occurs in the communication system, this may rather be a consequence of the professionals' attempt to stabilize their work environment by formalizing their contacts with other professionals.

In this study, formalization was defined as the degree to which areas of organizational activity are clearly defined, specified and written down, and the extent to which work activities are performed in a uniform manner. Formalization was assessed through Mintzberg's (1979) continuum going from non-existent to complex. For example, when examining such activity as the administration of a sport organization, the extent of formalization was complex if many procedures covered the activity, specific tasks were delineated, and information appeared in a written form.

Centralization

In early studies, the structural variable "centralization" was mentioned by Burns and Stalker (1961) as a discretion of power and its possible delegation at lower levels, and by Blau and Scott (1962) as a mode of control that appears with structural differentiation in an organization. Later on, centralization was defined by Hage and Aiken (1967) as something concerning both the hierarchy of authority and the participation in decision making.

Pugh, Hickson and Hinings (1968) have suggested centralization as the dimension of the organizational structure pertaining to the locus of decision making authority. They believed that in order to understand the mechanisms of decision making, the goal was to identify a level in the hierarchy where executive action could be authorized. This viewpoint on centralization has been further developed by Price (1972) who looked at the concentration of power and its exercise at a single point within an organization. Price, however, has distinguished centralization from the span of control and from the levels of

authority. A similar definition of centralization has been provided by Mintzberg (1979) who described it as the design parameter reflecting the means of control over the decision making within an organization. Robbins (1983) has also provided a definition: centralization is the degree to which formal authority to make discretionary choices is concentrated in an individual or unit, thus permitting the employees minimum input into their work.

Later on, the notion of decentralization has often appeared in the context of discussions on the locus of decision making authority. Mintzberg (1979), for example, has considered centralization and decentralization as two ends of a continuum and provided an argument for the existence of horizontal and vertical decentralization. Robbins (1983) has maintained that the decentralization of decision making reduces information overload, provides more detailed input into a decision, and brings motivation. Similarly, Ford and Slocum (1977) have referred to the autonomy exercised by individuals in an organization as an aspect of a decentralization. They argued that autonomy is manifested through position in the organizational hierarchy and the extent of delegation of the decision making authority.

In an application of these concepts to amateur sport organizations, Kikulis, Slack and Hinings (1989) have measured centralization by looking at the level at which final decisions are made, the number of hierarchical levels involved in decision making, and the extent of volunteer involvement in the decision making process. The locus of control was assessed in a similar way by Hinings and Slack (1992), and Thibault, Slack and Hinings (1991) who have developed structural scales to determine the degree of centralization/decentralization.

In the present study, centralization was defined as the degree of formal decision making authority concentrated at the level of an individual or unit in the organization and the extent of input by other levels into this decision making. For

instance, the higher the decisions are made in the hierarchy, the more centralized the organizations were considered to be, especially if other levels' degree of input and participation in decision making was low.

To conclude on the structural dimensions, it is believed that complexity, formalization and centralization are the three primary dimensions of the organizational structure within contingency theory, and the extent of their development in an organization is important to examine if we are to understand its structure and organizational activities.

Contextual Dimension

The contextual dimension includes contingencies which are believed to influence the structure of organizations (Dill, 1958; Hall, 1972; Hinings & Lee, 1971; Lawrence & Lorsch, 1967; Pugh et al., 1969; Woodward, 1965). The contextual variables mostly seen in the literature are: (a) technology; (b) environment; (c) strategy, and (d) power and control. These contextual features are the focus of the next paragraphs.

Technology

According to Robbins (1983), technology refers to the processes or methods that transform inputs into outputs within an organization. Daft (1986) has written about the "technological imperative" and argued that the organizational structure and management systems must be congruent with technology, or otherwise an organization will be inefficient.

Technology was first assumed to be a contingency variable by Woodward (1965). But Woodward faced difficulty when trying to establish a relationship between structural and organizational effectiveness. This lasted until the organizations were grouped according to their mode of production technologies.

Woodward (1965) categorized firms into three types of technologies (e.g., unit, mass, and process production) with increasing degrees of technological complexity. This led to the finding of the relationship between the increase in technical complexity and the increase in vertical differentiation and formalization. From this it was later implied that the appropriate technology-structure fit allowed companies to be successful (Lawrence & Lorsch, 1967).

Subsequent research has questioned Woodward' (1965) "technological imperative" which is based on production technology. For example, Pugh, Hickson, Hinings and Turner (1968), and Pugh, Hickson and Hinings (1969) have not found enough significant relationships to validate the importance of technology for the structure. Mannari and Marsch (1981) have described her concept as static because it is assumed that a single type of technology is favoured in each organization.

Perrow (1967) has conceptualized technology as the action an individual performs upon an object with or without the aid of tools. Perrow (1967) has also brought up the notion of "knowledge technology" which was later labeled as task variety and problem analyzability (Daft, 1986). Perrow developed a continuum of technologies (routine, non-routine, craft and engineering) on which the structure is assumed to be dependent . According to Daft (1986), non-routine technology is characterized by high task variety (high frequency of unexpected events) and difficulty in the analysis of work process problems, whereas routine technology is characterized by low task variety and use of computational procedures to solve problems. The example of non-routine technology would be basic research, strategic planning, projects work, and solving unexpected problems.

Robbins (1983) has suggested that Perrow's findings indicate that control and coordination methods vary with the type of technology. Furthermore, the more routine the technology, the more structured an organization would likely be,

that is, highly formalized and centralized. On the contrary, non-routine technologies would place a greater demand on structural flexibility, that is, a low degree of formalization, more employee input in decision making and high interaction between all members. Another important implication from the Perrow's work is the operational definition of technology which is more general than Woodward's (1965) and hence more useful in studies of organizations that are not industrial.

The idea of enhancing coordination and control within organizations has been developed by Thompson (1967) who has emphasized technological rationality. Based on the type of interdependence between departments, he has distinguished three modes of technology: (a) mediating technology, which links the sphere of demand and supply; (b) long-linked; and (c) intensive technology, which uses a variety of techniques to achieve certain outcomes. Thompson (1967) suggested that movement forward on this continuum of technologies required an increase in communication and decision making between departments. Daft (1986) described coordination, communication and decision-making to be the greatest problems in intensive technology, characterized by growing significance of face-to-face coordination, daily interactions between managers, and mutual adjustments during a decision making. This strategy keeps communication short when coordination is most critical to organizational success.

Hage and Aiken (1969) have investigated the relationships between technology (in terms of work routine), social structure, and goals of health and welfare organizations. They have found positive association between technology and both centralization and formalization.

Later findings have provided support for increased technology importance within an organization (Hall, 1972; Miles & Snow, 1974). It has been argued that

technology places a set of demands upon the structure to maintain control and coordination. Daft (1986) has argued that technology does influence organizational design, although it is not determinant because managers have discretion to select core technology. Daft has defined technology as the nature of production which includes all the actions and techniques used to transform organizational inputs into outputs. In the domain of sport administration, the variable "technology" was not explored until recently (e.g., Slack & Hinings, 1987) primarily because sport organizations have been mostly operating with service, non-production technologies. A majority of studies on technology have in fact been conducted within industrial organizations or other complex organizations. Slack and Hinings (1987) have described technology as the nature of the tasks an organization carries out, and the techniques it uses.

In the present study technology was defined as all the actions and techniques used to transform organizational inputs into the delivering of services to clients. Technology was examined through the dimensions of task variety and problem analyzability, extent of interdependence between departments, and extent of communication and technical means.

Environment

Environmental factors and their impact upon the organizational structure have been the focus of attention for most contingency theorists. Environment embraces a wide variety of conditions and is constituted of everything outside the organization including customers, markets, suppliers and other organizations (Mintzberg, 1979). The importance of environment and the necessity to deal with it have been acknowledged and this has governed much of the research efforts on organizations.

Burns and Stalker (1961) have focused on the stability of the environment using the notion of open systems. They have argued that depending on whether the environment is stable or turbulent, the structure of a successful organization must be "mechanistic" (e.g., highly bureaucratic) or "organic" (e.g., less formalized, centralized). Lawrence and Lorsch (1967) have discovered that the more turbulent and diverse the environment, the more the need to select an appropriate organizational structure to reduce uncertainty.

Uncertainty is an inevitable characteristic of the environment that challenges organizational survival and efficiency. Lawrence and Lorsch (1967), and Schmidt and Cummings (1976) have looked at uncertainty as something based on the individual interpretation of environment stimuli. Galbraith (1973) has defined uncertainty as the difference between the amount of information required to perform a task and the amount already possessed. He has also argued that uncertainty limits the ability of an organization to make decisions about the activities to come. Galbraith (1973) has suggested that the implications from earlier studies (Burns & Stalker, 1961; Lawrence & Lorsch, 1967) are that: (a) environment is an important "contingency" which requires different structural adjustments for an organization to be successful; and (b) there is not one structure that can be equally effective under all environmental conditions.

Some difficulties have revolved around the definition of what the environment is and what constitutes its boundaries. For instance, there has been a debate in terms of whether to consider the environment as something physical and external to the organization. Some have restricted the environment to that which is perceived by the organization's decision makers (Dill, 1958; Duncan, 1972), while others have distinguished between the external and internal environments (Lawrence & Lorsch, 1967; Schmidt & Cummings, 1976).

In order to explain the environment, several dimensions have been suggested. Burns and Stalker (1961) as well as Thompson (1967) have described the environment as a "static-dynamic" continuum whereas Hall (1972) and Duncan (1972) have characterized it on the basis of an "homogeneous-heterogeneous" continuum. Hall (1972) has also presented the "simple-complex" dimension. For example, the environment is considered simpler when standardized ways of response can be developed. The stability factor has been defined by Daft (1986) who classified an environment as unstable when its elements are changing abruptly.

One of the recent explanations to the process of adjusting the structure to meet external demands is the view of "population ecology." According to this perspective Daft (1986), each organization tries to find a domain of unique environmental resources sufficient to support it. Population ecology is thus concerned with an organizational form (e.g., technology, structure, strategy) that can be selected or rejected based on the environment. The notion of congruency or "fit" between the structure and the environment has been a crucial aspect of the population ecology theory exploring organizational survival (Robbins, 1983). Burrell and Morgan (1979) have argued that a "fit" is achieved when all parts of the organization respond and operate effectively together in a certain environment.

The notion of environmental resources has been elaborated in the studies of Pfeffer and Salancik (1978) who have discovered that resource allocation in organizational subunits may be influenced by other organizations in the environment. Ranson, Hinings and Greenwood (1980) have underlined how this approach portrays organizations as inescapably bound to environmental conditions. The approach is also known as the resource dependence perspective, which has been used to explain organizational structures and

activities including Canadian sport organizations (Macintosh, 1988; Slack & Hinings, 1992).

In the present study, environment was defined as the totality of factors external to the organization including links and interactions with surrounding organizations and institutions. The environment was described using various dimensions such as: simple-complex, static-dynamic, heterogeneous-homogeneous, and stable-unstable (turbulent).

Strategy

Chandler (1962) has been one of the pioneers who introduced the concept of strategy in contingency theory. He undertook a comparative study of a number of American firms based on the assumption that organizational structure follows from and is guided by strategic decisions. Chandler (1962) believed that the strategic choices and subsequent structural changes in organizations were created by environmental pressures and dynamics. The notion of "strategic choice" became a perspective challenging contingency theory, which relied solely upon the influences of technology, size, and environment on structure (Lawrence & Lorsch, 1967).

Later on, Chandler's concept of strategy was developed and gained popularity with the work of Child (1972). Child indicated strategic choice as a critical variable in organization theory and believed that individuals in organizations had to make strategic decisions pertaining to structure, technology and environment.

Miles and Snow (1974) have supported Child's (1972) argument regarding the availability of strategic means within an organization. They have suggested that management has the choice and responsibility to alter the environment (through a merger with other structures or through government lobbying) in order

to respond to environmental demands and alterations. Miles and Snow have also classified organizations into four types, according to their strategic orientations and behaviors including defenders, prospectors, analyzers, and reactors. Tosi and Slocum (1984) have emphasized the importance of organizational members' knowledge of environment when making strategic choices. These authors have argued that although decision makers are controlling goal-setting and structural arrangements (e.g., sub-systems, departments) it is the environment that hinders the strategic choice process through regulation of information flow.

Later, research has focused on the role of strategy in determining an organization's structure. Ginsberg and Venkatraman (1984) have argued that little progress has been made to develop a coherent body of contingency theories focusing on strategy. They believe that no universal set of strategic choices exists. Ginsberg and Venkatraman (1984) have argued that choice of strategy can be an important contingency that influences structure and subsequently organizational performance. Robbins (1983) has suggested that strategy refers both to "means and ends" and can be expressed through an explicit set of guidelines. However, he has also presented the so-called "evolutionary mode" approach that states that strategy evolves over time as a pattern in a stream of significant decisions rather than exist as a pre-planned thing.

Daft (1989) has proposed that strategy is a plan for interacting with a competitive environment in order to achieve organizational goals: official goals to gain legitimacy and appeal to public opinion, and operative goals designating the ends sought through the actual operating procedures. Daft (1989) believes that goals represent the management's value judgements because top leaders and coalitions have a substantial influence over organizational direction.

In the present study, strategy was defined as general actions that describe how an organization is going to achieve its official and operative goals, actions

that can be decided in advance or evolve over time following strategic decisions. It is understood that strategy reflects the values and priorities of top management and coalitions of interests undertaking the strategic choices regarding organizational direction.

Power and Control

Making decisions and maintaining organizational activities are the priorities and tasks of organizational members. These people bring their own values, interests, and background into an organization, which in turn, influences human behavior. According to the "human imperative" approach, an organization is comprised of individuals (Burrell & Morgan, 1979) who have certain needs that must be satisfied if these individuals are to stay within the organization and apply themselves in their functional roles. Burrell and Morgan (1979) have presented this human imperative approach as divided into managerial (middle level) and strategic control (top level) subsystems. Managerial styles have been described as factors to satisfy internal human relations needs and reconcile conflicts. Several studies referring to the style chosen by a manager (Dill, 1958; Lawrence & Lorsch, 1967) have identified conflict resolution in complex organizations as an important means to ensure the effective operation of the organization. Lawrence and Lorsch (1967) and Robbins (1983) have suggested that there are two theories, one describing an authoritarian, coercive style of management (X-theory) and the second, describing a more open, flexible and motivating management style aiming at integrating individuals within an organization (Y-theory). The latter theory implies a delegation of the decision making power to subordinates.

Child (1972) has investigated the matters of power and control in the context of strategic choices for organizations. He has presented the concept of

"dominant coalition", which explains the role of organizational members who collectively hold most of the power over a particular period of time. However, Child (1972) has not excluded the existence of power for subordinates who relay information from the environment and implement decisions. The question of power distribution and control over strategic decision making has been presented as a political interpretation of organizational behavior. This is in opposition to the functional interpretation which is that systems (e.g., organizations) are maintained as a response to environmental constraints.

Robbins (1983) has referred to the existence of a clear distinction between formal authority (the right to act or command others) and power (the capacity to influence decisions). Robbins suggests that the power and control perspective allows to identify different coalitions involved in a power struggle to control the organization. Robbins (1983) believes that control over organizational resources and information is the major aspect explaining the power-control distribution in the organization.

Daft (1986) has indicated his conceptual agreement with Robbins (1983) in terms of the necessity to differentiate power and authority. Daft has also claimed that authority (based on formal hierarchy in the organization) can be a force for achieving desired outcomes but effective predominantly in the downward direction to subordinates and through a reporting relationship. Power can be exercised in all directions including upwards, downwards, and horizontally.

In the literature on sport organizations, the notion of power has most often been addressed in relation to the power-control struggle between volunteers and the professional staff of national sport organizations. For example, Slack and Kikulis (1989) have argued that possession of new knowledge and emphasis on the scientific production of performance have given power to professionals in sport organizations. This argument is supported by Thibault, Slack and Hinings

(1992) who have suggested that the entrance of professional staff has challenged the overall control of the sport governing body by volunteers and taken some power away from them.

In the present study, power and control are defined as the ability to influence decision making, an ability possessed because of a position of authority, knowledge, resources, and/or because a position of centrality within the organization can create a dependence among others. Such ability is used with the intention to obtain one's preferred outcome (Daft, 1989; Robbins, 1983; Slack & Kikulis, 1989).

Conclusion

In conclusion, the variables complexity, formalization, centralization, technology, environment, strategy, and power and control were used to provide a thorough explanation of the structure and context of Goskomsport Belarus and Sport Canada. Such a choice of variables was intended to uncover and explain the different elements and processes present within and outside the two organizations.

CHAPTER III

REVIEW OF LITERATURE

This review of literature is divided in two main sections. The first one deals with the literature related to the Soviet sport system and the recently independent Belarussian sport system. The second one deals with the literature related to the Canadian sport system.

Literature on the Belarussian Sport System

The phenomenon of Soviet sport has been attractive for many sociologists, physical educators, and scholars of several generations throughout the world. They have strived to provide an explanation for the international success of Soviet athletes and an understanding of the overall place of sport in a socialist society. However, certain stereotypes and one-sided conclusions have been created about sport in the U.S.S.R. and its republics. This may have been the result of a neglect of the important findings and ideas present in the research of both Soviet and other East-European scholars. The political situation and the language barrier have limited the exchange of information and data and thus complicated the integration of different perspectives into one coherent body of knowledge. In terms of the available literature in English and Russian, it has mostly focused on the U.S.S.R. as a whole, and only a few studies have addressed the issue of sport in separate Soviet republics such as the Republic of Belarus. That is why one of the objectives of the present study is to integrate the various standpoints and approaches related to sport in the Soviet Union, but to focus on the Belarussian situation in particular.

Sport and State Ideology

Morton (1982) has argued that the accent placed on winning and records by the Communist Party in the early 1930's was intended to present a positive image of U.S.S.R. abroad. He has suggested that the primary use of international sporting success was to prove the superiority of socialism over capitalism. Stimulating national pride and patriotism was thought to be important in order to maintain national unity. Riordan (1986) has further suggested the Soviets' reversal in terms of participation in the Olympic Games after World War II can be explained by the necessity to defeat an "ideological" opponent in the Cold War. The Communist Party's resolution to focus on Olympic events and organize a network of special sport schools was intended to serve this purpose. Gartner (1989) has also argued that the determinant of Olympic success of the U.S.S.R. was the focus on "aggregate performance" achieved through success in less competitive, commercial sport events such as wrestling and shooting.

Sport's political role and mission in U.S.S.R. is highlighted in the works of Riordan (1980, 1986, 1987), Peppard (1980), Treadwell (1985), Baumann (1988) and Wohl (1983). Using different perspectives, they have all agreed on the extreme politicization of sport and its use in international relations. Riordan (1986) has mentioned several ideological concerns of the Soviet state with regards to sport, for instance the demonstration abroad the advantages linked to the communist way of life, and the maintenance and reinforcement of unity among communist countries. Peppard (1980) has argued that the Soviet Union often provided assistance to third world countries in terms of coaching and equipment in order to establish a widening circle of loyalties inside and outside of the country. However, Hoberman (1990) has described this rather in terms of exporting authoritarian and disciplinary norms as well as "win at all cost"

mentality. Foldesi (1991) has underlined the negative impact of the Soviet Union's imposition of its structural model of sport on the socialist countries of Eastern Europe. Foldesi who has also condemned the blind adoption of such a model that is, without any considerations of cultural peculiarities and traditions.

Several studies have attempted to compare motivations and commitment of Soviet and Western athletes. Both Peppard (1980) and Riordan (1980) have found basic differences such as patriotism, collectivism and faith in the Olympic ideals of the Soviet athletes as opposed to the individualistic "commercial-professional" ethos of their Western rivals. Baumann (1988) has referred to the Central Army Club hockey players like Tretiak and Charlamov as the role models embodying the "iron dedication" and collectivism. Hargreaves (1979), after her visit to Belarus, has suggested that the system of sport and physical culture with its orientation toward excellence, was an effective channel for enhancing national unity, patriotism and commitment to international and Olympic success.

However, both Peppard (1980) and Riordan (1986) have argued that along the official rhetoric about collectivism there was also a glorification of individual athletes. The prominence of records are mentioned by Morton (1982) who has also argued that the Soviet state legitimated elitism by providing privileges and rewards to successful athletes. Thus it appears that behind the scenes both capitalist and socialist states accentuated a "win at all cost" philosophy and promoted elitism and individualism. Treadwell (1985) has found several commonalities between United Kingdom and U.S.S.R. in regard to the Olympic philosophy, including focus on excellence. The elite athlete's role as ambassador in society is another trend he has noted in both countries.

According to several authors, success in the international arena has been used by the Soviet state as a way of legitimating the system in the eyes of citizens. Since the 1930's the ideological function of sport in the U.S.S.R. has

been to link masses and politics (Riordan, 1980). Sport contests were intended to create and reinforce a sense of "togetherness" and evoke a feeling of patriotism. Riordan (1980) has found significant the fact that sports rallies always accompanied major political events or festivals. Foldesi (1991) has argued that the ideological design of sport resulted from the pervasive influence of politics in all spheres of society and the restrictions of the individual freedom. Thus sport was a way of demonstrating the advantages of the socialist way of life as well as fill in a vacuum in the leisure time of people. The obsession with medals and glorification of individual athletes was implied by the official ideology (Morton, 1982; Peppard, 1980; Riordan, 1985) but apparently rejected by the Soviet authorities as falsifications from the West harmful for the image of Soviet sport.

Perestroika and Elite Sport

With perestroika a lot of issues previously mentioned by Western sociologists were highlighted, for instance, fetishism, prominence of records, and the tendency to legitimate the system in the eyes of the citizens (Riordan, 1988; Hargreaves, 1979; Peppard, 1980). With political changes and perestroika new trends and processes appeared in sport and the spirit of "glasnost" (freedom of speech and other related basic civil freedoms and rights) has resulted in the gradual disappearance of the communist ideology.

Riordan (1988) has pointed out the shift in values associated to sports during perestroika. Glasnost and democratic ideals created more of an open attitude to the many issues previously obscured. For example bodybuilding was rejected in the past for its narcissistic and non-utilitarian connotations, but in 1988 the first international contest was held in Moscow and in 1989 the U.S.S.R. made its debut in the World Championships. A similar shift took place with respect to martial arts, free-style ski and other "imported" sports.

Baumann (1988) has charged that "flag-waving" during the post-war period have started to be replaced by Sport for All and its ideology of participation, equity and access for everyone. In terms of elite performance, professionalization and commercialization have finally become acknowledged by the sport establishment as legitimate processes. The discarding of the old ideologically constructed values and attitudes in sport and the revelation of the system's "double standard" (discrepancy between official ideology and the actual course of action) were reinforced and accelerated values shift in Soviet sport. The departure of the best athletes and coaches abroad (Lewin, 1989), number of defections by hockey players have pointed to the extent of the constraints and pressure they experienced within the old sport system. Riordan (1988) has mentioned that the appearance of open criticism and public interviews with athletes, coaches and sport administrators are evidence of a detachment from the old values and modes of behavior, and a step toward improvement.

Elite Sport in the U.S.S.R. and Belarus

The importance of elite sport for the Soviet State has been described by Riordan (1976, 1986, 1988), Morton (1972), Peppard (1980), Hargreaves (1979), Broom (1990) and Douyin (1988). They considered the aspects of selection, preparation and nurturing of athletes under the conditions of a centrally planned state-controlled system.

Riordan (1980) has suggested that since the beginning of the U.S.S.R. in early 1920' the competitive sport has been seen as a means to create will power, strength, and skill. These qualities were believed to distinguish the Soviet people. Riordan has argued that sport contests were launched to accompany the industrialization drive and consequently to serve the purpose of building socialism. Cantelon (1979, 1982) has made an analogy between Soviet sport

and the Stakhanovist labor movement of the 1920-1930' when work was organized in the form of competition between labor collectives and between individuals in these collectives. He has argued that sport was to be administered in a most efficient bureaucratic manner and that athletes were expected to fulfill the plans like other workers and were similarly rewarded for meeting or surpassing records.

The U.S.S.R. sport system was established after the adoption of the National Fitness Test (Ready for Labor and Defence, or "GTO") in 1931 and the All-Union Sport Classification system in 1936. The appearance of the uniform standards for different sports and the establishment of "sport societies" provided a legitimate opportunity for enhancing the performance and motivation of athletes by means of rewards and acknowledgements. Morton (1982) has referred to corrupt practices in competitive sport; that have become institutionalized in the 1930's, like illegal but regular cash payments, bonuses, and the recruitment of stars from competing teams. Morton has referred to this as the beginning of professionalism and commercialism in the U.S.S.R..

Hargreaves (1979) and Riordan (1988) have focused on high performance sport and the standardized procedures of selection and training observed in Belarussian sport schools. Hargreaves (1979) has found that sport opportunities in the "Belarus Republican Children and Youth School for Olympic Potential" are reserved for elite performers with no place for average children or late developers. She has argued that sport in Belarus is predominantly elitist institution with a primary concern to produce the highest possible level of performance. Riordan (1988) has found competition to be primary format for the selection and training processes. He examined the network of sport schools in Belarus and found that special and intensive coaching was available to

performing children so that they would become proficient and gain a ranking on the national and international levels.

Douyin (1988), Broom (1991), and Groves (1984) analyzed the approaches to the high performance sport and training system in the U.S.S.R.. They all describe the state's concern to provide equality of opportunity, financial assistance and other support to athletes who pursue a sport career, and attend the school. Douyin (1988) has indicated the state's close interaction and support, and its pooling of human and material resources together for a speedy athletic development. The presence of talent seeking procedures and identification networks, obviously puts certain limits on the actual accessibility to elite sport and the free choice of opportunity by young athletes.

Peppard (1980) and Groves (1984) have found some aspects of Soviet training process that were of importance for the West. Peppard (1980) has emphasized the living and training together, and the development of collectivist values as potentially valuable experiences for Western athletes and coaches.

The State-Controlled System of Mass Sport

Regarding mass sport and physical culture, Riordan (1980) pointed out that at the beginning it was an important way of improving health and hygiene and in combating anti-social behavior in the U.S.S.R.. Mass sport was also a means to the emancipation of women in Muslim areas and the integration of diverse people from the old Russian empire to the new Soviet State.

Zilberman (1991) has presented the GTO and the All-Union Sport Classification as systems that were intended to stimulate participation at every level of physical culture and sport. Riordan (1980, 1988) has claimed that mass sport, with its broad relevance to education and health also served as a vehicle of

social change and national integration. Sport rituals accompanied many political and social events and were used as a form of social control.

Steinbach (1987) have portrayed sport in the U.S.S.R. and Belarus in terms of the growth of mass participation in the Spartakiads and the GTO program. Bogatikov (1980) and Artemenko and Geller (1982) have discussed the status of Belarussian sport in terms of the increase in the number and quality of sport facilities. They have specifically referred to the newly created form of organizing physical culture and recreation in Belarus, a concept called "Fitness Complexes". These complexes are self-financed and located in the neighborhoods in order to provide the population with a variety of health and recreation services.

Riordan (1989) and Foldesi (1991) have emphasized the coercive nature of sport in the Soviet Union and Belarus. According to Riordan (1976), mass sport was a means to obtain a fit, disciplined and cooperative workforce needed to attain economic and military strength. Both authors referred to the compulsory "performance tests" designed for plan fulfillment and performed often without the appropriate training and medical control. However, Riordan (1989) has disagreed with the idea that the sport system in the U.S.S.R. under Stalin and Breznev was totally neglecting Sport for All. He has argued that there were a lot of efforts to involve the population in mass sport and physical culture and that those were completely free of charge.

Hargreaves (1979) has presented Soviet sport as a state-controlled system and one of the most influential aspects of culture. She has suggested that sport and physical culture in the U.S.S.R. and Belarus were both viewed as a means of socializing people and promoting their all-round development. They were supposed to serve both the individual and the nation as a whole.

Writings by Ponomarev (1980), Milstein (1979), Pereversin (1980) and Wohl (1983) have suggested that mass sport and physical culture were in harmonious

continuity with competitive sport. This approach reflects the official viewpoint on the concepts of harmonious development and interdependence between mass and elite sport. Ponomarev (1980) and Milstein (1979) have linked growth of participation in sports with the decreasing number of work hours and the increasing leisure time. The hypothesis was the existence of a relationship between work and recreation under the socialist mode of production and the existence of an optimum ratio in terms of efficiency. Artemov's (1981) and Borisov's (1981) research however revealed that various social groups (both in urban and rural populations) are poorly involved in recreation and sport practices. "Irrational" time spending, lack of facilities and lack of the awareness were the main reasons found for the neglect of physical activities.

Wohl (1983) has characterized mass sport in the U.S.S.R. as a grass-roots initiative where access to participation is open for everybody. He has seen as opposites the nature of mass sport in the Soviet Union and the coercive and violent nature of Western sports. Wohl has suggested that although U.S.S.R. is missing some facilities, the number of participants prevails over other countries. In contrast, Riordan (1976) has pointed out that the increasing problem for the Soviet state was the increase in free time, a time to be used in a rational and socially functional way. Riordan added that the prevention of wasted time and deviant social behavior was a primary concern for the socialist state and the government during the planning and organizing of mass sport and physical culture.

The New Difficulties of Elite Sport and the New Concept of Sport for All

Boiko (1991) and Fomin (1991) have highlighted the growing necessity to resolve the issues of professionalism and commercialism in Soviet sport. They

have argued that, in the U.S.S.R., professionalism and commercialism will lead to the subordination of sports to business and entertainment interests and reinforce the athletes' elitist convictions. Boiko (1991) warned the sport establishment as well as the public about the drain of the best athletes abroad, although he argued that the replacement of ideological motives by the image of a luxury life among professionals will not be a priority for young athletes right away. Lewin (1989) has written in a favor of a Soviet type of professionalism that would incorporate an advanced system of contracts as well as stabilize and provide decent salaries for players and coaches. He has also suggested that this would help in promoting and advertising sports. The issue of transition from "pseudo-amateurism" to professionalism is also elaborated in the work of Edelman (1990) who examined the Soccer Union in the U.S.S.R. and Hoberman (1990) who analyzed the East German sport system. Both authors have argued that it is the sport bureaucracy and the ideology that have embodied the hypocrisy with regards to professionalism, steroid-use and athletes' rights (e.g., the official policy was one thing, the accepted practices the other). Edelman (1990) has indicated that the Soviet bureaucracy that has long administered sport in an authoritarian manner has not been dismantled but is rather trying to adjust to recent changes.

Rapid political and economic changes, however, have created important economic difficulties for sport and physical culture. Bogatyrev (1991) has argued that the scarcity of resources necessary to maintain the network of specialized sport schools and sport facilities is now a serious issue for the sport system. The sponsoring of voluntary sport societies such as the "Dynamo" and the "Soviet Army Club" has been cut, and so have been funds to sport organizations provided by the Trade Unions Council. Consequently, there is now more emphasis on fund raising, ties with private sector, business relations, and deals with foreign companies.

Some authors have pointed to the dichotomy between the old administrative structures and the increasingly private organizational pattern in sport. Lvov (1992) has described the activities of "Sovintersport," a public agency that holds a monopoly on athletes and coaches contract negotiations. Besides the positive aspect of the growing interest of private sponsors in sport, the Soviet agency was at times encountering facts of the fraud in the lowering the value of Soviet athletes and coaches' professional contracts. Shenkman (1990) has addressed this issue and has concluded on the necessity to give sport federations the sole authority to negotiate athletes and coaches' contracts.

Lewin (1989), Guskov (1991), and Babitch (1991) have all argued that the structure of sport in the U.S.S.R. and the approach to resource distribution explained the poor state of sport in general. According to Lewin (1989), the U.S.S.R. Sportscommittee never provided the proper funding to the lower sport committees responsible for mass sport and recreation. This situation highlights the fact that the major funds were available for elite sport development only. Guskov (1991) has suggested that the system created what would be called the "remaining principle" when it came time to finance mass sport and physical culture (they received only 10% or so of the money given to elite sport). Shenkman (1990) has further explained that the Sportscommittee did not have full control over mass sport and that it was the state that gave the Sportcommittee permission to allocate five percent of its budget to the mass sport and recreation.

Babitch (1991) has written about the complexity of the sport system, enhanced by the dispersion of funding in different ministries. The latter has not helped efficiency nor rational resource acquisition, as had been proposed by Babitch. He has suggested a new economic approach to improve mass sport and physical culture, and this approach includes active interactions between the

public and private sectors as well as the construction and exploitation of smaller facilities.

Platonov (1990), and Chernov and Kuznetsov (1992) have provided a conceptual critique of the present unsatisfactory situation in the structure of physical culture and sport. Whereas Lewin (1992) supported the National Fitness Test (GTO), Platonov and Chernov have referred to it as one of the major limitations to the development of Soviet sport. Platonov and Chernov have described the GTO and the All-Union Classification system as outdated concepts that exclude and marginalize native sports, recreation, and less gifted people. They have also argued that it should be replaced by new programs that would respond to the contemporary demands of the different groups in the country.

Structural Characteristics of Soviet and Belarus Sport Organizations

Speak and Ambler (1975) have examined the structure, finance, participation patterns and additional functions of the Trade Unions' Council. In terms of structure, the Council included 31 voluntary sport societies that regrouped about 108, 000 worker-based clubs (about 28 millions individuals). Speak and Ambler (1975) looked at organizational strategy as well as at the dimension of formalization in the Council's structure.

Scanlan (1979) has described the U.S.S.R. Sportscommittee as the structure supervising and coordinating the sport activities of state organizations such as the Ministry of Education, the Ministry of Health and the Ministry of Defence. Scanlan indicated that every republic had its own Sportscommittee, that was further subdivided in regional and local structures. Sportscommittees were found to have a number of councils, federations, departments and

commissions that hired professionals. Hence, Sportcommittees appeared to be highly differentiated both horizontally and vertically.

Fastovsky (1979) has described some of facets involved in operation of a regional Sportscommittee. He discussed the organizational report and outlined the organizational plan (initiatives and objectives). Fastovsky (1979) has stated that the procedures of appointing the chairman and members of the GTO commission, the number of meetings, and the coordination with other city commissions were formalized in terms of written descriptions, instructions and policies.

Baumann (1988) has studied the Central Army Club of the U.S.S.R. ("TSKA") and found it to be complex and specialized. Besides the center arena and headquarters in Moscow, TSKA maintained a major sports club in the 16 military districts in the Soviet Union: Baumann revealed the presence of a specialized technical staff that was in charge of many facilities throughout the country, and of a tall hierarchy of administrative staff based on military ranking. The complexity of the TSKA was described as high in terms of specialization and geographical dispersion.

Baumann (1988) has also mentioned that the TSKA received extensive financial and human resources from the armed forces budget. These resources and power allowed TSKA to use a mandatory military service to strengthen itself through recruiting of all potentially gifted athletes. Baumann has suggested that TSKA's disproportionate share of the nation's outstanding players and its domination over other clubs were also based on the absence of formal rules and procedures regarding recruiting.

Riordan (1988) and Hargreaves (1979) have described the Belarus Republican Children and Young People's School for Olympic Potential in Minsk. The school was depicted as the training center for more than 800 secondary

school children in six events, which main purpose was to achieve the highest level of excellence in sports (chess, gymnastics, handball, tennis, volleyball and waterpolo).

The admission procedure for the sport boarding school was characterized by both authors as being highly formalized with rigorous control tests and anthropometry for both of the athlete and his or hers parents. The monitoring of training programs and the coordination of coaches indicated a high level of standardization in terms of information processing and evaluation.

Artemenko and Geller (1982) have provided a discussion of the Fitness and Recreation Complex ("FOK") created within the Housing-Communal Ministry. These authors focused mostly on FOK's operation "technology". Artemenko and Geller (1982) have suggested that it was the technology linked with the operation of fitness and recreational activities designed for disease prevention that made a difference in terms of people's health. This is partly why a FOK was given preference over other recreation forms for the population.

In conclusion, we can say that there is a lot of information pertaining to the Soviet sport system, but that the number of studies involving Belarus is very limited. As far as the structural and contextual variables related to the contingency approach, they are poorly explored with respect to sport organizations in the U.S.S.R. and Belarus.

Literature on the Canadian Sport System

State Intervention in Amateur Sport

Sport Canada started as part of the federal government Fitness and Amateur Sport Branch in 1961 and took its name in 1971 when a division occurred to create Recreation Canada and Sport Canada. A number of studies

have highlighted the context in which this organization was established as well as the issue of government involvement into amateur sport. Most authors refer to the 1960-1970's, as the first period of serious state concern with the delivering of amateur sport, fitness and recreation (Hall, Slack, Smith and Whitson, 1991; Harvey & Proulx, 1988; Hinings & Slack, 1987; Macintosh, 1988). Rea (1969) has stated that the introduction of the Fitness and Amateur Sport Act in 1961 was a starting point for state intervention in sport. The Act or Bill C-131 legislated the entry of government into amateur sport and provided the basis for the federal funding of sport (Report on the Minister Task Force, 1991). One of the main reasons for government intervention in sport according to Kidd (1991) was to extend opportunities and enhance both Canadian nationalism and government's own legitimacy.

There are several different viewpoints in the literature regarding the impact of the government's move toward fitness and sport. Rea (1969) has emphasized the regulatory nature of Bill C-131 and its concern to establish organizational guidelines. He argued that as a result, a number of sport organizations became better organized to ensure proper safeguarding against budgetary control. Harvey and Proulx (1988) have indicated that the Act was launched without much planning and hence was met with a lack of cooperation. They also indicated that elite sport received a predominant share of the state resources leaving little to meet fitness and recreation needs. Such allocation supported the idea that state intervention was directed by political concerns regarding Canada's image abroad (Harvey & Proulx, 1988).

During 1960's, amateur sport and voluntary sport organizations in Canada were confronted with administrative problems. Munro (1970) and Rea (1969) have found the voluntary sport organizations of the time lacking the support of a sufficient number of full-time administrators and planners. These organizations

were no longer capable of solving problems arising from the size and scope of sport in Canada.

The inability of volunteer-lead sport organizations to manage both the administrative and technical tasks pushed the government to take steps toward their support. Macintosh (1988) has suggested that the "kitchen table" administration and the absence of common forum for cooperation and exchange forced the government to give administrative grants to the national sport organizations (NSOs). There were also strong convictions regarding the introduction of professional staff as a necessary and appropriate measure.

Munro's (1970) White Paper emphasized the importance for sport governing bodies to have a strong administrative core, based upon new techniques of management including motivation and programming. The encouragement of professional management and the improvement of administrative structures within amateur sport organizations appeared however to serve mostly high performance sport. Macintosh (1988) has suggested that the aggressive promotion of high performance sport derived from the ease with which sport results could be quantified and success used as means to national unity. Another explanatory note is that mass sport was undergoing federal-provincial jurisdictional disputes, required much substantiate resource allocations, and could produce only long-term results.

Harvey and Proulx (1988) have looked at governmental efforts to resolve the confusion that existed between sport, health and recreation. They have also discussed the state's objective to reinforce its position by providing a policy for amateur sport development. Macintosh, Bedeck and Franks (1987) have argued that the division of the National Sports and Recreation Center into directorates of Sport Canada and Recreation Canada in 1971 was supposed to provide Canadians with opportunities to both participate and pursue excellence.

Slack and Kikulis (1989) and Slack and Hinings (1987) have found that the NSOs subordination to the state's interests to be associated with their resource dependence. Macintosh, Bedeck and Franks (1987) and Macintosh and Whitson (1990) have written about the fact that amateur sport organizations have received funding as well as administrative and technical support for their athletes and coaches from Sport Canada and from the Canadian Olympic Association. They have shown how both the government and the COA have pressured NSOs to concentrate on better athletic performances. Federal funding was indicated by both groups of authors to be a source of growing dependence and gradual loss of autonomy by the NSOs in the 1970-1980's. Similarly, Neill (1983) has suggested that before the 1980's, the federal government indicated to amateur sport administrators that the government did not wish to assume control, but that since 1981, the government has made stronger statements about the responsibilities of NSOs to account for public funds.

Macintosh, Bedeck and Franks (1987) have found that the federal government's involvement in terms of policies and direction for the development of sport and fitness created controversy because of the clear tendency to favor high performance sport. This tendency was clear, despite Regan's (1981) White Paper that pointed to the need for the government to assist NSOs in the management of their increasingly complex administration and accounting, but without interference with their autonomy (Macintosh, 1988; Macintosh, Bedeck and Franks, 1987). It seems that presenting the state's intervention as legitimate support hardly concealed the increased control or the imposition of planning according to government interests.

Structural Changes in National Sport Organizations

A number of studies have focused on the organizational structure of

amateur sport organizations in Canada (Kidd, 1980; Macintosh, Bedeck and Franks, 1987; Slack, 1985; Thibault, Slack and Hinings, 1991). These studies have predominantly indicated the growing complexity of amateur sport organizations, in part dictated by the new responsibilities for financial management and the new programs in high performance sport. Steady government involvement in amateur sport has put pressure on sport organizations to focus on results (Macintosh, Bedeck and Franks, 1987). The funding procedures and budgetary control has forced NSOs to introduce certain management practices and to make a number of structural adjustments.

Hall, Slack, Smith and Whitson (1991) have argued that the direct and ongoing intervention of the state has resulted in the rationalization of the Canadian sport system, that is in the development of a new dominant form of sport organizations. Similarly, Kidd (1994) has suggested that the joint efforts of the federal government and provinces have transformed once voluntary and self-financed sport governing bodies into state-dependent bureaucracies, developed a network of national training centers and encouraged professional training. The rationale behind these efforts seems to be the numeracy of medals and records.

Slack and Hinings (1987), and Macintosh and Beamish (1987) have suggested that changes in the structure of national sport organizations should be explained in terms of government involvement. These changes are often related to the processes of professionalization and bureaucratization. However, such processes have entailed more than just the introduction of full-time administrators to strengthen the administrative core. They have resulted in the change of the entire structure of NSOs including their complexity, formalization, and centralization.

Slack (1985), Slack and Hinings (1987), and Hall, Slack, Smith and Whitson (1991) have emphasized the existing link between the planning process

introduced by the government and the increased rationalization of NSOs. They have argued that the transformation of the Canadian amateur sport system was associated with certain structural and value changes. Slack (1987) has linked the planning process to a qualitative type of organizational change that has led to alterations in the organizational structure and systems toward bureaucratization and professionalization. Hinings and Slack (1992) have suggested that the introduction of the rational planning system related to the "Best Ever" program in 1983 and the Quadrennial Planning Process in 1983-1984 was to bring up more professional and business-like management. The bureaucratic organizational form was supposed to enhance the effectiveness of amateur sport organizations by proposing short and long term objectives and producing plans to increase performance.

Slack (1985), Frisby (1985, 1986), and Slack and Kikulis (1989) have addressed the issue of the growing bureaucratization of NSOs in Canada, and tried to cut through the dynamics of structural variation and change across voluntary sport and leisure organizations. According to Slack, voluntary sport organizations are adopting the characteristics of a legal-rational bureaucracy (cf. Weber, 1947) and increasing the number of certified programs, paid staff, and structural changes. Describing the dramatic growth of the sport bureaucracy, Macintosh (1988) has highlighted the fact, that during the period 1970-1984 the professional, clerical and technical staff that supports NSOs located in Ottawa grew from 65 to 532 employees. Parallel growth of staff in the provinces along with provincial coaching development delivery systems enhanced the technical and administrative competency of amateur sport at all levels of government. Slack and Kikulis (1989), however have warned about treating increased bureaucratization as a uniform change process. They have suggested to discover the specific bureaucratic elements of the structure that are emerging

and to understand how they are related to the changing contextual nature of the organizations.

Professionalization is a process often considered as complementing bureaucratization (Thibault, Slack & Hinings, 1992). The intention of employing full-time sports administrators with high qualifications has been to release volunteers from the drudgery of daily administration (cf. Rea, 1969) and allow them to focus on planning. The full-time staff was to manage and coordinate the grown organizational complexity. But Thibault, Slack and Hinings (1992) have found that the introduction of professionals affected many structural dimensions: specialization, formalization, and centralization. Macintosh and Beamish (1987) have also referred to the significant increase in both horizontal and vertical complexity of NSOs following the hiring of full-time administrators.

Having found a link between bureaucratization and professionalization, Thibault, Slack and Hinings (1991) have argued that professionalization and subsequent structural changes have occurred differently across organizations. Slack and Hinings (1992) have suggested that the idea of a professional bureaucracy promoted by Sport Canada became institutionalized in the NSO' environment. Certain components of structural design then became widely accepted as necessary and appropriate. Introduction of the planning process is mentioned by Hinings and Slack (1987) as a factor that initiated a structural reorientation toward professional bureaucracy with full-time specialists, more comprehensive job descriptions, and formalized decision making. Hall, Slack, Smith and Whitson (1991) have referred to the gradual change toward a corporate organizational form, where professional bureaucracy (cf. Mintzberg, 1979) was supposed to serve the goals of "Best Ever" Program and characterized by high levels of bureaucratization.

Structural and Contextual Issues Regarding Sport Canada and NSOs

Perhaps one of the fundamental issues faced by the NSOs is their dependence on federal government funding. This dependence creates an imbalance in the power relations and is directly linked to the NSOs' structure and operations. In 1983 Neill reported that most associations were financially dependent on Sport Canada, from which they received from 60 to 80% of their revenue. These figures have been brought down to 74% on average by Slack and Hinings in 1992. At any rate, most researchers agree that Sport Canada has had substantial discretion over financial resources, and has been able to make rules regarding the use of these resources. Slack and Hinings (1992) believe that for a majority of NSOs, possibilities to access alternative sources of revenue are minimal. At the same time, according to Kidd (1994), Sport Canada has pushed NSOs into aggressive marketing so they could justify their existence.

With the increase in efficiency of operation, size and amount of programs of NSOs, other issues and problems have evolved. For one, Macintosh (1988) has argued that the bureaucracy has favoured elite sport versus promoting participatory sports. This occurred partly because of the athletic and business background of sport administrators, which made them more receptive to the rational approach of high performance sport. Other issues are derived from the question of power and control within NSOs. The central position of professionals regarding communications, and their hierarchical position regarding clerical and other supportive staff, according to Macintosh and Beamish (1987), resulted in their domination over volunteers, who did not have as much time and resources. Slack and Kikulis (1989), and Thibault, Slack and Hinings (1991) have discussed this power struggle mentioning conflicting values between professionals and

volunteers. The traditional view of sport and its organizational culture appeared to be in contradiction with the business-like, rational, and formalized management exercised by the professionals. Similarly, Neill (1983) has addressed the issue of centralization of decision making in the NSOs. She suggested that if in some associations the employees assume traditional staff roles and carry out the policies voted by the Board, in other cases full-time executives become virtual presidents, vice-presidents or directors general and assume more authority.

The issue of power and control in regards to relations between Sport Canada and NSOs was discussed by Vail (1985). She has suggested that Sport Canada consultants being the NSOs constituencies, play the central role in discussing the NSOs effectiveness that puts them in power position.

In terms of professionalization, Hall, Slack, Smith, and Whitson (1991) have argued that it reduces the autonomy of voluntary sport organizations, since the hiring of professionals depends upon their loyalty to and support for government policies. Consequently, both employees and programs are dependent on the state. This limits NSOs to the extent that they cannot speak against state initiatives and interventions. Hall and her colleagues have also reported that class and training background of professionals in the NSOs are more closely aligned to the state representatives than to coaches and athletes.

Theoretical Approaches to the Study of Organizational Structure

In order to study the structure of voluntary sport organizations in Canada, researchers have employed several theoretical frameworks and perspectives. Frisby (1985, 1986) has argued that the voluntary sector has been largely overlooked as an area of inquiry in organization theory. She provided a conceptual framework for measuring the organizational structure and the context of voluntary sport organizations. Slack (1985) has also attempted to apply

Weber's bureaucracy theory to voluntary leisure and sport organizations. He found increases in the structural variables complexity and formalization and related them to the bureaucratic growth of the provincial sport organizations (PSOs) which exhibited the characteristics of legal-rational bureaucracy.

The Aston group research (Pugh, Hickson, Hinings, 1969; Hage and Aiken, 1967) and work by other contingency theorists has been furthered by Canadian scholars who examined the impact of "contingencies" upon the structure of NSOs. Slack and Hinings (1987) have studied the impact of planning on the structure and context of amateur sport organizations. They have argued that an organization's context (environment, technology) is likely to be changing independently of the planning system, however it is possible that a sport organization's plan may alter its context. Slack and Hinings have found that planning at least partly is aimed at changing the environmental complexity faced by an NSO, usually to increase it. However, Slack and Kikulis (1989), and Slack and Hinings (1987) have argued that there are limitations to the approach that examines the impact of planning but only deals with structure and context. They believe that a "synthetic" approach would resolve this shortcoming by the integrating analysis and interpretive schemes, as well as power dependencies and contextual constraints.

The resource-dependence perspective (Pfeffer & Salancik, 1978) has been used to explain the nature of changes in the NSOs. The main assumption of this perspective is that organizations are unable to generate the variety and amount of resources they need for survival. This creates uncertainty, which can be dealt with only by either adapting to changes in the resource environment or changing the environment. Slack and Hinings (1987), Slack and Kikulis (1989), and Macintosh (1988) have pointed out the heavy dependence of NSOs on federal

government funding for the development and maintenance of their programs and staff.

Theories associated with the institutionalization and transformation leadership have been used to explain the organizational change in the NSOs. Slack and Hinings (1992) have stated that institutionalization refers to a process through which structural design components become widely accepted as both appropriate and necessary. Hinings and Slack (1987) have indicated that the adoption of a certain form of structure by the NSOs is a result of Quadrennial Planning Process. Sport Canada exercised substantive discretion in resource allocation and thus was able to introduce a bureaucratic structure to the NSOs and gain control over them through resource dependence and the planning process.

Considering the use of contingency variables by researchers in the area of sport administration, Neill (1983) has developed an analytical-descriptive model for the National Sport Governing Bodies (NSGBs), using the systems approach. She suggested that the emphasis in the systems approach is on the effective operation of the organization as a whole through appraisal of system components (e.g., centralization, technology) and relations to the environment. Neill (1983) has utilized the "simple-complex" dimension in analyzing the environment of NSGBs and stated that in recent years it has become more complex and uncertain since more external organizations than ever are now part of this environment. She has also argued that Sport Canada's policies may change with public pressure and that the economic climate may exert a strong influence on the government and NSGBs.

Vail (1985) has discussed the organizational effectiveness by taking a constituency approach. Sport Canada consultants were taken as external constituencies. Contingencies like technology, power, control, and strategy were

used in the analysis of the NSOs. Vail (1985) has found that at the time, Sport Canada required clear statements of organizational mandates, planning and evaluation prior to any consideration being given to requests for federal funding.

Macintosh and Whitson (1990), and Slack and Hinings (1992) have emphasized the transformation or charismatic leadership in the NSOs as a factor which was supposed to mobilize commitment to change and institutionalize a vision within the organization itself. However, they found that the response of professionals and volunteers was often reflecting an ambiguous attitude toward those changes introduced by leaders of the NSOs. Slack and Hinings (1992) have argued that volunteers show both commitment and resistance to change. Commitment is reflected by systematization and the increase in quality and quantity of programs. Resistance to change shown by volunteers is associated with professionals' claim to control decision making power as well as the perceived by volunteers erosion of traditional NSO culture and values.

Kikulis, Slack, Hinings and Zimmerman (1989) have proposed a taxonomy based on the premise that amateur sport organizations differ in their structural designs and that these differences cannot be understood solely in terms of professionalization and bureaucratization. They have indicated eight structural designs and have found that organizations are composed of a series of coherent systems and processes with different patterns to be found. Kikulis, Slack, Hinings and Zimmerman (1989) have argued that first of all, bureaucratization and professionalization are two separable, but complementary processes. They also highlighted that more complex amateur sport organizations do not necessarily demonstrate these processes in the same way, which implies presence of different structural designs.

Chelladurai (1987) has studied the structural design of NSOs with a Parsonian viewpoint on the organization and looked at three levels of hierarchy

(i.e., technical, managerial, and institutional). All levels should be in contact with different parts of environment, ensuring adaptation of the organization. Chelladurai (1987) has also mentioned the question of power and personal attributes, which might influence and change the environment if exhibited by new and strong leaders (thus reinforcing managerial and technical levels). To some extent one of advantages of this perspective over the taxonomy approach is that it relies more on individual traits and on relations between organizational levels or subsystems or relations between subsystems and the environment.

Cunningham, Slack and Hinings (1987) have suggested the concepts of design archetypes and tracks in order to assess the changing nature of amateur sport organizations. They have defined archetypes as a set of coherent structural elements underpinned by values and beliefs, which exhibits either a momentum toward change or extension of the current archetype. Cunningham and his colleagues have emphasized the "interpretive scheme" including values and beliefs. They have argued that transformation in the structural arrangements (i.e., from "kitchen table" administration to a corporate professional archetype) was brought about by changes in values. They have suggested that the loss of legitimacy and discrediting of old values was a resultant of increased government involvement, which institutionalized the corporate culture. Organizational structures were adjusted to cohere with this culture.

Conclusion

In conclusion, there is a shortage of actual application of theoretical perspectives in organizational theory to the study of amateur sport organizations in Canada or Belarus. The current literature describes extensively the role of bureaucratization and professionalization in organizational change. However there is room for further explanation of organizational structure and context on

the basis of contingency theory. The use of contingency theory in the studies of amateur sport organizations (Frisby, 1985; Kikulis et al., 1989; Slack, 1985; Slack & Hinings, 1987) has been limited to the explanation of structural changes in the NSOs and the impact of the planning process. The development of a structural taxonomy by Kikulis, Slack, Hinings and Zimmerman (1989) for comparisons across sport organizations is related to the structural dimension only. Contextual variables such as technology, environment and strategy, although defined by Slack and Hinings (1987) as well as Frisby (1985) have not been examined extensively.

In light of these gaps in the literature, the comparative analysis of the main sport organization in Canada and Belarus based on all the dimensions within contingency theory should provide new insights and understandings of sport organizations and the process of change they have experienced.

CHAPTER IV

METHODOLOGY

This study was conducted for the purpose of a comparative analysis of the main sport organization in Belarus and Canada. This chapter focuses on the methodology used in the study and includes information on the research protocol, the triangulated method used in the study and the data collection and analysis procedures.

Research Protocol

The goal of the study was to determine the underlying similarities and differences between the sport systems in Belarus and Canada. A non-experimental protocol was used for in-depth study of two sport organizations, namely the Goskomsport Belarus and Sport Canada. The two case studies allowed to gather comprehensive, systematic and in-depth information about each organization as a unique phenomenon (Patton, 1980). The research design was based on inductive and qualitative reasoning, and the theoretical framework used for the study was the contingency theory. The two organizations were examined in terms of their structural and contextual variables, but as opposed to the traditional studies based on contingency theory, these variables were explored qualitatively.

Triangulated Method

Holistic and comprehensive in nature, the study utilized multiple sources of data in order to construct the whole picture of the phenomena examined (Patton, 1980). A triangulated method was used both (a) to gather complementary data (see Denzin, 1978, for information on "data triangulation"), and (b) to improve the

accuracy of judgements by collecting different kinds of data bearing on the same phenomena (see Denzin, 1978 and Jick, 1983 on "between-method triangulation"). In this study, triangulation involved the meta analysis of previous studies, the content analysis of official documents and the content analysis of in-depth, "specialized interviews" (Dexter, 1970). By using such a triangulated method, the cross-validation of results was reinforced as well as the possibility of illuminating some unique variance that might have been overlooked by the other methods. For instance, the interpretations of documents and literature were compared with the insights into events and activities revealed during the interview process and the information uncovered during the interviews was checked against through the documentary evidence and the literature.

Data Collection

Previous Studies

The extensive review of relevant literature in English, Russian and French was conducted at the preliminary stage of the research. The bodies of literature about Belarus and Canada consisted of the research articles, books, relevant publications, monographs and dissertations. The previous studies contained overviews that reported empirical research or provided analytical reasoning and discussion of events or processes that occurred within or outside the studied sport organizations.

The search for previous studies was helped by the Sport Information Resource Center in Gloucester, Sport Discus at the University of Ottawa, and the Republican Scientific Library at Academy of Physical Education in Minsk, Belarus.

The collection of previous studies was intended to gather a wide variety of information pertaining to the overall structure and organization of sport in Canada and Belarus, as well as the former Soviet Union. The collection focused mostly on studies dealing with the sociology of sport organizations in those countries, all the way up to 1993.

Official Documents

Official documents were obtained directly from the studied sport organizations: Goskomsport Belarus in Minsk and Sport Canada in Ottawa. These documents were collected from January to September 1994. The multiple documents included such things as: annual reports, ad-hoc reports, organizational charts, job descriptions, programs, policies and procedures. The range of documents was restricted to those reflecting the structural and contextual dimensions of the sport organizations as well as in time frame within the 1992-1994. The exceptions were few earlier documents that were used by organizations at the moment of data collection.

Goskomsport Belarus and Sport Canada were contacted through a letter followed by a telephone call, and were asked to collaborate with the researcher by providing access to or copies of official documents and publications. Official documents were sought to provide information pertaining to the complexity, formalization and centralization of the sport organizations as well as information pertaining to situational or contextual features such as technology, strategy, environment, and power and control.

In order to assess complexity, organizational charts were examined to obtain information on the number of departments, the number of vertical hierarchy levels. Documents on human resources (educational and professional credentials of the employees) were sought to provide the data on the level of

employees' level of training. Job descriptions, policies and procedures, meeting protocols and rules were requested in order to understand the extent of formalization in the organizations. Clues regarding centralization or the locus of decision making authority were looked for in organizational charts and other documents providing evidence on the participation of other organizational levels in the decision making process.

Documents reflecting on contextual property of the environment were budgets for the 1993 fiscal year and various reports from two previous years (1992-1993). In order to assess the homogeneity/heterogeneity of the environment, the number and nature of the links with other organizations was looked for in the programs and organizational plans describing these interactions. Official documents gathered with respect to information on organizational technology were organizational charts, job descriptions, and policies and procedures manuals. Information on the organization' strategies was sought in policies, various reports and plans.

Specialized Interviews

Sample. The specialized sample (Dexter, 1970) of interviewees consisted of the sport administrators and officials in decision making positions in Goskomsport Belarus and Sport Canada. The sample included the total of 10 sport administrators, that is 5 from Goskomsport Belarus and 5 from Sport Canada. The criteria for the selection of sport administrators was their educational level, number of years of experience in organization or in sport administration in general, but mostly by their position in the organizational hierarchy. The sport officials interviewed were senior managers (e.g., Unit managers), program managers (consultants), policy analysts in Sport Canada

and their counterparts in Goskomsport Belarus (e.g., the vice-chair, heads of departments, consultants).

Instrument. The interviews provided an opportunity to clarify interpretations of the official documents and to gather in-depth information regarding the organizational environment, technology as well as the power and control situation within the organization. Interviews also allowed to clarify inconsistencies and gaps in the information on other contextual and structural variables.

Each interview was semi-structured and 60-90 minutes long. Questions included in the interview protocol (see Appendix A) were developed from the process of collecting and analyzing the official documents and literature. However, some additional questions evolved during the interview, depending on the answers and the information provided by the interviewee. The interview protocol provided a long list of questions, but a sub-sample of more questions were asked to the interviewees in order to have a protocol tailor-made for each interview (i.e., adapted to their role and position in the organizational hierarchy).

Procedure. In Belarus a letter of the information and the interview guide were sent to the vice-chairman of Goskomsport Belarus to obtain his permission requested to participate in the research. The vice-chair was also asked to introduce the study to the subordinate management, including the senior administrators in the departments. Requests were then made by telephone to individual interviewees. The latter were presented with the purpose of study, format of the interview, and request to participate in an interview. All telephone requests were made in August-September 1994 from Ottawa.

The interviews took place in September and November of 1994. In Canada telephone calls were made to interviewees and their permission was requested to participate in the study. The goal of the study was outlined, and if they agreed to participate, a time, date, and place were decided for the interview. A letter of

information and the interview guide were sent to the interviewee a week prior to the interview.

In Belarus, interviews were conducted by telephone with a prior explanation of the purpose and format of the interview and a request to give permission to use a tape-recorder. Interviewees were assured of the confidentiality of their answers. All interviews were conducted in the period of September and October 1994 and the language of interview was Russian.

In Canada, interviews were conducted by appointment and in a place convenient to the sport administrators. Conditions of recording and the rule of confidentiality were clarified prior to the interview. When permission to record was not granted, notes were taken immediately afterwards, using a method described by Jones (1985). All Canadian interviews were done in English.

Data Analysis

Previous Studies

Meta analysis was used to integrate and assess the previous studies, which mostly included the two bodies of literature on sport organizations in Canada and Belarus. As Wolf (1986) has shown meta analysis allowed comparisons and generalizability across different studies, it assisted the researcher in highlighting gaps in the literature, and it allowed for a better understanding of the studied phenomena.

As opposed to the classical quantitative meta analysis (Thomas & Nelson, 1985), the qualitative interpretation of meta analysis was intended to obtain qualitative information on the structure of sport in Belarus and Canada, particularly with respect to structural (complexity, formalization and centralization)

and contextual variables (environment, technology, strategy, and power and control).

Official Documents

Official documents from Goskomsport Belarus and Sport Canada were submitted to a content analysis. Organizational charts, job descriptions, and policies and procedures manuals were analyzed and yielded information regarding specialization, formalization, and centralization in the organizations. Documents pertaining to contextual variables (technology, environment, strategy, and power and control) were also analyzed. The analysis included such annual reports, ad hoc reports, programs, plans.

Content analysis consisted mostly in classifying either entire documents or document sections into categories corresponding to the seven variables under study (complexity, formalization, centralization, technology, environment, strategy, power and control). For each category or variable, materials were analyzed and a series of meaning units (Cote, Salmela & Baria, 1992) emerged from the data. It is those meaning units that are discussed at length in the Results Chapter. Official documents have both a manifest (what is written) and a latent (the intentions and beliefs of those who wrote them) context (Ghosh, 1982). The manifest content was considered important when classifying official documents, especially when considering the variables complexity, formalization and centralization. The latent content of the official documents was considered when discussing the complex and more subtle nature of contextual variables: environment, strategy, technology, and power and control.

Organizational and personal relations with suppliers and clients, implicit intentions behind strategies and goals, power relations, are all examples of latent aspects of official documents. Obviously it was considered crucial for the

researcher to uncover the meanings behind official organizational events, decisions or plans. Inferences were thus made by locating the documents into their historical context and interpreting them on the basis of the researcher's personal experience and familiarity with the organizations under study and their environment. Such inferences were verified through the process of the specialized interviews.

Specialized Interviews

Specialized interviews were transcribed verbatim and translated from Russian in English. Interview transcripts were content analyzed and segments of interview transcripts were classified according to seven categories or contingency variables (the same as those used in the analysis of official documents). In addition to those seven categories, a number of new categories emerged from the interview data. For each category (created pre-facto or post-facto) interview segments were content analyzed and a series of meaning units emerged from the data. Meaning units were given names or "tags" (Cote, Salmela & Baria, 1992) and all sub-segments having the same tag were put together and analyzed. The meaning units associated with the in-depth interviews are discussed at length in the Results Chapter.

The qualitative data yielded by the interviews allowed for a greater knowledge and understanding of the organizational structure and context, as well as the transition processes that occurred during the last few years. The interviewee's assessment of contingency variables and recent processes and events provided an in-depth understanding of the sport organizations under study. This is all the more true that many interviewed sport administrators were mediators of those changes and transitions, especially in the case of Belarus.

Comparative Analysis

Once the data analysis completed, the researcher proceeded with the qualitative assessment of Goskomsport Belarus and Sport Canada according to the seven contingency variables. The results of this assessment are presented in the first two sections of the Results Chapter. But a comparative analysis of the two organizations was also needed. The existing literature in comparative physical education in sport offered very little in terms of comparative analysis between sport systems, and comparisons of sport organizations in particular. Several studies (e.g., Broom, 1991; Douyin, 1988; Peppard, 1980; Riordan, 1980, 1986; Treadwell, 1985) have offered comparisons of approaches to physical education and sport, training systems, lifestyles of aspiring high performance athletes, philosophic approaches to sport and commitment of Soviet and Western athletes. However, since these studies have been based mostly on secondary data, no clear methodological tools for comparative analysis were found. Therefore, in the present study, a simple juxtaposition of the primary and secondary data obtained from Goskomsport Belarus and from Sport Canada was done. Data regarding the same variable were compared between the two countries. Evidently, such a comparative analysis had to remain at a fairly general level because of important differences between Belarus and Canada. Nevertheless, such a comparative analysis allowed to outline the similarities and differences in the structure and context of the studied sport organizations. Integrating this type of information resulted in practical recommendations to both Goskomsport Belarus and Sport Canada. These recommendations could benefit both organizations, granted that they synthesize the kind of information needed to facilitate the process of transformation and change experienced by the two sport organizations.

CHAPTER V

RESULTS

This chapter is divided into two main sections where the results concerning the organizational analysis of Goskomsport Belarus and Sport Canada are presented. These sections contain information concerning the contextual and structural variables central to contingency theory.

Goskomsport Belarus

In terms of Goskomsport Belarus, the analysis focused on seven structural and contextual variables: (a) complexity, (b) formalization, (c) centralization, (d) technology, (e) environment, (f) strategy, and (g) power and control. The results concerning each of these variables are presented below.

Complexity

Horizontal specialization. There are 4 main directorates within Goskomsport Belarus: (a) the administration, human resources, educational establishments, information and public relations directorate; (b) the high performance sport directorate; (c) the physical culture, recreation, and mass sport directorates; (d) the economics directorate. The economics directorate comprise two departments: the economics department and the construction department. Apart from the four directorates there are two separate departments within Goskomsport Belarus: international sport relations and accounting.

The concept of departmental subdivision is not present in three of the four directorates, although it was the case in the past. It seems, that the elimination of these departments (e.g., soccer, winter sports; combat and applied sports, propaganda and education, revision and control, etc.) did not result in the

elimination of their functions. As explained by one official from Goskomsport Belarus:

We have eliminated departments, but not their functions. These functions are kept, We have only regrouped staff members and to some extent reorganized the departments who perform these functions. The manner in which we work has changed. For instance, my previous responsibilities in the department of physical culture and recreation (presently non-existent) have been transferred to another department...

Functional specialization within the Goskomsport Belarus directorates is reflected through their sometimes elaborate names that describe their activities and functions. For instance, the administration, human resources, educational establishments, information and public relations directorate (hereafter abbreviated to the administration and information directorate) is responsible for information, analytical work, legislative issues, statistics, and working with specialists in sport and physical culture, as well as educational institutions all over the republic. The high performance sport directorate is entitled to perform all Goskomsport Belarus functions dealing with development and introduction of a science-based system of preparation of high performance athletes. These functions include providing administrative and technical leadership to the sport system, planning athletes' preparation and performance, monitoring the execution of this plan, organizing sport science conferences, monitoring the medical assistance to national teams, and developing a network of sport schools. Similarly, other directorates are specialized in areas corresponding to their titles.

There are 48 staff members working in Goskomsport Belarus permanently. This number has been reduced in the past years following federal budget cutbacks. The number of Goskomsport Belarus employees is approved by the

Cabinet of Ministers of Belarus, in agreement with the leadership of Goskomsport Belarus. Among employees, 44 are technical staff, whereas administrative and support staff consists of 4 people: three secretaries and the office manager or head. Thus the ratio of technical staff to administrative and support staff is almost 10 to 1. There are about 15 different kinds of positions, which include chair of Goskomsport Belarus; assistant chair; first vice-chair; vice-chair; directorate chief; assistant chief or senior specialist; head of department; specialist; consultant; senior instructor; first category instructor; head of secretariat; interpreter and secretary.

The horizontal division of responsibilities is such that technical staff are asked to take on one or two main portfolios within Goskomsport Belarus. The assistant chief of the high performance sport directorate, for instance, is in charge of all winter sports. One staff member in the physical culture, recreation and mass sport directorate is assigned to work with sport clubs (e.g., "Start," "Harvest") and the Trade-Union Sport Society which together are representing all adult sport participants in the republic. This staff member serves as a catalyst for physical recreation and mass sport in sport clubs, at factories, community recreation centers, and residences across Belarus. Another staff member in the same directorate is in charge of all sports for athletes with disabilities, and linkages with sport federations for disabled. The scope of this employee's responsibilities is rather extensive and involves a number of administrative and technical duties such as liaising, providing technical assistance in implementing programs and initiatives, organizing sport competitions for people with disabilities, supervising, and reporting results to Goskomsport Belarus.

A similar wide array of primarily technical duties applies to all of the professional staff in the high performance sport directorate and the physical culture, recreation and mass sport directorate. Staff in the administration and

information directorate generally have a wider, more general role. The consultant's role, for instance, includes (a) analytical work and problem solving, (b) environment assessment and information, (c) submission of reports to the chair and vice-chairs, (d) work on policies and legislature acts, and (e) statistical analysis. Therefore it entails a number of duties that can be related to policy analysis and advising senior management on current events and developments.

In brief, the low number of staff positions and the large work areas to be covered by any employee indicates that horizontal specialization is low. The higher technical/administrative ratio also leads to lower specialization since it forces professional staff to perform some administrative duties.

Vertical specialization. In terms of vertical specialization, the organizational chart is usually revealing. The only organizational chart available from Goskomsport Belarus was a 1986 one that had not been up-dated. Therefore the structure or vertical specialization was constructed based on the interviews with Goskomsport Belarus professionals. The latter indicated at least five main levels of subordination in their organization. These include (a) specialist or consultant, (b) directorate chief assistant or senior specialist, (c) head of department, (d) directorate chief, (e) vice-chair, (f) first vice-chair, and (g) chair. Heads of the two separate departments (international sport relations and accounting) are at the same level as the directorates chiefs, since these departments are directly under the vice-chair and chair. Also, according to the Goskomsport Belarus Staff Schedule, there is differentiation in the level of seniority within the categories of instructor (first category, senior) and specialist.

A progression in the Goskomsport Belarus hierarchy entails a growing number of responsibilities in the areas of leadership, human resource management, links with superior organizations and senior management in other government departments, as well as input in Goskomsport Belarus finance,

infrastructure and operation. For instance, a directorate chief is responsible for providing leadership to the professionals working in his or hers directorate. At the next level, the vice-chair coordinates and controls activities of directorates and department chiefs, implements decisions taken by superior organizations and provides long-term and yearly plans. The vice-chair is also concerned with selection, training, and appointment of personnel, improvement of their performance, and rewarding and penalizing. As for the chair, he is responsible for all operations and activities, providing leadership to Goskomsport Belarus, coordinating the activities of his vice-chairs, appointing senior sport administrators to external sport agencies and within Goskomsport Belarus, and ensuring regional and international relations.

In terms of span of control (the amount of employees which a manager can control effectively), Goskomsport Belarus has on average a span of five or six employees which is an intermediate between narrow (about four) and wide (eight and more) spans (Robbins, 1983). The span of control indicates that Goskomsport Belarus tends to be a flat structure, since more people are reporting to a directorate chief and since there is either no or just one layer (assistant chief) which separates the employees from the chief. This allows less opportunity for supervision and entails simpler communication chains. The larger span of control and the fewer levels of management in the Goskomsport Belarus directorates lead to reduced promotion opportunities for all management positions. This can be compensated by progressing along the different levels within a same position (e.g., first category instructor, senior instructor).

The high level of training and expertise of the professional staff within Goskomsport Belarus reduces the need for a high degree of vertical specialization. Yet, vertical differentiation in Goskomsport Belarus is high since

there are generally five to six layers separating the consultant or instructor from the Chair.

Professional specialization. In terms of professionalization or the training level of Goskomsport Belarus employees, it was found that a mandatory requirement is the B.A. in physical education or a relevant university degree, for instance in economics if the staff member is to work for this particular directorate. All staff members, according to one interviewee:

...are specialists with the highest qualifications. People who just got out of school are not accepted to work at Goskomsport Belarus. You must prove yourself somewhere, show your good side, to be recommended for this job. In other words, you have got to learn, to "graduate" from some "school of life" and to have organizational experience to come here.

Most individuals interviewed spoke of the high competency and professionalism of the Goskomsport Belarus staff. Many employees have been working for a long time and apparently know well the Goskomsport Belarus system and the sport domain. They "have eaten the dog on their job," one of senior officials joked, referring to their extensive knowledge and experience obtained through years of work. At least five years of work experience in the sport system after obtaining a university degree was considered as an informal criterion by Goskomsport Belarus as well as by sport schools when hiring their directors and administrators. However, if the government sport bureaucracy applies this rule to the general public, it is known that successful graduates of the Belarus Academy of Physical Education are given special treatment by Goskomsport Belarus. Several members of the professional staff indicated that if a graduate potential and good references from respected members of the sport

community or the state sport governing body, he or she can be offered a job without the informally required five years of experience.

While most of the interviewees spoke of the high professional training of the staff, a few officials indicated that more qualified and hard working professionals are needed. This is not surprising since there is no formal testing of skill and knowledge involved in the hiring process. Decisions are based on recommendations from other people and organizations, and personal contacts.

It should also be pointed that in the past, the Central Committee of the Communist Party of Belarus was one of the structures superior to Goskomsport Belarus. Accordingly, some administrative personnel and leaders of the former U.S.S.R. Goskomsport Belarus and Goskomsport Belarus were transferred from the Central Committee of Communist Party or from "Komsomol" Central Committee headquarters. This practice appear to continue in Belarus regardless the removal of the Communist Party from its dominant political position. For instance, the new chief of international sport relations directorate of Goskomsport Belarus worked previously in the Committee of Communist Party of Belarus. Hiring practices suggest that the selection of the professional staff is based on well-developed informal mechanisms. In the latter case, such mechanisms appear useful since that directorate is primarily in charge of preparing the necessary visa documentation for sport delegations and it is crucial that the individual appointed be loyal and reliable and have expertise and knowledge in government operations and administration.

In summary, the level of training of Goskomsport Belarus employees appears to be relatively high, and entails an extensive experience and knowledge of sport administration. This makes the organization more complex, since a long period of training is required.

Geographical dispersion. As a single organization, Goskomsport Belarus is a republican or central state committee in charge of providing leadership to the sport system, developing and implementing policies and programs and funding national sport organizations, sport schools. Goskomsport Belarus is located in Minsk, the capital of Belarus. There are also 148 regional, city and district state sport governing bodies ("sportcommittees") which exhibit some resemblance in terms of the structure, mandate, and functions of Goskomsport Belarus. These bodies report directly to Goskomsport Belarus and are guided in their activities by its policies and programs. However, they cannot be considered in terms of the geographical dispersion or a regional affiliation of Goskomsport since all of Goskomsport Belarus employees and directorates are located in Minsk and are not affiliated.

Formalization

Policies and procedures. A number of official documents was obtained through contacting the leadership of Goskomsport Belarus. However, certain documents (staff schedule, job descriptions) were not available either because their exit was prohibited or because they were revised granted the period of transition which Belarus was undergoing at the moment of this study. Overall it appears that Goskomsport Belarus has in place very few but rather important documents regarding policies, procedures, regulations, organizational mandate, functions, and division of responsibilities. These documents serve as the main reference in one's work at Goskomsport Belarus whereas other less important documents emerge on "need to" basis.

The Policy Statement on Goskomsport Belarus is the primary document, and it outlines responsibilities, mandate, tasks, jurisdiction and functions of the

central state sport governing body. All current activities and operations of Goskomsport Belarus are based on this document which has to be approved by the Cabinet of Ministers of Belarus. This policy document has not been changed since 1986, but according to the interviewees, the up-date version had been submitted for approval.

The policy document is relatively detailed, and specifies all Goskomsport Belarus functions and responsibilities (e.g., eight pages of text). About 17 functions pertaining to the organization included in this document. The document provides a clear definition of areas of activity and serves as an important indicator of formalization.

Work Regulations is another official document that contains the delineation of the work process and activities of Goskomsport Belarus. It includes an outline of the planning process, and a number of policies and procedures applicable to internal operations of directorates and departments. There are also several procedures contained in the Goskomsport Belarus work regulations such as procedures on working with official documents and in-coming letters, organizing meetings, travelling, and accounting. The document is similar to the policies and procedures manual with the only exception that it is rather concise (e.g., 14 pages).

The Goskomsport Belarus Staff Schedule was mentioned by the interviewees as another important organizational document containing a description of all staff positions, the number of Goskomsport Belarus employees and the amount of authority they can exercise according to their position in the hierarchy. It also specifies the remuneration of employees in accordance to their portfolio and seniority.

Considering the above mentioned documents, it appears that Goskomsport Belarus is a formalized organization where general functions, mandate, policies,

documents. However, there are few documents that detail the Goskomsport Belarus activities and work process, and those that exist are rather brief.

Planning. Planning and programs pertain mostly to the Goskomsport Belarus operations, initiatives, and projects undertaken and they serve as an important indicator of formalization. The planning process is organized by priority: (a) monthly, (b) quarter-annual, (c) annual, and (d) long-term. In the past, long term plans covered five-year periods that corresponded to the overall plans for the national economy under socialism, and later, covered an Olympic Quadrennial (four years). At the moment of this study Goskomsport Belarus plans on a yearly basis because of the dependence of the planning process on the national finances, which are heavily influenced by important fluctuations in the inflation and economy.

There are additional plans which are submitted to Goskomsport Belarus for review and approval (e.g., plans regarding the preparation of the national team for each sport, and calendar plans for domestic and international sport events). These plans are related to the preparation of high performance athletes and their anticipated results in major national and international competitions. Sport schools plans and individual plans of national team members are also integrated into the General Plan, which contains all the planning information related to the achievement of certain results in major competitions like the world championships and the Olympic Games. This integrated plan is corrected and adjusted in Goskomsport Belarus through collaborative effort with the sport federations, particularly in cases where federations' expectations overcome the financial means available from the state.

Another plan which Goskomsport Belarus deals with is the so-called "plan-resolution", submitted by the sport federations. This plan includes the resolution of each federation to prepare a certain number of high performance athletes and

achieve a certain level of performance internationally. The resolution is necessary to receive state funding. Goskomsport Belarus rates each federation in terms of preparing high ranked athletes and considering the resources available from the state and those created by a federation to approve the plan for this federation. The fulfillment of this plan determines future rating and funding.

Programs. There are seven official programs offered by Goskomsport: physical education of the population, development of high performance sport and sport reserve, construction, educational institutions, training of specialists in sports and physical education, disabled sport, research and science in the development of physical education and sport.

Program development involves specialists and consultants, and often requires consultation with other ministries as well as other sport and non-sport organizations. For example, program on physical education and sport are developed in conjunction with the Belarus Academy of Physical Education, and with specialists working in the field. The final stage is the presentation of the proposed program to the "Collegia" for approval. The Collegia of the Goskomsport Belarus is a body which has authority in terms of decisions pertaining to the larger sport system. It consists of nine members, including a chair, three vice-chairs, two directorate chiefs, the Chair of Minsk regional sportcommittees, and a representative from the educational system. A meeting of the Collegia is called monthly to approve current matters, plans and programs. Each item on the agenda is the object of a decision (i.e., a policy), which implementation becomes mandatory in all organizations within the system of Goskomsport Belarus (e.g., subordinate to Goskomsport organizations such as sport schools, educational institutions, sport facilities, sport supply and resource organizations). An example of policy is the one regarding the establishment of national teams. This policy outlines the process of forming and dismissing

national teams, defining the status and number of permanent national team members, the rights and obligations of athletes, the status of coaches, and the relationship with Goskomsport Belarus.

Among other documents that are similar to policies are the Orders of the Goskomsport Belarus chair in regards to internal matters or operation of subordinate to Goskomsport organizations. These orders are made on the "need-to" basis.

Performance standards. Another facet of formalization is the extent to which work activities in Goskomsport Belarus are performed and evaluated in a uniform manner. It was found that in Goskomsport Belarus there are certain organizational areas that tend to be highly standardized. Among them are correspondence, the submission of documents, the number and organization of meetings, the staff evaluation, the control and evaluation of activities, and the vertical communication. For these areas, formal guidelines are set and the same guidelines are used by all directorates.

The communication process between directorates is formalized when it comes in regard to some aspects like the sharing of information, but less formalized when it is related to daily functions. In the Work Regulations it is stated that all Goskomsport Belarus directorates work in close, business-like relationship for the purpose of dealing with the issues from all possible angles and contributing to the common good of sport and recreation in Belarus. This document also underlines the importance of consultation and communication between staff members when working on issues, documents, or decisions. Furthermore, the document states that decisions should be made in agreement with colleagues from other directorates, if they are relevant to their responsibilities and area.

One official called this document "a formal thing, just in case," and it appears that on an everyday basis communication and interactions between staff occurs in a very informal manner. Any employee of Goskomsport Belarus can always go to any directorate to discuss any problem or issue with a colleague and to receive all possible assistance and information. These working contacts between directorates do not involve any formalization. They only become formal when, for a particular project, the joint participation of directorates is required by the Goskomsport Belarus leadership.

Other means taken in order to ensure the uniformity of Goskomsport Belarus directorates and departments are the weekly meetings of their chiefs with the chair and vice-chairs. Furthermore, vice-chairs, or directorate chief can call additional meetings to inform staff members about concrete issues and assign new tasks.

Monitoring and control. The monitoring and control of policies, programs, and orders is the responsibility of the Goskomsport Belarus leadership, which is accountable to the Cabinet of Ministers and, ultimately, to the Supreme Council of People's Deputies. Control over Goskomsport Belarus employees can be direct or indirect. Discussions related to a particular project take place during weekly meetings of the Goskomsport Belarus leadership or monthly meetings of the Goskomsport Collegia. These meetings are used for the formal and direct evaluation of the professional staff. Examination of the quality and level of participation in sport competitions is another direct mechanism to monitor and control the quality of programs. Among the indirect ways to monitor and control are statistics, the study of media reaction and public opinion, which also give clues about the extent and quality of programs and initiatives.

Staff evaluation occurs in a number of ways in Goskomsport Belarus. There is an annual and on-going evaluation that is done by the immediate supervisors

and directorate chiefs. Also, at the end of each year every staff member submits a report about his or her work, which is to be evaluated by the chief and other members of the directorate. The chiefs then report to the vice-chair and the chair. Staff evaluation takes place in a formal way. As explained by one official of Goskomsport Belarus :

We are a state administration body, we cannot have any informal ways, some meetings or whatever. Evaluation is organized by hierarchy, that is, the chief of department first, then the directorate chief, then the vice-chair evaluates his own people, and then the chair. Bottom line, our salary depends on that too. The chair has the power to support staff both morally and financially. If somebody did a good job, he can get recognized for that. If you didn't, you can get penalized and lose a bonus payment [extra payment for hard work, discipline, and initiative, given at the end of the year, and which is the equivalent of a monthly salary].

Personnel latitude. In terms of job performance, it appears that the staff use the official documents (Work Regulations, Policy Statement on Goskomsport Belarus, Goskomsport Belarus Staff Schedule) for guidance, however, in real work situations, a lot depends on subordination, ethics and what is referred to as the "norms of life" (standards of human relations, respect, and so on).

One senior official has suggested that in terms of the personnel latitude and input into the work process the staff are currently not as restricted as they were in the past. If previously it was crucial to strictly follow the procedures, at the moment of this study there were opportunities for employees to use their ideas about how to implement certain initiatives and deal with certain situations.

There is much more freedom today if you come up with a new idea, whether it is related to the administrative or technical area. We call a coaches' conference and

discuss this or that method, sometimes test it to see if it suits our conditions. If it works, we introduce it in practice and find support from all necessary sources: no problem, no objection.

In most directorates, daily schedules and plans of professionals are not subjected to formalization. For instance, the duration of the working day in the high performance sport directorate is not limited to eight hours, as outlined in the Labour Code and Constitution of Belarus. Professionals are not expected to come to work at a certain time and stay at the work place throughout the day. Interactions with clients, business trips, meetings, consultations, and direct control over the training process inevitably results in the absence of the professional staff from the headquarters and necessity to have a flexible schedule of activities.

It appears that Goskomsport Belarus employees have some latitude in terms of daily activities and are allowed more initiative and input. However they still work within certain limits, as pointed out by a number of Goskomsport Belarus officials. These limits are related to formal rules and regulations as well as to informal rules or boundaries that are not allowed to be crossed.

Informal rules and traditions. The presence and influence of informal rules and traditions on the work process did not make unanimity among the interviewees. Some professionals indicated more interest in the organizational culture than others, which can be explained both by to the duration of one's working experience in Goskomsport Belarus and by one's personal interests. However, it was found that a number of traditions regarding social or cultural events were respected by all employees of Goskomsport Belarus. Also, professionals meet informally, in the context of recreational activities.

According to some employees, ethics and good values are present in the interpersonal relations among Goskomsport Belarus personnel. Also, there are holidays, informal events, and anniversaries celebrated together. The leadership of Goskomsport Belarus believes that the working environment is very good, that they work as a group of friends, that they stay together both during anniversaries and funerals, and that they help out those who are less secure financially. However, there was a consensus among the interviewees that in the past, relations and communications were more open and sincere and that since then the informal social life within the organization has been diminished by the difficulties confronting the country.

Before it was more open, communication was more accessible, simple. They were truly informal relations: we participated in the Spartakiads, went to our sport training centers "Raubichi," and so on, also we went out of town. Life has become more complicated.

Something has been lost, new "mentality" appeared, although people are the same. There is no more of this unity. Uncertainty is in the air, people trust each other less, they are afraid for their position.

Primarily, the deterioration of the informal social life and the slightly cooled relations among Goskomsport Belarus employees can be attributed to the high level of uncertainty experienced by the organization in the last several years. Economic hardship and job uncertainty have greatly influenced the microclimate in the organization and brought more practical concerns: to have a salary, to work in a spare time in order to get extra earnings to support a family. These are now more important than socializing with co-workers. From this it can be concluded that Goskomsport Belarus has a lot of traditions and informal practices

which unfortunately have been abandoned because of the uncertainty and the general economic difficulties affecting Belarus. Nevertheless, senior management believes that that atmosphere of support and respect, as well as family-like relationships are still characteristic of Goskomsport Belarus today.

Centralization

Centralization concerns the locus of authority in terms of decision making in Goskomsport Belarus, the decentralization of decision making, and the extent of participation of the different hierarchical levels in decision making.

Distribution of authority. The distribution of authority between the chair and his three vice-chairs is outlined in the documents called Division of Responsibilities Between the Chair and Vice-Chairs of Goskomsport Belarus and Work Regulations. According to these documents, the chair has the general leadership of Goskomsport Belarus, and he is responsible for the coordination of the work of his vice-chairs, the placement of the staff, and the finances. He is authorized to sign the documents addressed to the chairs of state committees, other Ministers, the parliament, and to the Cabinet of Ministers.

The first vice-chair and the other two vice-chairs exercise also have quite a bit of decision making authority. All of them have the authority to sign outgoing letters to the Cabinet of Ministers, as well as to sign directives and orders for sport and physical culture organizations in Belarus. Also all vice-chairs are entitled to approve financial and economic documents, directives and orders to organize competitions and send athletes, and orders to subordinate sport organizations and training centers. The first vice-chair has the additional authority to reward and penalize the personnel, to control and coordinate the work of Goskomsport Belarus directorates and departments.

The Collegia (i.e., a body operating on the basis of collective decision making) of the Goskomsport Belarus also has great authority. It meets once a month to discuss the most important strategic issues for the organization, and the functioning of physical culture and sport in the regions and the entire republic. The decisions of the Collegia are usually formalized through the "Orders of the Chair" and become mandatory for all sport and physical education organizations in Belarus. If the Goskomsport Belarus chair and the Collegia cannot come to an agreement, they have to inform the Cabinet of Ministers.

The authority delegated to the Chiefs of directorate pertains mostly to technical matters that do not require the involvement of the vice-chair or the chair. For instance, a directorate chief is authorized to organize a competition and prepare the Regulation on this particular competition and take necessary steps to ensure all administrative arrangements.

Locus of decision making. The majority of decisions involving the structure, the operation, or the management of human resources within Goskomsport Belarus are made by the vice-chairs and chair. Since the authority is distributed between the chair and his three vice-chair it is difficult to associate the locus of decision making to a single person in the organization. Obviously, the chair takes the most important decisions at his level (e.g., financial decisions, and decisions regarding international agreements, national-regional interface; and employee rewards).

Goskomsport Belarus does appear to be a highly centralized organization, although the Cabinet of Ministers has to approve the budget and plans submitted by the organization.

A number of decisions are decentralized and concentrated at the level of the vice-chairs, for instance, some financial and human resources decisions. Some decisions related to the technical areas are further decentralized and fall under

the directorate chiefs (e.g., decisions to provide a financial or administrative support to a sport school or to make an adjustment to the plan-calendar of sport competitions).

An example of centralized decision is the allocation of funds to sport federations. Such a decision is taken by the first vice-chair:

If, for example, the Volleyball Federation asks me for money and I do not agree, because we have gymnastics, wrestling, which provide much more output...Volleyball was not even close to World Championships. Considering this, I will give more money to gymnastics, wrestling, but not to volleyball. Here I have to look for the best interest of our state.

This is a very authoritarian decision made by one person, and a lot of the decisions particularly the orders of the chair and the directives of the vice-chairs are made that way. According to the Work Regulations, a number of decisions are based on the combination of the "one-man management" and "collective or board approach", including all decisions related to the leadership of the physical culture and sport organizations. When the chair or the Collegia gives an order or directive, the directorate concerned by the decision has to ensure its implementation in the subordinate organizations.

The "collective" approach is that of the Collegia of Goskomsport Belarus. The majority of its members (two directorate chiefs; three vice-chairs, and the regional sportcommittee chair) are subordinates of the Goskomsport chair and all final documents or policies are signed by this chair. This creates a situation where the locus of decision making in the field of sport and physical culture is with the chair. If the opinions of the Collegia are different from those of the chair, then the "weight" of the chair's vote is considered more important and he makes the final decision. Afterwards the chair must report the disagreement to the

Cabinet of Ministers and the members of the Collegia can inform the Cabinet about their opinion as well. The decisions concerning the appointment of the chair and the vice-chairs are made by the Cabinet of Ministers. In brief, it was found that most decisions in Goskomsport Belarus are centralized either at the level of the chair or that of his vice-chairs.

Formal decision making process. Depending on the importance of a decision to be taken, the process either goes downward or is started at lower levels and goes up. When the situation involves decisions important for the entire structure of Goskomsport Belarus and that must be taken quickly, the consultant or specialist has to report to his or hers superior or directly to the vice-chair or the chair. The decision making process per se can be qualified as authoritarian with some elements of consultation, where the leadership of Goskomsport Belarus (e.g., the vice-chairs or the chair) signs the order or directive either based on its own judgement and knowledge of the situation, or based on the advice provided by Goskomsport experts on the issue.

Other professionals do not participate significantly in the actual decision making process. The role of specialists and consultants is mostly to prepare the information regarding the decisions, and to participate in the discussions.

Personnel input. The input of Goskomsport Belarus employees into the decision making process is limited to expressing their views, providing suggestions and recommending possible changes. One consultant expressed his point of view on the situation:

I am reporting to the leadership, tell him my opinion of the situation, and if he does not agree, I try to convince that person. And as it stands, I am usually more informed and prepared than the boss in terms of the concrete aspects of my work. After that,

he makes a decision, but in fact we both make it, with the only difference that it is going to be his signature on the document, not mine.

An example of professional staff input is the submission of the draft of a policy to be approved by the Collegia or the chair. All employees receive a copy of the draft to make suggestions and give a feedback to the leadership. However, they are not allowed to participate in the actual meeting of the Collegia. According to several interviewees, Goskomsport Belarus, there are almost no practical possibilities for ordinary consultant or specialist to have input in the decisions made by the leadership of Goskomsport Belarus.

It appears that in the past, there were more opportunities to have input in decision making during the meetings of Goskomsport Belarus employees. All employees, at some point, were members of the Communist Party and trade-union organizations, and so they were able to speak up and insist on their points of view. Democratization of the Belarussian society have affected the ways sport is administered, but in many instances the same mentality and authoritarian approach to decision making are still there. With the dismantling of the Communist Party and less emphasis on meetings and discussions (except for strictly technical and work-related issues), few opportunities that existed in the past were reduced substantially. Most of the staff members have a limited input into decision making through their directorate chief who participates in the weekly meetings with the leadership. One Goskomsport Belarus employee has suggested that in order to have input in a decision, a person needs a lot of patience, and sometimes must be blunt and obnoxious with a boss to get his or her ideas across.

To a large extent, the decision making process has not changed much over the years because people who are in control of the sport system have worked in

it for years; it is extremely difficult to change their approaches and ways. The approach to decision making was not indicated by interviewees as something which needs to be changed and it was not seen as problematic for the Goskomsport Belarus leadership. Meanwhile, some professionals believe that at the present moment only some people are not afraid to express openly their viewpoints to the leadership. As for the senior executives of Goskomsport Belarus, they believe that there is a need to make some changes in the operating of the organization, to better welcome initiative and creative efforts of all employees.

We need to change, re-structure our work, but in a real way. That is, to do it without a lot of pump, without flaunting it, like Gorbachev's "perestroika."

Technology

Goskomsport Belarus being a public service organization, its technology mostly involves procedures, and techniques used to deliver services to clients, and to interact with these clients. It also involves the technical and technological means used in the work process.

Organizational functions. Goskomsport Belarus has two main functions related to two different areas: high performance sport, and mass sport and physical culture. In order to ensure the development of the field of these two areas in the republic, it provides leadership, funding and services to its client organizations.

If we were to divide all the work of Goskomsport Belarus in two parts, first we would have the work related to the preparation of high performance athletes and the administration of this process, and second we would have the organization of physical recreation and mass sport activities for the population.

Considering that the Goskomsport Belarus is involved simultaneously with high performance sport and mass sport and physical culture, which are two different domains dictating the presence of a vast number of responsibilities, its functions are multiple and complex. Among the functions related to both domains are the creation of the plans, policies and programs, the administrative and technical leadership for the physical education of the population and the preparation of athletes, the development and coordination of sport research, the development of the competition schedules, the organization of physical culture and mass sport events and the training and certification of coaches and physical education teachers.

Specific to the area of high performance sport are such functions as the preparation of national teams and their participation in competitions, the registration of sport records, the distribution of sport titles, the development of the sport schools network, and the coordination and support of sport research. Functions pertinent only to the physical culture and mass sport involve the study of population demands with regards to sport services and merchandises, and the assessment of needs in terms of coaches and physical educators.

Variety of organizational tasks. Within Goskomsport Belarus, organizational tasks are at times quite varies, and at times quite routine. The administration of sport and physical culture involves a great deal of planning and work on programs, policies, regulations, and information needed for decisions. In a way, such tasks are always new so we could speak of high task variety. However, these tasks can simultaneously create considerable "paper work." In this respect, work in Goskomsport Belarus is most often described as routine and structured:

It is routine, of course. What I understand by that, is that there is a lot of paper involved, writing here and there. It is not like you are coach, have a practice and that's it...

Restructuring and economic transitions make the results of our work not so tangible and visible. Trivial, routine work is what happens...

A good example of routine within Goskomsport Belarus is the work by the international sport relations department. This department is in charge of preparing passports and visas for athletes, coaches, and officials, who exit Belarus for competitions or training camp. This process requires an extensive number of documents that the department must obtain and process, such as the passport application, the invitation from a host country, and the athletes' files to be sent to the Interior Ministry and State Security Committee (KGB) for their written permission.

Despite the routinization of a number of tasks, Goskomsport Belarus is also faced with complex tasks because of the vast array of public and sport organizations with which it deals. Particularly in times of transition, the large amount of strategic planning, organization, control, and program and legislature development places a great demand for problem analysis (e.g., issues are difficult to analyze, they require a lot of expertise, consultation, research). Such activities imply a great deal of actions and responses that can hardly be regimented and reduced to mechanical steps (Daft, 1986). According to several employees, such activities often require the involvement of external sources such as other Ministries, libraries and experts, and consulting and modelling is often necessary. These activities mean high task variety and great deal of analyzing

problems and place a great demand on the professionals' judgement, expert opinion, and intuition.

My first and main tool is my head. I sit in front of a document and think: how do I implement the document. Based on my experience, I study the issue, prepare the project or its decision. If I need consultation, I will go and ask, whether it is the Ministry of Education or the Ministry of Justice. Our field touches upon all areas and it cannot be standardized. We sometimes need to look sometimes for very unorthodox solutions: if I cannot solve this problem in this organization I can do it in an entirely different one. Hence I need to calculate quickly, to find the starting point, to make a choice, and go where I will get some help and not where I won't.

The importance of one's analytical skills, problem solving abilities, creativity, and expertise is magnified in some directorates. Task variety is particularly high for the high performance directorate, also the administration and information directorate. For instance, the high performance sport directorate is in charge of about 60 sports that involve a variety of unpredictable situations and issues.

Situations which evolve in our work can change every day, sometimes every hour. They require an instant response and adjustments that need to be made in the process.

Meetings and contacts with clients including business trips to the regions for inspection of sport organization, negotiations and participation in conferences require good public relations and interpersonal skills. Such circumstances dictate less routine and more flexibility in the work process within a directorate. For the chief of high performance sport directorate and his employees the working day consists of training process inspections, meetings with state coaches and

directors of high performance sport schools, preparing policies and regulations for competitions. The working day often extends to the home:

Sometimes I have something just like a "hot line communication unit" at home. It can be a coach sharing his troubles or asking for help, somebody hurries to give me information about our athletes' performance somewhere, another person needs a consultation...

Work within most directorates requires a lot of mobility and instant alterations of schedules and daily plans. an example of this is that during the process of data collection for the present study, Goskomsport Belarus specialists had to skip the interview appointment three or four times because "something else came up and they had to be somewhere else." A common feature is the work according to priority. The appearance of some urgent and important matter requiring a quick response, can result in the cancellation of plans. The vast number of contacts with clients and flexibility in the daily schedule are characteristic of several directorates.

Interdependence between organizational units. Goskomsport Belarus does not use a matrix system per se, but there are a number of joint initiatives requiring the involvement of directorates and departments. If for example, a task or issue which needs to be done or developed is a clear domain of a directorate, then it is decided within if possible. If a directorate cannot accomplish the work alone, then all directorates get involved, and sometimes experts from other ministries are invited.

For example, our plans are coordinated and discussed by all directorates together. If we are preparing a bill and we are working on a section concerning mass sport and

we need two more articles, then three directorates plug in and we work this out together.

Apart from the information exchange and joint work on Goskomsport Belarus documents, communication and cooperation among the directorates was found important in the day-to-day operations. Personal contacts and interactions between colleagues added to the communication between directorates.

The work plan for the directorates is approved by the Goskomsport Belarus leadership, and the aim is to ensure that the performance of all organizational units is in line with the organizational objectives (the "stated" objectives are the preparation of athletes and the development of healthy citizens with opportunities to participate in sport and recreation). Normally, the directorates work autonomously, however they cooperate when a project involves a common area of interest or a common concern. Also, some units such as the international sport relations department and the economics directorate are inevitably interconnected with other directorates because of the funding or logistical needs associated to international events. In summary, there seems to be an on-going interdependence and work-flow between the Goskomsport Belarus directorates and departments, which is evident in the joint projects, the number of common areas of concern, and the informal communication and interaction existing between colleagues. Furthermore, an interdependence exists between directorates in the sense that the leadership ensures that all organizational units do their part and so contribute to the common objectives.

Interactions with client organizations. The nature of the directorates' interactions with partners and client organizations of Goskomsport Belarus directorates depends on the function of the directorate. In addition, the modes of

interactions, contact, and communication with other organizations vary from directorate to directorate, although there are some commonalities.

Similarities in the ways the directorates deal with their partners or clients organizations derive from the necessity to stay within the mandate, rules and regulations, and policies provided by Goskomsport Belarus. For example, the administration and information directorate consultants have to provide assistance, communicate, and explain sport policies to the public, to the government and to other organizations. Working contacts are maintained through meetings with partners (e.g., during negotiations, consultations, joint projects, seminars, conferences). Consultants also represent and protect the interests of the field of physical culture and sport within the government and the mass media. In order to accomplish this task, one Goskomsport Belarus consultant has indicated that he utilizes both uniform and individual approaches.

There is a generic approach, which I cannot define or summarize right now, but it is based on the goals and objectives which Goskomsport Belarus is trying to achieve. However, depending on the direction or aspect of the work to be done, will have to be an individual approach. For instance, if I contact the Ministry of Agriculture, its specifics are quite different from, let's say, the Ministry of Education. It's the same thing with different regions or international organizations.

Similarly, the high performance directorate strives to approach all sport federations and sport schools equally, by developing regulations and policies that provide a unified system of norms and requirements for every organization's expenditures. That approach to technical and administrative assistance to sport organizations ensures an equal treatment of all client organizations and reduces the possibilities of unfairness toward some organizations or participants.

All our approaches are mostly unified and identical. If we would be loyal and favor one organization, give them more money and place more demands on others it would bias the distribution system and create antagonism. Thus, no matter how tough the situation is, we are trying to deal with partners equally.

Despite the stated uniform approach, it was also learned that the control over the training process and financial assistance to the sport federations demands greater attention and sensitivity to the specifics of each of the 60 sports. To a certain extent, these peculiarities are taken into consideration and included in the rules, regulations and policies.

As for the mechanisms of interactions between Goskomsport Belarus and other organizations, they depend heavily on the particular characteristics of these organizations. For instance, a consultant within the physical culture, recreation and mass sport spoke of using his own methods in his work:

Before, we used to prepare, to collect a lot of materials, documents. These days, this aspect is not as important, it's more the personal interactions. Here, I try to avoid cliches as much as possible, however, some are still there. You have got to do the simple things; go to library, research periodicals to see what are the current tendencies in our field and what affects them. There is less paper work.

In brief, there are both uniform (i.e., bureaucratic) and individual methods, which is not surprising granted the number of Goskomsport Belarus clients and partners.

Technical and technological means. Within Goskomsport Belarus technical and technological means are mostly used for the circulation of information and for speeding up the work process. The main channel of communications within Goskomsport Belarus is the publication and circulation of

different documents through mail. Documents such as directives, orders, messages, and requests are mailed to subordinate organizations including 150 regional state sport governing bodies, sport schools of all levels, sport centers and facilities, an Academy of Physical Education, and a Center of Research in Physical Education. Also the outgoing mail includes letters, memos, and responses to the Cabinet of Ministers, the parliament, and other public organizations. Among the documents received by Goskomsport Belarus are reports on the implementation of programs or policies, financial statements from subordinate organizations, requests, and complaints, and information from other organizations.

Mass media, including the television and the radio, serve as another important means of communication and Goskomsport Belarus does use communication technology to inform the public about its policies and programs, to promote an active and healthy lifestyle, and to send messages supporting high performance sport, children sport schools, and sport for socially disadvantaged groups. Mass media are also used by Goskomsport Belarus as a way to influence the government and parliament of Belarus.

Telephone and fax are two other widely used means of communication between Goskomsport Belarus and its partners in Belarus and abroad. As a relatively new venture, computers have been purchased and computer linkages with some regional state sport and physical culture governing bodies have occurred. Primarily, the computer system that has been set up provides access to a data base, which is not entirely complete as of yet. This data base nevertheless contains a lot of information on specialists within the fields of physical culture and sport in Belarus. The system comprises 13 computer terminals located at the Goskomsport Belarus head-quarters in Minsk. These computers are connected to the computer systems of six regional

sportcommittees, and this allows an easy exchange of information (except in two cities, Grodno and Gomel, where computers are not compatible with the Goskomsport Belarus computers; the result of the lack of expertise and coordination during the initial purchase of the computers).

The computer-based system used in the state sport governing bodies was implemented by a commercial enterprise called "Compact," a company which has been established under Goskomsport Belarus patronage in the beginning of the 1990s. This company consists of professional computer scientists and engineers hired to do the programming and maintenance of computers for Goskomsport Belarus as well as regional sportcommittees. These experts also provide assistance and expert advice to staff working in state sport organizations.

There is no indication of computer courses for Goskomsport Belarus employees, who appear to be learning how to use computers on their own. The use of the data base and the various programs appears to be limited to statistical analyses in regards to the information on specialists of physical culture and sport. One staff member of the high performance sport directorate is assigned to process information and analyze data on sport schools and their subdivisions, while another person is responsible for compiling the statistics and awarding of sport titles on this basis. Information on the state of affairs in the field of sport and physical culture is reported to the state and passed on to Statistics Belarus.

Regardless of the acquisition of mostly new and potentially very powerful technologies that could change and speed-up Goskomsport Belarus operations and communication processes, not everybody is so optimistic. Some staff are simply disappointed with the current level of technological advancement within Goskomsport Belarus as well as with the extent to which the existing potential is realized. The establishment of computer linkages with the regions is accompanied by the common concern that the Belarus sport system is still very

much lacking in terms of operations. Several interviewees emphasized that a comprehensive computer network is needed, one linking Goskomsport Belarus to all federations, schools of highest sport mastery, other sport organizations, and educational institutions. However, according to several Goskomsport Belarus officials, the purchase of terminals is not enough to change the entire technology of Goskomsport Belarus operations.

We live in a stone age, it's a craft technology. There is only one computer per department, and nobody knows what is going on on it. One staff types something there and that is all.

What I have got? Pen and paper; check out the gap. We are talking about the republic! We need a computer network. One researcher from the Academy of Physical Education had good ideas about creating a data base on specialists. It was a generous move. We bought computers, but we did not go all the way.

A number of Goskomsport Belarus employees, including senior officials, indicated that the shortage of financial means does not generally allow the acquisition of high tech equipment. Furthermore, there are difficulties (e.g., language barrier, the lack of computer knowledge) limiting Belarus' access to international sport networks and networks allowing the exchange of information with foreign countries. Since Belarus had not entered the international arena as an independent country before, this has accentuated the country's isolation from the information exchange.

Belarus is only now taking the first steps toward operating within an international system of sport information exchange in sports. However, the knowledge of foreign languages (mainly English and French, which are the official languages of the international federations) constitutes a serious barrier for

Goskomsport Belarus personnel, as well as national coaches, sport administrators, and sport organizations. At times, Goskomsport Belarus offers courses for its staff, and for coaches and athletes, in order to reduce the language barrier and ease the learning of new technologies:

We need to computerize the majority of our "problems", create methods and computer programs. Today, we don't have some of these opportunities and knowledge. Somewhat, we are not yet very comfortable with technical stuff and equipment in our operations. It also extends to many sports where high quality equipment is needed. We do not make it and we are short of money to buy it. But how you can prepare the athlete to a certain level and then not give him a good boat (if he is a rower) or gun (if he is a pistol shooter. Here, we have a hard time sometimes.

Some of the problems with the current technical and technological means within Goskomsport Belarus can be illustrated with the situation prevailing in the international sport relations department. In it, technology is non-existent and the technical means to handle and process the files of athletes and coaches who need various documents such as visas and passports, are obsolete. Last year, the department had to prepare documents for 2,700 trips abroad and had a staff of only five people, including two interpreters. The efforts of some these employees to create a data base on members of national teams and coaches, also establish a standard computer application form to request for visas did not find enough support.

According to some Goskomsport Belarus officials there is a strong indication that in some areas the number of technical staff must be increased in order to manage the current workload and meet Goskomsport Belarus objectives. Leaving the supervision of the former Soviet Sportcommittee forced Goskomsport

Belarus to be on its own and not only to prepare athletes, but to deal with all the technical and administrative issues linked with operation of national teams. The break-up caused an overflow of organizational activities for which a small state organization was not well prepared. In addition, the supervision of 60 sports and their administrative overview (e.g., finance, administration, technical and economic provisions) seem to have created the conditions when new employees are needed.

In contrast other professionals indicated in the interviews that with the independence of Belarus and the potential division of labor between Goskomsport Belarus and the National Olympic Committee, the state apparatus should be reduced from 48 to 20 people, since the republic is so small. They argued that certain functions should be given to other organizations or delegated to regional and local sportcommittees.

Environment

This section focuses on links and interactions of Goskomsport Belarus with its partners and clients, and provides an overview of the political, economic, and social factors which are part of the environment. A number of dimensions are also used to describe the environment: static-dynamic, complex-simple, stable-unstable, homogeneous-heterogeneous.

Organizational boundaries and environment. At the present moment, Goskomsport Belarus is the State Committee on Physical Culture and Sport and it is under the Ministry of Culture and Publishing. An independent structure reporting directly to the Cabinet of Ministers before 1994, Goskomsport Belarus was assigned to the Ministry of Culture and Publishing by a presidential decree in October 1994. According to contingency theory, everything outside of Goskomsport Belarus constitutes its environment, including all external factors

and/or organizations. Included in the Goskomsport Belarus environment are sport organizations, the government, business, and economic structures, the political and economic climate, voluntary associations, cultural and educational institutions, and international sport and business organizations.

To a large extent, it is the significance of sport and physical culture in almost all sectors of the Belarus society that explains the large and constantly growing number of Goskomsport Belarus clients and partners. Their common interest and concern for sport can be seen in the light of a sports' economic, cultural, health, and educational benefits. As a public service organization, Goskomsport Belarus is very much dependent on its environment and particularly open to the influences of external factors such as alterations in the political and socioeconomic situation and changes experienced by the Goskomsport Belarus partners and clients. The following sections focus on Goskomsport Belarus clients and partners, as well as the nature of the environment in light of the political, social, and economic transformations taking place in the Belarussian society.

Political factors. The political climate in Belarus was very complex at the time of the interviews. Political instability and turbulence were brought by the crisis and the transition that Belarus experienced in all spheres. Slow progress in the political reforms was present, but so were political power struggles. Most sport officials conceded that at the time of the interviews, the political climate affected Goskomsport Belarus and the field of sport and physical culture by creating uncertainty. The political turbulence was partially caused by the government's ambiguity about which foreign policy should take precedence: close political, economic and military alliances with Russia, or priority to international relations with other countries. Political agreements and alliances are important to the sport system of the independent Belarus because they are

affecting its economic state. For example, the 1994 decreases in oil and gas supplies from Russia that followed from the dissolution of political links between the two countries, have resulted in higher prices for natural resources coming from Russia (e.g, electricity and heat), and therefore have seriously affected the operation of Goskomsport Belarus sport facilities. It is believed that a closer political alliance and loyalty to Russia can bring some substantial economic benefits (e.g., price reductions on natural gas and oil, and postponed debt payments, stability of finances and breaks on the export-import business).

According to the interviewees, Goskomsport Belarus is more involved in the political process since its transfer to the Ministry of Culture and Publishing. This has stripped Goskomsport Belarus from the independence and financial autonomy it had when it was in the direct subordination of the Cabinet of Ministers. However, professionals said that aside from the President's decree on its transfer, political factors have been favorable to Goskomsport Belarus and the sport system in Belarus. It was suggested that both the President and the People's Deputies of parliament (i.e., Supreme Soviet of People's Deputies) seem to be sympathetic to the problems and needs of Goskomsport Belarus and the field of physical culture. One of the primary indicators of their support was the adoption (a first in the Belarussian history) of the Legislature on Physical Culture and Sport in 1993. The Legislature has provided a legal definition of the relationships between all partners in the field of sport, created a foundation for the operation of the physical education system for all groups in the population, and outlined the obligations of the state in terms of facilitating these processes.

The well-known accomplishments of the sport and physical culture system in Belarus (e.g., 27 medals and 9th team place in Seoul in 1988, top ten in the Barcelona 1992 Olympics, 6th place at Goodwill Games in 1994) and the ability of the People's Deputies to relate to physical culture and sport (most deputies

have been involved in sport and physical culture at some point in their life) were key factors in the adoption of the Legislature according to the leadership of Goskomsport Belarus. Furthermore, sport is seen by both Goskomsport Belarus leaders and parliamentarians (People's Deputies) as an excellent way for Belarus to get international recognition:

Those who hold the wheel of politics, in the government, parliament, have been involved in sports directly or indirectly in their lives. A majority of them played some sport; these people understand us. Deputies realize that we are the field which can remind the world that somewhere there is this small republic of Belarus, because many people do not know about it. And if they do through sport, they will learn about it and will respect it.

The political significance of sport was also acknowledged within the draft of another presidential decree, "The state support of physical culture and preparation of athletes for the Olympic Games in Atlanta in 1996," as well as within the Policy on economic issues prepared by the Cabinet of Ministers.

Recent political decisions and attitudes of the state authorities and politicians does not, however, satisfy all of the needs of physical culture and sport. This is why the leadership of Goskomsport Belarus is trying to get involved directly in the political process by putting pressure on the Cabinet of Ministers and the President so that they take steps to ensure the support of sport and physical culture. For example, Goskomsport Belarus appealed the presidential decree to transfer their organization under the Ministry of Culture and Publishing, and it was also very aggressive with the Cabinet of Ministers in terms of obtaining its yearly budget.

We won 10th place in Barcelona, and we cannot lose our position, it is what we are trying to convey to the President.

Goskomsport Belarus is trying to put some pressure on the President and his Cabinet, but we have no results so far. There is a lot of uncertainty. It is tough to settle something serious in terms of structure, because everywhere in the republic there is re-organization.

Although Goskomsport Belarus has made efforts to alter the political process, some employees mentioned that it was not enough since the ongoing social transformations have undermined the consistent moral and financial support previously received from the state. Therefore, new ways of interacting with political and governmental instances have to be developed. The interactions of Goskomsport Belarus with its superiors (e.g., the Cabinet of Ministers, the parliament) has been limited until recently to correspondence, and the presence of Goskomsport's chair in the Cabinet (which has meant personal contacts with its members and with the President's office). It seems that new mechanisms to interact with legislators and government officials at all levels need to be developed by Goskomsport Belarus if organizational improvements and changes are to take place. According to one Goskomsport Belarus specialist, the potential is there:

At the level of Goskomsport Belarus, we have to interact more with the parliament and it should not end at providing documents memos to them. At the present stage, we need to take an active, dynamic, and protectionist position in the Cabinet, in parliament, and in political circles in general.

Interviewees have suggested that there are positive trends in this direction. Local executive authorities, especially younger ones, are newcomers in politics and appear to support Goskomsport Belarus and physical culture and sport in general. However, some Goskomsport Belarus professionals have also mentioned that there are situations where local authorities have decided against keeping the paid chair of the local sportcommittee.

One leader of Goskomsport volunteered that other ways for his organization to have more influence on the strategic decisions determining the status of sport and physical culture were to have more of a collective voice, and to involve the best athletes in politics. The foundation of the "Sport and Society" party in 1994 could mean the establishment of this political voice in Belarus. The party is an advocacy and lobbying organization regrouping about 500 sport veterans and active athletes. Its actions mostly revolve around protection of the interests of sport and physical culture in Belarus, lobbying parliament members, and trying to increase the number of sport supporters in the parliament as well as in the public. Goskomsport Belarus leaders put a lot of faith in the possibility for the best athletes to engage in the political process, bring about changes, and promote the cause of physical culture and sport within the highest echelons of the government.

We directly depend on the political situation, and certain things are very important, like which people are in the President's team, and what those people's attitudes toward sport are. There is no person in Belarus today like Schwarzenegger in U.S. or national tennis coach Tarpishev in Russia who through their popularity and closeness to presidents were able to advance the issue of sport. If a person comes there (in the President's team) and plays tennis or golf, then we will use him [...] And if somebody comes and does not care for sport at all, then we will be "out" for sure.

Economic factors. There is a number of economic factors that have direct or indirect impact on Goskomsport Belarus and the entire field of sport and physical culture. The majority of Goskomsport Belarus employees have agreed that the degree of financial security is largely dependent on the strength of the national economy. There are dissenting voices however. One of the former directorate chief argued that Goskomsport was not facing a financial crisis:

Goskomsport Belarus was never really desperate in terms of finances, thanks to the government in the past and hopefully the one in the future. Although sometimes we had to tighten our belts a bit, the Cabinet of Ministers and the Finance Ministry always were sympathetic to our needs and provided funding in rubles and hard currency. Today we do not have great financial difficulties either.

A number of Goskomsport Belarus officials indicated that the economic situation was more serious now. At the time of the study, the Belarussian government has demonstrated its inability to stabilize the economy and successfully implement reforms. The tremendous budget deficit and the high inflation rate caused by the transition from a state administered economy to a capitalist market were the main economic factors influencing Goskomsport Belarus. The closure of about 30% of the enterprises and factories has resulted in lay offs of physical culture and sport specialists working in them. These lay offs have affected negatively the administration of sport and recreation in the regions, factories, and districts.

We have entered the stage of self-destruction. Until these enterprises become private, we cannot stop the process.

In such economic circumstances, the public service sector was re-organized and down-sized, and this directly affected Goskomsport Belarus and its subordinate physical culture and sport organizations. At the time of the interviews, the budget of Goskomsport Belarus (1993/1994) was 0,5% of the total federal budget or around 45-48 billion of Belarus rubles (\$ 1, 2 million CDN). The Goskomsport Belarus leadership has argued, however, that at least 5 to 10% of the federal budget would be necessary in order to provide adequate financial support to the sport system within which, for instance, 500 Children and Youth Sport Schools and five Schools of Highest Sport Mastery alone need about 25 billion rubles. The closing of sport schools and the mass departure of coaches and athletes abroad were predicted by interviewees if the necessary funds for the coming year were not obtained.

Sport schools continue to work, difficulties are temporary, but we need to keep these schools at any cost because they are the foundation of our sport system and our high performance sport.

Some professionals were concerned about whether Goskomsport Belarus would be able to maintain its previous level of competitiveness in sport with a low level of funding. Further down-sizing of the republican budget is also threatening the current organization of the directorates, the funding of programs, and the number of people on staff.

The regional and local sportcommittees were also affected by the cutbacks. Some positions of local sportcommittee chair (a person in that district representing the state administration and responsible for the organization of all sport competitions and recreation) were eliminated. This weakened the sport

administration in these areas and affected the implementation of Goskomsport Belarus policies and programs.

High inflation rate and financial instability have had a strong impact on Goskomsport Belarus. These factors have limited considerably the possibility to plan, and forced the organization to make adjustments to its policies in order to reflect the real costs of organizing competitions, and lift the stipends and meal vouchers for athletes. Because of inflation, the allocations usually given to federations had to be increased so that basic expenses linked to the preparation of national teams (e.g., sport equipment, rentals of sport facilities) could be done.

Diminishing resources have forced Goskomsport Belarus to reduce funding to its clients and some of its programs. The directorate chief in charge of high performance sport mentioned that the number of competitions and opportunities for athletes to travel abroad was decreasing. Neither Goskomsport Belarus, nor sport federations and local state sport governing bodies are able to provide adequate funding to athletes.

The departure of talented athletes or coaches abroad has become common in the last several years (the Belarussian gymnastics federation alone has lost 18 coaches who are presently working in U.S.) and poses a serious problem to Goskomsport Belarus. In the interviews, the Goskomsport Belarus leadership seemed to understand the motivation of some athletes to go somewhere when competition in their sport is too high in Belarus or when they have been offered contracts and decent living conditions.

The faltering economy, the growing budget deficit and the ever present cutbacks are forcing Goskomsport Belarus to get involved in economic activities and seek more involvement from the private sector. Although officially Goskomsport Belarus is a state organization (Legislature on Physical Culture and Sport, Article 5), an interview with the Goskomsport Belarus vice-chair has

revealed that only 50 to 55% of revenues are provided by the state. Other revenues are coming from initiatives, such as revenue-producing sport competitions, sport lotteries, sponsorships, and commercial sport-related joint ventures that are technically under the jurisdiction of sport federations, sport clubs, and subordinate sport facilities.

It has become quite common that the private sector, sponsors of sport competitions organized by Goskomsport Belarus (e.g., Belarus Championships, international or mass sport events like the Spartakiads). Goskomsport Belarus then receives all the profits from these events except 5% which Goskomsport Belarus pays to an agency called Sport Supply and Resources Belarus, for its logistical assistance. Despite these encouraging trends, one Goskomsport Belarus specialist has argued that the share of the lotteries and competitions was insufficient with regards to creating revenue.

Goskomsport Belarus also receives 50% of the athletes' contract trades if contract is signed through Goskomsport. In other cases, a sport federation receives most of the profit. Any athlete can sign a contract at the age of 22 and is given a license to do it either by his or her federation or by Goskomsport Belarus. Around 20% of the total contract sum goes to the state and Goskomsport Belarus receives half of it. Goskomsport Belarus also claims 10% of the prize money earned by those athletes who have an agreement with Goskomsport. In exchange, these Belarussian athletes (approximately a thousand athletes, who are considered the best in their sports), are paid a stipend (two million rubles a month) and receive free coaching, facilities, equipment and meal vouchers.

Goskomsport Belarus' cut in terms of contracts and prize money was a sensitive issue among the interviewees. Information regarding these process as well as other financial information seemed to be relatively confidential. This

sensitivity is due in part to the old ways of the former U.S.S.R. Sport Committee: until the late 1980s it was taking about 95% of all athletes' prize money and a large percentage of their contracts. The situation has changed drastically since, athletes and their federations now have a number of options and rights. The state does not have monopoly anymore in that area. However, the issue concerning whether or not the state should take a cut and how big it should be (considering the fact that the state nurtured them for so long and paid for everything) is still at the forefront.

A majority of athletes and coaches agree with that (cut), although 20-30 people did not sign the contract with Goskomsport Belarus. They have found, on their own, some firms where they are getting paid more.

Among other recent commercial initiatives, Goskomsport Belarus leaders have mentioned joint venture with a number of foreign countries, including the U.S. Such initiatives are part of the international opportunities for Belarus in terms of construction, development of the infrastructure, and investment in or trades of equipment, technology and machinery. Goskomsport Belarus, for example, got involved in a small joint-venture with "Compact" and 4 or 5 computer experts assisted Goskomsport Belarus and number of regional sportcommittees in obtaining computers and developing programs.

Most of the involvement of Goskomsport Belarus in commercial activities and therefore its links with the private sector, are indirect. These links are made through Goskomsport's subordinate organizations (e.g., sport facilities, training centers, supply and resource organizations). If Goskomsport Belarus, as a state structure, cannot get involved in projects with commercial enterprises, its subordinate organizations can be engaged in commercial ventures. Most of the sport facilities and training centers under jurisdiction of the Goskomsport Belarus

were completely self-funded at the moment of the interviews. So far, their strategies have included leasing accommodations and facilities associated to the training centers (previously only available to athletes) to private organizations and companies. Also, training centers and sport facilities are leasing office space, and providing commercial sport services to individuals and organizations (e.g., usage of courts, sauna, swimming pool, massage services, coaching). According to one senior Goskomsport Belarus official, restaurants and sport equipment stores have been opened by subordinate organizations that pay a share to Goskomsport Belarus. That has created some good possibilities for the sport facilities and centers to maintain their operation and pay its employees' salaries.

Large sport facilities and centers survive, they try their best. They create joint ventures, lease their facilities to businesses, universities. Sport facilities in the regions are on the account of executive committees, and it's not everywhere that things are so bad. In some places, facilities even get built. A nice sport center was built in Lepel and a small commercial enterprise was created.

Granted the negative effect of the increases in energy-related costs (e.g., electricity, heat) concerning sport facilities, Goskomsport Belarus has asked the President of Belarus to consider the possibility of providing a special lump sum that would cover 30% of these costs and would help maintain the Olympic Training Centers "Raubichi" and "Stayki." Despite its economic problems, Belarus is in the process of building some 16 sport facilities planned by Goskomsport Belarus. The company "Belsportstroj" has been contracted and is in charge of construction. These new facilities will add to the 25,000 sport facilities (e.g., stadiums, swimming pools, sport palaces) already in place in Belarus.

The budget cuts to Goskomsport Belarus have forced the sport federations to take the route forward financial independence. According to Goskomsport Belarus officials, most federations seem to succeed in this endeavor and have acquired sponsors, including powerful state-owned industrial enterprises, broker firms, banks, and businesses. For instance, the president of the Boxing Federation was an important businessman who contributed about 50% of the total revenue for his federation.

Private funding has created a new autonomy, but simultaneously, it has created new dependencies. Private entrepreneurs have at times, become influential in the affairs of the federations and this has sometimes sometimes posed problems for Goskomsport Belarus in regards to their relationships with these organizations. So far, such problems have not been insurmountable, however.

Sometimes, when the leadership of federations includes people from business circles, they can take advantage of that power and status to benefit financially, to get connections with people abroad, to project an image, etc. There are opportunities for that. But the sport community understands that; it corrects, directs these people. At any rate, we do not have huge problems.

While Goskomsport Belarus and its subordinate organizations have had some progress and achievements, they continue to work in conditions of high economic uncertainty and instability. The state is falling short of providing the necessary funding to the system of sport schools and facilities, and the private sector is still does not invest extensively in the development of a sport infrastructure.

At the time of the interviews, one of the reasons for the instability of Goskomsport Belarus' economic environment was the underdeveloped

legislature regarding investment in sport. Although the state has provided tax incentives to private businesses that invest in the health care system, no such incentives existed for investments made in sport. Concrete bills or policies offering financial incentives to sponsors and stimulating investments in sport and physical culture had not been adopted.

The legislature does not say, how much the investors in sport and physical culture should be freed from taxes on profits. This amount is decided by the parliament and until today, it is 1%.

Draconian laws and high taxes on profits slow down the development of resource acquisition, our sources of income.

Shortcomings in the existing laws can have had other economic implications for Goskomsport Belarus. For instance, they have prevented the fulfillment of international agreements on the importation of sport merchandises from Syria and Pakistan. The quickly changing economic conditions and the legislature did not allow opportunities to implement these agreements.

At the time of the study, Goskomsport Belarus was working on the development of suggestions, regarding tax reductions to be addressed to the President and the Cabinet of Ministers. Furthermore, the presidential decree on the state financial support to athletes for the 1996 Olympics was expected to be adopted. It contained regulations about taxes on sport investments, about imports of sport merchandises, and about benefits for athletes. The policy on economic issues in sport was also in the process of development by the Cabinet of Ministers.

Once adopted, these decrees and policies should facilitate the economic situation of Goskomsport Belarus and other sport organizations, and they should

also give a boost to the growth and development of sport in general. Recently, the first private indoor skating rink was built in Belarus, which is a demonstration of the interest of businesses to invest in sport. In the regions, the issue of taxation is the privilege of local authorities and in some cases there have been positive signs: sport facilities and sport clubs have received a tax reduction or lower fees for electricity and heat.

Whereas the high performance sport sector seems to maintain itself through access to corporate sponsorships and commercial activities, the physical culture and recreation sector is in crisis. The system of training for the high performance athletes is well-structured, while the system of physical recreation and mass sport is poorly organized. One of Goskomsport specialist has blamed for that the inadequate finances available for physical culture and mass sport.

Programs which we are developing, they are falling short not because we are so dumb, but because there are no funds to implement them. There is no also appropriate medical control and assistance, no science or organizational foundation because all of it costs money.

According to other professionals, money allocated to physical culture and mass sport should be used to create a basic infrastructure for the physical education of the population. Despite the fact that school physical education has accomplished a lot (e.g., 1000 schools have physical education classes every day, while the rest of schools three times a week; comprehensive curriculum provides children with basic skills and knowledge), the residencies, communities, leisure areas are still lacking the organization of sport, fitness activities in regards to the infrastructure, administration and health care. One Goskomsport Belarus professional has argued that thousands of children do not know how to swim and number of swimming pools is limited. In terms of resource acquisition, the closer

cooperation with the private sector and re-structuring of the system of sport services offered to population (i.e., differentiating costs for services, depending on the wealth of the customer) were proposed. Furthermore, the proportional share of funds for mass recreation and sport should be increased and money should stay at the grass-roots level where the members and taxpayers are.

Physical recreation and mass sport receive 1% of the total funding given to Goskomsport Belarus, while high performance sport receives 99% of the total. This is occurring, even considering the legislature adopted in 1993 that states that high performance and physical culture get separate funding. Furthermore, most funds allocated to mass sport and recreation are targeted for organizing sport competitions.

Social factors. Economic turbulence has triggered tensions and uncertainty in people's lives. Complex class segregation mechanisms, disproportions in the income, difficulties created by inflated prices and the deflated wages, and limited state resources have together resulted in the lowering the standards of living and, therefore, in considerable social tensions. Although the possibility of a social "explosion" in Belarus is lesser than in Russia, difficulties of adaptation to the capitalist ways have resulted in the alienation of people from each other. The desperation and class contradictions have become driving forces for violence and crime, especially when the power of the state is limited and the law, underdeveloped. One of the main collaborators in this study was a Goskomsport Belarus consultant Panfilov Igor Aleksandrovitch, who was brutally murdered on his way back home after work in December 1994. He was apparently attacked by four or five young men without any known reason. Unfortunately, there were many more acts of violence committed in Belarus at the time of the study, which is evidence that the country was in a crisis.

The social crisis has deeply affected the sport system, and one of the manifestations is the issue involving Belarussian athletes and coaches. According to Goskomsport Belarus senior officials, the state stipends given to the best athletes in Belarus are modest and this has been a source of great difficulty. Athletes cannot support themselves and cover food and living expenses. A large number of athletes has left already to either perform or coach abroad, while others have quit sport and opened their own enterprises.

Often, ex-champions are not able to make it outside of sport and end up on the "sidelines" of society. It is common knowledge that some of the ex-athletes (especially those in combat sports) facing low coaching salaries and lacking the educational background, turn into criminals or they join security forces for legal and para-legal businesses. The social security of the athletes is one of the crucial issues encountered in the sport system. The 1993 Legislature on Physical Culture and Sport officially recognizes "professional athletes." This recognition has allowed them to sign contracts with clubs, teams or schools and receive compensation for the financial, time and health expenses incurred while training and competing. For the first time in the history of Belarus, sport received the legal status of a profession. Athletes are now able to enjoy all the rights and benefits of any employee, including a pension after retirement (after 20 years starting at the time of involvement in a sport school for a male athlete, 15 years for a female athlete). These measures provide a new form of social security for the athletes after they end their competitive career.

The general health and fitness level of Belarussian citizens is another long time issue for Goskomsport Belarus and for the Ministry of Health Care. Although there is an awareness and understanding about the importance of physical exercise and sport in the prevention of diseases and the promotion of

health, it seems that solving the problems within the sport system's not a priority in a troubled society.

We have to think of how to feed people, dress them, give them a job. That is why, maybe, we are not at the top of the list of urgent needs people have today. What physical culture can we talk about here? The whole system is on the edge. We need new education, we need people to count on their health, their desire to care for it.

The issue of health was identified as a disturbing one by Goskomsport Belarus officials, who indicated a reduction in birth rates, an increase in death rates and high levels of sickness among people of working age and children. The social sphere, which is largely dependent on the economic sphere, appears to be underdeveloped in terms of finance and infrastructure.

In terms of other main social factors characterizing the environment of Goskomsport Belarus, there is the ethnic factor, the gender equity factor and the mass media factor. The ethnic factor is one that actually contributes some stability to the environment. Indeed, the possibility of ethnic conflict in Belarus is low since, 77% of the population is Belarussian, 13% Russian, and there is about 5% of declared Poles, Jews, Ukrainians and other nationalities (Drweski, 1993). Traditionally close relations with the neighboring republics of Russia and Ukraine, the common Slavic origin, and the well-known patience and tolerance of Belarussians with other nations speak against ethnic conflicts. On the contrary, recent political developments have indicated the possibility of a closer integration with Russia and an official recognition of Russian as a second official language.

Sexism is a serious issue in Belarus and it has had a significant impact on sport. However, it appears that sexism has not been recognized, in Goskomsport Belarus or in the larger society, as the problem that it is. Granted the rights that women in Belarus enjoy in accordance with the constitution (e.g., labor, abortion,

child care), many policies are in place to guarantee gender equity. However, inequalities and sexism are present in both overt and subtle forms in the hiring process, in promotions, and in the representation of women at leadership positions, and in attitudes and beliefs of people. There are practically no areas where women in Belarus are not represented. However, it appears that the percentage of women in executive positions in the government, legislative bodies, universities, police and army forces, mass media, industry and agriculture is considerably less than that of men. Traditional gender roles in regards to motherhood and household responsibilities are deeply entrenched in Belarussian society and result in the socialization of girls to conform to certain stereotypes and behaviors that can be summarized as being feminine, weaker, family-oriented, and dependent on their union with men for their future life. Not surprising, these perceptions create societal expectations for working women to stay in primary and secondary education, social service, public administration (in the capacity of secretaries, assistants and accountants), health services, textile and other mass consumer goods production industries, retail industry, and arts.

In terms of physical activity and sport, the "boys-girls" distinction is clear and assumed in the choice of activities, their intensity, and the expectations in terms of performance. Successful women athletes are respected probably as much as their male counterparts among peers, sport authorities, and the public, but the notion of "female performance" in a "female sport" is always present. In general, women athletes are not feminist activists and they tend to conform to traditional gender roles. They are task and performance oriented, and in this way shatter a lot of myths and stereotypes, yet they do not challenge the patriarchal system and tolerate negative attitudes toward "less feminine" female athletes as well as the condescending and objectifying comments and language present in the world of sport.

In terms of representation of women in coaching and sport administration, the issue of sexism seems to exist as well. Depending on the sport, more or less women are involved in coaching, however, again, the percentage of female coaches in Belarus is far from equity. In sport administration, for example in Goskomsport Belarus, men work at most (if not all) of the managerial and leadership positions. The old "boys' network" and the sexist attitudes toward women prevent a lot of women from excelling in the area of sport administration, as well as in other sporting spheres.

Finally, the mass media constitute the another very important social factor in the Belarussian society. In 1993 in Belarus, there were five television stations and over 200 periodicals. A wide spectrum of newspapers, magazines, radio and television programs in both Russian and Belarussian serve as the sources of information for the public and represent different political and social platforms for social groups. At the moment of the study, the mass media, like most sectors in the environment, were experiencing a lot of uncertainty. This uncertainty was mostly created by linked political turbulence as well as presidential decrees reflecting the president's quest to exercise control over the media (by authorizing the state television to issue broadcasting licenses to other companies, and subordinating the state publishing house to the presidential office).

Despite the general uncertainty regarding to the mass media, they were nevertheless quite stable in their support to sport and physical culture. According to several Goskomsport Belarus officials, both the state television and radio, as well as newspapers were willing to promote the cause of sport and publicize the benefits of physical exercise and active living among population. However, one Goskomsport professional conceded that positive results and achievements associated to sport and physical culture (i.e., the building of new sport facilities, successful fitness programs in the community, or athlete who has advanced in

the business sphere) were not publicized enough. He suggested that the advertisement of these successes by the mass media would be very important and would boost the moral of people who are discouraged by all the economic and social problems.

Government. Most of the interviewees and leadership considered the government and state organizations as the largest section of their environment. For many years Goskomsport Belarus was acting as the Ministry of Sport and therefore had partners and supporters in many government departments. During that period close links were established with the number of ministries (e.g., Labour, External Affairs, Interior, Defence, Education, Finance, Agriculture, Health Care, Justice). At first, links were predominantly used to get information and reports (from other ministries) susceptible to help the organization of physical culture and sport. But relations with other ministries also involved common initiatives, mutual assistance, and the sharing of expertise.

If we cannot resolve an issue by means of our directorates, then we involve in the matter the Ministry of Education, the Ministry of Justice, or Agriculture. In other words, those parties who are concerned with the issue.

The relations between Goskomsport Belarus and the various ministries are multiple. For example, when the administration and information directorate worked on the legislature on sport and physical culture in 1993, it needed qualified legal advice and sought assistance from the Ministry of Justice and the Ministry of Education since a section on science and education was included in the Legislature. Specialists from the high performance sport directorate also tend to ask the cooperation of ministries such as Labour, Finance, Economics in order to develop a policy on the organization of competitions (the estimated costs

associated to accommodation, meals, and salaries has to be established while considering the inflation rate and the labor code).

Finances is another important issue that demands relations between Goskomsport Belarus and the government. Interviews conceded that the Ministry of Finance, and the Cabinet of Ministers always seemed to be cooperative with regards to the needs of sport in the republic. In the interviews, it was discovered that Goskomsport Belarus always had good relationships with all government ministries. According to one of the senior specialists, this is because sport represents an aspect of human existence connected to employees of all organizations, all people, and also because the leaders of Goskomsport Belarus have carried a tradition of formal and informal contacts with other ministries. These contacts have always been based on friendly relationships and cooperation rather than competition for state funds.

The chairmen of Goskomsport Belarus [...] knew how to talk nicely to the leaders of other ministries, give them some hints here and there. For instance, we cannot tell the Ministry of Agriculture how to grow the wheat and what program to use, etc. But at the same time, they are going to help us maybe to a larger extent than we are going to help them.

The financial or administrative assistance coming from other ministries or government departments, has not always been directed necessarily to Goskomsport Belarus. In fact, it is usually channeled straight to sport schools, sport societies and other sport organizations in charge of sport development. By supporting the development of physical culture in agriculture, defence, educational or other milieus a number of Ministries contribute to the sport system and hence, provide moral assistance to Goskomsport Belarus.

Morally, today we are supported by all ministries, because everybody understands that without fitness or sport, it would be very difficult to survive these days. The Ministries of Education, Agriculture, and Defence assist us in that they maintain and support their sport schools, sport clubs. The Ministry of Health Care helps us from a medical viewpoint; it provides funding for sports medicine dispensaries, where doctors are in charge of preventive medicine and monitor our athletes.

Links between Goskomsport Belarus and other government departments can be direct or indirect. The indirect interface with other government organizations is maintained through sports administrative bodies operating under the supervision of their Ministry. These sport bodies include sport clubs, Centers of Physical Education and Sport, and voluntary sport society such as "Dynamo", the Army Sport Club, and Trade-Unions. Sport societies and centers have regional affiliations. For instance, "Dynamo" (a subordinate organization of the Ministry of Interior) implemented fitness and sport programs for police officers, and it has its sport schools, teams, and regional councils. The Federation of Trade-Unions of Belarus serves the needs of all employees and is represented through the "Harvest" Republican Sport Club, and through the Council of the "Spartak" sport society. All sport administrative bodies share competencies with Goskomsport Belarus and help to develop physical culture, recreation and sport.

A practical illustration of indirect link existing between Goskomsport Belarus and other ministries resides in the activities of the high performance sport directorate. This directorate provides assistance to "Dynamo" sport schools which are under the jurisdiction of the Ministry of Interior. The international sport relations department of Goskomsport Belarus must link directly with the Ministry of Interior to prepare documents and get the permission for Belarussian athletes to exit the country for competition.

The political and economic transition which has had a pervasive effect on all sectors of Belarussian society, have also affected the government in the form of budget and job cuts, elimination of entire departments, and merger of others. Despite some changes and re-structuring, the nature of government operations has remained essentially the same and major ministries survive and continue their activities. Some of the mechanisms of interaction between Goskomsport Belarus and other government departments were considered outdated by sport officials. They complained that conservatism in the relationships had resulted in contradictions or lacking dynamics. One Goskomsport Belarus employee believed that the outdated interaction mechanisms were at times in contradiction with the present dynamic environment.

The number of sports depends on the manufactures, producing sport equipment (sport rifles, boats, paddles, etc.) outside of Belarus. The shooting (federation) needs bullets, but it is Internal Affairs who has to plan the import. They unfortunately, develop their own side and interests. Similarly, links with Health, and Social programs need to be more dynamic and extensive.

Sport and sport-related organizations. Goskomsport Belarus has a lot of partners/clients in the sport system, including sport federations, sport schools, athletes, sport faculties, and facilities. There is a number of structures that are subordinate (e.g., they report directly) to Goskomsport Belarus. These structures make up the “system of Goskomsport,” and can be divided into three groups: (a) educational and information resource institutions: the Academy of Physical Education, the Republican Sport Science and Research Library, the Technical School of Olympic Reserve; (b) high performance sport schools; and (c) resources/supplies organizations and sport facilities: the Sport Supply and

Resource Belarus, the "Belsportstroï" construction company, the Raubichi and Stayki national training centers, Sport palace, Tennis palace.

Parallel to that system, there are 148 regional, city and district sportcommittees that constitute a vertical system of state administration of sport in Belarus. This parallel system that is based on territorial principle (e.g., district, city, region, republic) and sportcommittees operate under the regional, municipal or local authorities (Executive Committees) merged with regional, municipal or local culture departments. Often a sportcommittee consists of one staff member; a chair in charge of all issues related to the organization of sport and physical education in this region (city or district).

Regional sportcommittees report directly to Goskomsport Belarus and are guided by its policies and programs, as well as by the decisions taken by the chair and the Collegia of Goskomsport Belarus. Focus on the preparation of high calibre athletes determines the interactions between the national and regional levels. For example, if a sport talent is discovered in an area that does not have proper training facilities, the athlete can be transferred to a region where there are specialists in this sport or where there is a School of Highest Sport Mastery or Olympic Reserve. Goskomsport Belarus tries to find ways to motivate regional sportcommittees and coaches to scout and nurture the talents by awarding coaches higher category (level) or honorary titles, which also increases their salaries.

The main partners/clients of Goskomsport Belarus within the sport system are 60 or so sport federations, the "Directorate of National Teams," and the NOC of Belarus. Previously included within Goskomsport Belarus, the sport federations are more and more recognized officially as private organizations. According to senior officials, the federations can now have more independence and approve their own calendar of sport competitions as well as select the

athletes who compete outside of Belarus. Other professionals however, has mentioned that most of the federations are not organizationally and financially mature enough to maintain their independence from Goskomsport Belarus.

At the time of the interviews, Goskomsport Belarus was linked with the federations through the agreement that the federations will fulfill certain requirements in terms of international performance in exchange for funding from Goskomsport Belarus.

For example we tell the Swimming Federation: "you have to participate in the World and European Championships, and have, in the Atlanta 1996 Olympics, lets say, two athletes. Goskomsport Belarus will fund that. The rest of it, including international matches, other tournaments you cover yourself." And if the Federation does not make an effort to fulfill the terms of the agreement, we will cut funding entirely and let them worry about it.

If sport federations are private organizations, the preparation of athletes nevertheless takes place in sport schools which are funded by the state (i.e., Goskomsport Belarus). This constitutes a limitation to the federations' autonomy and their quest for independence. Furthermore, Goskomsport Belarus provides the federations with about 30-50% of their budgets. The current funding framework is based on the "General Concept of Sport" approved in 1992 by the Collegia of Goskomsport Belarus. According to this document, all sports are divided into three groups based on their international success, their popularity, and the extent of their development in the republic. In the "A" group are the Olympic sports performing well internationally (e.g., wrestling, gymnastics), who receive priority funding for domestic and international competitions. Group B was represented by Olympic as well as non-Olympic sports (e.g., sombo, acrobatics) that are less successful than the "A" group, but, nevertheless, they are well-

developed in Belarus and gained recognition abroad . This group received less funding than the "A" group. The last, "C" group includes sports which do not have considerable mass interest, less developed in terms of structure and coaching, but show some potential.

If the level of performance or administrative efficiency of certain federations do not meet the conditions of agreement between them and Goskomsport Belarus, their funding can be reduced. Moreover, if these sport federations do not find sponsors or other sources of funding to develop their sport, they are simply moved down to the next group (e.g., from A to B, C). This creates pressures for sport federations to maximize their performance and provide the planned results and medals. If in theory the system seems drastic, in practice Goskomsport Belarus professionals appeared to be careful before determining funding reductions:

We look at objective factors: sometimes a federation was not able to participate in a world championship (because the event was very far, e.g. the U.S., Canada), it could not send the whole team. Or for example, somewhere they were not accepted, or documents were late, in other words, it was not the athletes' fault. Thus, we are thinking seven times before cutting it (the federation).

According to the interviewees, there were recently several indications that the sport community was willing to select a number of sports and concentrate the funding in these sports, whereas the rest of the sports (about 20) would have to survive on their own. It was believed that 60 sports was too much for a small republic of 12 million or so in population. In any case, cuts in the Goskomsport Belarus budget at the moment of the interviews was forcing the organization to review its current framework. Federations which were susceptible of being cut

were well aware of it, and many of them had already found alternative sources of funding.

Apart from funding, Goskomsport Belarus also serves the sport federations by providing them with a structure of administrative support. Sport federations are thus part of the environment and are in contract with Goskomsport Belarus on an on-going basis through state coaches and national coaches, many of whom are member or president or vice-president of their federation. Technical and administrative assistance is given to them by Goskomsport Belarus. State coaches are paid by Goskomsport Belarus and appointed to supervise all events and take care of the administration regarding their sport in Belarus. These coaches are also members of the "Directorate of National Teams." This directorate is the leadership of national teams formed by 1000 national athletes in all sports. State coaches are considered experts in their sport and are trusted to speak on behalf of Goskomsport Belarus.

This coach does not tell the Tennis Federation what to do, but he interacts and works in cooperation with the organization. This works for almost all sports, except some where we are short in state coaches, because there are more than 60 sports. Sometimes we can have one state coach for three sports, for example, tennis, badminton, and table-tennis.

Another sport organization which is in the environment of Goskomsport Belarus is the NOC of Belarus, a publicly funded yet theoretically private organization representing the republic on the international arena and the Olympic Movement. The physical and moral dependence of the NOC of Belarus from Goskomsport Belarus was seen by interviewees as being considerable. This dependence apparently resulted in tensions between the two organizations. On the one hand, the NOC is struggling to gain autonomy in leadership, finance, and

organization with regards to high performance sport. On the other hand, the NOC sometimes had to ask for financial and administrative help from Goskomsport Belarus.

The relations between Goskomsport Belarus and NOC may change drastically in the near future as a result of the potential structural changes which may divide the functions and responsibilities between the two organizations. Goskomsport Belarus would be in charge of Sport for All and development of athletes (e.g., children and youth sport schools, disabled sport, sport for children without parents, sport facilities, etc.), while the NOC would get the full responsibility for high performance sport, funding and contract relationships with federations and athletes, international sport relations. The two organizations would receive separate funding from the Belarussian state.

Complexity, heterogeneity and stability. The complexity of Goskomsport Belarus' environment is mostly determined by the number of links it has with external partners/clients and the complex nature of their political and socioeconomic situation. In terms of the clients and partners within the sport system only, there are about 60 National Sport Federations, one NOC, six Schools of the Highest Sport Mastery, 500 sport schools, a large number of voluntary sport societies and associations, 1000 individual athletes in different sports who have signed a contract with the state organization.

To describe the heterogeneity of the environment, we need only mention that apart from the various sport organizations cited above, there is a large group of partners and/or clients which are not directly sport-related. For instance, they are commercial organizations (e.g., banks, corporations), government organizations (e.g., parliament, ministries), national and international partners, non-profit organizations, and educational institutions. Goskomsport Belarus' clients and partners represent numerous areas including politics, economics,

education, sport, culture, health, construction, public administration and business. Among the Goskomsport Belarus partners, not directly involved in sport or physical culture, there are about 100 firms and companies, including small commercial enterprises, cooperatives and commercial banks. For example, the Bank of Belarus is one of the major partners of Goskomsport Belarus.

In terms of international contacts and relationships with foreign organizations, Goskomsport Belarus has signed agreements with Hungary, Israel, Syria, China, and some sport organizations and unions in Germany and Poland. Primarily these are agreements involving Ministries of Sport and sport federations in countries willing to provide both material and moral support to Goskomsport Belarus and Belarus in general. The search for partnerships and contacts is going through different channels:

We have entered the European Council's Committee on Sport and attended its meetings. This is where all the sport ministers in Europe are: a big step for the republic. Now we have decided to sign an agreement with Belgium, also with Croatia, Albania. We discuss the possibilities with the ministers.

Adding to the heterogeneity of environment are the relations with the corporate sector at the international level. These links are including those with renowned companies such as "Adidas," "Spalding," "Coca-Cola." These companies have business relationships with Goskomsport Belarus and its client federations and teams. An agreement was also signed with the Spanish firm "Kelme" to produce running shoes in Belarus. After the completion of the factory construction, "Kelme" is expected to sponsor at least 10 national teams including the track-and-field, figure skating, and cross-country skiing teams.

One of the main responsibilities of the international sport relations department within Goskomsport Belarus is to search intensely for partners in all

countries, and establish contacts based on mutual benefits and opportunities. Some employees working within this department mentioned that due to the overload of visa documents, it did not engage in the search for partners seriously as it should have. Nevertheless, the process of searching for partners has become more and more multilateral and according to several Goskomsport Belarus officials, every year more organizations are seeking partnerships with Goskomsport Belarus.

The emergence of new national and international partners serves as indication of the dynamic nature of Goskomsport' Belarus environment. At the same time, one of the strengths of a state organization is its environmental stability which is more and more difficult to have.

We have stable partners, clients. They are closely linked with us, we have joint interests in common. Although these days people think faster, so we get new contacts and linkages.

The Goskomsport Belarus multiple links partnerships with various organizations extending beyond the sport system, speak very well to the diversity and heterogeneity of its environment. The vast number of Goskomsport Belarus partners/clients can also be a source of uncertainty and instability within the environment, especially when these organizations are themselves undergoing changes.

In terms of environmental instability, several Goskomsport Belarus employees underlined the central contribution of political and economic factors:

The more stable the political situation and the stronger the economy, the more we feel confident.

The uncertainty experienced by Goskomsport Belarus at the time of the interviews appeared to be the result of number of political, economic, and social factors. The major source of this uncertainty can be traced back to 1986, which marked the beginning of Gorbachev's era in a then strong Soviet Union. The reorganization and changes within all government departments, most fields related to the national economy, and the public sphere (perestroika), started in 1985-1986.

Since 1986 we are in constant anticipation of reforms; we got in this spinning wheel, like a squirrel. Once a year, they speak of closing/opening, eliminating Goskomsport Belarus or keeping it. Endlessly, you cannot work like that.

With the disintegration of the Soviet Union in December 1991, Belarus has had difficulties in implementing its own economic and political reforms, as well as social programs previously delivered by Moscow. For Goskomsport Belarus, the increased costs of assuming full responsibility for sport and physical culture came with the dismantling of the U.S.S.R. Goskomsport Belarus. The reduced revenues and resources created a great deal of uncertainty for Goskomsport Belarus and forced a similar climate onto its partner and client organizations. However, the situation with some basic features of the Belarussian sport system (e.g., financial difficulties of sport schools, mass departure of coaches and athletes) is currently the biggest issue and it contributes to the instability and turbulence of a Goskomsport Belarus environment that has been changing continuously after the collapse of the Soviet Union.

The uncertainty and the resultant instability of the environment have increased after Goskomsport Belarus' transfer to the Ministry of Culture and Publishing. The amount of funding to sport and physical culture is now left for the

Minister to decide. Thus, Goskomsport Belarus has to deal with an extra structural layer if it is to address the Cabinet or the President. According to one senior executive this is a major problem in terms of finance and motivation:

Staying under Culture and Publishing can reduce our participation, our exit to the international arena, because of finance. This will therefore reduce the motivation and interest of all the coaches, sport administrators and athletes. If they do not see a way to go all the way to the top (international competitions), we will have problems.

In 1994, the absence of Goskomsport's chair for four months and the absence of finalized structures, and functions of the directorates, roles and responsibilities of the staff, and regulations and policies, were the other important factors contributing to the uncertainty and instability of Goskomsport Belarus. Such uncertainty and instability were environment-induced. For eight years, Goskomsport Belarus had the same mandate, functions, procedures, and regulations while the country was facing drastic changes and transitions. One of the employees suggested that the general uncertainty and frequent changes in the economic and political environment had resulted in nothing less than the "paralysis" of number of directorates and departments, when it was not clear what should be done.

Although the general environment of Goskomsport Belarus appeared to be very turbulent and uncertain, some traces of stability were found, for example, in the relations with environmental sectors such as the Ministries of Education, Health Care, and Defence, as well as voluntary sport societies. According to several interviewees, these state departments and public structures were collaborating to maintain and protect sport and physical culture by maintaining sport schools, organizing competitions, and providing support to athletes and coaches. Also, approximately 5,000 coaches were currently working in Belarus,

including many prominent specialists who continued to contribute to the preparation of high performance athletes. According to one senior official, the presence of leadership in terms of coaches ensured the quality of the sport system and preserved its stability.

In brief, the environment of Goskomsport Belarus appeared to be highly complex, heterogeneous and unstable, although there were traces of stability in some environmental sectors. The political and economic changes experienced by the whole country seemed to have been the major determinants of the uncertainty and instability in the environment.

Strategy

This section focuses on Goskomsport Belarus' strategy, granted its mission, priorities, mandate and long term goals in terms of physical culture and sport in Belarus. It also includes an investigation of the strategic planning, strategic directions and strategies of Goskomsport Belarus.

Mission and mandate. The primary documents including the mission, mandate, and goals of the organization are the Policy Statement on Goskomsport Belarus and the Legislature on Physical Culture and Sport. The Legislature on Physical Culture and Sport was adopted in 1993 and states that physical culture and sport are an integral part of the Belarussian culture and history. According to the document, physical culture and sport contribute to the harmonious development of the person, the achievement of the higher levels of productivity, an active and long life and a healthy lifestyle. The mission of Goskomsport Belarus is three-fold and is formulated in such way as to ensure the meeting of the Legislature objectives: (a) harmonious development and liked to it pursuit of excellence; (b) health and active lifestyle; and (c) national culture and identity.

For this purpose, the Goskomsport Belarus mandate is to determine and implement the general policy concerning the development of physical culture and sport. It provides the leadership and control over the system of physical culture and sport in Belarus which is implemented through the state governing bodies (sportcommittees) operating under the Executive Committees of People's Deputies.

The mandate of other ministries may also include the development of various aspects of sport and physical education. For example, the Ministry of Defence is in charge of the physical education and sports in the military forces of Belarus. As well, other organizations are assigned responsibilities to develop research projects to deal with various problems and issues found in the sport system. This means that Goskomsport Belarus has the authority to inspect and monitor the work of different government departments, ministries and organizations in matters of physical culture and sport.

Long term goals. In terms of the long term goals of Goskomsport Belarus, at the time of data collection they were related primarily to the survival of the organization and the preservation of the field of sport and physical culture.

One of the most important goals of Goskomsport Belarus is to maintain at all costs the results which we have achieved during all these years. We have to save the physical culture and sport system in the republic.

This is probably an abbreviated version of Goskomsport Belarus' ultimate goal-statement, which is very complex and can be broken down into several aspects. A lot of interviewees emphasized the strategic importance of the status of Goskomsport Belarus as an independent organization relating directly to the President of Belarus and the Cabinet of Ministers. Therefore, one of the most

important goal for Goskomsport Belarus was to remain independent as an entity, which would mean a separate budget allocation and strategic autonomy.

An important goal of Goskomsport Belarus in the area of high performance sport for the next four years is to resolve the issue of coordination, interaction within the sport system, and the "athletic drain." The problem derives from the administrative subordination of sport schools, clubs, and voluntary sport societies to different ministries, which increases the complexity of the interactions (e.g., difficulties in ensuring the compatibility of interests, approaches/methods of training and sport administration in various sport societies) between sport organizations and Goskomsport Belarus. This has contributed to the significant loss of sport talent. The integration of all major stakeholders would allow for a better efficiency in terms of the athletes' preparation and the development of physical culture.

There was unanimity among the interviewees that one of the primary goals related to the organization was to keep the human and organizational resources despite the transition process. Another goal related to organization was to maximize its performance by fixing the workloads which were felt to be overwhelming for a number of professionals. However opinions were divided between those who favor the down-sizing of the staff and those advocating its increase.

We need more people, professionals to handle this overflow of administrative work.

Now, we are an independent state, and there is only 48 staff members (from the chair to the secretary) who have to cover for all the subdivisions, including finance, sport administration, economics, etc.

There were also long term goals in terms of the physical culture and recreation of the general population. These were: (a) to preserve the health of

the nation; (b) to change the opinion and approaches of state to health; and (c) to change the people's attitudes and make them break up the socially tolerated habits of drinking and smoking.

Strategic directions. The complexity of the tasks undertaken by Goskomsport Belarus is rooted in the multiplicity of goals related to high performance sport, Sport for All, and the general physical culture. These goals provide some basic strategic directions for the future.

It is very important to save high performance sport, we won 10th place in Barcelona, we cannot lose that, we tell this to the President. We also need to preserve our other human resources: the coaches, sport administrators, and the Children and Youth Sport Schools.

Despite the capital importance of elite sport, Sport for All was identified as another crucial strategic direction. It was felt that this area had to be protected from decline. People with disabilities, children without parents, and low income families were named as target categories of population that must have access to physical activity and sport services supported financially and organizationally by Goskomsport Belarus.

The development of coaches was an additional strategic direction. Professionals mentioned the importance of up-grading their qualifications through courses at the Academy of Physical Education, through practical/technical conferences, and through internships with national teams. Goskomsport Belarus officials felt that on the issue of the coaches' remuneration, the criteria should be revised and based on the final (instead of temporary) results.

Science and research were another important strategic directions mentioned by one professional. He argued that among the vast amounts of published works, there was a lack of applied research that could contribute to solving

practical issues. As well, the contribution of science and research to the development of uniform standards for competitions and controls over the training process (e.g., medical, environmental, pedagogical) was still necessary according to many Goskomsport Belarus officials. such research was crucial in suggesting a number of adjustments to the traditional ways of training, competing.

In the Program of Physical Education, there were some new approaches to research and science in order to make them more advanced and up-dated. We need to have studies of public demands and interests. And on the basis of this research, to create structures that would be in accordance with these research developments and approaches, for instance, if the research on the popularity of darts among population has provided positive results, then the Darts Club becomes a Research and Method Center for amateurs in this sport.

In terms of priorities for Goskomsport Belarus at the time of the study they included the appointment of a new Chair, finalizing the structure of the directorates and departments as well as revising the Policy Statement on Goskomsport Belarus and other normative documents. Decisions and actions about those aspects were perceived as helpful to end the mentioned “paralysis” in the operations of the central apparatus and to allow for a sense of certainty about future directions.

Of course, when there will be stability and certainty in the leadership, with the appointment of a new chair, then all departments and directorates will work consistently.

A lot depends on the definition of the direction; where we are going and what will be our final structure. This is also including a clear division of responsibilities between the directorates and the departments of Goskomsport Belarus.

One of the Goskomsport Belarus priorities associated with high performance sport was clearly defined in terms of contract relationships with professional athletes. This issue is an outstanding and must be solved especially when the state officially supports professional athletes who are the core of the national teams and therefore serve as the fundamental element of the high performance sport system.

A last strategic direction for Goskomsport Belarus was the establishment of more efficient lobbying procedures with the parliament. The serious barriers existing in sport in Belarus at the moment of the interviews were the shortcomings of the existing legal system. Therefore, to safeguard the interests of the sport field there was a need to perfect the Legislature on Physical Culture and Sport so that it would encourage a wider involvement of the private sector into the development of sport infrastructures by establishing tax breaks on investments.

We have clarity in terms of directions. It is primarily the precise implementation of the 1993 Legislature on Physical Culture and Sport and, the addition to it of 20-30 good, clever normative acts and policies.

Strategies. Among the strategies to achieve the above mentioned goals and objectives, the following were mentioned: (a) retain state funding of sport and physical culture or at least obtain 40% from the requested amount; (b) to finalize the Goskomsport Belarus structure and reconstruct the regional sportcommittees and sport schools; (c) employ all means including high ranked athletes to

promote the cause of sport and physical culture in public, in the mass media and in the parliament.

Among the strategies to support Sport for All, special bonuses given by organizations and allowing free of charge sport facilities (e.g., swimming pools, gymnasia) were proposed. One senior official suggested that in order to ensure that under-represented groups access sport and recreation, it is crucial to protect the existing sport infrastructure.

At no circumstances can we allow that sport facilities would be cut, dismantled or used for other purposes. In these cases, full compensation of expenses and costs should be required. Also, according to our Legislature, it is illegal to use sport facilities for purposes other than sport. For example, if it is a swimming pool, it means you cannot pickle cucumbers in it or put a dolphin in there.

The strategy to reduce the drain of talented athletes and provide them with a coherent development system was to establish a joint administrative entity under the supervision of the sport federation. This structure would become a structure integrating the efforts of the major stakeholders in the sport system including sport schools, clubs, sport societies (presently operating under different ministries), federations, and Goskomsport Belarus.

Strategies regarding high performance sport included a complex social mechanism to ensure the social security of athletes and coaches. Implementation of the 1993 Legislature on Physical Culture and Sport, although a considerable breakthrough in this direction, did not affect in a tangible way the continued departure of the best coaches and athletes. The strategy was therefore to establish close links with foreign sport clubs and teams where are Belarussian athletes and coaches, in order to keep in touch with them as well as investigate potential partnerships and investments.

We need to use a club-to-club cooperation for all aspects, also to look for investments into our field, attract domestic and foreign capital.

Let the private sector buy the land and build sport facilities on it.

Lobbying politicians (i.e., parliamentarians) and arguing for an overall protectionist and dynamic perspective in organizations having political or social power was a strategy emphasized by one professional. He perceived this strategy as a way to influence the government and get the necessary legislatures passed by the parliament. Of assistance in this strategy is the new party "Sport and Society" consisting of former prominent athletes and coaches. The role of this party was seen as the lobby parliament members and the wide promotion of the cause of sport and physical culture in Belarus.

Several Goskomsport Belarus employees suggested that there was a need to change some strategies in terms of the administration of physical culture and sport. They mentioned that certain strategies and approaches were "not perfect, and even conservative in some respects." The poor state of mass recreation, according to them, was an indication that the old strategy used for the administration of recreation and mass sport was not that successful after all. The organization of competitions as a form of mass sport has required less attention from the state and provided results that look good on the paper. But it was proposed that to improve the physical culture and mass sport, various mass activities would be better than competitions. Furthermore, it was suggested that the taxes paid by the population should stay at the disposal of municipalities so that the money would stay at the grass roots level.

The administrative area per se, (e.g., physical education, recreation projects, initiatives, awareness campaign for the population, conferences, research), as well as

trying new methodologies and applying something new in the regions, is very small at Goskomsport Belarus. We need to capitalize on that area, instead of predominantly organizing competitions.

Another strategy pertinent to the voluntary sport societies (e.g., Dynamo, Spartak, Trade-Unions, Harvest) was suggested by one of the leaders of Goskomsport Belarus. The strategy was to maintain these organizations at arm's length and provide them with maximum autonomy and freedom. The same official argued that it was important to give independence to the sport federations and sport clubs which, at the moment of the study, depended on state sport governing bodies both financially, organizationally and morally. He believed that the key point was to change the federations' attitude of taking a budget for granted and to encourage them and the clubs to do their own fund raising.

There seems to have been a major shift in the nature of the strategies with regards to their underlying values. Radical changes within the Belarussian society (caused by the disintegration of the Soviet Union) have resulted in major changes in values and major transformations in sport and physical culture. The universal communist ideology, based on the values of amateurism, patriotism, collectivism, selfless dedication, and priority of moral over material rewards which were previously known as those qualities of the Soviet athletes--see (Peppard, 1980; Baumann, 1988), is facing a major challenge. At the time of the interviews, the Goskomsport Belarus officials as well as athletes and coaches, believed in the positive aspects of professionalization, although some ten or fifteen years ago, "professional" was a derogatory term in the sport establishment and the media.

The value of commercialism also seems to be central to top level executives at Goskomsport this may be because the economy forces their state organization

to be involved in business in order to survive. Goskomsport Belarus advocates business activities and commercialization of high performance sport (sponsorships, joint ventures, investments, trade of athletes) in order to maintain its operations and the sport system in general. Some professional staff, however, have expressed regrets about the pervasive commercialization, especially in regards to the new "buy-sell" mentality.

However, if many changes have affected sport in the international arena (e.g., changes in Olympic eligibility rules, commercialism of the Major Games) and in Belarus, the "official" values promoted by Goskomsport Belarus are universal human virtues in sport, including those of the Olympic Movement (Legislature on Physical Culture and Sport, 1993). At the grass roots level, however, the new values (i.e., the officially supported commercialism, professionalism) have been noted and have resulted in shifted motivations for young athletes. Therefore, the actual values learned at all levels are somehow in contradiction with the Olympic ideals proclaimed officially. However, it is not a surprising since, at the moment of the study, actions of the International Olympic Committee itself toward commercialism and professionalism were but asserting the increased presence of this factors in the Olympic Movement and during the Olympic Games. In terms of other official values of Goskomsport Belarus, associated with the propaganda of physical culture and sport was prohibiting the promotion in the mass media of violence and images degrading human integrity that are linked to sport. The values of fair play and competition were manifested through official policy of Goskomsport toward the usage of banned substances as negatively affecting athlete's health.

Another relatively new and one of central values emphasized by Goskomsport Belarus is Belarussian nationalism. Senior officials have spoken of raising, educating people in terms of respect and love of the culture, history, and

symbols of Belarus, through sport. They believed that this could be successfully promoted through high calibre sport events and the athletes who represent Belarus internationally. They suggested that successful athletes wearing the colors of their newly independent country contributed to an awareness of, and a pride in Belarus. The importance of the positive image of new country internationally seemed to be important for Goskomsport Belarus, the government and politicians. One Goskomsport Belarus leader suggested that people and athletes had to re-establish and re-direct their orientations and commitments in the sense of a loyalty, patriotism, and love of Belarus as their home country. They spoke of the importance of filling the gap in the ideological vacuum brought by the collapse of the Soviet Union:

Our people know these guys, like Scherbo, Zhelezovsky; they know and love them and greet their participation on the national teams of Belarus. That is why we pay the expenses of those of our champions who stay abroad: because it is good for the prestige and popularity of sport at home and outside of our country.

An illustration of the quest of Goskomsport Belarus to promote patriotism, is the fact that the Olympic champion in speed skating, Igor Zhelezovsky, was recommended for the position of NOC vice-president.

When considering Goskomsport Belarus strategies, it was found that they are primarily concerned with securing the organization's status and finances, and protecting the interests of the larger physical culture and sport system. Therefore, Goskomsport exhibits the traits of an organization-defender (Miles & Snow, 1978). In terms of the organizational technology and its structural dimensions, Goskomsport Belarus was found to be highly differentiated horizontally, highly centralized in terms of control, highly formal and hierarchical

in terms of communications, as well as highly routinized in certain work areas. All of this are typical for a "defender."

At the time of the study, the strategies of Goskomsport Belarus were evolving and developing along with the changes affecting the Belarussian sport system. It was found that Goskomsport Belarus basically followed its fundamental principles and orientations, which were to preserve and further develop the achievements of the existing system of high performance sport and physical culture. It appears, that future directions and strategies will depend significantly on the status of the organization, its structural change, and its new leadership.

Power and Control

This section is devoted to the issue of power and control within Goskomsport Belarus. It focuses on the formal and informal power to influence decision making in the organization, the group dynamics, and the power and control that certain groups have within the organization.

Formal position as a source of power and control. According to several Goskomsport Belarus employees, the higher is one's authority in the organization, the closer this individual is to the power core. It was suggested that the senior leadership, including the vice-chairs and the chair hold most of the power since they have the authority to make financial, policy, structural, and human resource management decisions.

The extent of the power and control of the chair of Goskomsport Belarus can be weighed by the fact that he held for a while simultaneously the position of NOC president. According to some Goskomsport Belarus employees and other sources of information, the extensive use of power-control mechanisms by the chair and few other senior bureaucrats has created an atmosphere of domination

in both organizations. It has also resulted in the elimination of opportunities for other Goskomsport Belarus employees and for people within the larger sport community to influence politics in sport, to have a voice. One senior official indicated the necessity to divide the authority and power between Goskomsport Belarus and the NOC. One unit director suggested that certain areas were lacking control and therefore something had to be done about it.

In terms of usurpation of power, I do not feel it, and must say that it is almost non-existent. We are lacking some discipline and control in certain sectors, aspects of our work. This is an important factor, but if by the chance, control becomes more strict, people start to call that usurpation of power or something else.

This statement provides an indication that some felt that it was necessary to increase control and demands in terms of work performance within Goskomsport Belarus. It also illustrates that, it is felt that some co-workers are lacking the understanding of the importance of control and monitoring. In brief, seemed to be at the level of the Goskomsport Belarus leaders, especially the chair, who used various mechanisms to maintain power and control within organization, but this power and control was not necessarily felt in the day-to-day operations of all sub-divisions.

Information as a source of power and control. In terms of influence on the decision making process, it was found to be concentrated at the level of the chair and vice-chairs, where is also concentrated most of the information.

We need a mechanism of information exchange, more access to information, most of it is with the leadership of Goskomsport Belarus, including the chair and his vice-chairs. We are working in the same field, are closely interconnected. But instead of

this information exchange and sharing, those of us who develop strategies and build a path, have to organize competitions.

The leadership seemed to have access to the most important information in Goskomsport Belarus, and have the discretion to use it in whatever way was believed necessary. Information related to government affairs, finance, international sport relations, human resources and structural adjustments, upcoming changes, and other such valuable data was in the hands of the chair, first vice-chair, other two vice-chairs. However, other Goskomsport Belarus professionals seemed to have some power in processing the information going from bottom to the top. This gave them control over the selection, interpretation and delivery or withholding of information. When it came to their work area, they seemed to have much more knowledge and awareness than their superior which, to a certain extent gave them a certain influence in the decisions.

Informal groups and power distribution. Power and its distribution was clearly a concern of Goskomsport Belarus professionals who believed that it had a lot of influence on the work process and the climate of the organization. Some employees were overtly discouraged with their current possibilities to influence decisions taken by the leadership.

In the past it was possible to speak up, to insist on your own viewpoint at the Communist party or the Trade-Union organization of Goskomsport Belarus but today, there is no way to influence decisions. Today, you talk to your fellow co-workers in the department or come out in the corridor to talk with colleagues from other units to complain about your troubles and worries and that's it.

Other interviewee mentioned that, unfortunately, the socialist system and its authoritarian approach to administration had created a stereotype that the boss is

always right. Hence, they felt it takes a lot of patience, assertiveness and even obnoxiousness in order to have influence on any significant decision.

In terms of the power of certain directorates or departments, it was suggested that a majority of professionals do not consider some units to be a more privileged position. It was felt that all directorates contributed to the common good and were equal in terms of staff salaries, benefits and so on. Each directorate has its responsibilities and there was no such approach that high performance sport is superior to physical culture, recreation and mass sport directorate and vice versa. Nevertheless, the economic directorate and the accounting department were seen as having some power because of their control over the finances.

We are in charge of one business, we have one common goal. However, Economic directorate connects all the initiatives together, since you need money to organize competition, to prepare athletes. You cannot ignore them, because they have to fund the initiative.

However, the type of power held by the economic directorate and the accounting department was not felt to be a decision making power. These units did not have discretion over fund allocation; their main function was to transfer money and finalize various banking operations authorized above.

In terms of the informal power hierarchy, it seemed to be a matter of coalitions and small "interest groups." This was considered a normal occurrence in the organization and described by some Goskomsport Belarus employees as something which was inevitable and always existed. However, to some extent, it was believed to be a result of the uncertainty within Goskomsport Belarus due to the absence of the chair. Within the organization, there are groups supporting the ex-chair, and groups opposed to his returning to power. One professional

admitted the existence of certain cliques. Senior executives were well informed of their existence and believed that they needed to be kept under control and encouraged to work with everyone to achieve common success.

The diversity of interests within the organization was another aspect which had to be dealt with. Group dynamics appeared to be fairly complex considering the uncertainty in terms of structure, leadership, and directions. Different viewpoints, approaches, as well as conflicts of interests contributed at times to disagreements and confrontations between professionals, and between subordinates and leaders. High qualifications and the extensive experience of many organization members leads to believe that they had firmly established beliefs and convictions. Disagreements in terms of personalities and ideas sometimes lead some specialists to quit the job.

There are disagreements sometimes; different people, right? Sometimes it does not click, then people leave Goskomsport Belarus, go to joint ventures, or to other organizations since there is that opportunity today. Professionals are interested in remuneration, it is understandable: two to five people quit to go to those joint ventures. Maybe 10 to 15 people will have to leave because they are not capable of working in an atmosphere of creativity, flexibility and initiative.

Some professionals, however, considered the arguments and discussions when done in a way that can be constructive, stimulating, and hence facilitating problem solving. Disagreements and confrontations, they suggested, should be more civilized, and arguments presented in the form of an alternative suggestions or ideas. They felt that a lot depended on the way, the angle taken to look at the same issue.

In terms of an informal leader, a person who's opinion and authority is respected among the employees of Goskomsport Belarus, most interviewees

named one of the present leaders, a first vice-chair. They thought of him as a professional of high calibre, someone receptive to innovation and change, someone very down to earth, not pretentious.

In terms of atmosphere, the climate within Goskomsport Belarus, contradictory information was obtained. On one hand, some professionals and the leadership mentioned that Goskomsport Belarus employees worked as a group of friends, with normal human relations at work and outside of it. On the other hand, there were several indications of power struggles, of political biases among employees in terms of taking sides.

People have no guts to insist on their view. Maybe somebody walks into the Chair's office and bangs him into the chest, to prove a point, but nobody knows about it.

The existing confrontations and disagreements should be handled in a more civilized, constructive fashion.

It appears that it is primarily the high job uncertainty, and the absence of security that existed in the past, which has created some tensions within the organization. Hardened economic and social conditions have reinforced the existing contradictions with regards to the issues that need to be put to the leadership and solved through the involvement of all professionals. It cannot be assumed that these tensions take precedence over normal human relations and, therefore, Goskomsport Belarus is an example of an organization operating in conditions of high stress. No doubt that the economic and social crisis has also had an impact on the group dynamics and the organizational climate. Also, it is clear that the traditional approach to leadership (i.e., authoritarian, autocratic) and organizational culture has resulted in some peculiarities with respect to the operation of Goskomsport Belarus within its new environment.

Sport Canada

For Sport Canada, the analysis was focused on seven structural and contextual variables, the same ones used to describe the various aspects of the structure and operation of Goskomsport Belarus. The results pertaining to each variable are presented below.

Complexity

Horizontal specialization. Sport Canada is a governmental organization in charge of amateur sport and at the time of the study, it was composed of five major units: (a) policy, planning and evaluation, (b) core support management, (c) major games, (d) high performance, and (e) regional coordination. Besides that, there was the director General's office and an office for administrative services. The five structural sub-divisions of Sport Canada were formed as distinct units in accordance with the operational structure adopted in June 1994. This organizational structure, however, was tentative and was to be formalized in the fall of 1994.

Each of Sport Canada units is assigned a number of specific tasks and responsibilities. The policy, planning and evaluation unit specializes in domestic strategic initiatives, including maintaining links with the Canadian Sport Council, the Fair Play commission, the Canadian Center for Drug-Free Sport, and provincial and territorial governments through the Inter-Provincial Sport Committee. It is also responsible for activities in the areas of planning, evaluation, consultation and sport policy development. The high performance unit specializes in programs and initiatives in the areas of coaching, multi-sport development centers, sport schools, sport medicine, officiating. The core support unit is in charge of primary liaison with National Sport Organizations (NSOs),

Multi-Sport Organizations (MSOs), and among its responsibilities, there is the leadership and consultation in the areas of high performance sport programming, athlete development, association management, and organizational design.

There are 40 employees, working at Sport Canada, with 33 of them appearing on the Organizational Chart. Among them two thirds are considered professional technical staff, whereas one third is administrative staff. It was also found that are professional staff with more general responsibilities, for example, policy analysts who have a wide variety of responsibilities.

The number of secretarial support staff varies between four and five. It was found that there is a maximum allowed in terms of professional staff in Sport Canada which, which is around 30 to 40 employees. However due to cutbacks, this number was reduced. At the time of the study, ratio of support staff per technical positions was about one to seven. The number of professionals working in the high performance unit was three, there were four in the policy, planning and evaluation unit, seven in the major games unit and 11 employees in the core support unit.

There are at least 11 different positions within Sport Canada, including secretary, contribution systems clerk, correspondence coordinator, chief of administration, consultant, policy analyst, coordinator, manager, director of unit, executive assistant, director general. Managers and/or consultants, starting at a certain level, receive the name of the program managers (PM), which is differentiated into PM-04, PM-05, and so on depending on the qualifications. This government nomenclature is for the senior management, a system which consists of a hierarchy of managerial positions and their corresponding requirements.

In regard to specialization within units, the core support unit is subdivided into summer and winter sports components. The summer component includes

the team sport group (e.g., soccer, baseball, basketball, volleyball, etc.) and individual sport group (e.g., athletics, judo, karate, wrestling, boxing; aquatic and racquetball, tennis, etc.). Each consultant normally works with the NSO of six to nine individual or team sports. He or she provides consultations and expert advice to NSOs in the areas of communication, facilitation, and internal decisions. This includes informing NSOs about Sport Canada policies, recommending levels of funding, providing expert assistance and advice, and facilitating meetings and conflict resolution. The consultant's areas of responsibility are broken down into a vast number of roles and duties. From this, it can be inferred that consultants are relatively less specialized employees.

Similarly, the areas of responsibilities of the policy analyst involve a vast number of duties:

It is advising senior management on future directions and current policy issues that might be arising in the house or elsewhere; providing some assistance to consultants, at times, in terms of interpreting some policies, for example, tobacco sponsorships in sports. It is sometimes working on evaluation, program development - it really bounces around, it is very project specific and very flexible. It is one of the reasons why I like my position - it allows me to move around different areas.

Despite the fact that all professionals within Sport Canada are assigned responsibilities within a specific unit, the horizontal specialization does not end there. Some consultants and program managers have other responsibilities and simultaneously report to different units with regards to specific projects and initiatives.

Above what you see here, purely at face value, are [tasks] really linked across the board. So that, you know, it's kind of tough to say that it breaks purely into specific, nice, neat units.

For example, a consultant from the core support unit may be involved in the work of the high performance unit since his or her responsibilities involve science and medicine and that this is also part of the anti-doping program within the high performance unit.

That form of horizontal specialization in Sport Canada is called a matrix system. The matrix system is the most popular application of "adhocracy" when there is a need for a rapidly changing, adaptive, and temporary system organized around problems to be solved by groups of people with diverse professional skills (Robbins, 1983). The essence of the matrix system is grounded in combining the deparmentation by function and by project, where lateral channels of influence are legitimized and project managers have authority over those functional members who are part of his or her project team.

According to the official documents, the matrix system was initially based on the consultants of the core support unit having the primary responsibility for the liaison with NSOs, but becoming involved in multi-staff projects.

They worked together, for example, on a coaching issue in lacrosse, where the consultant for lacrosse would work with the manager for Coaching on a particular coaching issue related to lacrosse.

The division of responsibilities across and within units which depends on the number of factors. Primarily, it is linked to the experience and interest of the persons involved. But it is also caused by objective factors such as the departure

of a professional from Sport Canada forcing a distribution of his or her roles and responsibilities to others, since a new employee is not always feasible.

If somebody leaves and we look at stop-gap measures, an interim measure that says:

"Well, lets see who in here has some experience in this field or interest." We had a person who's area of expertise was science and medicine and who left. His portfolio was divided up amongst five of us.

In summary, one of the fundamental characteristics of the horizontal specialization in Sport Canada is the low specialization of employees due to the complexity and multitude of tasks, and a secondly to the matrix system which is another form of horizontal differentiation, where employees have responsibilities with several units.

Vertical specialization. Vertical specialization within Sport Canada, or the depth of the structure, was assessed by examining the Organizational Chart and Sport Canada Portfolios. There are four levels separating the lowest hierarchical level to the level of director general.

Another aspect of the matrix system is linked to the vertical specialization or depth of structure within Sport Canada. This aspect allows, for example, a program manager to lead a project team within which another program manager is working. In the matrix system, then, a program manager may periodically supervise another program managers.

In terms of the span of control (e.g., the amount of employees that a manager can direct effectively), in Sport Canada the span averages three or four. Since it is not very high, that is, only four employees are reporting to one manager, the degree of vertical differentiation in the structure is moderately high and the graphical structure is relatively tall. However, granted the discretion and autonomy given to the professional staff and granted the matrix system, Sport

Canada cannot be put in the category of highly vertically specialized organizations. Another point is that because of the system of assigned leadership in matrixing, the vertical specialization scheme is constantly changing.

Professional specialization. Another factor which allows to come to the conclusion that employees have low specialization is their high level of training. The job requirements for this federal government agency is extremely high: an undergraduate degree in physical education, administration or a related field and significant combined experience as an athlete, coach and/or administrator in the Canadian sport system. A post-graduate degree in business, sport administration or public administration is highly desirable. In fact, one of professionals suggested that from 40 to 50% of Sport Canada employees have a Master's degree, and that some have a Ph.D. The professional staff that do not have a formal degree at the post graduate level are kept apprised through projects, exchanges with colleagues from an academic environment, courses (e.g., management in government structures, marketing, etc.) or involvement in leadership development activities. One of the employees suggested that a lack of sport background creates a steep learning curve for a candidate but that there had been a precedent when one consultant was hired that way. Another professionals believed that:

The M.A. in public administration helped, but what I think really allowed me to get a position was the fact that I had a good knowledge of how government operates. And because the policy process is very much driven by government structure and regulation you have to know how to stick the camel through the system, what factors can impact on its development, and how it works in the context of federal government.

Considering this, managerial working experience (whether in the sport field or government) is another asset for Sport Canada personnel. About five to seven years of experience in the areas of financial management and administration of sport is indicated as a formal requirement for the consultant's position. The knowledge of technical pre-requisites for high performance and domestic sport development, as well as general managerial experience (application of planning and evaluation principles, organization development techniques, human resource management) are crucial. At the time of the study, these criteria were not as firm as they were revised.

The knowledge and skills mentioned above can be obtained primarily through post-graduate degrees or through high profile management training programs within the government. In Sport Canada, there are discussions about professional development, but up to the Fall of 1994 no significant changes had been made in this direction. One Sport Canada specialist mentioned that access to these programs was reserved to managers of a certain category. Educational opportunities exist, but for the majority of employees, they are limited to French language training and computer courses.

Beyond Program Manager... Like it's people at the director's level, those who are on the Executive, who can access it, and the rest of us really do not have that access.

Anything outside of language training, we do on our own initiative and expense because of the nature of how this department operates. The ranking on professional development promised by the former director was never formalized.

Geographical dispersion. The office of Sport Canada is at a single location, thus the organization not dispersed geographically. However, the Department of Canadian Heritage, the Ministry under which Sport Canada

operates, has six regional offices across the country (Vancouver, Calgary, Winnipeg, Toronto, Montreal, Halifax). Therefore, Sport Canada has created a unit of Regional Coordination to ensure better links with these offices.

The concept is that this unit will now do a lot more to develop sport's presence in each of these regional offices, to try to use the regional personnel to help us in the work that we do and touching base with the activities of that part. I think we are one of the few branches which is not decentralized, as opposed most of our counterparts within the government. It is definitely a big trend within the Heritage and government in general.

It was found that one of the main reasons for Sport Canada to stay centralized is the proximity to client sport organizations, most of them are residing at Canadian Sport and Fitness Administration Center. In addition, the small number of professional staff at Sport Canada and the limitations on federal spending on sport did not allow at the moment of the study to branch out, to establish a regional office outside of the Ottawa-Hull area.

Formalization

In this section the extent of formalization of the Sport Canada operations is discussed including the existence of formal rules, procedures, policies and plans, as well as the uniformity of activities and the impact of informal rules.

Policies, roles and responsibilities. At the time of the study, there was no formal policy and procedures manual or job descriptions manual in place, although according to the employees, these documents were in the process of being finalized. Revisions to the policies, job descriptions were brought by the transition experienced by Sport Canada in the last several years. There are a number of policies on such areas as tobacco sponsorship of amateur sport

programs, official languages, women in sport, hosting of sport events policy, and high performance sport centers. Most of the policies are being revised, but the older versions are still utilized. The purpose of the policies is to bring more coherence into the programs related to sport and ensure the consistency with general and overriding policies of the federal government. For instance, the policy on women in sport articulates the goals of equality, and the general means to attain this goal (e.g., how to methodically improve the current status of women in sport in Canada). The necessity to make some changes and revisions to the policies was indicated by several professional staff.

We have some policies in here which have not been revised since the mid-1980s.

Well, many of us would like to see those things get cleaned up, but it is not necessarily that the person in the position is holding it back. Nine times out of ten we have done 65 drafts but then comes a change of Minister or something and then it gets postponed or held up.

Interviewees spoke of the new conceptual Policy Framework, which they thought would contribute significantly to establishing a corporate direction for amateur sport and assist Sport Canada employees in their work. The Policy Framework has three key parts: the sport funding accountability framework, a new hosting policy, and the Canada Games initiative. The first one regulates new funding relationships with client organizations while the hosting policy circumscribes the federal government's involvement in the hosting of Major Games and events. The Canada Games initiative is an instrument for the government's involvement in the development of young talent in sport. Also, Sport Canada reviewing its policy on high performance athletes, particularly to the Athlete Assistance Program. The date given for the introduction of all policies was April 1995.

A number of job descriptions dated from 1990 were obtained from Sport Canada. They provide a comprehensive account of roles, duties and responsibilities. The extent of specification is high, and covers a vast number of activity areas.

Job descriptions are quite detailed; they tend to be strictly to fulfill the requirements of the staffing exercise and if it would not be for this requirement, they would not be as complex as they are. Because they are written in a strictly bureaucratic way. Policies are not written down to that extent, the laying is just there but it is more in a loose way.

Several professional staff in Sport Canada have indicated the importance of defining roles and responsibilities for all positions and having a clear delineation of responsibilities between units. They felt that otherwise it would affect the relationships with client organizations. The state of transition and the absence of up-dated policies seemed to have created a situation where a lot of aspects of the day-to-day operations, which were very concrete and regulated in the past, were conditional and not as firm at the time of the study.

Planning and programs. The recent arrival at Heritage Canada seemed to have also affected Sport Canada in the sense that its planning and programs are undergoing a revision. For example, it pertains to the Core Support Program (a comprehensive framework of financial contributions available to NSOs from Sport Canada in support of their regular, ongoing activities in the areas of management, high performance and domestic sport development) was being revised and simplified. The 1994-95 Core Support Application Process was simplified and appeared became more flexible in terms of the primary reliance upon each NSO's internal financial information and long term plans. Changes were not drastic, however. Interviewees actually suggested that the the process

of application as well as the operation of the Program had not changed considerably in the last decade.

Core support, well, that is the typical bread and butter program. It is still being run exactly the same way it has been for the past, you know, 10 or 15 years. There have been marginal changes to it, but they haven't really re-structured it.

Quadrennial planning, mentioned in the Core Support Program, started with the concept that Sport Canada would provide guidance and financial or other assistance to NSOs in order to enable them to develop four year plans. Quadrennial planning was put in place for 1984-1988. This initiative of Sport Canada to have formal requirement for the client sport organizations turned into "paper work exercise" according to one professional. Now the quadrennial planning process has been somewhat relaxed as explained this another professional:

Now it is not a requirement that we be involved into Quadrennial planning but it is an expectation that sport bodies have a multi-year plan, in fact, that is one of the conditions of funding and we would look at their plan in terms of assessment and the funds we would allocate.

The rational planning process and the complex procedure of applying for funding has resulted in the growing rationalization of the NSOs and Sport Canada itself. Planning, as a form of control over NSOs, has lead to the growing formalization of the federal government department. Another indication of growing formalization of the federal government and client organizations is growing number of programs offered by Sport Canada (all together ten programs) at the time of the study. Among them are the Athlete Assistance, Women in Sport, Official Languages, Applied Sport Research and others. These programs

include the detailed account of the eligibility, procedures of application and contribution reviews.

The policy, planning and evaluation unit is in charge of strategic planning as well as some programs like the Applied Sport Research program and the Women in Sport program. Other units are also participating in program development and all units are involved in the strategic planning sessions and the operational planning sessions.

Performance standards. The communication process and the interactions between colleagues within Sport Canada appeared to be very informal, since there is no set standard or accountability system in terms of communication. There is a lot of informal discussion among staff members on different issues. Communication, both formal and informal, extends from within a unit to across units, since a lot of professionals find that there is a lot of similarities regarding various issues from sport to sport, or from area to area.

If I've got a particular issue, I'll just walk down the hall and I can say: "Hey John (or Ray) what do you think about that?" So it is a combination of both formal and informal processes and it is normal range that you would expect. Depending on the initiative, there may be more informal than formal meetings.

Meetings, their frequency and their format are another indication of formalization. Some professionals indicated that there was a lot of formal meetings over time, while others believed that there were just a few, on a "need-to" basis. Normally, the unit director calls meetings to share information and update the personnel concerning current issues. There are not set standards about how many meetings a concrete unit is supposed to have weekly or monthly. Larger meetings, involving all the organization's professional staff, occur in response to a Minister's decision or an up-coming event that involves the entire

organization. Other formal meetings are those with client organizations, partners within the sport community, or other departments or ministries within the federal government (Health, Official Languages, Multiculturalism), where Sport Canada maintains its presence in a number of capacities.

Personnel autonomy and discretion. Formally specified tasks and activities assigned to the professionals of Sport Canada serve as boundaries to the autonomy that can be exercised. Most work areas have set guidelines that have to be followed. However, policies and procedures pertaining to the day-to-day functioning of Sport Canada appear not as stringent and are rather informal.

In terms of my regular day, in terms of interaction I have with my clients, which meetings I go to, all that sort of thing, I am very much given the latitude to decide.

It seems that the existing policies and procedures especially because they are in their transitional form, provide general regulations but not detailed job descriptions. This creates a situation which allows professionals to exchange on projects and issues as they arise, and to use the assistance of other personnel, something specified in the policy. In fact, the current policies and procedures were tentative at the time of the study and the only detailed document classified as such was related to the ministerial correspondence. Therefore, the personnel seems to have discretion concerning how to communicate, how to interact with colleagues or clients. However, there are certain boundaries to the autonomy and discretion and at the higher levels, the autonomy decreases and the regimentation increases.

When it gets up to the ministerial level, then definitely protocol is followed at the Assistant Deputy Minister [level]. You know it becomes more rigorous in terms of what protocol may be followed, the higher you go up in the chain in terms of what is

done and how it is done, right down to how you write a briefing note, how you eat or may not, how an organization may or may not have access to the ministry.

Informal rules and traditions. The final aspect of formalization is the extent to which are present the informal rules, traditions, and how they affect the work process and group dynamics. Informal communication and interactions between professionals within Sport Canada seemed to play a substantial role. One of the reasons is the open-door policy, and the physical lay-out of the offices, which look like cubicles separated by movable light structures. The open-door policy seemed to result from the fact that, among other things, a lot of employees have worked in Sport Canada for a number of years and know each other well.

Everybody here knows everybody, it is just the nature of an open office. This can be good, but also sometimes, it can be negative because your ability to have a private conversation is greatly diminished in this environment (if for instance you want to have a confidential discussion with a client).

Among other unspoken rules is the appropriate business attire (suit and tie), for meetings with external clients. On a day-to-day basis, individuals dress casually. Specific for the consultant's job is the fact that they work on average two weekends a month because many of their client organizations meet at that time. This can result in fatigue or burnt out after a while. Such schedules are hardly reconcilable with the regimented hours of the work day usually in place. Flexibility is thus important.

People respect that you may not show up at 9 a.m., but people here are hard working, have respect for one another, so, we don't punch time clocks. The majority

tends to work more hours than less, our overtime policy is restricted whereas many of us work evenings and it is not considered overtime.

Social, informal gatherings, and social events take place in Sport Canada and are linked primarily to sport and physical activities that help social bonding. On occasions, golf games are organized for all employees, and a lot of people run together at lunch time or go to a fitness class. Also, it appeared that employees had to show a serious concern for sport in order to be taken seriously, and this includes involvement (on the side) as an athlete, a coach or a volunteer in a different capacity. There are a few high performance athletes, including Olympic athletes, among Sport Canada employees, and many professionals work as volunteers as well: it is known to be a part of the organizational culture, of the lifestyle.

Among the social events that bring employees together, interviewees mentioned the United Way fund-raising, Christmas and other seasonal or birthday parties. On occasion it may be just going for lunch or for beers together. Some professionals showed more interest or enthusiasm than others for that kind of things. It was mentioned that meeting each other informally outside of the office can have a big impact because people can experience another setting, have a private conversation about particular issues, have more interaction. However, it was also suggested that employees within Sport Canada tend to be extremely busy and travel a lot, which reduces opportunities for informal, social gatherings.

Monitoring and control. Staff evaluation and appraisal represent an important part of the organizational activities, and they can exist in more formal or informal ways. In regard to Sport Canada, there is a personnel performance appraisal system which is standard across the federal government. The system

comprises forms that have standard format. These have been used in the past, however, in the last two years, appraisal has changed dramatically due to the re-classification of all positions within Sport Canada. At the present moment it is:

Basically, a very simple two-sided sheet that [indicate] the strengths and weaknesses of the incumbent and here is the employee's comments on what transpired during the past year regarding their performance. A the employee has the opportunity to include comments.

The usual format for reporting results of meetings or work done can be either written or verbal, also there is nothing that regulates the day to day work plans or the frequency of contacts with one's supervisor. It was also found that sections within a unit or across units can report using somewhat different formats and forms. Therefore, there is no unified system nor operation manual explaining how to report activities. However, certain areas (e.g., travel involving costs) are falling under the Treasury Board guidelines and, in this case, there is a specific set process which the personnel must follow.

Centralization

Distribution of authority. The authority to make decisions is spread between several layers of Sport Canada hierarchy. Primarily, this authority belongs to the managers, unit directors and the director general. The larger staff's authority is limited. The authority of the unit directors and managers entails approving decisions made by their subordinates within the unit concerning technical or administrative issues. It also entails providing leadership and direction of a given unit, assigning tasks, receiving the reports from them.

The director general has most of the authority within Sport Canada in terms of overall leadership, structure, recommendation of the budget upwards to the

Assistant Deputy, the Deputy and finally the Minister of Heritage. In other words, the director general has the authority to determine the overall direction of Sport Canada and to coordinate the work of the unit directors.

Although Sport Canada's director general is a senior figure in the hierarchy of authority, for a number of program decisions, policy documents, structural changes, or allocation of funds, it is ultimately the Minister of Heritage who has a final say. This creates a situation where some decisions crucial to Sport Canada are made outside of it.

The director general (DG) is sort of the key figurehead for this area and he will only recommend things upward to the Assistant Deputy Minister (ADM), the Deputy Minister, and then the Minister. Director general is a key link between the rest of us and the political process because he brings all the messages forward to the ADM and the Minister, who has the ultimate authority.

An example of the exercising of authority by the director General is the most recent structural change in Sport Canada (1994). The director general proposed the re-organization to the Assistant Deputy Minister and, as a result of the discussion with the Deputy Minister, the approval was received from the Ministry.

Other Sport Canada staff have authority as well. This authority is primarily linked to assessing client organizations or specific projects. In the past (Report of the Minister's Task Force, 1992) there was a lot of criticism in that it was felt too much of the final decisions depended too much on the judgement and skills of consultant. For example, consultants had authority to recommend the NSOs' funding requests, they had authority to approve the salary support, they participated in selection interviews, and they reviewed and evaluated reports from sport organizations. At the time of the study, consultants were not involved anymore with human resource management of the NSOs and therefore their

authority was more limited, and their concerns changed toward assisting, mediating, and representing the interests of the client organizations. As for the authority of the rest of personnel, it is limited to decisions pertaining to the daily load. The discretion of Sport Canada professionals to take direct steps or action is limited unless sanctioned by senior management.

Formal process of decision making. In regard to the process of decision making and the steps toward important decisions, they start at the level of program manager or consultant. These employees are directly involved into the organization's business, have all the relevant information, and know the situational context. The first reaction of the consultant, policy analyst or program manager to a crisis situation would be to develop recommendation or a plan of action, and to propose it to the next level, which is their immediate supervisors (group manager, unit director) and then further upward, if necessary. In these terms, the more crucial decisions have to involve the senior management and the director general, since they are the ones to decide and authorize the action.

I cannot go out there and announce something without...like I would be shooting myself in the foot if I did that and would be chastised for doing so. You have to follow procedures to a certain extent and clear what your approach is with senior management before you do anything publicly.

When the situation or the issue needs further consideration from the leadership of Sport Canada (i.e., issue affecting the structure, important project, etc.), the process may continue all the way up to the director general, or to the Assistant Deputy Minister, the Deputy Minister, and the Minister. Once made, these macro-decisions (the ones important for Sport Canada's overall direction and structure) come to Sport Canada from the Minister's office.

In the area of funding approval, the final decision comes from the Minister, unless the amount does not exceed \$50,000, in which case the decision will be made at the level of the director General and the Executive Committee. All decisions pertaining to specific projects or initiatives (e.g., National Multi-Sport Development Center, Federal-Provincial-Territorial Steering Committee) are made at that level of the senior management.

There are decisions which are decentralized, that is, made by other levels in the Sport Canada hierarchy. In order to react quickly, for instance, technical decisions are predominantly decentralized. Often it is consultants, group managers and unit directors who make those decisions since they are the closest and most familiar with the situations. For example, a decisions regarding whether to allow a NSO to use the money left from one of the contribution blocks for another, would be made by a consultant. The unit director make decisions in terms of how to resolve a particular problem or issue concerning a client organization or Sport Canada partner: they decide on how to proceed, whether to send the consultant to a meeting with the association, and so on. The initial steps in the process of decision making (e.g., information gathering, proposal on how to solve the issue) are done and then reported to unit director.

If it is a center-related activity, this person who is a program manager, would discuss it with me and come to a decision. That is as far as it needs to go.

Locus of decision making. The locus of decision making in Sport Canada is at the level of director general who is the key person according to the interviewees. Some decisions within Sport Canada tend to be centralized at that level, for instance, when the director general has to authorize actions pertaining to the internal operations of Sport Canada, implement an initiative, or submit recommendations and figures to the Assistant Deputy, the Deputy and finally the

Minister of Heritage. However, and since the former and present directors were appointed from within the public service as opposed to from the sport system they have been less familiar with the implications of their decisions and the situational context than other Sport Canada senior managers. This is why the Executive Committee is important. It consists of the five units directors, and allows for the discussion of important issues and collective input in the decision making. The director general regularly consults this Committee in regard to more complex decisions affecting the overall direction of Sport Canada. However, it remains that the director general has final say regarding what will be proposed to the Minister of Heritage.

In brief, the actual decision making seems to be the prerogative of the senior management with the locus at the level of the director general. The director general discusses larger issues with the Executive Committee and comes up with a decision based on that discussion.

Personnel input. The input of Sport Canada employees into the decision making process includes the gathering and interpretation of the information, and the writing of recommendations to the senior management. Their input seems rather important because they are the ones who propose and recommend an action. According to one of Sport Canada professional, this is because:

Obviously, the director General is not in a position, he has got too much on his plate to know what the incidentals are of an organization, an NSO. The consultant is the one who is going to weed out the relative benefits or costs for this or that within that organization. He or she will be the person who is going to bring the message forward as to how much is going to be funded in certain program areas for that organization.

Although staff such as consultants and program Managers have an extensive amount of information pertinent to their areas, sometimes decisions are

made without a lot of discussion with them and consequently their input into the decision making process is not sought. It was found that in the past, there were problems in the area of decision making at Sport Canada, specifically the lack of staff input.

I'd say we were weak on that area in the past but it is beginning to improve. But, there are further improvements that need to take place to ensure that on any area of business, people who are working the closest to the business end have an opportunity to provide their input and perspective. And more important, that information is taken in consideration by the people that are responsible for making decisions.

This statement coming from one of the senior management professionals indicates that the need to bring about changes in terms of decision making in Sport Canada is important and that there are still some issues to be resolved. People in leadership positions ultimately have to make decisions, but the latter should be based on having reflected on the input provided by the staff. Increase in the input in decision making was felt to be necessary in order to ensure that professionals would impact the decisions of senior management, especially those involving policies, program changes, and strategic directions.

Technology

This section includes information on how Sport Canada operates: its work process, the nature of the tasks and services performed by different units, interactions, and the communication among departments and with clients. This section also contains such aspects as work-flow between departments, the extent of the departments' autonomy and interdependence, methods and approaches

used by Sport Canada professionals, and technical and technological used to accomplish tasks.

Organizational functions. The nature of the work in the field of public administration has its specifics and can be characterized in terms of intangible outputs, that is, services which to a large extent fall into the area of information or consulting. Sport Canada provides a number of services that generally consist of exchanging information (consulting, expert advice, program development, planning) with clients and partners, including NSOs, MSOs, other sport-related agencies, athletes, coaches, and other government departments. Sport Canada also provides funding to sport organizations, but it is a financial support rather than a sale of services in exchange for high international athletic achievement.

Sport Canada is designed to serve the sport community and the general public, primarily in the area of high performance and secondly, in the area domestic sport. Therefore, its main function are: (a) providing leadership, policy direction; (b) providing financial contributions to NSOs and other sport-related agencies; (c) assisting the development of the Canadian sport system through supporting domestic programs; (d) supporting Canadian athletes; (e) working with provincial, territorial governments in order to assist the development of a coordinated sport system; and (f) managing programs in such areas as women in sport, applied sport research, programs for athletes with disabilities, and core support.

Among Sport Canada's work areas are leadership, technical assistance and expert advice, funding, representation and liaison, strategic planning and evaluation, and policy and program development. Each of these areas entails a vast amount of a smaller, specific functions including technical assistance, advice to client organizations (NSOs, PSOs, etc.), planning and program development, organizational environment analysis and assessment, monitoring and evaluation

of programs, and planning and human resource management. Sport Canada is also involved in liaising and negotiating with clients and partners with regard to different aspects of domestic sport and international relations (e.g., contribution agreements, hosting of Major Games and competitions, coaching, research). It represents the federal government on other government committees, it participates and signs agreements with international organizations; and it provides sport-related assistance to developing nations.

Task variety. The nature of tasks and activities of Sport Canada's employees is felt to be rather important. There are a lot of indications that the frequency of unexpected events in this federal agency is high, and consequently so is the task variety. Similarly, it appears that problems encountered by the professional staff in the course of strategic planning are not easily understood or analyzed: it is difficult to identify their solutions. For these and other activities like program development and new projects, employees have to rely on their experience, intuition and judgement. Extensive criteria and job requirements for Sport Canada employees are supposed to ensure their high level of training allowing to deal with unexpected situations.

According to Daft (1986), the extent to which an organization's work process involves solving highly complex and unexpected tasks determines the routinization of the technology. Sport Canada was found to be an organization with non-routine technology, where a great deal of effort is devoted to analyzing problems and activities, and where experience and technical knowledge are used to solve problems and perform duties. In general, the nature of the organizational activities indicate a high task variety since, the activities generally involve a lot of external partners and factors, as well as changes and problems which are often complex. One Sport Canada employees believes that:

We've got quite a bit of latitude where we work in terms of creative ways to respond to situations. It is not like you have to look through Manual-X for this particular situation and this is how you deal with it. It does not work like that. We will have to use our own ideas, thought processes to do that, and that is based on our experience and expertise and on pooling our brains together and to come up with a solution.

The professional staff in the core support unit, who deal with Sport Canada client sport organizations often encounter unforeseen situations for which there are no programmed solutions. More so, since many of the issues are rather complex and involve both clients and government, a great deal of judgement, caution, diplomatic skills is required.

It is a very fine line that you have to respect, and there is quite a lot of issues that frankly aren't government business so you have to be very careful to recognize where to withdraw and be very careful when people ask for your advice [...] In these matters, confidentiality is important. By in large, there is a lot of discretion, judgement and a lot of common sense that gets applied.

In terms of the daily operations and work activities, Sport Canada professionals are rather not regimented. The flexible hours are based on one's schedule. Workdays often extend beyond 5 p.m., when most other government departments are closed. Most professionals work more hours than less, although there is no system to monitor them. Work outside of the office is often related to research, consulting with external agencies, and taking or auditing courses. Public relations represent another important job facet for some Sport Canada professionals. This consists of representing the government agency outside (e.g., in the sport community, in the media, in external agencies) so as to maintain the presence of amateur sport, and to put forth Sport Canada's policies

and standpoints on certain issues. Public relations also serve to strengthen the existing contacts or make new ones, as well as promote sport development.

Communication with the public is usually handled by the unit directors or the director general, although special staff within the Ministry of Heritage also interfaces with media. The latter individuals have background and knowledge in sport, they can be assigned to major events such as the Commonwealth Games. Consultants or program managers who interact directly with clients directly are often told formally, prior to the press release, what they can say to clients or that they have to refer all questions to a person who is authorized to speak on behalf of the organization.

I mean, our managers give us some direction from time to time and again, a lot of times, you have to use your best judgement knowing what you know about the situation. Often people ask me at meetings: "give us a real story behind." I will not give a real story when I worked I mean there are times where you do not divulge internal matters. And I will not do it when I worked in the private sector. That is just common sense.

Interdependence between organizational units. Despite the fact that by in large all units in Sport Canada operate rather independently, they often get involved in a common project or initiative. Sometimes their success is directly linked to collaboration with employees from other structural subdivisions.

Units do not operate exclusively on their own. I can say that because there will be certain projects [for which] we work together. For instance, if there is a program review (which is a government driven exercise), everyone has to work together on that. There will be checks and balances across the units to see how our responses

mesh and, then, that has to be fed up through the system. It has to be a cooperative effort.

The matrix system existing in Sport Canada has the important implication for the organizational technology in regards to the interdependence and work-flow between units. The joint involvement of different units for a project has numerous benefits including utilizing the potential and expertise of colleagues working in other units. Matrixing allows for larger opportunity to develop a comprehensive and potentially very successful project. However, matrixing has its shortcomings; for one, it creates the dependence of one unit on another.

There will be times where, if you are working on a project with a couple of other units, you'll be stalled to a certain extent if they aren't pulling their weight. But that is inevitable at times, there is going to be a bit of push and pull.

This dependence occurs to some extent on an individual basis in the sense that a professional from one unit might have the necessary expertise on a particular issue which may be needed to solve a problem in another unit. Consultation and exchange of information take place in terms of keeping each other informed about events, that are relevant to one's area of responsibility.

One of the factors determining the work-flow between Sport Canada units is that, to some extent, they all are involved in similar activities: administration, technical assistance, planning, program development, consulting and expert advice, funds allocations, assistance to client organizations. This similarity facilitates the work-flow and contributes to the creation of both formal and informal matrixes. The interdependence between units, according to one senior manager, is manifested concretely. For instance:

The high performance unit has to do with the program areas relating to high performance but, in addition to that, the consultants who work with sports are within High Performance. Policy, Planning and Evaluation is also part of High Performance; the director General's job is related to high performance; and a major games unit is related to it too.

There are several other ways through which Sport Canada units are brought together. These are staff meetings, strategic planning sessions, and operational planning sessions, where professionals are able to discuss organizational priorities, values, technical aspects, and give each other feedback on them. One professional asserted that the group meetings are very useful:

You attend meetings where you get an opportunity for that cross-pollination that you would not normally have if you were just in one unit. And there is a lot of calls by my colleagues where I can improve communication across the board from the standpoint of: "what are you bringing back?" If you have an area of expertise or if you know of a special initiative, we are trying to do some of that in-service sharing of information.

According to some Sport Canada employees, there is a tendency toward more interaction between Sport Canada units and more matrixing is anticipated for the future. There is also a movement in the direction of broader concerns, for example, how coaching (high performance unit) is related to the activities of NSOs (core support unit). This, one senior official believed, would reinforce the importance of a working cross areas and the necessity for professionals in all units to work as a whole and not as "stove pipes where, you know, our unit is that many people and nobody else is paying any attention."

In recent years, communication between the units was influenced heavily by the uncertainty surrounding the structure of Sport Canada. The communication

has been at the discretion of the individual taking an initiative and addressing a particular issue. In case of a problem arise, an employee would tend to discuss it with colleagues having expertise in that area and superiors:

It is really dependent upon the individuals that are in direct capacities and really a lot is self-initiated. There is direct communication and, in any important situation or crisis, you tend to involve management almost immediately.

Although communication between the units involves frequent consultations and discussions with colleagues, at the time of the study it was not clear what is the expectation in terms of the sharing of information. Both horizontal and vertical communication (between employees and supervisors), according to several employees, need to be improved. The flow of information coming from the senior management level to the staff and vice versa is not always easy since many Sport Canada employees are not used to that kind of sharing.

Interactions with client organizations. According to several interviewees, the interactions with clients have changed considerably over time. First of all, the “hands on involvement with NSOs daily operations by the core support consultants” mentioned by the Report of the Minister’s Task Force (e.g., salary approval, participation in selection interviews, review of appraisal reports) has changed following extensive criticism from national sport governing bodies. Therefore, consultants have to adopt less interventionist and more assisting, facilitating types of interaction. Also some consultants suggested that a lot of the work done with clients at the time of interviews was not limited to the technical field and expands to organizational matters.

Now we are trying to work in collaboration with NSOs; there is a tendency to “back off” and let them run their own business. That is a way it is going in the last couple of

years. We are assisting them rather than leading.

There might be the differences in the way, in which Sport Canada professionals deal with work situations and interactions with their clients. One of the common techniques and approaches to a work process used by the employees in most units of Sport Canada is based on having all the relevant information. The consideration of the context of an issue and history of its development (the background, previous government statements) and consultations with colleagues are important when providing recommendations to the senior management.

However, the techniques used in the working relationships with clients are quite individual.

I mean how I react with my clients versus someone else may be quite different. We report back to our unit and we take direction from a manager who sets the tone in terms of our interactions. Now it is very much based on our own areas of strength. Something that I would provide or offer as a service because I have a background in it and feel comfortable with would be different from another consultant.

Although the major group of clients (NSOs) falls under the Core Support unit, other units interact with a vast number of domestic and international organizations. The nature of these interactions differ from unit to unit and is project specific. For example, interaction between the high performance unit and the sport community are unique. High performance unit interacts with sport bodies by offering them a consultation services, for example, how to design a coaching structure.

The technical services or assistance are provided by the core support consultants to the NSOs, and they are linked primarily to the technical areas

(coaching, science and medicine, sport schools, group facilitation). The nature of an assistance depends on the situation, needs of a particular NSO, as well as the background of consultant and services may be offered during the working on high performance plan, joint discussion and revision of the client structure and operations or facilitation of meetings.

There are things which I am requested by my clients to do. I do not impose it on them, I go to their meetings and if they have problems, they ask me: "could you provide us with some assistance in this area." And I say: "yes I do." Yet each association is different and its problems are different, so it reflects on my approaches and the situations.

The consultants' less interventionist and flexible approach to technical services was also dictated by the recognition of the capacities and knowledge of NSOs executives and national coaches, many of them, according to one of government employee, "have technical expertise that is far more in depth than we are covering."

Communication with partners and clients of Sport Canada is another important aspect of organizational technology which was studied. It was found, that there is no formal specification at this point, on how to contact and interact with partner or client organizations: employees have flexibility in the way in which they relate, contact their clients and partners.

Technical and technological means. There are a number of technological options which Sport Canada employees can use in their everyday communications. The technical and technological means available to them include the regular mail, the telephone, the fax, and computer linkages. All of these means of sending information are utilized depending on the circumstances, the nature, and the urgency of the issue. It was found that most information is

still sent via mail, but that many of them are faxed. Sport Canada has a filing system where hard copies are stored, however only outgoing correspondence is filed. A lot of internal communication is sent via computers and the information is stored on the hard drives' of computers.

Computerization was late in arriving to the government. Only recently has Sport Canada started to show the adequate level of technological sophistication. Computerization of Sport Canada was initially supposed to facilitate the communication process with clients and partners in and outside of Ottawa. One of the initial drives for the computerization of Sport Canada was the extensive and time consuming funding process for NSOs which involved a considerable amount of paperwork. All documentation is now available on a computer and the process of requests submission and communication of feedback can be conducted through electronic mail.

The level of technology in terms of hardware is rather high. All Sport Canada employees have access to a personal computer and a laser jet printer. Technical knowledge of software packages is critical for most people and it is an unspoken requirement.

You have to have at least the Word Perfect, a lot of people use Lotus, a lot of people use Data Base or spread sheets, things like that. There is a certain amount of technological sophistication there but it is not like we are on the leading edge or anything.

Concern was actually expressed by one senior manager that the intelligent use of machines and electronic networking was still an issue. The primary areas of potential improvement are the transferring of documents, and telephone conference as opposed to meetings. It was felt by some employees that the recent acquisition of a computer system would have a positive long-term impact

and increase the level of sophistication of Sport Canada. For instance, Sport Canada can access the electronic mail system (Bulletin Board System) linking sport organizations residing at the National Sport and Fitness Administration Center. Installed in the summer of 1994, it is only now becoming operational, when professionals are getting familiar with this practical and quick way to contact their clients and partners. There is another electronic mail system within the Ministry of Heritage (CC-mail), that is strictly government network.

Sport Canada is also directly linked to the Sport Data Base (Sport Discus) which is located at the Sport Information Resource Center in Ottawa. This data base is the largest sport library in the world, boasting over 330, 000 references from books, periodicals, dissertations, and articles from all over the world. Electronic mail and link to the Sport Discus allows Sport Canada professionals to access a great deal of sources and information pertaining to particular issues, and to research them without going outside of the organization.

There are still a number of technological challenges faced by Sport Canada. Although Sport Canada has done a lot of progress in the area of computer technology and communications, some professionals have indicated that there are difficulties as well. There are three main difficulties: (a) access to information; (b) uniformity of data collection; and c) inability to monitor and update the data bases.

There is information in the world everywhere, but usually it is difficult to access or you just do not know if it exists. We need some system to assist sport to be in touch with information as quickly and efficiently as possible.

There are several data bases available within Sport Canada. In the high performance unit there is a data base of Canadian coaches certified through the National Coaching Certification Program and a data base on athletes or Athlete

Assistance Program is in the process of being developed. In the Science and Medicine area (also high performance unit), there are elements of a data base in place in areas like athlete monitoring and injury reporting. Sport Canada is trying to assist certain sport organizing bodies to provide them with that kind of data.

However, data collection and access to statistics on athletes, coaches, and members of sport organizations remain a problem. For example, there are many coaches and athletes in communities of whom provincial or national sport organizations are not aware. Also, the creation of a data base is complicated when different NSOs have various definitions of the same variable, for instance, when there is a lack of uniformity in the definition of a coach.

The problem is who has information and whether that information is input in these different systems. You are right, the hardware and the software exist to some extent, but the data is not being collected in any uniform way. We don't have any system in place or systematic process to say what it is we are going to collect and, then, the means to collect it.

One unit manager suggested that simply the statistical information on a number of active coaches or athletes is very limited, and that until there is full system in place, it will be difficult for the government to monitor the progress and set goals for the future. A data base with additional qualitative information is believed to be the way of the future, but something not reachable at this point in time.

All employees have their own computers and there is ongoing training in Sport Canada to ensure that every member of the organization is up to speed on the latest technology. Employees can be asked to take a course or suggest to their supervisor that they take a basic computer course. The problem is the process of training all Sport Canada employees is not in place due to the

extensive amount of work pertaining to ministerial requirements and daily operations: this does not leave much time to take courses. Another constraint in the area of training is the limited budget.

Two things play a role here, time availability and financial cost. Literally we don't have time as a group to become educated. One at a time: have time, get educated. Secondly if you want to sent everybody to take a course which costs \$1,000, we could not because we do not have that kind of money. We send one person to take a course here, another person there, but it does not do much for the system, for establishing a network.

There is not special unit providing technical support services within Sport Canada. At the time of the study, the Department of Communications within the Ministry of Heritage was providing the necessary services, but upon request. This could include audio-visual productions and equipment, translation, computer graphics or any other service.

Environment

This section focuses on Sport Canada's environment including its partners, clients, as well as a number of external factors surrounding its structure and activities, that is, political, economic factors. In addition, a continuums are used to describe the nature of this environment: static-dynamic, stable-unstable, heterogeneous-homogeneous.

Organizational boundaries and environment. Sport Canada is a branch of the Citizenship and Canadian Identity Sector within the Department of Canadian Heritage of the government of Canada. Its environmental boundaries extend beyond the sport community and also beyond national borders to the international sport organizations. As a federal government agency, Sport

Canada has a wide variety of partnerships and linkages to different national and international organizations, other branches and departments of federal government, public organizations. Sport Canada also liaises with provincial-territorial governments and regional departments of Canadian Heritage. The clients and partners within the national and international sport systems (e.g., National Sport Organizations, Multi-Sport Organizations, athletes, sport centers, international sport federations, etc.) represent Sport Canada's "sport environment." The larger political and economic climate are also included in Sport Canada's environment.

Political factors. According to many interviews, the position of Sport Canada within the federal government is very advantageous in respect to accessing new partnerships, and exploring possibilities of contacts and initiatives with potential partners. However, this position can also determine the closeness of Sport Canada to the political process and, consequently, its dependence on political factors. But Sport Canada cannot be removed from the impact of this process.

When you are in the government, you are tied to its machine, you are tied to the political process which can be good and can be also negative. It certainly creates more ups and downs, every time when there is a change in the government, a new one can look at old documents and say: "That was the Conservative party, forget it, it is dead in the water, now we want to develop our own."

According to many professionals, however, being tied to and dependent on the vibrations of the political process was a fact present as much as the fact of Sport Canada being an "entity of its own" or a "third party down the line," not that involved in the political process. Their statements reflected their feelings of being at a distance from the central bureaucracy where political pressures often come

from. Of course a change of government is a rather radical event in Sport Canada's environment, but in day-to-day operations, political and economic factors can be as crucial. Pressures can also come from the sport community, the public, the media, or from within the government.

Political pressures appear to be linked to the different issues which have received public or government attention. For example, the Ben Johnson incident at the Seoul 1988 Olympic Games and the Dubin Inquiry that ensued had a profound effect on the entire Canadian sport system.

It resulted in [...] pressure in terms of the value of sport for the country, whether it was a pathological exercise among the elite population or this really did have a dramatic impact and benefits for Canadians per se. We had to go through an exercise, tackling this question, and coming out with responses which made sense for us and Canadians from a public perspective.

The re-examination of all aspects of the sport system started with the Dubin Inquiry and continued with the Report of the Minister's Task Force and the responses to it. The role of Sport Canada was questioned and the political pressures and public outcry negatively affected high performance sport. These factors combined with the economic difficulties of the 1990s have resulted in a gradual decreasing of the federal funding which in 1995-1996, was 25% less than in 1988-1989 (the peak funding year for amateur sport).

Political pressures come to bear on certain issues, particularly an issues related to Canadian participation in international events (e.g., Olympics, bids for hosting the Olympics, Canadian performance at major international contests). These pressures tend to affect Sport Canada in its daily activities and create an uncertainty in the work process.

For instance, Quebec's bid on 2002 suddenly being an issue in the paper [...] We have to respond to that, it is partly driven by the media which are completely unpredictable at times, you cannot regulate that. Look at the debate that raged in Toronto over that bid for the 1996 Olympics, these are very contentious issues and you look at all the political issues which arose around that.

Another example of the influence which politics have on Sport Canada and its sport policy is the core sport process. The Commissioner Cal Best's Core Sport Report was a politically driven exercise which started at the request of the former (Conservative Party) Minister and was completed under the new (Liberal Party) government. The report created a lot of controversy within the sport community, the media and the wider public. Given the decline in available financial resources, the report proposed to re-allocate funds and give intensified support to a smaller number of NSOs which were determined to be of greater significance to Canadians. Sports were evaluated according to several criteria and those scoring below a certain minimum were to be denied funding. Biathlon and free-style skiing scored below funding eligibility criteria and this created a stir since these were the sports of Myriam Bedard and Jean-Luc Brassard who just several months before had become Olympic champions and objects of national and Quebecois pride. Public statements from these athletes and other political factors resulted in the Minister's announcement to sustain funding for biathlon and free-style skiing.

It is unclear why the Minister have responded so quickly to the pressure, but the sheer fact that he has interfered has thrown the credibility of the whole process away. One speculation is that there were some internal pressures from the Quebec caucus, especially that these athletes are both francophone from Quebec, Quebec sports

primarily, and the decision was some kind of appeasement of the Bloc Quebecois leading to provincial elections in the Fall: another concession thrown onto Quebec prior to elections.

Dependence on the political process and the decisions made above at the level of the Minister (who is a member of the Cabinet and is involved with larger political processes) seems to be a permanent feature of Sport Canada's environment. The senior management of Sport Canada, therefore, briefs the Minister about the larger issues. Every time there is a change of Assistant Deputy Minister or Deputy Minister, this process starts again.

At times, the sport organizations are the one to mount public pressure by creating public awareness through media, special conferences, events, or by addressing politicians directly. In February 1995, a special aired on CTV (one of the central public television networks in Canada) have demonstrated the pressure that the sport community can put on the government. The television documentary was designed to convince audiences that the federal bureaucracy system of funds distribution was not effective and left the best Canadian amateur athletes on the edge of poverty. The Sport Canada staff is well aware of the existing pressures, and some employees expressed the opinion that it was not necessarily a bad thing to have and that the sport community should test the government very often by identifying what they feel needs to be done. However, employees also emphasized that pressures to change should not be separated from a sufficient, mature thinking done by associations and significant for the government to respond.

A few interviewees in the senior management suggested that Sport Canada, as part of a government bureaucracy, was not in the position to try to alter the political process or to put political pressures of any kind.

The government, generally, is saying: "We don't want our bureaucracy to advocate, for any part, what is happening in the country. We are here to serve Canadians, not to promote their causes." To that extent, sport will have to adapt and Sport Canada will have to [adapt also].

The crucial role of politically influencing sport was believed to be clearly reserved for sport community (e.g., national sport governing bodies, provincial and territorial sport organizations, athletes, coaches, physical educators). One senior officer of Sport Canada suggested that it was the very important that this role be played before the finalized federal budget (February, 1995).

That is why we are so anxious for the sport community, to see what has been put in their hands, that they take it as a serious obligation. I think they have, and they realize that time is very short for them now to be able to put a credible message to Canadian political leaders about the significance of sport.

Economic factors. Economic factors seem to have had a profound impact on Sport Canada as the primarily funding agency for the system of amateur sport in Canada. The economic pressures and the federal government down-sizing have directly affected the funding to the NSOs and other clients, as well as Sport Canada programs.

The Canadian economy, inherited by the present Liberal government from the Conservative governments of Mulroney and Campbell, is struggling to reduce the ongoing debt and budget deficit. The economic uncertainty appears to be one of the the biggest factors contributing to the overall instability of Sport Canada and the entire Canadian sport system.

The economic situation makes it much harder for us to provide a positive message to NSOs; every time you go to a meeting it is another cut, so people are less inclined to listen to what we have to say. They might have good personal relationships with a consultant, but the image of Sport Canada does not add up. People say: "We are being cut, what about you?"

Sport, like other sectors of the government, has been subjected to cuts in recent years and there are more to come. There are several factors pertinent to the current problem caused by the annual federal budget reductions. The "spin-off" received after the Dubin Inquiry has had a profound effect on the government programs reviews and followed down-sizing. Having achieved a peak in 1992-1993 with \$ 45,5 M in contributions of Sport Canada to sport organizations, this has been reduced by 15% to \$39,6 M in 1994-95, and is expected to be reduced another 10% in next two years. According to the environmental assessment made by Sport Canada, sport at the national level is experiencing increasing costs and decreasing revenues. Therefore, NSOs are pressured to diversify their sources of revenue and, consequently, the competition between sports for financial and human resources is increased.

The diminishing resources were an initial force behind the Core Sport exercise. Sport Canada had to reconsider the extent of its involvement with the sport system, that is, the 88 NSOs and MSOs it funded. The review of funding for other programs, such as the Athlete Assistance Program, Major Games Hosting, Applied Sport Research, etc., still has to be done.

We can't just continue to fund sport just for sake of sport itself, which is the traditional way of doing it. Like you rationalize it just because of all the benefits that sport has to offer, but we cannot afford it anymore. The current regime dictates that you have to

rationalize it on economic terms, that is, how many jobs are created by an investment in Major Games, what is the economic benefit of tourism spin-off?

Since the economy is driving the government, it means that difficult decisions will have to be made and that the federal money might be flown different from the past. The public sector being down-sized and people are losing jobs. This has affected Sport Canada as well since the leaner operating budget has resulted in reductions in support staff, freezes in the hiring process, and more emphasis on internal hiring (i.e., from within the Heritage Department).

The national debt poses the question that there is a need to curb spending and perhaps generate some revenues. Consequently, pressures have emerged for Sport Canada to change, and have more effective programs and policies in place. The financial challenge linked to decreasing resources is creating a lot of uncertainty and instability, especially concerning the protection of sport the mission and goals of the Sport Canada.

When economy is dictating that sport and arts are lower priorities...

We cannot assume that sport would be protected. Just because of a review which goes across the government [...] I mean you hear stories coming out on deficit reduction where they say they can take the entire Department of Transportation, which is huge and eliminate it, and it would only touch deficit, then [...] that you know that changes will be wide-spread.

The Core Sport Report was one of the attempts to maximize the efficiency of Sport Canada although this would be done at the expense of 19 sports which would be excluded from the federal funding process. The complexity of the Minister's decision and its importance for Sport Canada had their roots in the

peculiarities of the traditional dependent nature of NSOs with regards to Sport Canada funding and the new market model advocated for the NSOs.

Although in the past the majority of national sport governing bodies almost entirely relied upon contributions from federal budget (in 1989, NSOs received on average 70% of their funding from Sport Canada), in last several years a number of single-sport NSOs like figure skating, tennis and golf have succeeded in their marketing strategies and promotions. This has allowed them to get private funding and reduce the percentage of their total budget that comes from the government to 10-12%. However, most NSOs continue to struggle with marketing and sponsorship, and less commercial sports have more difficulty generating revenues. Financial difficulties and survival concerns elevate the competition among sports for financial and human resources, and reinforce NSOs' quest to find their niche in commercial and industrial environments. The ability of sports like figure skating to operate in a market-driven environment has resulted in a tremendous boost in Canada in terms of investments in sport, sport equipment and sport shows. According to Sport Canada data, the expenditures for sport-and fitness-related activities in Canada total \$16,2 billion in 1994 (Environmental Assessment, 1994). Nevertheless, Sport Canada officials mentioned that sponsors were more difficult to find and keep, because there are also limitations to the market.

Considering the different economic potentials of NSOs, some of them would be able to do well despite funding cuts (e.g., Swimming Canada). However, most organizations funded by Sport Canada are quite small and financially insecure. One Sport Canada professional felt that:

The vast majority of NSOs which Sport Canada deals with are medium size, small size organizations that depend very much (anywhere from 60 to 80%) on Sport

Canada; a lot of them are Olympic sports like wrestling, gymnastics. These sports are those that are being cut.

Sport Canada consultants and managers indicated that these sports would benefit from a centralized kind of approach because individually they would not be able to obtain sponsorships given the fewer participants. The possibility for them would be in joint efforts to access sponsors.

The amount that Sport Canada invests in the sport system every year (around \$50 M in 1993-1994) which consists of Contributions to NSOs, MSOs and programs funding (AAP, Applied Research) appears to be a substantial one. However it is quite modest in comparison to the whole federal budget. For instance, the Sport Canada budget constitutes only 1% of the Canadian Heritage budget.

Amateur sport is just one kind of blip on the map, it is not really that much funding. I mean, I agree with the quote that the entire budget of Sport Canada is the same amount that Italy pumps into their athletics program. If you have seen what some countries pump in their sport systems and increases they put in, particularly when leading up to Major Games. Spain was a phenomenon, what they have done.

The example of the Barcelona Olympics in 1992, or Australia which is getting ready for hosting the Olympics in 2000 and keeps investing more and more funds including \$145 M on top of the amount which they put for the 1994 to 2000 period, highlight an important phenomenon. The current trend, underlined by most Sport Canada professionals, is that while a number of other countries are increasing their support for sport, Canada is decreasing. And, this decrease is all the more felt that there are increasing costs associated to international competitions.

The decreasing injections of money into the sport system by Canada pose a concern for the federal government and the sport community. The present amateur sport budget is approximately 0,1% of the whole Canadian economy or GNP, and does not satisfy the needs of the sport system, especially granted that the funds are distributed between high performance initiatives and domestic sport programs to increase the competitive opportunities for Canadians.

What we would be putting directly into the sport system would be around \$50 M and that is going down by another 10% in the 1995 budget, so it will be \$40 M before it is anything else. Forty million into developing a national sport system, considering that it is a main engine for national teams, high level coach development it is peanuts.

The relationship between sport and the economy is being carefully examined by the Liberal government. Less resources force the government to prioritize funding, use a cost analysis, and look for ways to curb spending. The emphasis, by the federal government on accountability and cost return illuminates of Sport Canada. For example, in the area of Major Games investments (\$16,1 M in 1992-93), Sport Canada always followed the traditional approach that hosting the Olympics or the Commonwealth Games fueled local economy, contributed to the development of additional services derived from events and ensured sport development in the community. Some senior executives still believe that the investment in Major Games is the valid way of developing sport in Canada, whereas other professional staff have slightly different opinions.

There is the whole issue of investment into major events. You will see that there is an ever increasing trend for these Games' organizations to scale back on the capital expenditures side. You will see, at the Commonwealth Games, many of the facilities

have been removed and sent back immediately or sold off: they cannot afford them any longer.

There was a consensus among interviewees that future investment should involve the consideration of the legacy of facilities as the fundamental point of discussion. This, in order to avoid the dismantling or the rare use of facilities like the Velodrome in Montreal or Canada Olympic Park in Calgary (a \$72 M facility for bobsled, luge and ski jumping). There are some facilities that can become cost-efficient, however, according to one Sport Canada employee, a lot of athletes do not have adequate international class sport facilities to train which and this causes frustration in some sports. The use of an existing infrastructure for the next Games was mentioned by one official.

We can use Calgary for the next Major Games: why would we go somewhere else?

Having said that, we have Quebec city with their bid coming out...

One of the solutions offered by Sport Canada to the problem of infrastructure development and in a time of economic difficulty is the concept of a National Multi-Sport Development Center. This concept became a pilot project in 1993 in Calgary. The Center is intended to enhance the well established training environment in the Calgary area through the provision of new and enhanced programs and services for athletes, coaches, etc. Seen as a cost efficient vehicle to meet the needs of athletes, the Center is intended to accommodate nine different sports and provide coaching, athletes services (e.g., liaison with schools, job placement, housing, personal counselling, professional development), and so on. This is seen as more efficient than the or so 60 single sport centers spread across Canada.

Diminishing resources at the federal level have also meant a greater push toward more decentralized, community-based models, as well as the down loading of responsibilities to provinces. Therefore, sport development (including the maintenance of Major Games infrastructures) has become almost entirely reserved for the provinces. The problem is that the resources available to provincial and local governments are limited as well and the economic situation forces them to resort to down-sizing and re-directing their funds. This in turn creates pressures on the provincial and territorial governments to pick up the slack related to taking on some responsibilities (domestic sport, some elements of high performance sport initiatives) previously with the federal level.

The changing economic conditions and budget cutbacks prompt Sport Canada to consider other options in order to secure its financial resources. Several employees have suggested that cooperation with the private sector might be potentially one of the new avenues for the amateur sport agency. But, the possibilities of working with the private sector, well explored up to now by the sport associations, are rather slim according to some senior professionals in Sport Canada.

First of all, the government is not looking for the corporate support of the government. It is not, as we expect, that the Sport Canada budget would be embellished by contributions of x,y, and z corporations. What happened in the past, Sport Canada has supported the creation of the Canadian Sport Marketing Council intended to provide assistance to NSOs to generate sponsorships.

Not all interviewees agreed. Some believed that joint initiatives with the private sector might be just a matter of time. The closest analogy is Fitness Canada, another federal branch, which has created a precedent in this area by entering a common initiative with Kelloggs (a financially healthy corporation

specializing in foods). It seems clear that continuing budget cutbacks and program and priority reviews will prompt the investigation of new opportunities, new ways of working with the private sector.

One of the areas which might very well interest the corporate sector is the support of the best Canadian amateur athletes through support of the Athlete Assistance Program. This program (\$5,079 M in 1992-93) provides money to cover basic living and miscellaneous expenses for top Canadian athletes. While the overall budget of Sport Canada in 1994-1995 was about \$64 M, only 8% (\$5,3 M) was allocated to athletes through the Athlete Assistance Program. The monthly stipend offered to A-card athletes (high ranked international athletes, world and Olympic medalists) is \$650, a ridiculous amount considering the expenses incurred by athletes. Sport Canada senior executives have stated that the AAP program is being reviewed, however until changes are made to the economic environment, the low stipend will continue to affect athletes negatively and perpetuate the Canadian amateur sport trend being an upper-middle class endeavor since only richer people seem to be able to afford it.

Some professional staff believe that the hardening economic conditions should allow to refocus on National Sport Governing Bodies and athletes as the most important elements in the system. The possibility to cut funding for Multi-Sport Organizations was suggested.

It is something we can live with. Things which are directly related to athletes, for example, the Athlete Assistance Program and the support to NSOs must remain at an adequate level, even if it means cutting services from MSOs.

An example of a multi-sport organization supported by Sport Canada is the Canadian Fitness and Sport Administration Center in Ottawa. The lease for the building where most NSOs are residing is around \$4,3 M a year. Residence in

the building is also one of the conditions for Sport Canada funding. Some have suggested that the re-distribution of the money from that lease and less money spent in federal government inquiries (\$7 M for inquiries since 1987) might help Sport Canada to counteract the economic conditions and diminishing resources. Of course, the potential involvement of the private sector was seen as an interesting alternative source of revenue.

I have no doubts that there are companies, corporations in this country that would be willing to support us in the area of providing dollars to the Athlete Assistance Program [...] I don't think we have done much of that as we should, and I think that is an area to explore.

One professional emphasized that a great deal of caution should be used in such initiatives considering the past criticisms of several organizations accused by the sport community of taking money from them. Fair Play Canada and ParticipAction (an advertising campaign to raise public awareness about the benefits of healthy, active living) were organizations who found other sources of revenue through corporate support. Sport Canada experts who deal directly with client organizations believe that there is a potential in this area but that a delicate balance has to be struck, since sport governing bodies are striving to access sponsorships. Other officials, on the contrary, argued that the private sector is experiencing problems similar to the public sector: trying to cut down and become more efficient.

That means that there is less money in the private sector than public relations and communication are advertising. So, it became even harder for amateur sport to approach the private sector, they are really caught between a rock and hard place. At the same time as we say to NSOs to go out and find sponsorships, we are not in a

position even to have them our Contributions to up-grade or sustain the marketing effort.

There are other issues related to the which private sector and amateur sport. Often corporations get involved with a sport for the year leading up to the Olympics and take the benefits of Olympic exposure but will not sign a four-year contract with that sport. At any rate, Sport Canada provides annual funding to the Canadian Sport and Fitness Marketing Council (\$1,9 M in 1992-93) in order to assist sport governing bodies in their efforts to find sponsors but the constant cuts, its contribution is going to decrease.

The diminishing resources certainly put Sport Canada in a difficult position, having to operate at the same pace with less money. There are a number of expectations about the new Sport Funding and Accountability Framework. This framework will allow Sport Canada to re-direct funding, reduce contributions to the client NSOs and MSOs, and therefore improve the financial state of the organization.

Federal government. The transfer of Sport Canada from the Department of Health and Welfare to the Department of Canadian Heritage has resulted in creating new partnerships and links with other parts of the government. First of all, there are a number of new partners within the "Citizenship and Canadian Identity" sector, including Official Languages and Multiculturalism. There are also four sectors within Canadian Heritage (e.g., Parks Canada, Cultural Development and Heritage, Corporate Services, Regional Executive Directors) which represent potential partnerships. Other branches within "Citizenship and Canadian Identity" sector (e.g., Citizen's Participation and Multiculturalism, Official Languages, Policy Coordination and Strategic Planning, Regional Support and Coordination) complete the spectrum of Sport Canada partners within the new Ministry. This

formal environmental structure differs drastically in size and complexity from the previous government structure within which amateur sport was operating.

We have to be part of a bigger picture and, as such, that's really made our lives far more complex from an intergovernmental linkage relationships point of view. It has been shifted to dealing with internal government operations more than we have ever done in the past. We never before had to be a team player in terms of supporting other departments' agendas per se [...] we have to be cognizant and involved in those types of initiatives.

There is a number of joint initiatives which Sport Canada intends to have in contact with other governmental branches and departments, based on common interests. One examples is the Canada Games which is a major national event held every two years involving all provinces and territories, and thousands of people in the capacity of athlete, coach, volunteer, etc. Sport Canada professionals suggested that such branches as Official Languages, and Citizens' Participation and Multiculturalism (particularly the State Ceremonial division) could be easily interested and involved on a regular basis. There is a number of other departments which are Sport Canada's partners with respect to Major Games. Among them are the Department of National Defence, the Royal Canadian Mounted Police, and the Solicitor General.

The reaction of other departments: they are very anxious to be involved. They see sport and sport has been singled out by the highest levels of the federal government as being extremely important as a part of the culture and perhaps something which has never been expressed as strongly in previous governments.

Sport Canada also has links with the Health and Welfare Department because of its interest in such issues as performance enhancing drugs.

Sometimes Sport Canada sits at the table in some capacity and provides input regarding the issue. Sometimes, the partnership may be mostly based on the fact that an organization is a good consulting source for Sport Canada.

Often, Sport Canada acts as a relay between sport organizations and other parts of the government, such as the Department of National Defence (DND). In this example, NSOs might want the DND to help with the Commonwealth Games and Sport Canada may liaise with the DND to ensure their involvement.

Involvement with "internal clients" and partners was one of the important reasons for establishing the unit of Regional Coordination within Sport Canada, which liaises with six regional offices of the Heritage Department. The use of a regional structure came because of pressures to down-size the Ottawa operations and headquarters in all federal departments, including Sport Canada. Communication with the regions is often done through regional directors and often concerns sport events to take place in their region(e.g., Canada Games in British Columbia, Quebec 2002, Nordic Games). According to the interviewees, regional offices were quite powerful:

These regions are headed by regional executive directors of the Canadian Heritage Ministry; very high power decision makers in the area, who have great latitude under the direction of the Assistant Deputy Minister and who want very much to input policy development process of sport.

Practical ways to work with regional partners are still to be decided on, however the idea of the linkages is to initiate the process where Sport Canada programs and policies would serve the grass roots, fulfill the needs of Canadians. Regional offices can also serve as channels for feedback and information from the public upwards to the sport Canada headquarters.

The position of Sport Canada within the federal government also results in interdependence with its central agencies. Certain parts of the government, especially if they are larger and more influential, can give the amateur sport branch "assignments" from time to time.

The Treasury Board, for example, might come up with a new direction and say: "We are going to review programs, so we want this information by two weeks." So we have to respond really quickly which throws our work plan on another angle. There will always going to be changes, fluctuations which will come up, and you will have to deal with it.

The so-called "Program Review" currently involving Sport Canada is one of the largest constraints which can possibly be experienced by any government department. The Review is the subject of Cabinet secrecy (until the outcome is announced), and can impact amateur sport in terms of potential re-directing of the federal funding. Sport Canada professionals felt that the outcome should not be too dramatic because in the past they never had trouble with internal audits or program audits, and Sport Canada's major goals and mission were never questioned. However, changes may take place in the next several months and it is anticipated that a number of influences might be exerted on Sport Canada.

We are a small branch, I suppose, within the sector of a larger Ministry. A lot of stuff is being driven top down so we are not always in control of our destiny as much as we would like to be. I have seen a lot of things get shelved or postponed across the board, just because we have to wait for the Minister's response or we can't make these inroads until we see what happened there.

This does not mean that Sport Canada has no input in the central bureaucracy, the general perception about sport and the decisions concerning

the structure of Sport Canada and of sport in the country. The senior management of the amateur sport branch has the advantage of an extensive experience and expertise, which other sectors of the government may not have, and it uses every opportunity to vocalize what kind of organization it needs to be. However, Sport Canada's status as a branch under the department of Heritage does not allow it to exert a substantial influence on the central bureaucracy and, in this respect it has to comply.

Briefly then, Sport Canada is a very small branch within the federal government, but it possesses expertise and knowledge regarding sport in Canada. Therefore, professionals believed that in light of the Program Review and the new federal budget, Sport Canada would be able to maintain its fundamental position and that of amateur sport in the country.

Provincial governments. Sport Canada is responsible for liaising with provincial and territorial governments who are other key partners. In Canada, provincial governments support domestic sport development through funding and policy direction to Provincial Sport Organizations (PSOs). For instance, provinces fund the development of their provincial team participating in the Canada Games every two years. Some provinces also provide financial assistance to athletes, through programs similar to the AAP.

The liaison between Sport Canada and the provinces and territories is done primarily through the policy, planning and evaluation unit. Other units also liaise with territorial and provincial governments, for instance high performance unit liaises with them on projects like Getting Started in Coaching, the introductory Coaches Series, or initiatives like the National Conference on Coaching Strategy. Despite these projects, Sport Canada and provincial governments, over the years, have experienced difficulties in terms of collaboration and communication, and these have resulted in both gaps and duplication. The lack of a clear

delineation of responsibilities, the presence of gaps and overlaps in the use of human and financial resources, and the overall lack of coordination have affected negatively the quality of sport development and resulted in less discussion and exchange and higher overhead costs for programs and initiatives. In order to initiate discussion and establish mechanisms of coordination, two intergovernmental structures (the Federal-Provincial-Territorial Sport Committee, and Federal-Provincial-Territorial Sport Policy Steering Committee) were created. The Sport Policy Steering Committee has had representatives from the sport community, such as Canadian Sport Council and the athletes. Sport Canada specialists still suggested that some areas are lacking coordination, particularly medicine, science, and support to high performance athletes.

There is not a great deal of consistency among twelve Canadian provinces and territories. Sometimes they fund the same people that we do, in some cases they would not fund anybody who gets national funding. Thus, some people go through the system and get supported, but after, for three or four years, they get no support at all and once they qualify for national card, they get it again. It creates problems in the system (which is not continuous).

Therefore one of the crucial points of discussion between the federal and provincial governments is the collaborative agenda, particularly the extent of contributions to sport development by both parties.

That everyone cuts back simultaneously, this puts enormous pressures on the municipalities and local governments to pick up the slack, and it is dubious if they have resources to do it. But it was definitely a trend in 1994.

Between the provinces, the diversity in terms of geography, economics, political and social factors, infrastructure, needs of the population, and ways of

doing business in sport add up to the complexity of the Sport Canada environment. Many provinces, according to Sport Canada officials, appear to have very sophisticated systems in place which have been developed on the basis of their needs. Thus, what happens in Quebec is very different from what happens in British Columbia or Newfoundland and, therefore, their conditions and priorities are different.

So try to get everybody again compounded into one square box; I mean, sport tries it all the time, when they try, let's say, to develop a coaching program and deliver it in the same way across the country. It's just does not work, because what will entice people to get involved in Newfoundland is very different from what will do it in the Northwest Territories.

Sport and sport-related organizations. The primary partners and/or clients of Sport Canada, representing the sport community, are the 65 NSOs, and the 30 or so other sport-related agencies, including MSOs, Sport Centers, and others. Links with NSOs are operated through Sport Canada consultants. In the past, consultants were very closely involved in the day-to-day operations of the NSOs but the situation has changed.

We are trying to work more in collaboration with the NSOs, there is a tendency to "back off" and let them run their own business, that is the way it was going in last several years. We have been backing off and assisting them rather than necessarily leading them. That is a different way of working with them, certain organizations are maturing up to doing things on their own.

As for the MSOs, they have a number of sport related functions. Included in this group are organizations with responsibility for multi-sport games (e.g., Canada Games Council), organizations with jurisdiction in education (e.g., CIAU),

multi-sport service agencies, and sport interest advocacy role organizations (e.g., Canadian Sport Council, Canadian Athletes Association). These organizations have come to existence over the years, starting in response to a 1969 Task Force report calling for the professionalization of sport, and the establishment of building blocks for the modern sport infrastructure (e.g., Canadian Sport and Fitness Administration Centers, Coaching Association of Canada, Sport Medicine Council of Canada). MSOs offer a number of programs and services which are intended to assist NSOs in their ongoing activities and development. Sport Canada is linked to MSOs through a more or less standard contribution agreement which delineates the schedule of contribution payments and fiscal accountability provisions. Standard clauses ensuring that Parliament Members and officials or employees of the government do not benefit from financial contributions are also specified in this agreement.

A number of criticisms were expressed in the sport community toward MSOs. Single-sport national organizations, among others, felt that the array of programs and services does not always reflect current NSO and athlete needs and priorities. Also, the fact that some MSOs serve as direct funding agents, puts them in the control position.

Relationships between the federal government and client sport organizations have undergone important changes in the last several years. NSOs and other sport agencies which have operated fairly independently from each other in the past and dealt bilaterally with Sport Canada, have developed a sense of "sport community" through the Sport Forum Process prompted by the Dubin Inquiry in 1990, and the Minister's Task Force Report in 1991. The Canadian Sport Council (the advisory body and advocacy organization for NSOs) was created to represent and defend the interests of the sport community following the development of the collective voice at the table. The creation of the

Council allowed to address more effectively the issues pertaining to the interaction between Sport Canada and its clients. The attempt by the NSOs to create a "community of sport" seems to have taken place separately from the increasing competition between sports for financial resources. Federal Inquiries, and Reports from the Sport Forum I, II and III, and official documents (Foundation Themes for an Emerging Sport Plan for Canada, 1993) have all indicated the ongoing changes in the government's relationships with sport organizations. Pressures have resulted into Sport Canada's withdrawal from day-to-day operations of NSOs, a more "hands-off" approach to interactions, and more emphasis on consultation, facilitation, support, and partnership.

At the time of the study, Sport Canada was striving for the position of key partner within sport community as opposed to "leader" of the system. A consultant suggested that:

We got the message, we understood, and we pulled out. We need different relationships [...] and on a practical level we are prepared to do that. However, we still have to redefine the role of consultant, staff people who deal with the sport community, what do they do? We have a definition based on an old model based on our officers being in a certain power relationship with client [...] We have to re-structure that role to reflect the real status of the relationship between us and the organization.

Re-defining the role of consultant and re-structuring the interactions with client organizations have helped the relations between the government and sport organizations. In any case, with the maturation of many NSOs in terms of their administrative and technical autonomy, as well as their ability to find other sources of revenue, the question of leadership might not be as important as in the past.

The other challenge is that really, the government has played a so-called leadership role in sport by the very nature of the fact that we were a major funding partner. Now, if you remove the cheque, I am not sure how many organizations would [...] ask for Sport Canada's input, let's put it this way.

The dialogue between Sport Canada and the NSOs has brought some benefits including a common vision of the Canadian sport system and the role of the government. The new Sport Funding Eligibility Framework was recently announced to the sport community by the Heritage Minister. The Minister disagreed fundamentally with the Cal Best Report premise that a government bureaucracy should impose its decisions onto Canadians concerning the choice of sports to be promoted in the country. Therefore, the new framework demands that NSOs have particular features in their operation in order to pass an eligibility prerequisites and then assessment threshold. The eligible NSOs will then apply for contribution support, however no sport will, a priori, be "recognized" or otherwise excluded.

According to some Sport Canada managers, creating the "sport community" and the Canadian Sport Council (CSC) has reinforced distancing of NSOs from the government. The CSC, advocating on behalf of the NSOs, has strengthened the sport community's position before the government. At the same time, the interest of some NSOs to move out of the CSFAC as well as the lack of several major players in the activities of the CSC have threatened the cohesiveness and unity of the common front. The increasing competition among sports for human and financial resources is another trend that jeopardizes the unity of the sport community.

Some senior officials in Sport Canada emphasized that the growing independence of NSOs and the changed relations with NSOs created uncertainty

within Sport Canada. Similarly, changes have forced sport organizations to adapt to the new government role and, consequently, to the prospect of being on their own.

Changing the government's role suddenly, without adequate time for the sport community to adapt to that changed role, as anything else, will create a vacuum and bring some instability. Right now, the way things are, the sport community has distanced itself. Their dreams came true a little bit more than they wanted them to come: they wanted us out of their way, so we are out.

As much as NSOs have been striving for autonomy, as much they have been under great pressures from Sport Canada for inclusiveness. This means that they have to deal with previously neglected social groups in a time of diminishing resources. A last factor in the environment is that NSOs and Sport Canada are interested in developing the base and using the school system as a part of the development system. However, the links between the sport system and the school system remain difficult to establish.

Complexity, heterogeneity, stability. The multiple organizations with which Sport Canada deals are good indication of the complexity of its environment. NSOs, MSOs, Canadian universities, departments both within and outside of Heritage Canada, international federations and groups, Olympic Movement structures such as IOC and ANOC, etc., also represent a diversity of areas and fields that suggest that Sport Canada's environment is very heterogeneous. This environment encompasses organizations representing health, culture, internal affairs, national defence, education, communication, state administration, governments (federal and provincial), the public sector, and the media.

The transfer of Sport Canada from Health and Welfare to the Ministry of Canadian Heritage a clear indication that its environment has changed considerably and continue to develop. The dynamic nature of Sport Canada's environment is also exhibited through the variety of factors, events, and processes occurring on the political stage and within the government. The direct influence of political processes has on Sport Canada is shown in the pressures which have come from the sport community, the public or "internal" elements like the central bureaucracy. The changing nature of interactions with client organizations, and the establishment of new partnerships demonstrate that Sport Canada's environment is rather dynamic, constantly changing and complex.

In addition, the uncertain political and economic climate are a sign that the environment is very unstable. The unstable environment has brought uncertainty with regards to the re-structuring, the reviewing of programs and policies, and the leadership of Sport Canada. The national debt and the federal deficit have forced Sport Canada to adapt to lesser budgets, to curb spending, and to prioritize its funding to sport bodies. The unstable economic environment has been a major factor affecting Sport Canada.

Another environmental instability impacting on Sport Canada is the events taking place in the central governmental bureaucracy. Sport Canada has not control over these events and even experienced professionals within Sport Canada sometime do not find explanation why certain things happen in a certain way in the central bureaucracy.

It was a joke around here that everybody should take a Government Level 1 kind of course, you know like on entry level, because when you enter the government, you have little orientation as to how the big machine operates. That has a lot to do with coming to grips with how it works in the Privy Council, the Cabinet, Treasury Board

and where we fit in the grand scheme of things. At least then you can help explain to clients why. And they may look at it and go: "Is this ever stupid?"

Strategy

This section examines the mandate, mission, long term goals and objectives of Sport Canada, and the strategies to achieve them. It also includes the organization's priorities and vision, as expressed by the professional staff involved in the study.

Mission. Sport Canada's mission statement (1994) is to strengthen sport's unique contribution to Canadian identity and culture by supporting the pursuit of excellence and fostering opportunities for all Canadians to participate in sport. This statement fits into a broader Mission, that of the Canadian Heritage Department.

Sport Canada's organization Mandate is to play a leadership role within the sport system by: (a) providing funding for sport development and excellence, and ensuring accountability for public funds; (b) creating partnerships and alliances to accomplish mutual objectives for and through sport; (c) developing innovative public policies and programs that respond to the needs of Canadians, and advancing sport development through research, studies and analysis; (d) promoting Canadian values through sport and ensuring that the sport system is focused on the athletes' needs; (e) providing expert advice and advocating on sport behalf within Canada and internationally; and (f) fostering the economic viability of the Canadian sport system.

The mandate of Sport Canada has undergone some changes following the transfer to the Department of Canadian Heritage. In 1993, Sport Canada was split from Fitness Canada, and put in the department of Heritage, and pushed toward new partnerships with lesser resources.

Instead of looking to ourselves primarily from a perspective of what sport does for health and well-being of Canadians, which was their traditional rhetoric [...] we are now looking at it from the perspective of what sport does to contribute to Canadian culture and national identity. So now, there is another whole shift to explain and demonstrate the value of sport to culture and identity.

This strategic change affected the traditional link between sport and health. The strategic emphasis is now on sport as a phenomenon which has a big impact on Canadian culture and, according to the public polls, one of the crucial factors contributing to national identity. The shift in the mission and the strategic priorities have allowed for new partnerships (Official Languages, Multiculturalism) which are supposed to assist the implementation of the official Sport Canada goals. The economic reality also limits the strategic initiatives of Sport Canada, dictates that the Mission statement be accomplishable.

I think that what we attempted to do with our mission statement is not to create such an agenda that we would never be able to meet. Now we are trying to attack a realistic sector, since we cannot accomplish 117 different thrusts provided by the Minister's Task Force Report.

The process of reviewing priorities and the mandate was complicated by the new context of the Heritage department and also by a number of changes in director general in a period of a year and a half: this influenced Sport Canada's stability in terms of strategy and corporate direction.

Long term goals. The Foundation Themes for the Emerging Sport Plan in Canada includes a set of national goals which Sport Canada and the provincial governments have agreed on. The one set of goals stated in the document is related to how to ensure that the Canadian sport system is athlete-centered,

accessible, respectful of gender equity and minorities, value-based, and guided by quality volunteers and professional leadership. Another set of long-term goals is pertinent to economics and accountability, that is, to have long term financial stability, a broad base of financial support, and built on the partnerships, and accountability and commitment of all partners to implement public policies in sport.

According to the interviewees, the ultimate goal for their organization is to have a strong sport system and a support system that can ensure the achievement of the objectives of high performance and increased participation of Canadians. More specific goals are related to high performance sport, international sport, the relationship between the federal and provincial governments, as well as social and economic factors.

The international interests of Canada are associated to another set of goals for Sport Canada. Maintaining a high international profile of Canada entails: (a) good ongoing relationships with other governments, the International Olympic Committee, International Sport Federations; (b) good Canadian official representation in these respective structures; and (c) good international presence and leadership in terms of anti-doping. The advancement of Canadians in the international federations, and enhancing Canada's representation and input in decisions affecting the entire international sport community are especially important goals.

We are concerned in relationships with other governments in the area of sport: IOC in respect to Quebec 2002 bid process; International federations when Canadians want to move into positions there. We have a small program that helps Canadians to develop strategically and move into international federations.

In terms of the goals and objectives in the political and cultural sphere, Sport Canada's top officials believe that sport, particularly international sport, is a phenomenon, allowing the federal government to continue sending a strong message of unity to the nation. Thus, the goal is to enhance the contribution of sport to feelings of national pride and Canadian identity. The Minister of Heritage Dupuy himself has stated recently that "we are united in our admiration and support for Canadian athletes."

According to several Sport Canada professionals, the attainment of broader societal goals through sport is important to the Liberal government. These goals include the development of youth, the contribution to gender equity, the integration of different socially disadvantaged groups into the larger society, and stimulation of the economy.

Sport makes a contribution to a lot of sectors of society, that is, it addresses a lot of social concerns, like participation of women, people with disability, and so on. [...Furthermore,] It has been demonstrated in the past that sport contributed to economic well-being, whether it be through sporting goods or through various sporting industries, services, and individuals working in sport.

The main goal pertaining to the coordination of efforts in the Canadian sport system is mentioned in the Sport Plan for Canada. This plan concerning the coordination of key partners (governments, NSOs, PSOs) is envisioned as something which will advance the development of sport in Canada and will appropriately reflect the delineation of roles and responsibilities. The difference between this plan and past ones is that its implementation is based on the voluntary, best effort participation of provincial and territorial governments and the sport community, and according to their terms.

We won't have a Sport Plan per se, a Blueprint as the Task Force laid it out, because it would force everybody to fit and provinces tell us: "Hey, we can't" or "we don't want to." So the deal is, here is a framework, it lays out priorities and talks about the ideal relationships between federal and provincial governments. If provinces can make it happen...[This was] thought through together with the sport community.

One of the crucial Liberal government's objectives in the field of sport is to use sport to enhance the economy and to create jobs. Sport Canada professionals mentioned that sport can contribute to the larger society, with minimized spending and maximized resources.

Right now, jobs and economy is number one so you have got a different spin now. I have seen a lot of sports who say that the public has an obligation to finance us, well, you know government may stand up and say: "No, it does not. We have deliberated in here: How do you make it work in a way to maximize the use of resources and again not sacrificing the development of system."

In this matter, one of the ways to bring financial viability to sport and, simultaneously, enhance the international image, is for Canada to continue providing the support to Major Games such as the Pan American Games, the Olympic Games. The infusion of funds cities and provinces is believed to result in the fuelling of local economies, the stimulation of industries, the growth of infrastructures.

Strategic directions. The present strategic directions of Sport Canada emerge from the the wider directions adopted by the Department of Canadian Heritage. This includes the enhancement of pride in the Canadian identity, the promotion of the cultural heritage, and the contribution to the economic development. The strategic directions are also based on two documents: the

Foundation Themes for an Emerging Sport Plan for Canada was developed in 1993 as a result of the collaboration between federal and provincial governments; and the Federal Directions in Sport was published as a response to the Minister's Task Force on Federal Sport Policy. Federal Directions in Sport in particular contains a vision of sport that addresses eight themes or directions: (a) a Sport Plan for Canada; (b) an athlete-centered sport system; (c) equitable and accessible sport; (d) the development of volunteer and professional sport leaders; (e) new and innovative partnerships and strategic alliances; (f) the pursuit of high performance athletic excellence; (g) values, ethics and fair play; and (h) new economic models in sport. Each direction represents an element of the Canadian sport system which is lacking according to Sport Canada. For example, significant barriers exist to the participation of women in sport, aboriginal people, people with disabilities, minorities, and economically disadvantaged persons. Another example is that the conditions (program, policy, and resource allocation decisions; adequate coaching and facilities; holistic development of athletes; adequate financial assistance) for an athlete-centered system are not present.

The continuing investment into the general sport system constitutes perhaps the most general and crucial strategic direction in Sport Canada's agenda. Contributions to the NSOs, MSOs, the Athletes Assistance Program, Sport Centers, the coaches development, hosting of Major Games, sport research, and special initiatives for under-represented groups are long term investments.

People say: "If it is so important for the federal government funding sport, how do you explain the results in Lillehammer?" Results there are results of 10 years of previous funding, not the previous year. Yes, we took serious cuts before 1994 and we still had excellent results there because we had ten years of careful nurturing of grass

roots and high performance program, and what we delivered in Norway was a result of the long-term investment.

A top official in Sport Canada suggested that massive changes in the relationship between government and sport, including the withdrawal from involvement into daily business of sport governing bodies and the creation of a "sport community" will have its impact 10 years from now. He also added that whatever alternatives were chosen for re-structuring in the future, the government would still have a strong presence in sport through an entity similar to Sport Canada.

Sport Canada priorities are fairly established, despite continuing discussion over certain policies, programs, or government relationships within the terms of the new Sport Funding and Accountability Framework. The current priorities fall under four areas of interest selected by the federal government on the basis of federal directions mentioned above: (a) athletes and the programs and activities that directly support them; (b) coaches and coaching' as they contribute directly to athletes; (c) National Sport Organizations, since they are crucial to the development of sport at the national level; and (d) access for under-represented groups such as women, athletes with disabilities and aboriginal people. All these priorities revolve around the "athlete-centered" sport system and, certainly, the emphasis is on high performance sport. This is not surprising, considering that the federal government, through Sport Canada, officially prioritizes the support of high performance sport.

We were always saying that we need to nurture high performance as part of the sport system, and never apologized for that. Now we are saying that we are carving it out, as the federal government's priority...And the extent that sport development is required to sustain a high performance system. That is, we are going to address it

and sit down with provincial governments and others who have responsibility in those areas and talk to them.

Perhaps for the first time in its history, Sport Canada clearly indicated this priority in official documents. More so, the present discussions with provincial and territorial governments are intended to delineate the responsibilities and the extent to which provinces will take on the support of domestic sport or, in new terms, the sport development.

Some Sport Canada professionals are skeptical about the benefits of such a strategic direction for Sport Canada. According to one of the employees, it may well be another concern for the Canadian society.

Now, I mean, we do not want to be just funding top of the pyramid, regardless of what happens down at that level. What about the value to a country of a particular sport? Or win at all costs versus what we are doing to our children, youth and the development of healthy attitudes? There are no easy answers...

A concern for schools and education, and the potential involvement of Sport Canada in this area was expressed by another Sport Canada official, who admitted that unfortunately there would be no opportunity for this federal agency to serve as a catalyst for change in this direction. The unsatisfactory state of affair with school sport and physical education seemed to worry this high ranked professional who believed that schools are important for sport development and vital for preparing good athletes.

Despite the current priority with elite sport, a change of focus to include sport development cannot be eliminated. Priorities are linked to the larger political and economic environment. Currently, the reductions in the public service sector and the potential reductions in social programs (e.g., social

welfare, unemployment insurance, health care) reflect particular circumstances surrounding Sport Canada as well. But priorities may change, as the interviewee suggested:

You know, the Minister today may say that our priorities are x, y, z, and, because things happen at a higher level, they may have to change because something else comes up [...] Our previous director General used to refer to it as, you know what's on the front versus what's on the back burner, and you have to be prepared to be willing and prepared to be bumped and moved.

Strategies. The strategy to maintain high performance sport despite the diminishing resources is the review of government activities and the prioritizing of funding in the direction of what is most essential.

I believe that a lot of stuff we have been funding in the past was good but not essential. Now it is important that we can maintain the integrity of the system by continuing funding essential things, I mean those things which are related to athletes (such as the Athlete Assistance Program) and support to NSOs must remain on an adequate level even if it means cutting down on funding of Multi-Sport Organizations, their services: that is something we can live with.

In order to build an athlete-centered sport system, Sport Canada believes that it is necessary to review and revise federal sport policies and to address some of the concerns and work with NSOs to ensure that their programs and policies are athlete-centered. Other strategies include support for the development of the Canadian Athletes Association, the establishment of a new arbitration mechanism to deal with athlete's appeals and issues, and the investigation of the potential for an Athlete Job Opportunities Program as a joint venture with the COA.

The strategies of Sport Canada pertaining to equity in, and access to sport are primarily related to ensuring that NSO programs are equitable and accessible and assisting them in these efforts to increase their capacity to deliver programs in both official languages and attract under-represented groups. Sport Canada also intends to assess the degree to which NSO programs are equitable and accessible and take this into account when allocating funds.

One of the strategies intended to contribute significantly to the establishment of corporate directions for amateur sport is the Policy Framework which is being developed by Sport Canada. It consists of three key parts (e.g., Sport Funding Accountability Framework, the Hosting Policy, and the Canada Games initiative). This framework, according to a number of interviewees should be in place for a while.

It takes quite a bit of time for government to shift its funding, its strategic emphasis. Especially now, when we are establishing a set of strategic priorities, once we get them in place, we would not want to do it for a while. So if sport community comes and says: "You have done it, we don't like it anymore, we want to change it." Too bad. Government is going to be set and it is going to be really hard to change something as big as government.

The Multi-Sport Development Centers are one of the strategies to maximize federal and provincial resources and yet benefit from an immediate delivery of services to athletes. The creation of an enhanced training environment, and the grouping of several NSOs around a well-developed infrastructure are intended to attain the goals of economic viability, athlete-centeredness, and sport development.

The question of values, which should be underpinning the Canadian sport system, was raised during the discussions of the Sport Plan for Canada. Federal

and provincial governments as well as the sport community developed and agreed on a number of value statements. Among core values were equity and access, fairness, athlete-centered, respect for the linguistic duality of Canada, shared leadership and responsibility, and excellence. Some values correspond to elements of Sport Canada priorities. The value of fairness comes from the ethical framework developed in response to the Dubin Inquiry. This value pertains mostly to high performance sport where have been reported behaviors like the use of drugs and banned substances, cheating, violence, and sexual harassment.

Sport Canada's choice of strategy to ensure the operation and development of the sport system to maintain its present position can be described in terms of Miles and Snow (1978) "strategy-structure" typology, which includes four major strategic types: defenders, prospectors, analyzers, and reactors. Sport Canada seems to have several characteristics associated to prospectors: a capacity to survey a wide range of environmental conditions and tendencies, a low degree of formalization in lateral as well as vertical communication, and an ability to be effective in response to the changing demands. With respect to the goals of Sport Canada, they perhaps can be better associated to stability and flexibility, which are characteristic of an "analyzer." Some interviewees from Sport Canada certainly do not see their organizations as tied up to political processes and internal shifts in government bureaucracy, in short, as a passive "reactor" to external events.

We are certainly not playing defensive, we are very offensive, and even with budget and other constraints, we are being offensive. We are not saying to defend our new funding framework to protect our money, we are saying that we can have a maximum impact with the money in our disposal. We are not paralyzed in Sport Canada, on the

contrary, we are working harder than ever on implementation of strategies as fast as possible.

With the start of the new fiscal year, interviewees expected Sport Canada to become a very different organization on the ground, an organization much more sure in terms of policies, funding, and so on. They also expected to have better coordination of the partnerships with provincial and territorial colleagues for the development of sport in the country.

Power and Control

This section focuses on power and control within Sport Canada, or the mechanisms of formal and informal influence on decision making, the distribution of power across units and among professionals working in this federal government agency.

Formal position as a source of power and control. It was found that in Sport Canada, the senior management, including unit directors and the director general have power to influence decision making in the organization due to the formal authority which they have. Those in senior management, according unit director, seem to have the traits of informal leaders as well, and hence, their informal power adds up to formal authority.

Expertise as a source of power and control. At Sport Canada, the personnel have knowledge and experience accumulated prior to or during their stay within the organization. Presently there are about 40 employees working in five units and administrative services, and a majority have extensive experience with and knowledge of the sport system.

It is really important to ensure that the expertise and background of these people are utilized. Sometimes it is, sometimes it isn't... There are people, on particular issues,

who have influence and are acknowledged and respected; they have some impact and add some weight to it that can affect decisions that are going to be made.

By in large, it was found that in Sport Canada, knowledge and expertise in a particular area or specific to a situation serve as sources of informal power. For example, the opinion of a professional with a considerable experience as a national coach will be very important if an issue related to coaching were to evolve with NSOs. Similar situations would occur in respect to other initiatives or programs, for instance, a person who has done a lot of work in the area of sport research or women in sport will be very influential if these issues are raised.

Information as a source of power and control. Interviews revealed that besides one's knowledge and experience, access to and amount of important information is a critical source of power and control in the organization. It was found that each unit has naturally its own kind of information. Hence, the high performance unit has most information on what is happening in the areas of coaching, athlete assistance, sport centers, anti-doping. Core support unit consultants who deal directly with client sport organizations do have most information related to their sports. The policy, planning and evaluation unit perhaps has most of the information on strategic planning, policies and program development, links with other federal departments and political processes. Sometimes the style of management used by a unit director can determine the tendency to have a lot of information at his or her disposal. In Sport Canada, the policy, planning and evaluation unit director was identified as one having a lot of information and working influence which could impact on the decisions made by the director general.

It was also indicated by Sport Canada professionals, that in the past, there were problems with information sharing, and back and forth communication.

Although this seems to have improved, interviewees suggested that further improvements need to take place to ensure that on any matter, people who are closest to the matter have an opportunity to provide input. To the same extent, it was mentioned that the senior management should be willing to share information (and ultimately, power) with other employees, subordinates.

Informal groups and power of influence. According to interviewees, all organizational members have some opportunities to influence decisions in Sport Canada. There are some opportunities for employees to speak to senior management both formally and informally.

We are a very small operation, which allows us to fill up one Meeting room. Anybody can walk into the director general's office and suggest something: "I have an idea." I think [decision making] is a group process, definitely, unless something falls down from above.

The "open door" existing in Sport Canada facilitates the likelihood of professionals to interacting with each other as well as with senior management (unit directors, director general). The former director General was known as a very open person who respected the input of employees and was willing to speak directly to anybody about various issues. Several employees have suggested that there is a lot of opportunities for Sport Canada staff to influence decisions which are rather important for them and ultimately for the entire structure of the amateur sport agency.

In terms of the power distribution among units, several Sport Canada professionals suggested that there is no clear power "center" in Sport Canada. There are also indications that employees do not perceive that one unit has more power than another in Sport Canada.

There is no locus of power, I think it is shared, so are you not going to see a clear power center. Like you are not going to see, say, a corporate planning area that does not need to call all the "big shots" and dictates to the rest of the units. You see units operating relatively independently but also working in collaboration on certain projects, they will collectively filter the information upward.

There is a working relationship and cooperation between units. There is also some interdependence in the case of joint project that require the principles of the matrix system of Sport Canada structure. On the other hand, it was also suggested that, a new initiative given to one of the units might pull the scales of power in that unit.

If there is a new project or initiative coming up to speed in one [unit], say, the high performance unit, which is a multi-sport unit... It's new, it is happening, a new initiative and they could have a greater influence at that time over the general direction that's being taken. This situation will bounce back and forth between units.

The Sport Canada personnel have different interests and various opinions on particular issues. Some Sport Canada professionals indicated that since different players are involved, there are different opinions and no consensus about the direction of sport in the future. A slight diversity of perspectives is seen by the staff as normal and healthy. People can bring their case forward to the senior management and the latter's job is to filter out options.

When several employees agree on an issue, a group may be formed. It was found that indeed, there are formal and informal groups or coalitions within Sport Canada. On the formal side, a group of people who have interests and experience in an issue might work together and try to solve that particular issue or provide input to the management of Sport Canada. On the informal side:

There are groups of people that have perspectives on the way things should be going and may, at times, not be satisfied with the way things have been going and, therefore, you know, group together to try and push a particular direction. It is almost like a coffee club analogy where a group of people have coffee and talk about how they would do things differently.

According to several professionals, there are employees dissatisfied with the general uncertainty, and the lack of formalized roles and responsibilities. Therefore, there are groups of interests to address these and other concerns linked to the structure and the job uncertainty.

Another explanation for the existence of coalitions and power struggles in Sport Canada is the nature of the matrix system, more specifically, the confusion regarding who reports to whom caused by the specialization across units and the process of reporting to the functional and project managers. Robbins (1983) has suggested that reporting to more than one boss introduces role conflicts, and unclear expectations introduce role ambiguity. It may be that the frustration of a number of Sport Canada employees is linked to the lack of clearly delineated responsibilities between units and positions. The resulting confusion also creates an environment conducive to power struggles, stress and job insecurity.

CHAPTER VI

COMPARISON OF GOSKOMSPORT BELARUS AND SPORT CANADA

This chapter presents the results concerning the comparative analysis of Goskomsport Belarus and Sport Canada. The two sport organizations are compared in terms of the contextual and structural variables central to contingency theory.

Complexity

The comparative analysis of Goskomsport Belarus and Sport Canada reveals that the two organizations are fairly complex. However, it appears that Goskomsport Belarus is highly complex, whereas Sport Canada has moderate to low complexity. A number of indications have lead to this conclusion.

It was found that Goskomsport Belarus has more structural subdivisions (4 directorates and 2 departments vs 5 units for Sport Canada), more employees (N=48 vs N=40), and more occupational specialities (N=15 vs N=10). However, Sport Canada has more administrative and clerical staff, and its employees have a higher level of training (40-50% have a Master's degree or a Ph.D.) than Goskomsport Belarus. Goskomsport Belarus is a more vertically differentiated structure compared to Sport Canada. The Canadian organization, with its matrix system, has less vertical differentiation (i.e., less administrative layers) and a dual chain of command (functional and project managers). Based on these indications it is believed that the structure of Goskomsport Belarus exhibits the traits of a highly complex professional bureaucracy, whereas Sport Canada resembles an adhocracy, that is, a flexible system organized around problems solved by professionals with diverse skills. In Goskomsport Belarus, the lesser

level of training is compensated by experience in the organization, since many employees have worked there for over 10-20 years, which is rare in Sport Canada. Educational opportunities are present in both organizations.

While the unit specialization in Sport Canada is grounded in high performance sport and related initiatives, Goskomsport Belarus' directorates and departments specialize in high performance sport but also in mass sport and a few other important areas (e.g., construction, recreation, physical culture, etc.).

Goskomsport Belarus is more complex because the tasks previously given to eight departments are now distributed across four directorates and two departments. There is a number of ways in which tasks within Goskomsport Belarus and Sport Canada are similarly differentiated. Both organizations have specialization by winter and summer sports, although Sport Canada has Individual and Team Sport groups within the Summer Component.

A permanent matrix system or tasks differentiated by function (specialization within unit) and by project (across units) is the basis of Sport Canada's structure. It allows Sport Canada to utilize the expertise of employees more efficiently, and it allows more flexibility and coordination between units. Both Sport Canada and Goskomsport Belarus employees seem to be less specialized because of the low division of labor (job specialization) within units, the complex and multiple duties, and in case of Sport Canada, additional involvement with projects across units. Goskomsport Belarus personnel tend to be less specialized, for example, one employee can be assigned all winter sports, or physical education of the entire adult population of Belarus.

In terms of geographical dispersion, Goskomsport Belarus and Sport Canada have similar situations. They are centralized organizations where all employees work respectively in the Minsk office (Republic of Belarus) and the Hull office (Québec, Canada). Both organizations deal on a regular basis with

subordinate organizations: 148 sportcommittees including city, district, and regional committees for Goskomsport Belarus; and all NSOs and MSOs for Sport Canada.

Another trait pertinent to professional specialization in Goskomsport Belarus is related to the hiring practices of professional staff. To a large extent, they are based on recommendations and personal contacts of the candidate. For both organizations, the hiring is mostly from within the government and there are potential difficulties for a person from the outside to get a job.

Formalization

It was found that both organizations are moderately formalized, but in a different way. Both Sport Canada and Goskomsport Belarus have to fulfill certain staff requirements, policies, procedures, and instructions. Sport Canada seems to be a highly formalized organization on paper but a moderately formalized one in practice, whereas Goskomsport Belarus has higher formalization and standardization all around. At the time of the study, both organizations were experiencing a transition which affected the extent of formalization and standardization of their operations. There are nevertheless several indications that Sport Canada was less formalized and standardized. Both Sport Canada and Goskomsport Belarus were using some documents which had not been revised for a long time, although it should be mentioned that the available documents on policies and programs in Sport Canada provided great specifications (including complex procedures on eligibility, the application process, and accountability). While for Sport Canada most policies, procedures, and job descriptions existed in a tentative way, Goskomsport Belarus policies, programs, and regulations ensured such formalization. In Sport Canada, there were numerous documents, but not one central document containing everything,

while in Goskomsport Belarus only a few concise documents were found, serving as main points of reference.

Both organizations exhibit moderate formalization in terms of standards of performance, however in Goskomsport Belarus, standardization was found to be higher than in Sport Canada. First, this latter organization does not have set standards on communication, for instance, on reporting relations with supervisors, whereas in Goskomsport Belarus, these relations are clearly delineated or understood. Secondly, Sport Canada employees have a lot of latitude with regards to their daily functions and their interactions with client organizations, to the extent that consultants within a same unit can use very different approaches to communication and interaction. In Goskomsport Belarus, employees' latitude and input are restricted by the formal rules and regulations, and also by informal norms. A certain regimentation of the personnel is also present, but to a lesser extent than for Sport Canada personnel, for whom standardization increases at higher administrative levels. Daily work like correspondence and document submission is moderately standardized in both organizations, except that vertical communication is regimented in Goskomsport Belarus and not standardized in Sport Canada. The two organizations allow for a lot of informal communication between units, however in Sport Canada the communication and the access to other staff are facilitated by an "open door" policy. In several crucial areas, then, Sport Canada exhibited lower formalization than Goskomsport Belarus.

Both sport organizations have few formal meetings, which rather take place on a "need-to" basis, and both have standard annual performance appraisal systems. If monitoring in both organizations is organized on an on-going basis, control and evaluation in Goskomsport Belarus is done by progression (directorship chief, then vice-chair, etc.) and is either direct or indirect, whereas in

Sport Canada, the on-going evaluation is simpler and not standardized. An important difference is that a system of financial and "moral" rewards and penalties exists for Goskomsport Belarus.

Informal rules and traditions are present in both organizations, perhaps more so in Goskomsport Belarus since it is an older organization. Employees of both Sport Canada and Goskomsport Belarus appear to have good informal relations. In Goskomsport Belarus the informal rules and interactions are more important to some people than other, while in Sport Canada, respect for flexible schedules and common interest in sport (as participants, coaches or spectators) are important for the informal relations between employees.

In both organizations, members seem to be involved in informal gatherings, parties, although the travelling of Sport Canada staff reduces opportunities for social gatherings. There are some Olympic athletes and former national coaches working at Sport Canada, and a lot of informal events revolve around sport which was very true for Goskomsport until 4-5 years ago. Goskomsport Belarus' social life and relations between staff have deteriorated in the last years due to the hardened economic situation and job uncertainty.

Centralization

In terms of the decision making process, Goskomsport Belarus was found to be a very centralized organization, whereas Sport Canada was found to be moderately decentralized. In Sport Canada, the decision making authority is delegated to several levels and decision making is often a collective endeavor, whereas in Goskomsport, most of the decision making process is concentrated at the level of leadership - process that tends to be authoritarian and take precedence over group decisions.

In Sport Canada, the authority is with the director general, the unit directors and the executive committee. In Goskomsport Belarus, it is the chair, the first vice-chair, and the other two vice-chairs who have most of the decision making power, and not the executive committee or Goskomsport Collegia. The role of the Collegia is to ensure collective decision making or the participation of other levels in decision making, a role similar to that of Sport Canada's executive committee. The chair of Goskomsport Belarus, however, has a final say in the Collegia, and therefore Goskomsport Belarus tends to be primarily authoritarian with some elements of participation and collective involvement.

Both Goskomsport Belarus and Sport Canada have to get approval from their superiors for the budget. While Sport Canada's director general has limited authority and simply recommends the budget or the important policies to the Minister of Heritage, Goskomsport Belarus' chair makes financial decisions himself and has the authority to issue "Orders" and policies that become mandatory for all sport organizations in the Republic of Belarus.

The authority of unit directors, consultants, and program managers in Sport Canada is limited to technical decisions and making judgements pertaining to the financial ability of client organizations. Some decisions, then, are decentralized or delegated to other levels in Sport Canada, but employees do not have the authority to act in any serious situation unless it is sanctioned by the senior management. In Goskomsport Belarus, the general staff do not have decision making authority and decentralization is fairly low: it extends only to the levels of the vice-chair and directorate chiefs.

In terms of the input of other organizational levels into decision making, it was discovered that all Sport Canada senior managers were involved in that process as opposed to only two Goskomsport Belarus directorate chiefs who are members of the Goskomsport Collegia. As far as the other staff input is

concerned in Sport Canada, it is limited to recommendations to the leadership; a situation rather similar to that of Goskomsport Belarus, where employees seem to have little practical possibilities for input in the decisions. Also, in both organizations it was found that there is a lack of effort on behalf of the senior management to reflect on the employees' input and get wider staff involvement.

Technology

Compared to Goskomsport Belarus, Sport Canada has a more sophisticated and less routine technology, with more complex communication systems and interdependence between work units. In Sport Canada and Goskomsport Belarus, technologies are linked to the role of a funding agency and a service-provider. However, if Sport Canada's functions and work process are linked primarily to high performance sport and related initiatives, Goskomsport Belarus focuses on high performance sport but also on physical recreation and mass sport. This fact explains the differences in the nature of tasks and work areas within the Goskomsport Belarus directorates.

Both Goskomsport Belarus and Sport Canada exhibit traits pertinent to routine and non-routine technologies. The work process in both organizations entails high task variety which is partly derived from the changing environment and the need for problem analyzing and solving. However, Goskomsport Belarus tends to have more areas where routine technology is prevalent.

In terms of the methods and techniques used by Goskomsport Belarus employees, there are uniform approaches to interactions with clients and partners in order to ensure fairness and avoid conflicts over funds or goods distribution between federations or sport schools. In contrast, Sport Canada employees tend to rely heavily on individual approaches to clients and be less interventionist than in the past. Yet, there are policies in place and indications of a fairly routine

technology in the area of funding. Both organizations seem to generate work issues for which creative responses are important (e.g., high performance sport, policy analysis). Responses to situations by Sport Canada employees involve taking into account the context, the previous statements, and the opinions of colleagues or supervisors. Similarly, for Goskomsport Belarus employees, any serious issue entails the examination of existing policies, subsequent analyses, research, and consultation with supervisors or specialists from other ministries, if necessary.

Sport Canada and Goskomsport Belarus both maintain communication with clients and partners through multiple means. Goskomsport Belarus relies heavily on the mass media to communicate to the public (and the state) its policies, programs, and messages about the benefits of an active lifestyle or of high performance sport. Personal contacts and close interactions with partners are crucial for Goskomsport Belarus, but these are assumed to be part of the job and are not considered as a distinct job of "public relations." For the employees of Sport Canada, public relations are considered as such and serve as important means to strengthen existing contacts or initiate new ones.

Sport Canada utilizes highly advanced technological means and systems of communication, whereas Goskomsport Belarus employees tend to rely on rather basic systems, lack "high-tech" equipment, and lack some "low-tech" equipment (e.g., answering machines). The Sport Canada personnel can receive professional technical assistance from the Communications Department of the Ministry of Heritage, and the Goskomsport Belarus staff can use the services and assistance of "Compak," a computer company with which Goskomsport Belarus has a joint venture. Sport Canada personnel have knowledge regarding basic software packages, while Goskomsport Belarus employees lack software knowledge and computer skills. There are some computer courses available for

Sport Canada but, as is the case for Goskomsport Belarus, financial and time constraints prevent the adequate education of all employees.

The presence of obsolete technology in Goskomsport Belarus and the low efficiency in the use of computer systems and networking indicate that the level of technological advancement is lower than in Sport Canada. The lack of computer networking of the Belarussian sport organizations, financial difficulties, and inconsistencies from the leadership with regards to the introduction of computers are severe limitations to Goskomsport Belarus' technology. At the same time, the technological potential of Sport Canada's sophisticated systems is apparently not taken advantage of: there is a lack of computer networking, difficulties in accessing computerized information, problems in the uniformity of data collection procedures, and problems with keeping the data bases up-dated.

In terms of interdependence between work units, it was found that in both organizations, work units operate independently on a daily basis, however, there is formal and informal flow between units (e.g., consultations, assistance, collaboration) if there is an overlap of the area of interest. In Sport Canada, the matrix system creates more project interdependence and work flow between units than is the case in Goskomsport Belarus, where the departmental configuration is more rigid and involvement of different departments in common initiative is more sporadic. It has to be mentioned, however, that in Goskomsport Belarus the work process is based largely on directorates assisting each other in certain areas. In those particular areas, interdependence is created. A move toward broader concerns (i.e., involving several units) and matrixing was taking place in Sport Canada at the time of the study: this entails more joint involvement with long term projects and initiatives.

It was found that the leadership of both organizations strives to ensure work flow between structural sub-divisions in order to enhance the efficiency and

quality of "products" (i.e., services, programs, projects). This was done in Sport Canada through matrixing, strategic planning sessions, and staff meetings; and in Goskomsport Belarus, through the encouragement of directorates to cooperate and believe that all sub-divisions have common goals, and through the equal treatment of directorates (e.g., giving an equal status to all directorates, equalizing staff salaries).

Environment

Goskomsport Belarus was found to have a more complex, heterogeneous and turbulent environment than Sport Canada because of the number and diversity of partners, the economic and political crisis, the social instability, and overall uncertainty of the environment. Sport Canada and Goskomsport Belarus are under a similar ministry (Heritage Canada, and Ministry of Culture and Publishing). Goskomsport Belarus was found to be involved with a larger spectrum and number of partners and clients than Sport Canada (e.g., banks, businesses, public organizations, voluntary sport organizations). In terms of environmental complexity, Sport Canada's partners and clients are mostly in the sport environment. Goskomsport Belarus is in a similar situation except that it is linked with the entire system of sport-related organizations (the "System of Goskomsport Belarus"), which includes Sport Schools of Highest Sport Mastery, sport facilities, training centers, sport supply organizations, and educational institutions.

Both Sport Canada and Goskomsport Belarus are directly influenced by the political process and pressures from other government agencies. However if Sport Canada is somewhat removed from the center of political events and does not attempt to exert influence on that process (it reserves this role to the sport community), Goskomsport Belarus is quite different as it attempts to put pressure

on politicians by interacting with parliamentarians, directly appealing to the President of Belarus, and also by using the mass media. Politicians seem to favor sport and be considerate of the needs of Goskomsport Belarus, however economic difficulties restrict their generosity. The extent of political turbulence and uncertainty is much higher in Belarus than in Canada. Nevertheless, Sport Canada appears to experience more public and intergovernmental pressures particularly with respect to issues such as hosting Major Games, mass participation, performance at Major Games, integration of various groups within the population within the sport system, and funding of particular sports.

Both organizations are negatively affected by the budget deficit and the general down-sizing of the public sector. Both Sport Canada and Goskomsport Belarus are faced with the necessity to prioritize funding and to focus on essential elements of their sport systems (e.g., athletes, coaches, national teams). A crucial difference between the organizations is that diminishing resources force Sport Canada to cut spending and become more accountable, while Goskomsport Belarus has opted to maintain its budget but attempt to obtain about 50% of its revenues from alternative sources such as taking a cut from the profits obtained by subordinate sport organizations when involved in business activities with the private sector. Goskomsport has also prioritized funding, and more radical steps might be taken to cut the number of funded sport federations in both countries. If the sport community in Canada has strongly objected to the idea of cutting about 20 NSOs from funding, the sport community in Belarus seems to accept that idea. Perhaps it is that budget reductions in Belarus jeopardize the entire sport system (sport schools, technical schools of Olympic reserve, etc., are also funded by the federal).

In both countries, environmental factors have created pressure on sport federations to get alternative sources of revenues. If in Belarus most sport

federations have been able to get corporate sponsors, the private sector in Canada is in recession and only a few NSOs have succeeded in the strong competition for sponsors.

Diminishing resources for Sport Canada have meant a greater push to down-load some financial responsibilities to the provinces. Goskomsport Belarus, in contrast, will continue to be the main provider of funds. While Sport Canada considers continuing its investments in Major Games infrastructures as a valid way to develop sport (regardless of failures), Goskomsport tends to be involved in the construction of smaller facilities across the Republic, and to hope for the private sector's interest in sport.

Both organizations have multiple and complex links with their partners. The transfer of Sport Canada under the Ministry of Heritage has facilitated a number of links with other federal departments based on common initiatives and mutual interests. Goskomsport Belarus has acquired primarily business partners (both domestic and international) but its transfer to the Ministry of Culture and Publishing has not affected its relations with a vast number of ministries with which it has good contacts as well as moral, administrative, and indirect financial support. In the case of Goskomsport Belarus, the responsibility for the development of physical education and sport is shared with other ministries. In contrast, Sport Canada is the main reference for the sport community.

Acknowledging the environmental dynamics and instability experienced by both structures, it was found that Goskomsport Belarus finds itself in an extremely turbulent and uncertain environment, where transitions and a political, economic and social crisis are directly affecting the sport system. Overall unstable and vulnerable economy, underdeveloped legislature, and outdated mechanisms of interaction with parliament complete the picture of the environment of Goskomsport Belarus. Sport Canada's environment was found

more stable and not as turbulent or unpredictable than Goskomsport Belarus' environment, probably because of the better economy and more established political, legal, and social systems. For both sport organizations, instability and uncertainty have been caused by the transfer to another ministry and the down sizing of the public sector. For Sport Canada, the diversities (geographical, economic, political, infrastructure) between provinces and the gaps in the federal-provincial relations have also served as sources of uncertainty and instability.

Also part of the environment are the high performance athletes. Perhaps one of the drastic differences between Goskomsport Belarus and Sport Canada in that regard is that the former has 1,000 professional athletes as its partners, who according to the Legislature on Physical Culture and Sport have received the status of employees with all the associated benefits and rights. In comparison, the federal support provided to the best Canadian amateur athletes in the form of a monthly stipend (Athlete Assistance Program) defrays living expenses but does not qualify as a state salary neither by its amount nor by its objective.

Strategy

Granted the similarities in the organizations' environments it is not surprising that strategies have some striking similarities as well. However, in the case of the long term goals and objectives of Goskomsport Belarus, they are dictated by the turbulence and high environmental uncertainty. Accordingly, they are primarily concerned with organizational survival. Sport Canada's long term goals and strategic directions reflect more environmental stability, as they focus on the enhancement of certain elements in the sport system (e.g., an athlete-centered system, a value-based sport system, quality leadership, equity, accessibility). Both organizations also have broader concerns, for instance, to enhance the sense of unity and identity, and to foster nationalism. Similarities in the

organizations' goals seem to exist in terms of coaches development and access for socially disadvantaged groups. Gender equity is a goal for Sport Canada, but it is an issue that is not addressed by Goskomsport Belarus in any way.

If Sport Canada goals and priorities are related primarily to high performance sport and how it relates to the economy (e.g., job creation), Goskomsport Belarus strategic directions are broader as they include Sport for All, the implementation of a new Legislature, preserving the health of the nation, and changing the approaches of the state and the population toward sport and physical culture. The strategic directions of both organizations are certainly vulnerable to the political process and to changes in the government and/or the Ministry, however in the case of Goskomsport Belarus, it is unlikely that the priorities of the sport system (i.e., sport schools, athletes, mass sport, and sport facilities) will change considerably.

Goskomsport Belarus strategies for Sport for All and high performance sport are related to developing legislative, public awareness, and other mechanisms to protect the sport domain. Sport Canada's fundamental strategy is to re-define its policies and programs in a way that they will focus on the essential elements of the sport system (i.e., athletes, NSOs). Sport Canada and Goskomsport Belarus are also looking at the interruption of funding for a number of organizations as a strategic means.

Although both organizations' mandates are associated to the development of sport policies and programs, Goskomsport Belarus tends to rely on very practical strategies, dealing directly with grass roots organizations and with the projects and initiatives at these levels. In contrast, Sport Canada's strategies tend to be more conceptual, indirect, and policy/planning-related. One reason for Goskomsport Belarus being involved with practical issues at the grass roots level is perhaps its broader mandate (Sport for All, recreation, construction) and the

fact that National Sport Federations have just received their status and have not gained as much autonomy and influence in the Republic. At the same time, Sport Canada is detached from direct involvement with the grass roots as it is separated from it by several well-established layers, and clearly divided areas of responsibility and relative autonomy. In Sport Canada's case, direct intervention is seen as unnecessary and negative.

Sport Canada has already experienced a strategic change in direction when the link between health and sport was broken as a result of the transfer from the Ministry of Health and Welfare to the Ministry of Canadian Heritage Ministry. Now, the idea is that sport must contribute to national identity and culture. Goskomsport Belarus is also in transition since by the end of 1996, its mandate and functions may be divided with the NOC. This change would mean that Goskomsport Belarus would keep Sport for All, the sport reserve (sport schools), and recreation, while the NOC would take over high performance sport.

The strategies of both Sport Canada and Goskomsport Belarus appear to include a coherent athlete development system and the integration of efforts of all major partners in the sport system. However, Sport Canada is slightly different in the sense that its provinces are important players to consider.

Considering the strategies and reactions to the environment, particularly the political system and the private sector, it appears that Goskomsport Belarus tends to be a "prospector" and an active participant in the decisions affecting its future, while Sport Canada seems to be more of an "analyzer" and "defender" since its strategies tend to focus on the acceptance of current funds, the use of cutbacks to NSOs, and the down-loading of responsibilities toward the provinces. However, structurally Goskomsport Belarus has the traits of both a "defender" and an "analyzer" with its highly rigid and complex structure, whereas the more

adaptive and flexible structure of Sport Canada renders it closer to an “analyzer” and a “prospector.”

Power and Control

In terms of power and control, Goskomsport Belarus was found to be an organization where power and control mechanisms are utilized more often and overtly than in Sport Canada. The leadership of both organizations has power due to the formal position in the organizational hierarchy. In Goskomsport Belarus, the use of power and control is seen as justified by some senior officials, as a response to the “lack of discipline in some areas of work.”

Both Sport Canada and Goskomsport Belarus were found to lack discussion and information sharing mechanisms to involve the staff. If in Goskomsport Belarus the possibilities to have formal or informal influence on decisions are minimal, in Sport Canada the “open door” policy and the matrix structure facilitate the interaction between employees, including the senior management. However, having access to the leadership does not automatically mean being close to the power core in Sport Canada.

In Sport Canada expertise serves as a source of power and control, whereas in Goskomsport it tends to be the experience and knowledge accumulated by working in the organization that provide power and control. In Sport Canada, a clear power center was not found although a form of shared power was found across units, particularly at the level of senior managers. In Goskomsport Belarus, the economics directorate and the accounting department were named as sub-divisions having more “weight” due to the control over organizational finances. In Sport Canada, it is new and important projects that can give certain units a temporary control over the organization's direction and therefore more power.

In terms of coalitions or groups of interest, they exist in both organizations, primarily across units or directorates. Sport Canada coalitions have been formed on an informal basis in order to "push into a particular direction" and provide some input to the senior management. In Goskomsport Belarus, the creation of such coalitions was also related to struggles for the power and control over the organization since it did not have a chair for a four-month period.

In the matrix system, the basis for Sport Canada's structure, power struggles and groups of interest emerge since a confusion exists in terms of reporting relations and role division. In Goskomsport Belarus, the power core is located at the level of the chair and vice-chairs and entails power struggles between groups to bring their member upwards to that level. The leadership of Goskomsport Belarus is informed about coalitions and therefore strives to tighten control mechanisms and looks for the kind of loyalty that creates conformism. The direct input or influence on the leadership is complicated and certain issues are just not openly discussed in Goskomsport Belarus, whereas in Sport Canada there are more opportunities for that.

One of the similarities between both organizations is the relatively high staff turnover: people are leaving either for higher salaries in the private sector or just because they do not adapt to the existing group dynamics and organizational culture. In Sport Canada, nevertheless, the nature of the discussions and disagreements usually rests on more professional grounds and disagreements tend to be resolved in a rational way and a rather informal and relaxed environment. In Goskomsport Belarus, some employees have indicated that confrontations need to be more constructive, civilized and contain alternative suggestions.

CHAPTER VII

CONCLUSIONS AND RECOMMENDATIONS

This chapter presents a few conclusions concerning the qualitative study of Goskomsport Belarus and Sport Canada according to the contextual and structural variables central to contingency theory. The chapter also offers recommendations to both sport organizations.

Conclusions

The Fit of Structure and Context

According to contingency theory, there is no one best way to organize and no one way is effective under all conditions (Galbraith, 1973, Lawrence & Lorsch, 1967). Therefore it implies that for an organization to be effective, the structural arrangement has to fit the contextual arrangement. The present study focused on the description of two organizations according to contingency variables, as opposed to the examination of relationships between structural and contextual variables that is traditional in quantitative studies based on contingency theory. Nevertheless, the current study has provided a lot of information that allows to understand both the strengths and weaknesses of the various structural and contextual elements of the two organizations and, from this, we can hypothesize on the impact of the respective contexts on the organizational structures.

Based on the findings and particularly the comparative analysis of Goskomsport Belarus and Sport Canada, it is suggested that the structure-context "fit" was not the best for neither organization at the moment of the study. Indeed, in both organizations, the contextual factors were found to be closely interwoven and very dynamic. The environment's high degree of instability and

complexity in Canada and in Belarus was perhaps the main factor affecting the two focal organizations. The political changes, general economic difficulties, the government's down-sizing and budget deficits were major sources of uncertainty for both Goskomsport Belarus and Sport Canada. Also, both organizations are state and/or governmental bureaucracies tied up in the larger governmental and political scene; they had therefore less control over their structural arrangement.

Environmental turbulence demands a lot of flexibility and adaptiveness on the part of organizational structures for the latter to allow an organization to be effective. In the case of Sport Canada, better structural flexibility (because of the matrix system), lesser structural complexity, lesser formalization and more decentralized decision making processes made the organization apparently better equipped to adapt to the changing political and economic situation. As for Goskomsport Belarus, its structure was found to be more complex and more rigid in terms of departmental configuration and specialization. The latitude and employee input were more limited because of formal and informal rules. Furthermore, decision making processes tended to be very centralized and this reduced the number of opportunities for personnel in the other organizational levels to participate. All these elements rendered organizational change and/or adaptation quite laborious and slow. At the end, the comparative analysis lead to the conclusion that, at the moment of the study, Sport Canada had a structural arrangement that was more suited to the contextual situation than was the case for Goskomsport Belarus. This may explain why Sport Canada seemed to be more effective than Goskomsport Belarus in an unstable and dynamic environment.

However, organizational effectiveness is also linked to other factors. For instance, in terms of involvement in the political process, Goskomsport Belarus did seem to be more pro-active and effective. Top officials were able to put

pressure on politicians, appealing directly to the President of Belarus and the parliament, and publicly defending Goskomsport Belarus' organizational status, budget and interests. Sport Canada, on the contrary, appeared strictly as a federal bureaucracy fairly detached from the sport community and keeping at a distance from the political stage. Goskomsport Belarus was more effective in the sense that it was able to maintain its budget by obtaining about 50% of its revenues from alternative sources (e.g., the private sector, subordinate organizations, athletes' contracts), despite the serious cuts and the far more critical situation in the Belarussian economy when compared to the Canadian situation. Finally, perhaps one of the advantages of Goskomsport Belarus over Sport Canada was the reliance on both practical strategies and policy-related strategies as opposed to the sole policy-related strategies of Sport Canada. Although policy direction allows to cover broader areas and issues and ensure the implementation of certain initiatives, it may not be the most effective when comes time to establish effective links and positive, constructive and coordinated partnerships with the sport community and the provinces: that was found to be one of the main problems for Sport Canada. The proximity of Goskomsport Belarus to the grass roots organizations was part of its broader mandate (which includes Sport for All, recreation and physical culture) while Sport Canada focused mostly on high performance sport and stayed away from direct involvement in grass roots organizations and programs.

In brief, it can be concluded that both Goskomsport Belarus and Sport Canada face a number of challenges granted the dynamic, complex and unstable nature of their environments. Goskomsport Belarus is primarily focused on organizational survival, maintaining its operations and supporting the sport system, although it is politically vocal and this may help its case. Complexity and rigidity of the Goskomsport Belarus structure suggests that more room should be

afforded to flexibility, capitalizing on horizontal channels of influence and matrixing. It is hoped that the lack of technological sophistication will eventually disappear with the acquisition of new technologies and the disappearance of the old ones. Sport Canada's position is more stable and, granted its flexible structure, its employees' high professional level and its advanced technology, it is believed that it should be able to adapt to the environmental demands regardless of changes in the government.

It is also concluded that both organizations are strongly geared toward change and advancement. If Sport Canada and Goskomsport Belarus were to secure both financial and human resources (which is unlikely at the moment, but highly possible in the event of long-term corporate partnerships), this would be a step toward facilitating the transition process and something that would assist both Sport Canada and Goskomsport Belarus in their quest to enhance their organizational efficiency and, consequently, to improve their respective sport systems. In the mean time, the comparative analysis of the two sport organizations has lead to the identification of a number of positive points in terms of the structural and contextual features of these organizations. From these positive points emerge a number of recommendations for both Goskomsport Belarus and Sport Canada. These recommendations are presented further in this chapter.

Contingency Theory and Future Research

The present study has provided a lot of information about the structure and context of Goskomsport Belarus and Sport Canada. The use of a qualitative methodology including specialized interviews allowed the researcher to gather a great deal of data and in-depth information that would not have been accessed through questionnaires or other instruments favored by quantitative methods.

Using the basic ideas of contingency theory to guide the qualitative analysis of two organizations proved to be very useful and attested to the vast possibilities of this theory. It is felt that invaluable insights were obtained regarding the organizations' structure, technology, environment, strategy, power and control. The qualitative analysis of contingency variables allowed to take into account a vast number of contextual factors which appeared to impact on the organizational structure.

For future similar comparative and cross-cultural case studies, however, it would be wise to limit the scope of the research to one or two contingency variables in order to sharpen the focus, limit the amount of data and subject the organizations to tougher scrutiny. From a more practical standpoint, it is suggested that for future research, financial situation allowing, the data collection should be done at the location of the sport organization: data collection would be faster, more control would be possible over the process, and "in-person" interviews would be far more reliable than telephone interviews.

One last suggestion for future research on federal sport organizations would be to obtain several different perspectives on the focal organization by conducting specialized interviews with officials from subordinate sport organizations or other sport-related agencies who are dealing directly with the federal organization and are very familiar with its operations. This would allow for a better understanding of the several different interpretations of the reality surrounding one particular organization.

To conclude this chapter, a number of recommendations are presented to Goskomsport Belarus and Sport Canada. These recommendations should allow the two organizations to reach a better structure-context fit and, hopefully, increase their effectiveness.

Recommendations to Goskomsport Belarus

Complexity

- Introduce more objective criteria and higher standards for the hiring of new employees (academic background, curriculum vitae, knowledge of a second language, computer skills, etc.).
- Bring into the organization more specialists with higher level of training (i.e., Master's, doctoral degrees).
- Allow for more matrixing across directorates (for specific projects) and more lateral channels of influence. This will allow for greater coordination and more effective use of the staff's expertise.
- Enhance professional development, and provide more educational opportunities for employees (e.g., courses, seminars).
- Review functions across directorates since some of the functions kept from the past structure of Goskomsport Belarus could be discarded or delegated to regional sportcommittees.
- Have fewer sub-divisions and fewer levels of vertical differentiation to facilitate communication and control.
- Merge the department of accounting with the economics directorate.

Formalization

- Revise the Policy Statement on Goskomsport Belarus and other main policies and procedures in order to take into account the current environment and the fact that Goskomsport Belarus is now under a new Ministry.

- Rely on policies as opposed to rules and regulations in order to allow for the employees' greater autonomy and to stimulate their initiative and seek their input on a daily basis.
- Simplify the reporting relations between employees and supervisors.
- Simplify the planning process.
- Simplify and enhance both the vertical (between hierarchical levels) and horizontal (across directorates) communication by encouraging an "open door" policy and more informal exchanges.
- Encourage the participation of employees in informal activities, in fitness or sport activities, in order to revive the traditional organizational culture.
- Encourage sport participation and volunteer work, coaching, or refereeing among the staff, as a way for the employees to stay involved in informal activities with their colleagues.

Centralization

- Decentralize a vast number of technical decisions to other levels in order to speed up the response and increase efficiency.
- Have more collective and participative (as opposed to authoritarian) decision making and take into account the input of the personnel.
- In order to create opportunities for participative decision making, either enlarge the Collegia so as to include all directorate chiefs and representatives from the general staff, or create an executive committee including the chair and the three vice-chairs.

Technology

- Allow personnel to rely on more individual approaches in their interactions with partner and client organizations, especially when it comes to consultants providing assistance to sport federations.
- Complete the computer links between Goskomsport Belarus and the regional sportcommittees as well as the sport federations. Establish a way to communicate, to network across the Republic (e.g., a computerized bulletin board system.
- Invest in technology and equipment compatible with western communication systems (computer terminals, softwares, answering machines, phones with phone conferencing) for a better cost-return and for long term benefits.
- In areas where it is possible, introduce electronic mailing, computer networking, and phone conferencing to replace the traditional, inefficient, costly, and time consuming ways of communicating and accessing data.
- Gradually train the employees to use computers and various softwares. Actively use the assistance and know-how of "Compak."
- Consider the training of employees in foreign languages as a valuable long term investment.
- In some work units (e.g., international relations department, high performance sport directorate), use computers to produce standard forms and achieve uniformity and efficiency.
- Complete and standardize the data bases on athletes, coaches, and sport officials. Up-date these data bases once a year and use them to facilitate the process of obtaining visas.

- Organize joint planning sessions and technical meetings between directorates to enhance internal communication and the sharing of information and expertise.
- For broad projects, involve employees from different directorates, so that the expertise and knowledge of a larger number of people can be utilized.
- In the area of mass sport and physical culture, capitalize on practical initiatives and projects and do not give priority to sport competitions.
- When possible, use wider volunteer involvement and assistance. Encourage public response by stimulating people to get involved in program implementation at the grass roots level and in larger events and competitions.

Environment

- Develop new lobbying strategies and mechanisms of interaction with the parliament and other ministries in order to ensure the future of the sport system in Belarus.
- Since sport federations and high performance sport are more likely to access corporate sponsorships than Sport for All, direct some state funds toward physical culture and recreation.
- Change the nature of the relations with sport federations. Provide assistance to, and work in partnership with sport federations (as opposed to leading them). The less interventionist nature of the relations should give more independence and responsibility to sport federations and should help them cope with the environment.
- Further develop the 1993 Legislature on Physical Culture and Sport and ensure its implementation.

Strategy

- Develop "conceptual" strategies (policy direction) with partner and client organizations and delegate, decentralize as much as possible the responsibilities for their implementation.
- Reduce Goskomsport Belarus' mission and mandate in order to gain more focus and, in the economic context, to limit the strategic initiatives to the most essential ones.
- Implement Goskomsport Belarus policies and promote its values primarily by encouraging all subordinate sport organizations and federations to adopt similar policies and strategies at their level (as opposed to Goskomsport Belarus dealing directly with the grass roots).
- Address the broader goals of gender equity (representation of women in sport in the capacity of athletes, coaches, sport administrators) and ethics (drug-free sport, excellence, fair play, etc.) in the programs and policies.
- Considering the economic environment, use the economic argument (job creation, stimulation of local economies through sport) in the discussion with parliament in order to protect the sport system.
- Revise Goskomsport Belarus strategies, especially those concerning mass sport and physical culture, since these areas have experienced a great deal of difficulty despite the numerous programs and strategies used in the past.
- Allocate funds for program implementation and for practical grass roots initiatives and projects at the local, municipal and regional levels, as opposed to the primarily organization of sport competitions.
- Share leadership. Encourage senior officials to involve others (sport federation leaders, leaders of public organizations) in the decision-making process and to delegate responsibilities to other levels.

- Develop an athlete-centered sport system and develop other mechanisms of social integration and security of athletes and coaches (job placement center, career and education counselling services, etc.).

Power and Control

- Have an open door policy in the organization and facilitate access to other employees, supervisors, or senior officials.
- Encourage mechanisms designed to allow for information sharing between units or levels.
- Provide the leadership with opportunities to reflect on the input of the larger staff (e.g., memos, presentations, meetings, discussions, round tables).
- Encourage employees to speak-up and to offer constructive criticism. Handle any disagreement in a positive and professional manner.
- Use power and control mechanisms only on a "need-to" basis, since the staff is highly experienced and qualified.

Recommendations to Sport Canada

Complexity

- Reduce the number of functional duties to ensure an equal development of all issues, since employees often have project responsibilities.
- Clearly specify the dual reporting relations in order to avoid confusion.
- When possible, make available the educational opportunities (management courses, computer software classes) in order to increase (on a long term basis) the efficiency of the organization.
- Compensate the shortage of administrative staff by the use of faster systems of communication (e.g., electronic mail, electronic bill boards).

Formalization

- Clearly delineate the responsibilities between the units.
- Use moderately formalized means of communication and reporting relations (within and across units) to avoid staff frustration and confusion.
- Revise main policies and programs so that they reflect the current characteristics of the environment as well as the changing relations with the sport community.
- Enhance the uniformity of performance by improving the communication across units, and by emphasizing the exchange of knowledge, expertise, and techniques.

Centralization

- Encourage the senior management to reflect more and more often on the employees' input in the decision making process.
- Involve the personnel in the decision making process by giving seats to personnel representatives on the executive committee.

Technology

- Reduce communication with partner and client organizations via mail, phone or fax and enhance the use of computer networks (electronic mail, electronic billboards).
- When possible, replace meetings by phone conferencing. Reduce spending on travel to meetings.
- Actively use the mass media (written, televisual, electronic) to communicate policies and programs as well as to send messages regarding the importance of sport and the sport system.

- Ensure the on-going training and up-dating of personnel to ensure the full potential of current Sport Canada technology.
- Collaborate with NSOs and provinces to ensure uniformity in the data collection procedures (in order to have data bases with standard definitions of coach, athlete, etc.).
- Develop communication mechanisms in conjunction with the provincial level through the Unit of Regional Coordination (to ensure annual or biannual updates of the data bases of interest to Sport Canada and its clients and partners).
- Encourage active networking and interacting with other government agencies.

Environment

- Be more actively involved in the political process directly through the Minister or through other governmental departments. Have a simultaneously pro-active and protectionist position.
- Have closer interactions and more mutual projects with other ministries and departments.
- Establish partnerships with other governmental departments or ministries at the federal (e.g., health) or provincial (e.g., education) levels in order to work on joint strategies to enhance physical education and sport in Canadian schools.
- Maintain funding to NSOs and athletes as essential elements of the Canadian sport system.
- Prior to federal investment, ensure the thorough examination of the legacy and costs of Major Games infrastructure.

- Without compromising fundamental values, cooperate with the corporate sector in some areas (financial assistance of athletes, Major Games).
- Encourage national training centers to get involved in business activities, to get corporate sponsorships as alternative means of support.
- Enhance coaching programs as important elements contributing to the stability of the environment.

Strategy

- Adopt a more assertive strategy to make the needs of Sport Canada known within the Department of Heritage and the other governmental entities. Be more pro-active, vocal to protect the sport system.
- Use the mass media to send messages about the importance of sport and physical activity.
- Lobby the government bureaucracy in order that Sport Canada be heard on sport matters, but always side with the sport community, the grass-roots organizations.
- Establish an athlete-centered sport system. Develop a clear policy to define the status of Canadian athletes as well as mechanisms to ensure the social security (financial, social, educational, occupational concerns) of those at the center of this sport system.
- Without expanding the Sport Canada mandate considerably, get involved in policy development and specific initiatives dealing with athletes in schools and universities.
- Enhance opportunities (through Sport Canada policy or through the encouragement of NSOs to have a policy) for sport participation of economically disadvantaged groups.

- Use existing Major Games facilities for future Games and competitions (as opposed to having new investments elsewhere) in order to cut spending and enhance accountability for public funds.

Power and Control

- Improve mechanisms for information sharing and provide more opportunities for input from the general staff.
- Provide more opportunities for input from informal and formal groups of interest and take this input into account during the decision making process.
- Clearly delineate the reporting relations, particularly in matrix situations, in order to reduce the existing confusion and the likelihood of power struggles.
- Develop formal and informal mechanisms to reduce the possibility for one person or a small group of persons to have control over most of the information in Sport Canada.

REFERENCES

- Artemov, V. (1981). Athletic activity in the lifestyle of urban and rural residents. International Review for the Sport sociology, 2(16), 53-61.
- Artemenko, V., & Geller, M. (1982). FOK-novaya forma fizkulturno-ozdorovitelnoi raboty s naseleniem po mesty zitelstva [FOK - new form of physical culture - recreational work with population in communities]. Teoria i Praktika Fizicheskoi Kultury, 4, 36-37.
- Babitch, A. (1991). Problemy rasvitiia i effektivnosti ispolzovania materialno-technicheskoi bazy fizicheskoi kultury i sporta v usloviach perechoda k rynochnoi ekonomike [Issues regarding the development of material-technical base for physical culture and sports during the transition to the market economy]. Teoria i Praktika Fizicheskoi Kultury, 9, 20-23.
- Baumann, R. (1988). The Central Army Sport Club (TSKA). Forging a military tradition in soviet ice hockey. Journal of Sport History, 15(2), 151-167.
- Blau, P., & Scott, W. (1962). Formal organizations. San Francisco, CA: Chandler.
- Blau, P. (1970). A formal theory of differentiation in organizations. American Sociological Review, 35, 210-218.
- Bogatikov, V. (1980). Trade-unions and the popular sport movement. In A. Chesnokov & V. Stolyarov (Eds.), The USSR: Sport and way of life (pp. 56-70). Moscow: Academy of Sciences.
- Bogatyrev, E. (1991). Y posledney cherty [In front of the last line]. Fizkulytura i Sport, 7, 2-3.
- Boiko, A. (1991). Goscretinism [State cretinism]. Fizkultura i Sport, 4, 24.

- Borisov, J. (1981). Physical culture and sport in the system of cultural values of the rural population. International Review for the Sociology of Sport, 2(16), 45-54.
- Broom, E. (1991). Lifestyles of aspiring high performance athletes: Comparison of national models. Journal of Comparative Physical Education and Sport, 13(2), 24-54.
- Bryman, A. (1988). Quantity and quality in social research. London: Unwin Hyman.
- Burns, T., & Stalker, G. (1961). The management of innovation. London: Tavistock.
- Burrell, G., & Morgan, G. (1979). Sociological paradigms and organizational analysis. London: Heinemann.
- Cantelon, H. (1979). Stakhanovism and sport in the Soviet Union. Unpublished manuscript, Queen's University, Kingston, Ontario, Canada.
- Cantelon, H. (1982). Rationality and logic of the Soviet sport. In H. Cantelon & R. Gruneau (Eds.), Sport, culture, and the modern state (pp. 221-255). Toronto: University of Toronto Press.
- Chandler, A. (1962). Strategy and structure. Garden City, NY: Doubleday.
- Chelladurai, C. (1987). The design of Sport Governing Bodies: A Parsonian perspective. In T. Slack & R. Hinings (Eds.), The organization and administration of sport (pp. 37-59). London, ON: Sports Dynamics Publishers.
- Chernov, K., & Kuznetsov, V. (1992). Problemy massovogo sporta [Problems of mass sport]. Teoria i Praktika Fizicheskoi Kultury, 1, 34-36.
- Child, J. (1972). Organizational structure, environment and performance: The role of strategic choice. Sociology, 6, 1-21.
- Constitution of Belarus. Minsk, Belarus: Supreme Concil of People's Deputies.

- Côté, J., Salmela, J., & Baria, A. (1992). Organizing and interpreting unstructured qualitative data. Unpublished manuscript, University of Ottawa, Ottawa, Ontario, Canada.
- Core Sport Report (1994). Ottawa, Ontario: Sport Canada.
- Cunningham, D., Slack, T., & Hinings, R. (1987). Changing design archetypes in amateur sport organizations. In T. Slack & R. Hinings (Eds.), The organization and administration of sport (pp.59-83). London, ON: Sports Dynamics Publishers.
- Daft, R. (1986). Organization theory and design. St. Paul, MN: West Publishing.
- Dexter, L. (1970). Elite and specialized interview. Evanston, IL: Northwestern University Press.
- Dill, W. (1958). Environment as an influence on managerial autonomy. Administrative Science Quarterly, 3, 409-443.
- Division of responsibilities between the chair and vice-chairs of the Goskomsport Belarus (1986). Minsk, Belarus: Goskomsport Belarus.
- Douyin, X. (1988). A comparative study on the competitive sports training systems in different countries. Journal of Comparative Physical Education and Sport, 10(2), 3-12.
- Drweski, B. (1993). La Bélorussie. Paris: Presses Universitaires de France.
- Duncan, R. (1972). Characteristics of organizational environment and perceived environmental uncertainty. Administrative Science Quarterly, 17, 313-327.
- Edelman, R. (1990). The professionalization of Soviet Sport: The case of the Soccer Union. Journal of Sport History, 17(1), 45-55.
- Environmental assessment of sport related factors (1994). Ottawa, Ontario: Sport Canada.

- Fastovsky, B. (1979). Nekotorye organizatsionnye formy raboty oblastnogo sportkomiteta [Organizational facets of the work of regional sportcommittees]. Teoria i praktika fizicheskoi kultury, 3, 35-36.
- Federal directions in sport. Response to the Minister's Task Force on federal sport policy (1994). Ottawa, Ontario: Sport Canada.
- Foldesi, G. (1991). From mass sport to the "Sport for All" movement in the "socialist" countries in Eastern Europe. International Review for Sociology of Sport, 26(4), 239-253.
- Fomin, J. (1991). Professionalizatsia bolshogo sporta i rynochnye otnosheniia [Professionalization of high-performance sport and the market relations]. Teoria i praktika fizicheskoi kultury, 5, 32-34.
- Ford, J., & Slocum, J. (1977). Size, technology, environment and the structure of organizations. Academy of Management Review, 2(4), 561-575.
- Foundation themes for an emerging sport plan for Canada (1993). Ottawa, Ontario: Federal/Provincial/Territorial Ministers Responsible for Sport and Recreation.
- Frisby, W. (1985). A conceptual framework for measuring the organizational structure and context of voluntary leisure service organizations. Society and Leisure, 8(2), 605-613.
- Frisby, W. (1986). The organizational structure and effectiveness of voluntary organizations: The case of Canadian national sport governing bodies. Journal of Park and Recreation Administration, 4(3), 61-74.
- Galbraith, J. (1973). Designing complex organizations. Reading, MA: Addison-Wesley.
- Garner, M. (1989). Socialist countries' sporting success before perestroika and after? International Review for the Sociology of Sport, 24(4), 277-291.
- Ghosh, B. (1982). Scientific method and social research. New Dehli: Sterling.

- Ginsberg, A., & Venkatraman, N. (1985). Contingency perspectives of organizational strategy: A critical review of the empirical research. Academy of Management Review, 10(3), 421-434.
- Goskomsport Belarus Staff Schedule. Minsk, Belarus: Goskomsport Belarus.
- Groves, B., & Borden, G. (1984). Is the Soviet sport system superior? Virginia Journal, 6(2), 9-19.
- Guskov, S. (1991). Perehod k rynochnoi ekonomike i razvitye fizicheskoi kultury i sporta [Transition to the market economy and development of physical culture and sport]. Teoria i Praktika Fizicheskoi Kultury i Sporta, 2, 11-18.
- Hage, J. (1965). An axiomatic theory of organizations. Administrative Science Quarterly, 10(2), 289-320.
- Hage, J., & Aiken, M. (1967). Relationship of centralization to other structural properties. Administrative Science Quarterly, 12(6), 72-92.
- Hage, J., & Aiken, M. (1969). Routine technology, social structure and organizational goals. Administrative Science Quarterly, 14, 366-376.
- Hall, A., Slack, T., Smith, G., & Whitson, D. (1991). Sport in Canadian society. Toronto, Ontario: McClelland & Stewart.
- Hall, R. (1972). Organizations: Structure and process. Englewood Cliffs, NJ: Prentice-Hall.
- Hall, R., Haas, J., & Johnson, N. (1967). Organizational size, complexity and formalization. American Sociological Review, 32, 903-912.
- Hargreaves, G., & Kingston, D. (1979). From GTO to Olympic glory. Bulletin of Physical Education, 15(1,2), 22-37, 28-39.
- Hargreaves, G. (1977). Sport and physical education: Autonomy or domination. Bulletin of Physical Education, 13(1), 19-23.

- Harvey, J., & Proulx, R. (1988). Sport and state in Canada. In J. Harvey & R. Proulx (Eds.), Not just a game (pp. 93-119). Montreal & Kingston: McGill-Queen's University Press.
- Hinings, C., & Lee, G. (1971). Dimensions of the organization structure and their context: A replication. Sociology, 5, 83-93.
- Hinings, R., & Slack, T. (1987). The dynamics of quadrennial plan implementation in national sport organizations. In T. Slack & R. Hinings (Eds.), The organization and administration of sport (pp. 127-153). London, ON: Sports Dynamics.
- Hoberman, J. (1990). The transformation of East German sport. Journal of Sport History, 17(1), 62-68.
- Jick, T.D. (1979). Mixing qualitative and quantitative methods: Triangulation in action. In J. Van Maanen (Ed.), Qualitative methodology (pp. 135-149). Beverly Hills, CA: Sage.
- Jones, S. (1985). The analysis of in-depth interviews. In R. Walker (Ed.), Applied qualitative research (pp. 56-70). Gower, England: Gower Publishing.
- Katz, D., & Kahn, R. (1966). The social psychology of the organizations. New York: Wiley.
- Kidd, B. (1980). The Canadian state and sport: The dilemma of intervention. Paper presented at the Annual Conference of the National Association for Physical Education in Higher Education, Brainerd, Manitoba.
- Kidd, B. (1991). How do we find our voices in the "new world order": A commentary on Americanization. Sociology of Sport Journal, 8, 178-184.
- Kikulis, L., Slack, T., Hinings, B., & Zimmerman, A. (1989). A structural taxonomy of amateur sport organizations. Journal of Sport Management, 3, 129-150.

Labor Code. Minsk, Belarus: Government of Belarus.

Lawrence, P., & Lorsch, J. (1967). Organization and environment. Cambridge, MA: Harvard University Press.

Legislature on Physical Culture and Sport (1993). Minsk, Belarus: Supreme Council of Belarus.

Lewin, B. (1989). Anatoly Firsov: Tzel-ozdorovlenie naroda [Anatoly Firsov: The goal is improving the state of health of people]. Fizkultura i sport, 7, 6-7.

Lvov, A. (1992). Ne speshite podpisyvat kontrakt [Do not hurry to sign up a contract]. Fizkultura i sport, 7, 8.

Macintosh, D., Bedeck, T., & Franks, C. (1987). Sport and politics in Canada. Quebec & Kingston: McGill-Queen's University Press.

Macintosh, D., & Beamish, R. (1987). Class or credentials? Recruitment to administrative positions in Canada's high performance sport delivery system. In T. Slack & B. Hinings (Eds.), The organization and administration of sport (pp. 153-173). London, ON: Sports Dynamics.

Macintosh, D. (1988). The federal government and voluntary sport associations. In J. Harvey & H. Cantelon (Eds.), Not just a game (pp. 121-139). Ottawa, ON: University of Ottawa Press.

Macintosh, D., & Whitson, D. (1990). The game planners: Transforming Canada's sport system. Montreal & Kingston: McGill-Queen's University Press.

Mannari & Marsh (1981). Technology and size. Administrative Science Quarterly, 3, 33.

Miles, R., Snow, C., & Pfeffer, J. (1974). Organization-environment: Concepts and issues. Industrial Relations, 13, 244-264.

Milstein, O. (1976). Way of life and physical culture. Proceedings of the International Congress on Physical Activity Sciences, Quebec.

- Mintzberg, H. (1979). The structuring of organizations. Englewood Cliffs, NJ: Prentice Hall.
- Morton, H. (1982). Soviet sport reassessed. In H. Cantelon & R. Gruneau (Eds.), Sport, culture, and the modern state (pp. 210-219). Toronto: University of Toronto Press.
- Munro, J. (1970). A Proposed Sports Policy for Canadians. Ottawa, ON: Department of National Health and Welfare.
- Neill, S. (1983). An analytical-descriptive model for national sport governing bodies. Unpublished doctoral dissertation, University of Ottawa, Ottawa, Ontario, Canada.
- Organizational Chart of Sport Canada (1994). Ottawa, ON: Sport Canada.
- Patton, Q. (1980). Qualitative evaluation methods. Beverly Hills, CA: Sage.
- Pennings, J. (1975). The relevance of the structural-contingency model of organizational effectiveness. Administrative Science Quarterly, 20, 393-410.
- Peppard, V. (1980). Soviet-American sport: a comparative view. In D. Harkness (Ed.), Sports in the American culture (pp. 21-26). Tampa, FL: American Studies Press.
- Pereversin, I. (1980). Sport development planning. In A. Chesnokov & V. Stolyarov (Eds.), The USSR: Sport and way of life. Moscow: Academy of Science.
- Perrow, C. (1967). A framework for comparative analysis of organizations. American Sociological Review, 32, 194-208.
- Pfeffer, J., & Salancik, G. (1978). The external control of organizations: a resource dependence view. New York: Harper and Row.
- Platonov, V. (1990). Aktualnye problemy vyshei shkoly i puti perestroiki fizkulturnogo obrazovania [Actual problems of highest education and the

- ways of restructuring the physical education]. Teoria i Praktika Fizicheskoi Kultury, 4, 5-10.
- Policy Statement on Goskomsport Belarus (1986). Minsk, Belarus: Council of Ministers of Belarus.
- Ponomarev, N. (1981). Sport and society. Moscow: Progress Publishers.
- Price, J. (1972). Handbook of organizational measurement. Lexington, MA: D.C. Health and Company.
- Pugh, D., Hickson, D., & Hinings, R. (1969). The context of organization structures. Administrative Science Quarterly, 14, 91-106.
- Pugh, D., Hickson, D., Hinings, R., & Turner, C. (1968). Dimensions of the organization struture. Administrative Science Quarterly, 13, 65-105.
- Ranson, S., Hinings, R., & Greenwood, R. (1980). The structuring of organizational structures. Administrative Science Quarterly, 25(1), 1-17.
- Rea, H., & Green, N. (1969). Report of the Task Force on Sports for Canadians. Ottawa, ON: Health and Welfare Canada.
- Report of the Minister's Task Force on federal sport policy (1992). Minister of State Fitness and Amateur Sport.
- Riordan, J. (1976). Sport in the Soviet society. Stadion, 2(1), 111-120.
- Riordan, J. (1980). Sport and physical education in West and East. A comparative study of approaches to sport and physical education in Britain and USSR. In J. Pooley & C. Pooley (Eds.), Proceedings of the II International Seminar on Comparative Physical education and Sport (pp. 15-37). Halifax, NS: Dalhousie University Printing Centre.
- Riordan, J. (1982). Response to Morton and Cantelon. In H. Cantelon & R. Gruneau (Eds.), Sport, culture, and the modern state (pp. 266-279). Toronto: University of Toronto Press.

- Riordan, J. (1986). Comparative sport system: The state controlled system. In C. Giam & K. Teh (Eds.), Proceedings of the Second International Sport Science Conference (pp. 97-115). Singapore.
- Riordan, J. (1987). Soviet muscular socialism: A Durkheimian analysis. Sociology of Sport Journal, 4, 376-394.
- Riordan, J. (1988). Sport made to measure: The formal organization of sport in the Soviet Union. Arena Review, 12(2), 105-115.
- Riordan, J. (1989). Soviet sport and perestroika. Journal of Comparative Physical Education and Sport, 11(2), 6-19.
- Riordan, J. (1990). Commentary: A bright future shrouded in Mist sport in Eastern Europe. Journal of Sport History, 17(1), 69-74.
- Robbins, S. (1983). Organization theory. Englewood Cliffs, NJ: Prentice Hall.
- Scanlan, G. (1979). The organization of sport and physical culture in the Soviet Union. Sport Exchange World, 3, 31-35.
- Schmidt, S., & Cummings, L. (1976). Organizational environment, differentiation and perceived environmental uncertainty. Decision Sciences, 7, 447-467.
- Schoonhoven, C. (1981). Problems with contingency theory: testing assumptions hidden within the language of contingency. Administrative Science Quarterly, 26, 349-377.
- Shenkman, S. (1990). Rusak: trudnye pyti [Rusak: Tough paths]. Fizkultura i Sport, 8, 1-2.
- Slack, T. (1985). The bureaucratization of a voluntary sport organization. International Review for the Sociology of Sport, 20(3), 145-165.
- Slack, T., & Hinings, R. (1987). Planning and organizational change: A conceptual framework for the analysis of amateur sport organizations. Canadian Journal of Sport Science, 12(4), 185-193.

- Slack, T., & Kikulis, L. (1989). The sociological study of sport organizations: Some observations on the situation in Canada. International Review for the Sociology of Sport, 24(3), 179-199.
- Slack, T., & Hinings, R. (1992). Understanding change in national sport organizations: An integration of theoretical perspectives. Journal of Sport Management, 6, 114-132.
- Speak, M., & Ambler, V. (1975). Physical education, recreation and sport in the USSR. Bailrigg, England: University of Lancaster.
- Sport Canada Portfolios (1994). Ottawa, ON: Sport Canada.
- Steinbach, V. (1987). Soviet sport: The success story. Moscow: Raduga Publishers.
- Tesch, R. (1990). Qualitative research analysis types and software tools. New York: Falmer Press.
- Thibault, L., Slack, T., & Hinings, R. (1991). Professionalism, structures and systems: The impact of professional staff on voluntary sport organizations. International Review for the Sociology of Sport, 26(2), 83-101.
- Thomas, J., & Nelson, J. (1985). Introduction to the research in health, physical education, recreation and dance. Champaign, IL: Human Kinetics.
- Thompson, J. (1967). Organizations in action. New York: McGraw-Hill.
- Tosi, H., & Slocum, J. (1984). Contingency theory: Some suggested directions. Journal of Management, 10(1), 27-41.
- Treadwell, P. (1985). Socio-historical analysis of sport boarding schools in the UK and the USSR and their links with the modern Olympic philosophy. Physical Education Review, 8(1), 14-25.
- Vail, S. (1985). Organizational effectiveness and national sport governing bodies: A constituency approach. Unpublished doctoral dissertation, University of Ottawa, Ottawa, Ontario, Canada.

- Wohl, A. (1983). The phenomenon of Soviet sport and its new developmental stage. International Review for the Sociology of Sport, 3(18), 51-68.
- Wolf, F. (1986). Meta-analysis: Quantitative methodology for research synthesis. Beverly Hills, CA: Sage.
- Woodward, J. (1965). Industrial organizations: Theory and practice. London: Oxford University Press.
- Work Regulations in Goskomsport Belarus (1986). Minsk, Belarus: Goskomsport Belarus.
- Zilberman, V. (1991). Soviet sport rating system. Journal of International Council for Health, Physical Education and Recreation, 27(2), 24-28.

Appendix A

Interview Protocols (in Russian and English)

План Интервью

Специализация

1. Какие существуют штатные позиции в вашей организации? Сколько всего штатных позиций?
2. Сколько у вас направлений/секторов работы за которые вы ответственны? Как распределяются обязанности между сотрудниками?
3. Какие функции выполняет ваше Управление? Есть ли структурные подразделения? Какие, в чём специализируются?
4. Какой уровень подготовки надо иметь чтобы работать в вашем Управлении/отделе? В Госкомспорте?
5. Находятся какие-либо подразделения, отделы центрального аппарата в других частях Минска, области, республики?
6. Есть ли отдел или сектор, координирующий действия областных и региональных Спорткомитетов?
7. Существует ли Комиссия Госкомспорта, кто в неё входит и изменились ли её обязанности и подчинённость?
8. В какой стадии находятся структурные, кадровые перестановки в Госкомспорте и что может измениться?

Стандартизация

1. Какие есть в Госкомспорте документы, содержащие внутренние правила, процедуры и регламент работы? А в вашем пользовании?

2. Есть ли документ, где написано, что вам надо делать в вашей работе и каким образом? Подробный или более в общих чертах?
3. Есть ли такой же для всех штатных позиций?
4. Сколько у вас есть свободы, автономии в действиях?
5. Насколько практически вы пользуетесь инструкциям, регламентом и процедурам? В какой степени полагаетесь на интуицию и инициативу?
6. Как происходят рабочие контакты, обмен информацией с коллегами внутри Управления? Между Управлениями?
7. Как часто проходят собрания сотрудников, кто участвует? В какой форме, обстановке они проходят?
8. Как организовано планирование в Госкомспорте? Какие существуют планы, кто их составляет и утверждает?
9. Сколько всего в Госкомспорте действует Положений? Какой общий объём в страницах? Сколько примерно приказов издаётся в год?
10. Сколько и какие официальные Программы, инициативы Госкомспорт предлагает в различных аспектах спорта и физической культуры?
11. В какой форме происходит отчётность, оценивание работы сотрудников Госкомспорта? Как сообщаются результаты?
12. Есть ли в Госкомспорте традиции? Неписанные правила? Как на ваш взгляд, они влияют на вашу работу? Примеры...

Централизация

1. На ваш взгляд, где в структуре центрального аппарата Госкомспорта принимается большинство решений?
2. Какие решения принимаются на этом уровне? Примеры...
3. Принимаются ли решения на других уровнях? Примеры...
4. Как, шаг за шагом происходит процесс принятия больших решений, затрагивающих весь центральный аппарат Госкомспорта?
5. Сколько уровней Госкомспорта участвуют в этих решениях?
6. Какие вопросы и проблемы, которые возникают, вы решаете?
7. Как вы действуете в ситуациях, когда стоящая проблема, вопрос имеют большую важность для Управления и нуждаются в быстром решении?

Технология

1. Из чего состоит процесс работы в аппарате Госкомспорта?
2. Какие функции выполняет Госкомспорт? Примеры...
3. Как предоставляются содействие/услуги организациям, являющимися партнёрами, клиентами Госкомспорта? Примеры..
4. Есть ли общий подход ко всем организациям, или вы работаете с каждой по-разному?
5. Как осуществляется связь, обмен информацией и контакты с спортивными и другими организациями?
6. Какова роль средств массовой информации, как Госкомспорт связан с ними? Как вы работаете с общественностью?

7. Как информация обрабатывается, хранится? Примеры.
Сколько сотрудников задействовано?
8. Есть ли в Госкомспорте техническая служба, например аудио-видео, компьютер, переводы и т.д.? Как вы поступаете если нужна помощь в этих вопросах?
9. Что вы делаете в своей работе? Как вы это делаете?
Опишите ваш обычный день?
10. Какие подходы, методы как начальник Управления вы используете в вашей работе? Нестандартные решения?
11. Каким техническими средствами или оборудованием вы пользуетесь и в какой степени?
12. Нужны ли вам какие-то технические знания, навыки для того, чтобы работать в Госкомспорте? В вашем Управлении?
13. Специфика работы в вашем Управлении? Коренные отличия от других Управлений?
14. Как ваше Управление связано с другими в плане совместных проектов, инициатив? Как идёт обмен информацией, контакты между Управлениями, отделами?
15. Насколько в процессе работы Управления Госкомспорта автономны? От чего это зависит? Примеры...
16. В какой степени работа в Госкомспорте рутинная?
17. Как вы поступите если наступит критическая ситуация и вы не знаете что делать?
18. В настоящее время какие вам необходимы технические средства, технологии чтобы облегчить достижение желаемых результатов?

Окружающие условия (внешние факторы)

1. Кто основные партнёры и клиенты Госкомспорта в целом, и с позиции вашего Управления?
2. Со сколькими организациями вы связаны в Беларуси? За пределами республики, в СНГ, за рубежом?
3. Представляют ли эти организации в большинстве сфере фКиС? Как представлены межотраслевые связи?
4. Как происходит поиск партнёров, отраслей потенциально интересующих Госкомспорт?
5. Как Госкомспорт связан со спортивными федерациями, Ассоциациями, ведомствами?
6. Насколько они независимы от вас финансово и организационно-методически?
7. Предлагает ли Госкомспорт какие-то программы, инициативы по социальной защите, адаптации и трудоустройству спортсменов?
8. Какова принадлежность и подчинённость Госкомспорта на сегодняшний день? Что происходит с решением о вашем переводе в Минкультуры и печати?
9. Госкомспорт находится на госбюжете? Сколько это в финансовом выражении? Другие источники финансирования, проценты, суммы?
10. Сколько расходуется на спорт (фК, масс.спорт) и на какие разделы? Ваше мнение это много или мало и что первоочередное?

11. Как финансируются ДЮСШ, научные и практические исследования, тренеры сборных команд?
12. Как ситуация в экономике сейчас затрагивает Госкомспорт? Достоинства и недостатки перехода к рыночной экономике?
13. Происходит ли какое-либо экономическое регулирование в отношении материальной базы спорта, стимулирование вложений в спорт?
14. Что дало Госкомспорту принятие Закона о ФКиС в 1993?
15. Как сегодняшняя политическая ситуация в республике влияет на Госкомспорт? Законодат., исполнит. власть, новое правительство?
16. Какие внешние факторы/процессы или события сейчас создают стабильность или наоборот неустойчивость для Госкомспорта?
17. На ваш взгляд, окружение Госкомспорта (т.е. партнёры, связи, и другие внешние факторы) постоянно меняется или остаётся относительно прежним?
18. Переживает ли Госкомспорт неопределённость (неизвестность) в данный момент? В чём?
19. Как это влияет на вашу работу? Как сегодняшняя структура преодолевает, ведёт себя в этих условиях?
20. Как в Госкомспорте осуществляется оценка окружающих условий, их анализ?

Стратегия

1. Мандат Госкомспорта и разделение полномочий с региональными органами государственного управления?
2. Какие главные цели стоят перед Госкомспортом?
3. Какие рабочие цели, приоритеты сегодня на первом плане? Есть ли ясность в общем направлении?
4. На какой идеологии, философии они сейчас построены или строятся, какие центральные ценности пропагандирует Госкомспорт в спорте высших достижений (ФК и т.д.)?
5. Какие стратегии, пути выбраны для достижения этих целей?
6. Как выглядят текущие задачи для Госкомспорта? Для вашего Управления?
7. Есть ли какие-то внешние факторы, которые создают ограничения в достижении целей Госкомспортом? Кто оценивает работу Госкомспорта, по каким показателям?
8. Как Госкомспорт разделяет приоритеты между любительским и профессиональным спортом? Есть ли такое разделение, если спортсмен согласно Закону уже считается профессией?
9. Есть ли у Госкомспорта альтернативные стратегии, пути достижения поставленных целей?
10. Что на ваш взгляд является или должно быть первоочередной задачей для Госкомспорта? В каком направлении происходит движение сейчас?

11. Что вас заботит, беспокоит в отношении работы Госкомспорта? Развития и успешного функционирования всей системы ФКИС в Беларуси?

Влияние и контроль

1. Какие, на ваш взгляд, существуют возможности для сотрудников Госкомспорта участвовать в принятии решений?
2. Как это может произойти? Как это обычно происходит?
3. На каком уровне находится большинство информации в Госкомспорте? За счёт чего? Что происходит с этой информацией?
4. Является ли экспертиза и опыт источниками неформального влияния при решении каких-то конкретных вопросов?
5. В процессе принятия больших решений кто может повлиять на исход? Есть ли неформальный лидер (ы)?
6. Какие есть группы или коалиции интересов в центральном аппарате Госкомспорта? Борьба, столкновения интересов? Примеры...
7. Какое Управление/отдел распределяют ресурсы Госкомспорта, решает вопросы о кадровых перестановках, изменениях в Положениях и т.д.?
8. Есть ли в Госкомспорте Управление(я) которые считаются более влиятельными, чем другие? Почему?

Interview Protocol (English)

Complexity

1. How many staff members are in your organization?
2. Who is considered admin/technical staff, generalist?
3. What is the breakdown between these positions?
4. Could you explain the mechanism of the matrix system?
5. Who is subordinate to whom in this hierarchy? Does it depend on specific projects? What are examples?
6. Based on what roles are tasks distributed within and among units?
7. How many duties, responsibilities, do you have? What about the other staff?
8. What qualifications are essential to work at Sport Canada? In your unit?

Formalization

1. Have job descriptions, and the policy and procedures manual been finalized? Are they that important?
2. Do you have a job description? Do job descriptions exist for all positions?
3. Are they detailed or rather general?
4. Do you have a policies and procedures manual?
5. Do you have staff meetings, how often, who participates, what is the format?
6. Is the manner in which you work specified somewhere? Does it have to be uniform?
6. How much latitude do you have in performing your job?
7. To what extent do you have to use your own judgement, initiative and approaches?
8. How many programs does Sport Canada manage?
9. Could you explain what strategic planning is for Sport Canada? Are there other plans?
10. How does the system of performance appraisal and evaluation work?
11. Are there informal rules, traditions? What is their impact on the work process?

Centralization

1. Where are most decisions made in the organization?
2. What type of decisions are made at that level, examples?
3. What issues or situations do you have discretion over?
4. Are decisions made at other levels, examples?
5. Who makes the strategic decisions (e.g., resource allocation, structural change, policy change)?
6. How many levels of authority participate in these decisions?
7. Do you have any chance to appeal the ADM or the Minister's decision somewhere above?
8. What decision making authority does the Executive Committee have?

Power and Control

1. How can someone influence decision making in the organization?
2. What are the possibilities for you to have an informal or maybe formal impact on a certain decision?
3. Where is most of the important information concentrated in the organization? What happens to this information?
4. Is there an informal leader whose opinion is usually taken in consideration?
5. Who has control over finances?
6. Are there units in the organization that have more "weight" than others?
7. Are there groups or coalitions of interests within Sport Canada? What do they advocate?

Technology

1. What is involved in the work process within your unit?
2. What services does your unit provide to its clients/partners? How are they delivered? Examples?
3. How do you communicate with these organizations? Where does the information come from, where do you send it?
4. Do you deal with your client organizations differently? What is the format of the meetings, contacts?
5. How is an information processed, stored? How many people are involved?

6. Do you have any technical support services within Sport Canada (e.g., secretarial, audio-visual production, translation, computer)? How many staff members are working there?
7. What do you do in your job? How do you do it?
8. In order to accomplish your work, what techniques and approaches do you use? How do you deal with particular issues?
9. What office equipment do you use and to what extent? Examples?
10. Do you need to have technical knowledge in order to work in Sport Canada? In your unit?
11. To what extent issues evolving on an everyday basis require your best judgement, intuition and experience?
12. To what extent work problems/issues are similar or diverse and can be subjected to analysis?
13. To what extent is work in Sport Canada routine?
14. How do you lin with other units? To what extent do units work independently from each other?
15. How is the work process different from unit to unit?
16. What happens if there is a crisis and you don't know what to do?
17. Right now what technological means does your organization need to improve performance?

Environment

1. What constitutes the environment for Sport Canada?
2. How many organizations are you involved with directly? Examples?
3. How is Sport Canada linked to other organizations?
4. How do you liaise with amateur sport organizations?
5. What other areas, fields are represented in Sport Canada environment? From your unit's perspective?
6. What is the progress of links with other federal departments under the Department of Heritage and other departments?
7. How are you linked with provincial-territorial governments?
8. What other kinds of working relationships has Sport Canada established with clients and partners apart from contributions?
9. Is the Sport Canada environment stable? Is Sport Canada experiencing uncertainty right now?

10. What are the factors causing the uncertainty and instability?
11. Is the Sport Canada environment (partnerships, other external factors) changing all the time?
12. How do political factors affect Sport Canada's environment? Where do political pressures come from?
13. To what extent can your organization influence the political process?
14. What are the alternatives, British model, American, Russian?
15. How is the present economic situation influencing Sport Canada?
16. What is the percentage of the federal and Heritage budget allocated to sport? How much goes into high performance versus domestic, mass sport?
17. What is your opinion of the new economic model presented by Cal Best? How has the Minister responded?
18. It was known that the federal funding would be decreased a while ago, however spending on Major Games (Canada Games, Commonwealth Games, International Hosting Events) was kept up? Comment.
19. What is your opinion on possible partnerships of Sport Canada with the private sector?
20. To what extent do your clients depend on your organization other than financially?
21. How are you linked with the Canadian Sport Council and other new structures in the sport community and how important are these alliances?

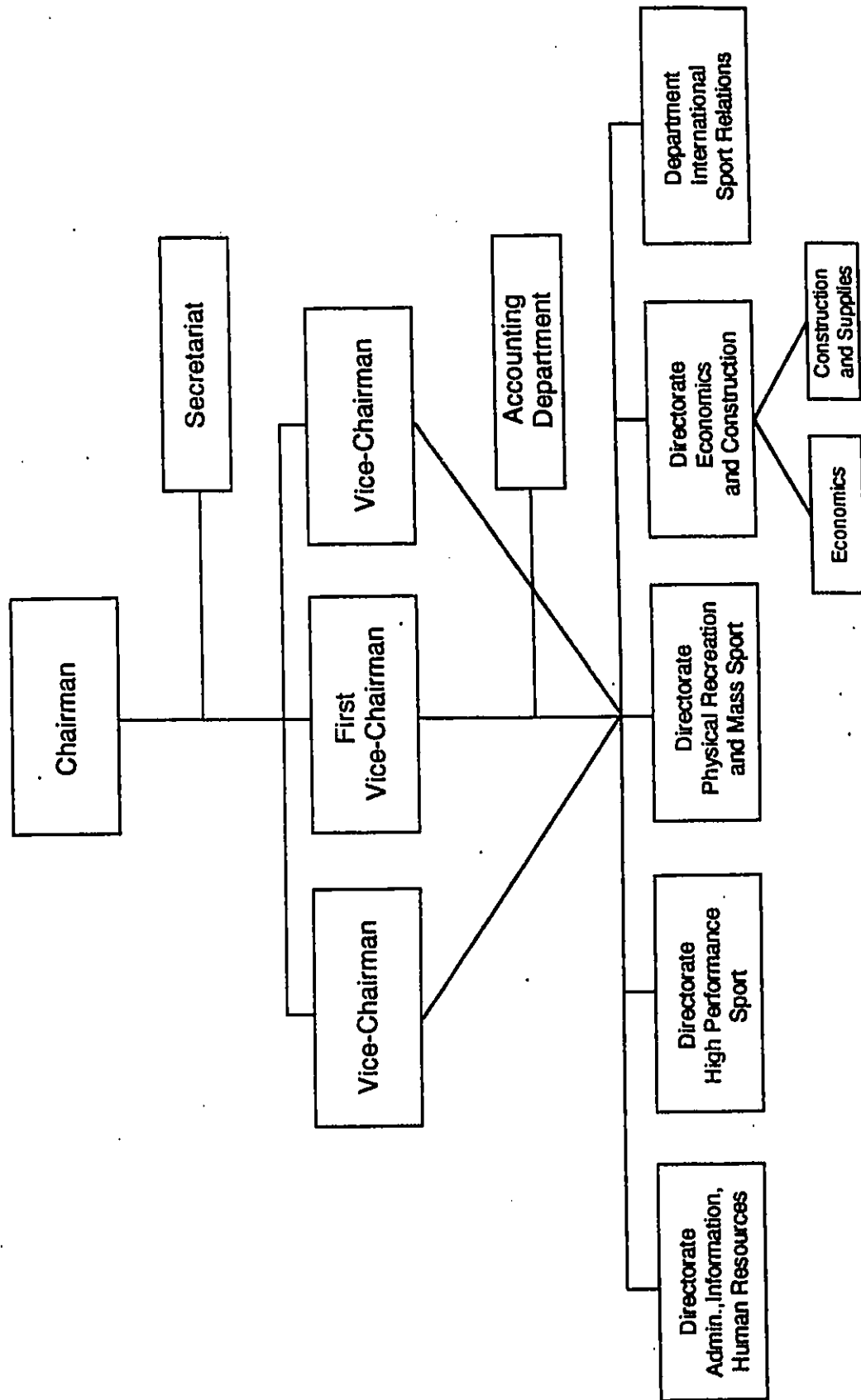
Strategy

1. What has changed in terms of mission, mandate of government in sport in the last two years?
2. Is there any definite sense of corporate direction for Sport Canada?
3. What are the long term goals of Sport Canada?
4. What are the strategies to achieve your goals?
5. What are Sport Canada's priorities?
6. How do you account for differences in priorities, political situation and development of provinces in regards to strategic planning?
7. Where is Sport Canada's strategic emphasis today?
8. Are there external factors which create some constraints in your strategy?
9. Do you have any alternative strategies, ways of achieving your goals?

10. What is your vision on what has to be done right now and in the long run in order to ensure the achievement of Sport Canada's goals?

Appendix B

Organizational Chart of Goskomsport Belarus



Appendix C

Organizational Chart of Sport Canada

