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A DESCRIPTIVE-ANALYTICAL MODEL FOR
NATIONAL SPORT GOVERNING BODIES

by

Susan E. Neill

A Thesis presented to the School of
Graduate Studies of the University of Ottawa
in partial fulfillment of the
requirements for the degree of
Doctor of Philosophy

Ottawa, Ontario

September, 1983



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UNIVERSITY OF OTTAWA

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Abstract of A Descriptive-Analytical Model for National Sport
Governing Bodies

National Sport Governing Bodies (NSGBs) form the core of the delivery system for sport in Canada. These organizations, through their Constitutions, have the mandate for the development and control of amateur sports at the national level and are therefore important components of the sport mosaic of Canada.

Factors in the environment of NSGBs can have considerable impact on their behavior. In order to develop an understanding of NSGBs, knowledge must be gained about the relationship of the NSGBs and their environment. A review of literature revealed that little is known about the nature of NSGBs as organizations. Although several studies have been done which describe some aspect of NSGBs, these do not appear to assist in the understanding of NSGBs as organizations. The purpose of this study was therefore to develop a descriptive-analytical model for National Sport Governing Bodies in Canada based on systems theory which would aid in the understanding of NSGBs as organizations. Because of the significance of the impact of the environment on organizations, four system components relating the organization to its environment were selected for the model - the environment, the boundary and boundary spanners, the inputs, and the outputs.

The process of building the model for NSGBs consisted of five primary steps. Through deduction from the literature, a systems model and accompanying propositions were developed for organizations. Data from NSGBs and other related sources were then examined to determine the support for the model in NSGBs. The data suggested that the systems model was an appropriate model for NSGBs. Through deduction from the sport-related data, a model and propositions for NSGBs were developed based on the systems model. The sport-related data were then analyzed to determine how closely the behavior of NSGBs matched that described in the propositions. Recommendations were then made to NSGBs.

The population of NSGBs consisted of those NSGBs which were members of the Canadian Olympic Association and had offices in the National Sport and Recreation Centre. A random sample of 15 NSGBs was selected from the total population of 37.

It was found that some discrepancies existed between the actual behavior of NSGBs and that prescribed by the propositions. Major discrepancies were identified in the areas of resource acquisition, the use of boundary spanners and the obtaining of relevant feedback. It was recommended that NSGBs diversify their sources of income in order to reduce their dependency on the the federal government and at the same time reduce opportunities for government control, that NSGBs develop formalized boundary spanning roles for both volunteers and professional staff and finally, that NSGBs obtain more relevant feedback through formal evaluation procedures.

CHAPTER ONE

INTRODUCTION

National Sport Governing Bodies (NSGBs) form the core of the delivery system for sport in Canada. These sport organizations, heavily funded by the Government of Canada Fitness and Amateur Sport Branch, have the mandate for the development and control of amateur sports at the national level. Within their jurisdiction fall such major undertakings as the creation of training and competitive programs for Canada's high performance athletes, the organization of national and international events and the training of coaches and officials. These organizations are influential in the sport mosaic of Canada and their activities have a significant effect on Canadian sportspeople.

National Sport Governing Bodies: An Overview

Although amateur sport governing bodies exist at the local, provincial, national and international levels, this study deals only with sport governing bodies at the national level. National sport governing bodies are single sport organizations and are, for the most part, autonomous (Schrodt, 1981). In some cases, however, national sport governing bodies are bound together into a federation. Each national sport governing body has as its constitutional mandate the development and control of a specific sport in Canada, for example

the Canadian Volleyball Association, and the Canadian Track and Field Association. There are approximately 65 of these organizations at the national level.

National sport governing bodies are predominantly voluntary in nature (Slack and Johnston, 1982) although they have varying numbers of professional staff in such positions as Executive Director, Technical Director, Program Co-ordinator and National Coach. Over half of the national sport governing bodies have offices for their staff in the National Sport and Recreation Centre in Ottawa. The Centre was created in 1970, not only to provide a central working place for national sport governing bodies, but also to provide many support services necessary for the operation of a sport association; for example, a graphics department, secretarial services, translation service and audio visual productions. Most associations are financially dependent on the federal government, receiving from 60 to 80% of their revenue from federal funds. Some are now starting to subsidize this revenue from corporate sources.

National sport governing bodies possess a hierarchical authority structure and generally the volunteer President is the head of the association. Varying amounts of authority and responsibility are given to the professional staff. In some associations, the employees assume the traditional staff role of carrying out the plans and policies of the Board of Directors. In others, the employee has become the President, Vice President or Director General, thereby assuming more authority than the traditional staff role.

Within each association, the officers form an Executive Committee which, with the professional staff, is responsible for the operation of the association. National sport governing bodies are democratic organizations (Taylor, 1976) and input from the membership is obtained through the Board of Directors which generally consists of the Executive and a representative from each province and territory. As in most democratic organizations,

An ambitious, active few are allowed to make decisions for the remainder of the membership, and are not likely to encounter much resistance unless their decisions drastically affect the personal welfare of a number of the members. (Bratton, 1970, p.11)

The role of national sport governing bodies has been outlined as follows:

1. To provide various levels of competition including competitions at the national level;
2. To hold the sanctioning rights as they relate to the sports at the national and international levels;
3. To establish rules and regulations to be adapted to the international, national and provincial levels;
4. To provide coaching for teams under their jurisdiction and to develop standards and certification programs for coaches;

5. To provide national teams;
6. To provide technical development programs for their sports on a national basis;
7. To provide information and fund raising programs for their sports on a national level;
8. To represent the sports and to communicate with the federal government;
9. To provide administrative support systems at the national level;
10. To represent and develop the sports at the national level;
11. To provide officials for national and international competitions and to develop standards and certification programs for officials. (Government of Canada, 1979, p.22)

Not only do NSGBs exist in an environment which appears to be unstable but internal factors also create instability within these organizations. Internally, there is a large turnover of volunteers and professional staff. Most volunteer sport administrators enter these organizations with enthusiasm, however, because of a heavy workload, "there is a rapid 'burnout' rate which results in them serving an average term of only two to three years" (Mitchelson, 1977, p.2). At the National Executive level in particular, the requirements for

knowledge and administrative expertise are great and volunteers may not possess the necessary skills. Training programs for volunteer sport administrators are minimal, and in some cases the volunteers may never possess the capabilities to accomplish the task (Greaves, 1976). A high turnover of professional staff results from mediocre salaries, heavy work demands, lack of opportunity for advancement and the sometimes frustrating experience of working with volunteer administrators.

The environment of amateur sport has become more complex and uncertain in recent years. More external organizations than ever before are having a strong impact on national sport governing bodies. Federal government policies for sport may change as public pressure mounts, as the economic climate changes or as the government as a whole enters into agreements with other countries. Other large, multi-sport organizations such as the Canadian Olympic Association may exert their influence on member sport governing bodies and funds or programs may be introduced or curtailed (Pound, 1981). International counterparts of sport governing bodies may develop policies, change location of events or initiate eligibility criteria which influence the direction of national sport governing bodies. The external forces acting on national sport governing bodies are great and considerable organizational stability and flexibility is required to meet the demands (Gowan, 1980, p.7).

As the calibre of the performance of Canadian athletes has increased, so have the expectations of Canadians. The federal government, the major funding source for amateur sport, stated clearly that its funding priority would be in the pursuit of excellence in domestic and international sport (Government of Canada, 1979). At the same time, it called for a "modified federal presence" (p.7) in sport. Pressure to be competitive in the international arena, coupled with a lack of resources has produced an environment of considerable uncertainty for national sport governing bodies (Government of Canada, 1979).

Throughout the growth period in amateur sport, there have been expressions that national sport governing bodies do not have the administrative competence to handle the job which has been given to them. Even with the development of the National Sport and Recreation Centre and the provision of funds to hire full-time employees, an air of skepticism existed. The late Doug Gilbert commented as follows on national sport governing bodies when he wrote in the Montreal Gazette:

Sport governing bodies have always been nickel and dime operations in Canada with volunteer officials working in their spare time in their basements. Now they have money but those same men will probably never lose that old nickel and dime philosophy. (Dec. 1973, p.18)

Yet national sport governing bodies have fought hard to retain control of amateur sport and to convince the federal government of their

competence. The control of amateur sport has been a sensitive issue and the federal government, in policy papers (Government of Canada, 1977), has been careful to assure amateur sport administrators that it did not wish to assume control. In 1981, however, the federal government began to make stronger statements about the responsibilities of national sport governing bodies to account for public funds. Gerald Regan, then Minister Responsible for Fitness and Amateur Sport, stated that "it is imperative that national sport organizations conduct their financial and administrative affairs at the highest professional standard" (Government of Canada, 1981, p.9), and that the priority for funding consideration be given to those sports that "have a commitment to excellence and who continually demonstrate technical, administrative and financial maturity" (1981, p.10).

Not only has the federal government placed higher competency demands on national sport governing bodies, but so have other organizations such as the Canadian Olympic Association. Richard Pound, then President of the Canadian Olympic Association, also expressed his views that his association's funds should go to those organizations which are capable of producing a high quality product:

In my view, dividing the money equally between the sports makes any program so watered down as to be useless. Perhaps we could apportion funds where they're going to be used most effectively with little or nothing going to sports where there will be little or no

return. I would be prepared to put the money where we can use it most efficiently and to reward the sports which are performing. (1981, p.11)

National sport governing bodies are, therefore, under pressure from forces in their environment to perform more effectively. Resources for amateur sport are becoming more scarce while the demands for higher performance are increasing.

In the following chapter, a review of the literature on NSGBs is conducted to determine what research is available to assist amateur sport administrators in understanding these organizations and their environment.

CHAPTER TWO

REVIEW OF THE LITERATURE

The research on national sport governing bodies has been conducted primarily under five topic areas and is therefore discussed under these areas: 1) models involving sport governing bodies, 2) typologies of sport governing bodies, 3) the volunteer in sport governing bodies, 4) the effectiveness of sport governing bodies, and 5) histories of sport governing bodies.

Sport Models Involving Sport Governing Bodies

Models have been developed to explain the structure and functioning of sport in Canada and several of these include sport governing bodies.

Pugliese and Conklin (1976) developed a Sport Involvement Model for Canadians. The model was divided into three segments: Canadian culture, unstructured physical activity, and competition, and it indicated not only the links between the segments but also the barriers that inhibited the growth and development of each. Sport governing bodies were involved in the competitive segment of the model and assumed varying amounts of responsibility for participation at each level (local, provincial and national). The barriers to participation were listed for each level, and sport associations were depicted

as one group of agencies that could alleviate some of the barriers. The model provided a framework for the analysis of participation of Canadians in sport.

Broom (1973), in comparing the structure and function of central sports administration in Canada and England, suggested a model for sport in Canada. In this model, the federal government would establish and fund an independent central body which would be responsible for furthering sport and physical recreation in Canada. National sport governing bodies would be serviced by this central body and would be represented on the Advisory Council to it by the Sport Federation of Canada. Although the concept of a central governing body for sport in Canada, as suggested by Broom, has been considered, no action has been taken because the major sport organizations in Canada have not wished to relinquish any of their respective responsibilities.

Greaves (1976), as part of another study, developed a process for organizational problem solving by sport governing bodies. The model for the process consisted of three stages: the pre-plan, planning and implementation, and evaluation. This model is useful for resolving specific problems. It was specifically directed at sport governing bodies interested in implementing a sport development policy.

The Unification of Sport Report (Taylor, 1976) provided an overview of the existing system of sport in Canada. It outlined the levels of organizational involvement and the various organizations participating at each level. According to Taylor (1976), the sport

system breaks several basic rules and is, therefore, problematic. There is no hierarchy of command or control and any agency can communicate with any other agency at any level. There is no upward chain of command. Provincial affiliates often do not share the same national perspective as the parent body. Provincial governments have no responsibility for programs initiated at the federal level. The same people may appear in several associations or levels in key positions and finally, there is no overall system to the structure. "It truly reflects our national patchwork of policies, geography, regionalism and interests" (Taylor, 1976, p.3). Taylor went on to propose a unified sports system which attempted to tie together, in an integrated fashion, the parties in Canadian sport. With sport governing bodies at the centre of the model, it describes five main areas of responsibility in a national plan. National sport governing bodies would work together to carry out their respective responsibilities.

In 1979, the federal government proposed a policy paper entitled Partners In the Pursuit of Excellence (1979) which built upon the unification of sport model. The "major shareholders" (p.21) in this model of a national plan for sport are the federal government, the national sport governing bodies, the national service and multi-sport agencies and the provincial governments. The role of each of the partners was outlined in the paper. This paper, although tabled in Parliament, was never discussed or made policy because of a federal election and the ensuing change of government.

Mitchelson (1979), in his paper entitled A Model for the Organizational Development and Maintenance of Sport and Physical Education Groups, developed a model which was an adaptation of the Getzels, Lipham and Campbell (1968) model for educational administration. It was a model of social behavior consisting of four segments: the sport organization or group, the individual, the role expectations of the organizational unit and the personality need-dispositions of the individual in the organizational unit. These four components were seen to interact within the context of a social system. Mitchelson's model primarily provided a framework within which the study of the behavior and expectations of the individual organization could take place.

The models described above indicate the role or the position that national sport governing bodies could assume in an overall plan for sport. In none of the models, however, are national sport governing bodies discussed as entities relating to their environment in a dynamic way.

Typologies of Sport Governing Bodies

A review of the literature has revealed no typology for sport governing bodies. Researchers have attempted to classify sport governing bodies on the basis of established organizational typologies.

Slack (1979) attempted to fit sport governing bodies into the Blau-Scott typology (1962). This typology classifies organizations according to who benefits from the activities of the organization—the

owners or managers (business concerns), all of the members (mutual benefit associations), the clients being served (service organizations) or the public at large (commonweal organizations). Slack concluded that

it would be logical to suggest that voluntary associations and particularly sport associations would qualify in the category of mutual-benefit associations. In some cases, the general public may benefit from the efforts of the sport association, however, it is principally the membership which is the prime beneficiary. (1979, p.24)

Etzioni's typology was used in a study by Williams and Jackson (1981) to classify sport organizations. Etzioni (1964) had classified organizations on the basis of their means of eliciting compliance to work toward the association's goals. It refers to the relationship of the individual with power and the subordinate or individual who must comply. Different methods of eliciting compliance result in different forms of behavior and commitment on the part of the subordinate.

Williams and Jackson (1981), using Etzioni's typology, studied the involvement of members of a provincial sport governing body in British Columbia. They determined the behavioral and attitudinal involvement of sixty-three members from four hierarchical levels of

the organization based on hours spent per week in the sport. Organizational effectiveness, following Etzioni (1964), was determined by the congruence in the compliance relationship of the member and the association. At the upper hierarchical levels, the compliance relationship was not congruent indicating that if organizational effectiveness were to be improved, attention must be focused on the members at the lower hierarchical levels of the association. This study, through the use of Etzioni's typology, accounted for some of the dissatisfaction of lower participants in sport associations with their parent provincial body.

Bratton (1970), as part of his study of national swimming and volleyball executives, applied a part of the Gordon and Babchuk (1959) typology to sport governing bodies. Gordon and Babchuk (1959) had classified voluntary organizations on the basis of their functions. In this typology, instrumental organizations have goals which lie outside the organization and seek changes in a condition in society which go beyond their immediate membership. Expressive organizations "perform a function primarily for the individual participants through activities confined and self-contained within the organization itself" (1959, p.27). A minor hockey team could be called an expressive organization. An organization which combines both types of functions is classified as instrumental-expressive. Bratton (1970) concluded that sport governing bodies are instrumental-expressive organizations because, although administrators view their

contributions as instrumental, they are allowed to "engage in expressive activities" (1970, p.168). Beamish (1978) has classified NSGBs as instrumental associations because of their orientation, their stress on efficiency and their requirement for specialized skills for participation.

Other typologies for voluntary organizations (Booth, Babchuk and Knox, 1968; Jacoby and Babchuk, 1963; Warringer and Prather, 1965) have not been applied to sport governing bodies.

The Volunteer in Sport Governing Bodies

Several researchers have investigated the characteristics of volunteers in sport governing bodies. Bratton (1970) studied demographic and biographic data gathered on administrators within the Canadian Volleyball Association (CVA) and the Canadian Amateur Swimming Association (CASA) at the national and provincial levels. He discovered such characteristics for administrators as a mean age of 40.6 years for CASA and 29.5 for the CVA. Over 60% of CVA members and 47% of CASA members were in the middle socio-economic class.

Pugliese and Taylor (1977) have provided a discussion of the role of volunteers in NSGBs vis a vis professionals. They predict a diminishing role for the volunteer and an expanding role for the professional in NSGBs.

Beamish (1978) studied the socio-economic and demographic characteristics of a sample of the volunteer administrators of 22 associations. He found that most executive members were males with a socio-economic status higher than the national average.

Gruneau and Hollands (1978) studied the characteristics of sport executives over a 20 year period by taking samples from 1955, 1965 and 1975. Their results were similar to Beamish's study in that administrators were found to be mostly male, of high socio-economic status, 30-50 years old and anglophone.

Selected characteristics of volunteer sport administrators on executives of provincial sport governing bodies in Alberta were investigated by Slack (1979). He discovered that more males than females were involved and that the majority were married and came from the upper socio-economic levels. The average length of time they were involved in their sport was 15.5 years.

Johnston and Slack (1982), in a study of 50 volunteers involved in the administration of amateur sport organizations concluded that volunteers are essential to amateur sport but that they require training in sport administration skills. In another paper (Slack and Johnston, 1982), they outline a suggested approach for the curriculum of a sport administration certification program.

A recent study (Wiele, 1982) provides a description of the volunteer leader in physical activity and sport. According to the results of the study, volunteer leaders are between 30 and 50 years of age, include both men and women and primarily have post-secondary education. They consider their volunteer role as a third career and are prepared to spend time and money upgrading themselves for this activity. The basic purpose of the study was to provide information to be

used in the development of a training program for volunteers in physical activity and sport. To date, a national training program for volunteer administrators in amateur sport does not exist.

These studies have provided some insight into a segment of the personnel involved in national sport governing bodies and therefore make a useful contribution to the general study of national sport governing bodies.

Effectiveness of Sport Governing Bodies

Several sport researchers have investigated the topic of organizational effectiveness in sport organizations.

Luschen (1978) studied the organization and policies of National Olympic Committees in terms of effectiveness, efficiency, responsiveness and fidelity. He used a goal approach measuring effectiveness as the degree of concern for established goals. It was found that performance-oriented National Olympic Committees placed a high priority on fidelity (ie. consistency of association goals with the broader goals of the society in which the association exists) followed closely by effectiveness and efficiency.

Other studies have been done in which professional teams were regarded as sport organizations. Effectiveness was measured by such variables as goals scored and win-loss records. The effects of factors such as turnover rate, managerial successions and the replacement process on organizational effectiveness were measured (Theberge and Loy, 1976; McPherson, 1976).

No other studies have been found which relate sport governing bodies and organizational effectiveness. Although the word "effectiveness" has been used many times in articles relating to sport governing bodies, it rarely has been operationalized or measured. Several authors have suggested how the effectiveness of sport governing bodies could be improved and these are cited here as secondary sources. Taylor (1976), Jackson (1978) and Campagnolo (Government of Canada, 1979) espoused the consolidation of all major parties involved in amateur sport as a means of improving effectiveness. Mitchelson et al (1977) stated that an improvement in the personal effectiveness of volunteer and professional sport administrators would improve the organizational effectiveness of sport governing bodies. It has also been suggested that a more adequate planning procedure would improve the process (Greaves, 1976).

History of Sport Governing Bodies

The histories of selected sport governing bodies have provided some knowledge about the origin and functioning of these organizations.

Greaves (1976) traced the sports development policy of the Canadian Amateur Swimming Association and concluded with a planning model with which sport governing bodies could examine their problems and find solutions for future actions.

A history of the Canadian Amateur Diving Association from 1966-75 was written by Darling (1976). He examined six facets including the development of the organization and its administration, the evolution

of the philosophy regarding competitive programs and the influence of the federal government programs and policies. This study basically outlined significant occurrences in the history of this Association.

On the provincial level, Wasylynchuck (1975) outlined the development of women's field hockey in Alberta from 1962-73. She traced the formation of the local associations in Calgary and Edmonton as well as the formation of the Alberta Women's Field Hockey Association in 1971.

Schrodt, Redmond and Baka (1980) have compiled the most comprehensive chronology of the events of sports and national sport organizations in Canada. They list the significant occurrences in the history of 74 sports.

Redmond (1981) in discussing the history of sport in Canada states that: "The most significant development in Canadian sport since 1945 has been the phenomenal increase in sport associations" (p.318). In 1969 alone, 12 national sport organizations were formed: the Aquatic Federation of Canada, the Bowling Federation of Canada, the Canadian Association of Sport Sciences, the Canadian Amateur Boxing Association, the Canadian Amateur Wrestling Association, the Canadian Gymnastics Association, the Canadian Water Polo Association, the Canadian Wheelchair Sports Association, the Canadian Women's Intercollegiate Athletic Union, Hockey Canada and the Kaley Estienne Modern Gymnastics Association.

Other authors (Bowie, 1970; Cosentino, 1970; Nurnberg, 1970) have traced the history of specific sports in Canada but have not focused on the sport associations.

The historical studies provide some understanding of the origins and the development of specific NSGBs and are therefore useful as background information. They do not, however, examine the NSGBs in light of the impact of social, political and economic factors in the Canadian sport environment.

Summary

It appears that the review of the literature does not provide any information specifically related to an understanding of either national sport governing bodies as organizations or the relationship of national sport governing bodies and their environment. There is a need to develop a model which will describe and analyze national sport governing bodies and their environment and thereby assist amateur sport administrators to carry out their management responsibilities.

Purpose of the Study

The purpose of this study is to develop a model for national sport governing bodies (NSGBs) in Canada. The model will describe and analyze components of NSGBs and their environment and will provide a theoretical base or framework for future investigations of

national sport governing bodies.

The study addresses the following research questions:

1. Can a systems model for organizations be developed which can be used to examine national sport governing bodies?
2. What propositions can be deduced from the systems model to describe elements of effective organizational behavior?
3. Do NSGBs act in accordance with these propositions?

CHAPTER THREE

METHODOLOGY

In order to gain some understanding of NSGBs, assistance is sought from the theory of other fields. This approach is not new and, in fact, has been recommended by sport management researchers. Parkhouse and Ulrich (1979) state that "there is a need to a) develop theory in sport management and, b) apply that theoretical knowledge which has been established in related disciplines to the sport setting" (p.59).

Before outlining the specific steps of the methodology used for this study, a theoretical rationale for choosing to develop a model and for basing the model on selected components of systems theory is given.

Theoretical Rationale - Model Development

The Use of Models

Models have been used successfully by researchers to gain an understanding of complex phenomena. Easton (1979), for example, has made a significant contribution to the understanding of a political system with his framework for political analysis, and the development of a model of political life as a behavioral system. Immegart and Pilecki (1973) constructed a systems models for use by school administrators. Other authors (Kast and Rosenzweig, 1979; Katz and Kahn,

1978) have constructed more general models of organizations from a systems perspective. As stated by Lippitt (1973), models are used to clarify and simplify:

Basically a model is a symbolic representation of the various aspects of a complex event or situation, and their relationships. A model is by nature a simplification and thus may not include all the variables. It should include, however all those variables which the model-builder considers important and, in this sense, models serve as an aid to understanding the event or the situation being studied. (p.2)

Types of Models

Models have been classified in different ways by various authors. They have been identified as graphic, pictorial, schematic, mathematical, simulation, descriptive, explanatory, prescriptive or predictive (Lippitt, 1973). The most common categorizations are prescriptive, analytical or descriptive (Galt and Smith, 1976).

Prescriptive models are decision-oriented and generally arise out of the need to resolve a problem or situation. They have also been used to "anticipate events and their consequences" (Lippitt, 1973, p.35). A prescriptive model "permits a goal to be specified and a situation, which in some way responds to that goal, to be selected" (Modeling, 1975, p.7).

Analytical models of a phenomenon provide a "means to dissect it into its constituent parts and to understand both the whole and its parts by relating them one to another" (Galt and Smith, 1976, p.92). Once the dissection has occurred, in order for the model to be meaningful, the model builder must "narrow his or her viewpoint to a few key relationships which are central to the process or problem under consideration" (Galt and Smith, 1976, p.94).

Descriptive models provide the groundwork for further study. They attempt to systematically record variables under consideration and their interrelationships (de Groot, 1969). Often the descriptive phase of investigations is eliminated leaving the researcher with "untimely and immature hypothesis formation" (de Groot, 1969, p.304).

The type of model selected for this study is classified as descriptive-analytical. It is a systems model limited to several components derived from the literature.

Model Building

Model building provides a means of simplifying complexities of the world. Models of some complex phenomena enable the researcher to investigate certain other factors which are relevant to the identified problem. "Model building refers to the process of putting together symbols according to certain rules to form a structure which corresponds to a real-world system under study" (Lippitt, 1973, p.30).

Various steps in the model building process have been outlined by different authors. Dubin (1976) utilizes a four step process. The first step involves the selection of elements or units which are of interest. These units "constitute an arbitrary list selected by the theorist as being of particular interest to him" (1976, p.27). The next step involves the determination of how the units are related and results in the formation of laws of interaction. The model builder, as a next step, must then specify the boundaries within which the unit may act according to the laws of interaction. The system states through which the model may move are then identified. These components of the model may then be utilized to develop propositions or truth statements. If the model is to be validated, the propositions may be tested to see if they have any connection with the real world.

de Groot (1969) has also outlined a series of steps for model building which he refers to as interpretive-theoretical research. The steps outlined are similar to those of Dubin: exploration of the data sources, identification and description of the existing conditions and relationships, the classification of the elements being studied into an understandable format and finally the explanations of the relationships under investigation. There is less emphasis on the establishment of a boundary within which the model is operable. de Groot (1969) suggests more freedom in methodology than does Dubin especially with "original theory construction in a relatively unexplored area" (1969, p.58). Lippitt (1973) emphasizes the need to

clearly identify and describe the key variables. The authors in Modelling Techniques for Community Development (1975) list the steps in model building as defining the elements, explaining the critical linkages and identifying the uncertainties in the process.

Of particular interest for this study is the comment by Marx (1976) concerning the development of a model in one field and its application to another field. He states that the stages must be separate, that is, the model must be developed from one field first and then the application made as a second step.

Theoretical Rationale Systems Theory

Justification of the Systems Approach

The systems approach has provided the framework for analysis in many fields: physical, biological and social. In the study of organizations, Talcott Parsons (1951) was a leader in its use. Prior to the beginnings of the systems approach, organizations had been analyzed primarily according to their bureaucratic characteristics.

The systems approach is based on a conceptualization of the organization as an open system, a model of a social unit which is capable of achieving a goal (Etzioni, 1964, p.3). The emphasis in the systems approach is not only on the goal but on the effective operation of the organization as a whole through the appraisal of the system components and their relationship to the environment. Pennings and Goodman (1977) describe the systems approach as one in which

organizations are seen as open systems having exchange relationships with their environment and with subsystems that render a contribution to the whole and to each other, show some degree of interdependence and display some structural arrangement that tunes them into each other and to the environment. (p.148)

The major strength of the systems approach lies in its emphasis on the relationship between the organization and its environment. In recent years, researchers (Kast and Rosenzweig, 1979; Katz and Kahn, 1978; Lawrence and Lorsch, 1967) have come to realize the importance of the environment to the operation of the organization. Systems theorists have incorporated a conceptualization of organization-environmental relations into the systems framework for analysis. They state that complex human organizations must be viewed as open social systems because they do not exist in isolation but are in constant interaction with their environment.

Systems analysis enables the researcher to study the organization as a whole consisting of parts which work together to achieve the goals of the organization. The system consists of subsystems and is itself part of a larger system or suprasystem (Ackoff, 1980, p.27).

The systems model is dynamic in that it has a built-in feedback mechanism which directs the organization to adapt to changes in the environment and thereby ensure its survival (Brown, 1966). Other

models such as the bureaucratic model do not possess this dynamic component.

From an understanding of organizations as systems, methods of assessment may evolve. As stated by Immegart and Pilecki (1973) "one of the greatest values of systems thought is the potential for the evaluation of any system" (p.47).

Major Concepts in System Theory

The following discussion provides an overview of the major concepts in systems theory. These concepts form the basis for the open systems model developed in a later chapter.

Many definitions of a system exist in the literature. For purposes of this study, the following widely accepted definition is used:

A system is a set of components interacting with each other and a boundary which possesses the property of filtering both the kind and the rate of flow of inputs to and from the system. (Berrien, 1968, p.14)

Systems may be further defined in terms of open and closed characteristics. A closed system is one which is self-contained and isolated from other systems in its environment (von Bertalanffy, 1968). Its boundaries are not permeable to external influences. Because of the lack of inputs from the environment, closed systems tend to be unable to sustain themselves and move toward a state of entropy or

death (Kast and Rosenzweig, 1979, chapt.3). Open systems possess boundaries which are permeable and therefore allow the continuous exchange of matter and energy with their environment. Open systems are able to renew themselves, adapt to change and counteract the entropic tendency of closed systems (Berrien, 1968, p.16; Immegart and Pilecki, 1973, chapt.2; von Bertalanffy, 1968). With respect to the analysis of organizations in this study, the term "system" is synonymous with the term "open system".

Several authors have tended to view systems on a continuum with respect to open and closed characteristics and have introduced such terms as "quasi-closed" (Litterer, 1978, p.76) and "partially closed" (Kast and Rosenzweig, 1979, p.448). Immegart and Pilecki (1973) further state that "all systems have subsystems which are definable entities or systems in and of themselves, and any of these subsystems can be relatively open or closed at any given time" (p.31). The properties of systems are generally discussed in two categories: 1) universal properties pertaining to all systems and 2) unique properties pertaining only to open systems (Immegart and Pilecki, 1973, chapt.2).

All systems have a tendency toward entropy or a "state of randomness, disorder, inertia or ultimate death" (Immegart and Pilecki, 1973, p.34). Open systems, because of their feedback mechanisms, are more likely to continue to exist than closed systems.

Open systems maintain themselves through the importation of matter, energy and information as inputs from the environment and their exportation back into the environment as outputs (Schein, 1972, p.107). Through this constant flow of inputs and outputs, systems are able to sustain themselves. Open systems possess a monitoring mechanism which provides feedback from the environment to the system with respect to the utility of the outputs for the environment. Because of the feedback, the system is able to continue to meet the needs of the environment and to adjust when necessary to changing needs (Berrien, 1968, p.35).

All systems have boundaries which separate them from their environment and allow varying amounts of matter, energy and information to pass through from the environment to the system. It follows, then, that all systems exist within an environment and, depending on the permeability of the boundary, may be susceptible to considerable influence from that environment. The more dependent an organization is on its environment for resources, the more control the environment has over the system (Thompson, 1967, chapt.6).

The discussion of inputs and outputs is closely related to that of the boundaries. Necessary inputs enter the system across the boundaries and are transformed into outputs by the processing subsystems. As well, uninvited inputs may enter the system across the boundary and may prove to be disruptive to the production of the desired outputs.

Equifinality or the ability to achieve the same ends through a variety of means is an important systems concept (Immegart and Pilecki, 1973, p.42). It implies that systems need not be dependent on a single source or type of input to achieve the desired output; in other words "the system is not restrained by the simple cause and effect relationship" (Kast and Rosenzweig, 1979, p.103).

In open systems theory, the relationship of the system to the environment is considered to be of particular significance and therefore deserves further elaboration. Because an organization is not directly influenced by, nor can it respond to, all the forces in the environment, Dill (1958) has delineated two environments of systems in which he differentiates between the general environment and the task environment. The task environment is defined as that part of the environment which is relevant for goal setting and goal attainment in the organization. The general environment is the same for all organizations of a given society; the task environment is different for each organization.

Emery and Trist (1965) have had considerable influence on the field of organization theory with their delineation of the types or "causal textures" of environments in which organizations may find themselves. They describe four causal textures: placid randomized, placid clustered, disturbed reactive and turbulent field, with each depending on the degree of uncertainty in the environment. Organizations are finding themselves increasingly in turbulent environments

(Terreberry, 1968) and are continually trying to reduce the amount of uncertainty that surrounds them.

The degree of uncertainty in the environment can be reduced if the organization is able to gain access to information about it. Organizations therefore create positions for individuals whose function it is to span the boundary of the organization and bring further informational inputs from the environment into the organization (Leifer and Delbecq, 1978). Some of the uncertainty about the environment is thereby reduced.

Selection of the System Components for the Model

Several approaches to the study of organizations as systems traditionally exist, each emphasizing different parts of the total system.

Output analysis focuses on the products of a system. Once the criteria for the desired outputs have been defined, then the processes and inputs necessary to produce those outputs are studied and a model can be developed (Optner, 1968, p.14). In this approach, the impact of the outputs on the environment of the system can be analyzed (Immegart and Pilecki, 1973, p.46).

Process models concentrate on an analysis of that part of the system which converts the inputs into outputs, often called the transformation processes or processing subsystems. These models are often prescriptive in nature and "as a result of their use in system evaluation, can be used to predict outcomes, to hypothesize about system action and to anticipate system deficiencies" (Immegart and

Pilecki, 1973, p.85). This approach to organizational analysis has proven difficult because of the number of interactions irrelevant to system effectiveness which must be considered.

Systems theories of the whole (Immegart and Pilecki, 1973, p.45) are based on the concept of the system as a unit consisting of interacting subsystems. In order to understand any part of the system, the whole must first be understood. Because of the magnitude of this type of study, it has limited utility. The approach "does not reduce ambiguity, does not minimize subjectivity and...tends to gloss over many important and specific system characteristics" (Immegart, 1969, p.169).

It has been recognized that the development of a complete model of a system is too large a project for a single study. McGrath, Nordine and Vaughan (1973) have stated:

In concept, conduct of a "complete" system research investigation requires specification of all relevant system, system performance and environmental variables; determination of the existence, degree and form of relationships among them; and utilization of that information to construct a system which is optimal with respect to objectives. In practice, conduct of a complete system research investigation, even for a relatively simple system, is usually not feasible within the confines of a single study. Characteristically a

given research study has a more limited objective and emphasizes certain portions of the overall system research process. (p.76)

The system components included in the model developed for this study are the environment, the boundary and boundary spanners, the inputs, and the outputs. These four components have been selected because they are all interrelated and all, in some way, help to define the organization's relationship to and existence in its environment. Many researchers point out the importance of understanding the relationship of the environment and the organization (Cameron, 1980; Kast and Rosenzweig, 1979; Katz and Kahn, 1978; Schein, 1972). If the behavior of the organization is to be understood, the relationship of the organization to the environment must first be understood.

Summary

The theoretical rationale for the development of a model provides the basis for the details of the methodology which follow.

Procedural Steps

The study has been divided into five distinct sections as follows:

1. Through deduction from the literature, development of a systems model and accompanying propositions for organizations.
2. Search for support for the systems model as applied to NSGBs.

3. Through deduction from the sport-related data, development of a model and propositions for NSGBs based on the systems model.
4. Analysis of sport-related data to determine how closely the behavior of NSGBs matches that described in the propositions.
5. Recommendations for NSGBs.

Each section is described in further detail below.

1. Development of the systems model for organizations

This section consists of the following steps:

- a) Development of definitions for each of the components of the model.

Based on a review of the definitions presented in the literature, definitions for each of the selected system components are developed.

- b) Development of propositions concerning the activities of each of the components of the model.

A review of literature for each of the selected system components is presented. From the literature, propositions are deduced concerning the activities and interactions of each of the selected components.

- c) Creation of a model for organizations based on systems theory.

Based on the definitions and propositions deduced from systems research, a model for organizations based on systems theory is developed. The model consists of definitions of the four components, propositions concerning their activities and interactions,

and finally a graphic model representing the components and their activities.

2. Search for support of the systems model as applied to NSGBs.

The purpose of this section is to determine if the information in the sport-related data supports the use of the systems model as a model for NSGBs. Documents from a sample of NSGBs and other sources are examined for evidence of similarities in behavior to that prescribed in the systems model. The selection of the sample and the data sources are now discussed.

a) The Sample of National Sport Governing Bodies

Although no formal typologies of NSGBs exist, NSGBs can be grouped in many ways. To name just a few considered in this study, they may be classified a) by sport (individual or team, land or water etc.) b) by season (summer or winter) c) by competition (Olympic or non-Olympic) d) by National Office (in the National Sport and Recreation Centre or not) e) by budget (proportion of government to non-government funds) and f) by sex of members (male and/or female).

Because the model for this study is based on the organizational aspects of NSGBs, a grouping of NSGBs was sought based on structure, function and goals. Because the population and therefore the sample size is relatively small, a fairly homogeneous grouping of NSGBs was sought in order for the sample to be representative of the population (Labovitz and Lagedorn, 1976). In order to further ensure representativeness, the sample is large in proportion to the population size (41%) and is selected randomly (Goode and Hatt, 1952).

The population consists of single-sport NSGBs which are members of the Canadian Olympic Association and have head offices in the National Sport and Recreation Centre. Since these NSGBs are members of the Canadian Olympic Association and have national teams competing in the Olympic and/or Pan American Games, their goals and orientation are similar. Because they have head offices in the National Sport and Recreation Centre, they have at least one professional staff member, one secretary and various other administrative services at their disposal. The total population consists of 37 NSGBs.

From the population, a sample consisting of 15 NSGBs was selected. The names of all 37 NSGBs were placed in a container and 15 were selected at random without replacement. Each of the NSGBs remaining in the container after each draw had an equal probability of being selected; the sample is therefore considered to be random (Ferguson, 1966).

The sample consists of

- The Canadian Amateur Basketball Association
- The Canadian Amateur Boxing Association
- The Canadian Amateur Speed Skating Association
- The Canadian Amateur Synchronized Swimming Association
- The Canadian Amateur Wrestling Association
- The Canadian Cycling Association
- The Canadian Fencing Association
- The Canadian Figure Skating Association
- The Canadian Soccer Association
- The Canadian Team Handball Federation
- The Canadian Track and Field Association
- The Canadian Volleyball Association
- The Canadian Women's Field Hockey Association
- The Canadian Yachting Association
- The Federation of Canadian Archers

b) Data Sources

The following were identified as data sources for the gathering of the sport-related information about the selected sample.

From NSGBs (1980, 1981, 1982)

- i) Minutes of Executive, Board, General and Committee meetings
- ii) Constitutions and Bylaws
- iii) Reports presented by NSGBs' officials to meetings
- iv) Promotional and information brochures produced by NSGBs

From Other Sport-related Sources (1979-1982)

- i) Government of Canada policy papers
- ii) Reports and papers from major multi-sport organizations
- iii) Research presented at conferences and workshops
- iv) Research published in recognized journals

The sport related documents are analyzed for examples of the applicability to the propositions identified. NSGBs are examined to determine if they can be described in terms of system components and specific examples are also cited which illustrate the congruence of the systems model and the behavior found in NSGBs.

3. Development of a model and propositions for NSGBs based on the systems model.

Using the systems model for organizations as a base, a descriptive-analytical model for NSGBs is developed through deduction from the sport-related data.

4. Analysis of sport-related data to determine how closely the behavior of NSGBs matches that described in the propositions.

The sport-related data is examined and analyzed for examples of behavior which relate to that described in the propositions.

5. Recommendations for NSGBs

Based on discrepancies between the actual behavior of NSGBs as depicted in the sport-related data and that described by the propositions, recommendations are made for NSGBs.

Each of the procedural steps is now discussed in a separate chapter.

CHAPTER FOUR

THE SYSTEMS MODEL FOR ORGANIZATIONS

The first step in the development of a descriptive-analytical model for NSGBs is the development of a systems model for organizations based on systems theory. The model consists of definitions and propositions for each of the selected components (environment, boundaries and boundary spanners, inputs, and outputs) deduced from the literature. A graphic summary of the components and their interaction is also included.

SELECTED COMPONENTS

The Environment

Development of the Definition

Systems exist in an environment and are separated from that environment by a boundary.

There is a general agreement in the literature that certain parts of the environment are more relevant to a system than other parts. Dill (1958) and Thompson (1967, p.27) divide the environment into two categories. First, the general environment is the total environment outside of the boundary of the system; and second, the task environment is that part of the total environment which relates directly to goal setting and goal accomplishment of the system. Easton (1979; p.71) in his analysis of a political system, has divided the environment into two parts 1) the intrasocietal part and 2) the extrasocietal part. The intrasocietal part of the environment is "that part of

the social and physical environment that lies outside the boundaries of a political system and yet within the same society" (p.71). The extrasocietal part of the environment is that part which lies "outside the society of which the political system itself is a sub-system; yet it may have important consequences for the persistence or change of a political system" (1979, p.73). Osborn and Hunt (1974) divide the environment into three sections: 1) the macro-environment, 2) the aggregation environment and 3) the task environment following the distinctions made by Dill (1958).

Other authors have used different terminology to indicate that some components of the environment are more important than others to a system. Immegart and Pilecki (1973, p.36) discuss proximal and distal components. Zeigler (1975, chapt.24) refers to the components as immediate and general.

Many terms are used to describe the composition of the environment. It has been depicted as consisting of elements (Dill, 1958), sectors (Jurkovich, 1974), other systems (Klir, 1964, Schein, 1972, chapt.6) and interactions (Easton, 1979, p.27). It would appear, from the literature reviewed, that the environment is most often described as consisting of other systems outside the boundary of the system in question. Evan (1976, p.122) has developed a useful terminology in referring to the system in question as the "focal organization" and systems in the environment which are relevant to tasks of the focal organizations as the "organization set".

Definition: Environment

From the review of literature above, the following definition was deduced for the purposes of this study:

The environment of organizations may be divided into two components. The general environment consists of everything which falls outside the boundary of the organization. The task environment consists of those systems in the general environment which are potentially relevant for goal setting and goal attainment.

(Dill, 1958, Thompson, 1967).

Unless otherwise indicated in this study, the term environment refers to the task environment.

Development of the Propositions: Review of Literature

The literature concerning organizational environments seems to fall under two headings: organization/environment relationships, and environment complexity. The literature will be discussed under those two headings:

1) Organization/Environment Relationships

Organizations, as open systems, exist within an environment and are dependent on an exchange of inputs and outputs with the environment for their survival (Katz and Kahn, 1978, p.15).

There is general agreement in the literature that the environment may influence the organization and that the organization may, in turn, influence the environment (Bonis, 1980, p.163; Easton, 1979, p.132; Haas and Drabek, 1973). The environment may act upon the organization to change its structure and processes (Osborn and Hunt, 1974) and/or its goals (Meyer, 1977). The impact that the environment has on the organization is related to the uncertainty in the environment and the degree of dependency of the organization on the environment for inputs (Thompson, 1967, chapt.2). The organization is able to reduce the power of the environment over it by reducing the environmental uncertainty and its dependency on certain elements of the environment for resources.

2) Environmental Complexity

Organizational environments may be classified on a continuum from simple to complex (Kast and Rosenzweig, 1979, chapt.6). Most authors would agree that the more complex an environment is, the more turbulent and uncertain it becomes. As Terreberry (1968) explains "the accelerating rate and complexity of interactive effects exceed the component system's capacities for prediction and, hence, control of the consequences of their actions" (p.593).

Many authors agree that the environment of most organizations is becoming more complex and uncertain and is producing an increasing number of threats and opportunities (Emery and Trist, 1965; Mukhi, 1981; Terreberry, 1968). Terreberry (1968), when describing the

evolution of environments from simple to complex, states that "the evolution of environments is characterized by an increase in the ratio of externally induced change over internally induced change in a system's transactional interdependencies" (p.599). Osborn and Hunt (1974) describe the variables relating to complexity in an environment as risk, dependency and interorganizational interaction. Duncan (1972) lists three components of perceived environmental uncertainty:

- i) lack of information about relevant factors that impact a decision
- ii) lack of knowledge about organizational decisions
- iii) lack of ability to assign probabilities to the distribution of environmental impacts upon the success of an organizational decision.

As the environment becomes more uncertain, the organization makes changes to its structure and processes in order to survive. The more uncertain the environment becomes, the greater must be the internal changes to maintain or increase efficiency.

Easton (1979, Chapt. 8) recommends three mechanisms for coping with the environment.

- i) The system seeks to change the environment so that the exchanges between itself and the environment are no longer stressful;
- ii) The system may insulate itself from further environmental disturbances;

- iii) Members of the systems may transform their own relationship fundamentally and modify their own goals and practices so as to improve their chances of handling inputs from the environment.

Similarly, Schein (1972, p.120) has identified a six stage adaptive coping cycle which organizations may follow in order to deal with environmental complexity. This cycle has been used to analyze breakdowns in an organization's coping mechanism.

Propositions: The Environment

From the previous review of literature, the following propositions are deduced:

1. Organizations seek to reduce the degree of environmental uncertainty by gaining knowledge about their environment (Schein, 1972).
2. Organizations possessing knowledge of their environment are in a position to exert some influence over that environment (Bonis, 1980; Easton, 1979).
3. Organizations make internal changes to their structure and processes to enable them to deal with a complex and uncertain environment (Easton, 1979; Schein, 1972).

The Boundary and Boundary Spanners

The discussion of the boundary of a system that follows is divided into two parts 1) the boundary and 2) those parts of the boundary which act as links between the organization and the environment commonly called boundary spanners (Leifer and Delbecq, 1978).

Development of the Definition: The Boundary

There appears to be controversy in the literature as to whether the boundary of system can be clearly demarcated and defined. Some authors believe that the boundary of a system is not fixed but is flexible and changeable depending on the function and activities of the system at that time (Buckley, 1967, p.34; Immegart and Pilecki, 1973, p.35; Kast and Rosenzweig, 1979, p.127). Starbuck (1976) states that the boundary is not a solid demarcation but rather a continuum which indicates nearness or distance from the organizational core. Schein (1972, p.110) attributes the difficulties in identifying a clear boundary to the many links which exist between the organization and the environment.

Other authors (Dill, 1958; Emery and Trist, 1965; Terreberry, 1968) imply that an organization can be clearly identified from its environment. Leifer and Delbecq (1978) state that a boundary is "the demarcation line or region between one system and another" (p.41). It would appear that in order to study a particular system, a boundary must either be identified or established by the researcher (Haas and Drabek, 1973; Starbuck, 1976). As stated by Immegart and Pilecki

(1973), for "any system that lacks finite boundaries, mere definition and comprehension are difficult" (p.35). For purposes of this study, the position is taken that a boundary can be identified.

The definition of a boundary selected for this study is a functional one. There is general agreement in the literature that a function of the boundary is to hold together the parts of a system (Immegart and Pilecki, 1973, p.35). The boundary also protects the system from influences in the environment, regulates the flow of inputs and outputs between the system and the environment, and separates those components included in the system from those in its environment (Leifer and Delbecq, 1978; Miller, 1955).

Definition: Boundary

For purposes of this study, the following definition of a boundary, based primarily on the writings of Leifer and Delbecq (1978), Miller (1955) and Optner (1968, p.17), is used:

The boundary of a system is defined as that which separates those elements belonging to the system from other elements in the environment. It protects elements making up the system from environmental stress and regulates the flow of information, materials and personnel.

Components of a System's Boundary

Based on the above definition, the boundary of a system may be determined by identifying those factors which separate the elements in the system from those outside.

Development of the Definition: Boundary Spanners

Within the definition of open systems, there is an understanding that the boundary has a degree of permeability. This permeability determines the degree to which the organization is open to influences from its environment (Katz and Kahn, 1978, p.24). The degree of permeability of the boundary may either be under the control of the organization or at times may be influenced by factors not directly under its control. In order to increase its control over the amount of exchange between the environment and the organization, the organization may appoint or recognize individuals responsible for influencing the permeability of the boundary (Leifer and Delbecq, 1978).

Within the literature, these individuals have different names but serve basically the same function. The individuals which act between the organization and the environment have been called linking pins (Schein, 1972, p.110), boundary spanners (Leifer and Delbecq, 1978; Thompson, 1967, p.66), exchange elements (Levine and White, 1961) and boundary personnel (Evan 1976). The term boundary spanner is used in this study because it most clearly reflects the function of this component.

The main function of boundary spanners is to gain information from the environment and bring it into the system. Information may be related to environmental trends which affect the overall strategic direction of the system, the relationship of the system to other similar, and possibly competing systems in the environment, or feedback

on the operations of the system from the perspective of the task environment (Brown, 1966). Through the acquisition of information, environmental uncertainty is reduced (Kast and Rosenzweig, 1979, p.138).

Definition: Boundary Spanners

For the purposes of this study, the following definition of boundary spanners has been adopted.

Boundary spanners are persons who operate at the periphery or boundary of an organization, performing organizational relevant tasks, relating the organization with the elements outside it. (Leifer and Delbecq, 1978, p.40)

Development of the Propositions: Review of Literature

Boundaries possess varying degrees of permeability. The more open a system, that is, the more it depends on an exchange of inputs and outputs with its environment for its survival, the more permeable will be its boundaries (Brown, 1966; Kast and Rosenzweig, 1979, p.128).

Organizations whose boundaries are permeable to selected inputs open themselves to unexpected inputs especially under conditions of environmental uncertainty. They, therefore, attempt to gain knowledge about the environment to reduce its uncertainty and therefore

control both the number of unexpected inputs and their impact on the organization (Brown, 1966; Leifer and Delbecq, 1978). Boundaries are therefore more permeable under conditions of environmental uncertainty.

Organizations may designate units or individuals whose function it is to gather information about the environment through a series of boundary spanning activities (Leifer and Delbecq, 1978). These activities or "planned transactions" (Lawrence and Lorsch, 1969, p.3) are deliberate strategies adopted by the organization and exist not only to gather information about the generation of resources but also work to maintain the quality of the organization-environment relationship.

The degree of formalization of these units varies from organization to organization. The units may be very formal, specialized by task, function, geography etc. (Lawrence and Lorsch, 1969, Chapt.1) or may be informal with only one or two individuals carrying out all the boundary spanning activities. Boundary spanning does occur on an informal basis if specific units are not designated. It is less effective under these conditions because the activity takes place on an irregular basis and at the discretion of the unit or individual. Boundary spanning activities therefore vary to the extent that boundary spanning is a structured activity of the organization (Leifer and Delbecq, 1978).

Boundary spanners function to gather information about the environment and reduce it to a form where it is relevant for the decision-makers within the organization. Information gathered by the boundary spanners should be relevant to the accomplishment of the association's goals.

Proposition: Boundaries and Boundary Spanners

The following proposition is deduced from the previous review of literature:

The greater the degree of environmental uncertainty, the greater the need for formalized boundary spanning activities (Leifer and Delbecq, 1978).

Inputs

Development of the Definition: Inputs

There is general agreement in the literature that an input is anything that enters a system from the environment and is in some way acted upon by the system's subsystem to produce an output (Easton, 1979, p.109; Immegart and Pilecki, 1973, p.39).

The method for classification of inputs however varies among authors. Katz and Kahn (1978, p.40) have distinguished between two classes of inputs: 1) production inputs which are processed to yield a productive output, and 2) maintenance inputs which sustain the system.

Immegart and Pilecki (1973, p.77) also identify two classes of inputs: operator inputs are those which do the processing in a system and operand inputs are those which are processed to become the

output. Berrien (1968) has taken a somewhat different approach by identifying signal and maintenance inputs. Maintenance inputs are those which keep the system going and signal inputs are those which bring information from the environment to the system signaling the system to behave in ways beyond maintenance.

From the literature cited above, three types of inputs emerge:
1) those which signal the system to behave in a certain way beyond maintenance, 2) those which maintain the system and 3) those which are converted into outputs by the processing subsystems. These three types of inputs are included in the definition developed for this study.

Definition: Inputs

For purposes of this study, based on deduction from the review of literature, inputs are defined as follows:

Inputs are everything that enter a system (energy, materials, information) from the environment. They either signal the system to behave in a certain way, maintain the system or are converted into outputs by the processing subsystems.

Development of the Propositions: Review of the Literature

There is general agreement in the literature that systems are dependent on inputs from the environment for survival (Berrien, 1968,

p.27; Hansen, 1976; Katz and Kahn, 1978). The inputs from the environment are either used in production or maintenance or serve to alert the system of events in the environment which may affect its goal attainment (Berrien, 1968, p.25; Katz and Kahn, 1978, p.40). Systems are therefore dependent on elements of the environment for inputs. The degree of dependency of the system on a particular element in the environment is directly related to the resources supplied to the system by that element and inversely related to the ability of other elements in the environment to supply those resources (Thompson, 1967, p.30).

Systems demonstrate a degree of selectivity toward inputs (Berrien, 1968, p.21; Hansen, 1976). According to Katz and Kahn (1978, p.65), systems possess a mechanism called coding which enables them to transform the many and varied influences in the environment into meaningful categories related to the system's goals attainment. The quality of the inputs taken into the system has a definite effect on the quality of the outputs. As stated by Immegart and Pilecki (1973):

Since the system input and output are directly and causally related, the best way to optimize output and improve the existence of the system is through careful monitoring of the quality and use of input. (p.87)

Feedback

Feedback is a particular form of input and therefore requires special attention. It is "one of the central and most important

concepts in general systems theory" (Berrien, 1968, p.34). It can be classified as a signal input which provides information to the system from the environment about the receptivity of the environment to the system outputs (Berrien, 1968, p.26). Feedback can also arise from within the system providing information about the functioning of the system and the relationship of its parts. It generally means "that some portion of output is returned to the input side and reprocessed through the system" (Berrien, 1968, p.46).

It is implied that in order for feedback to occur, there must be a specific subsystem which is able to compare output against a criterion (Optner, 1968). The subsystem then feeds the information back into the system and the system acts accordingly (Katz and Kahn, 1978, p.26). It has been shown that feedback to systems may be irrelevant or inadequate according to the established output criteria. Systems must develop mechanisms which will "account for relevant feedback, which would have the capability of interrupting the cycle of irrelevancy" (Hansen, 1976, p.18).

Propositions: Input

From the previous review of literature, the following propositions are deduced about input:

1. The degree of dependence of an organization on some element in its task environment is directly proportional to the organization's need for resources or inputs supplied by that element (Thompson, 1967).

2. The quality of the output of an organization is directly related to the quality of the input (Immegart and Pilecki, 1973).
3. In order to survive, organizations must obtain, as an input, relevant feedback from their task environment (Hansen, 1976; Berrien, 1968).

Outputs

Development of the Definition: Outputs

Outputs are generally defined in the literature as the results of the activities of the system or the outcomes of the actions of the processing subsystems on the inputs (Immegart and Pilecki, 1973, p.39; Easton, 1979, p.109). The outputs are discharged into the environment and may or may not be useful to the suprasystem (Berrien, 1968, p.27). Regardless of their utility, the outputs of one system become the inputs of another (Easton, 1979, p.109; Optner, 1968, p.15).

Although there is general agreement in the literature that outputs are multi-dimensional, the dimensions vary from one author to another. Berrien (1968, p.27) classifies outputs as energies, products, services and information. Immegart and Pilecki (1973, p.102) identify outputs as productivity, affectivity and feedback. Schein (1972, p.18) simplifies outputs into two categories 1) products and 2) services. Since it is the purpose of this study to devise a model which is simplified and easily understood, Schein's classification of outputs as products and services is used.

Definition: Outputs

From the preceding review of literature, the following definition of outputs is deduced for this study.

Outputs are those products and services which result from systems activity and are transmitted across the boundary of the system into the environment.

Development of the Propositions: Reivew of Literature

It is generally agreed that systems act upon their inputs to produce outputs which pass across the boundary of the system into the environment. Systems produce outputs which are useful and those which are useless to the environment (Berrien, 1968, p.27). In order for a system to survive and to receive inputs from the environment, it must produce outputs which are acceptable to the environment (Berrien, 1968, p.28). If the outputs are not acceptable, the environment may operate in such a way that the system is destroyed (Berrien, 1968, p.29). It must be assumed, however, that all systems are capable of producing outputs which are useless to the suprasystem or environment as well as outputs which are useful. When the number of useless products exceeds the number of useful products, the system may disintegrate (Berrien, 1968, p.29).

Systems receive information concerning the acceptability of their outputs by means of feedback from the environment (Berrien, 1968,

p.33; Immegart and Pilecki, 1973, p.55). Feedback is the major mechanism which enables systems to continue to survive and to provide useful products and services for their environment. Systems cannot assume that all feedback is relevant and therefore must set criteria for system performance so that concordance exists (Hansen, 1976).

Immegart and Pilecki (1973, p.106), in the development of an output analysis framework, list a series of assumptions concerning outputs, some of which are relevant for this discussion. They state that organizational output is multi-dimensional, that some degree of all dimensions of outputs must be present if the organization is to survive, that organizations must consciously work to increase all aspects of output, and that the maximization of any one aspect of output may be at the expense of another aspect unless resources are unlimited.

Proposition: Outputs

From the above review, the following proposition is deduced.

In order for an organization to survive, it must produce outputs which are useful to its environment (Berrien, 1968).

THE GRAPHIC MODEL FOR ORGANIZATIONS

From the theoretical framework previously discussed and the definitions and propositions developed from the literature, a graphic systems model for organizations is created (See Figure 1). The model

is explained by the definitions and propositions previously deduced from the literature.

The model reflects the relationship between the organization and the environment through the illustration of the four systems components 1) the inputs, 2) the outputs, 3) the boundary and 4) the environment. The processing subsystem component is labelled but not dealt with in any detail.

Explanation of the Graphic Model

A description follows of each of the system components as depicted in the graphic model of the organization.

1) The Environment

The environment of the organization consists of the general environment and the task environment. The general environment does not act directly on the organization but does influence the task environment as indicated by the arrows from the general environment. The task environment, or that part of the environment related to goal setting and goal accomplishment is in direct contact with the boundary of the organization and acts upon it. The double-headed arrows indicate that the organization is also able to exert an influence on the task environment.

2) The Boundary

The boundary surrounds the organization and protects it to some degree from environmental influences. The boundary is permeable to inputs which enter the organization and outputs which

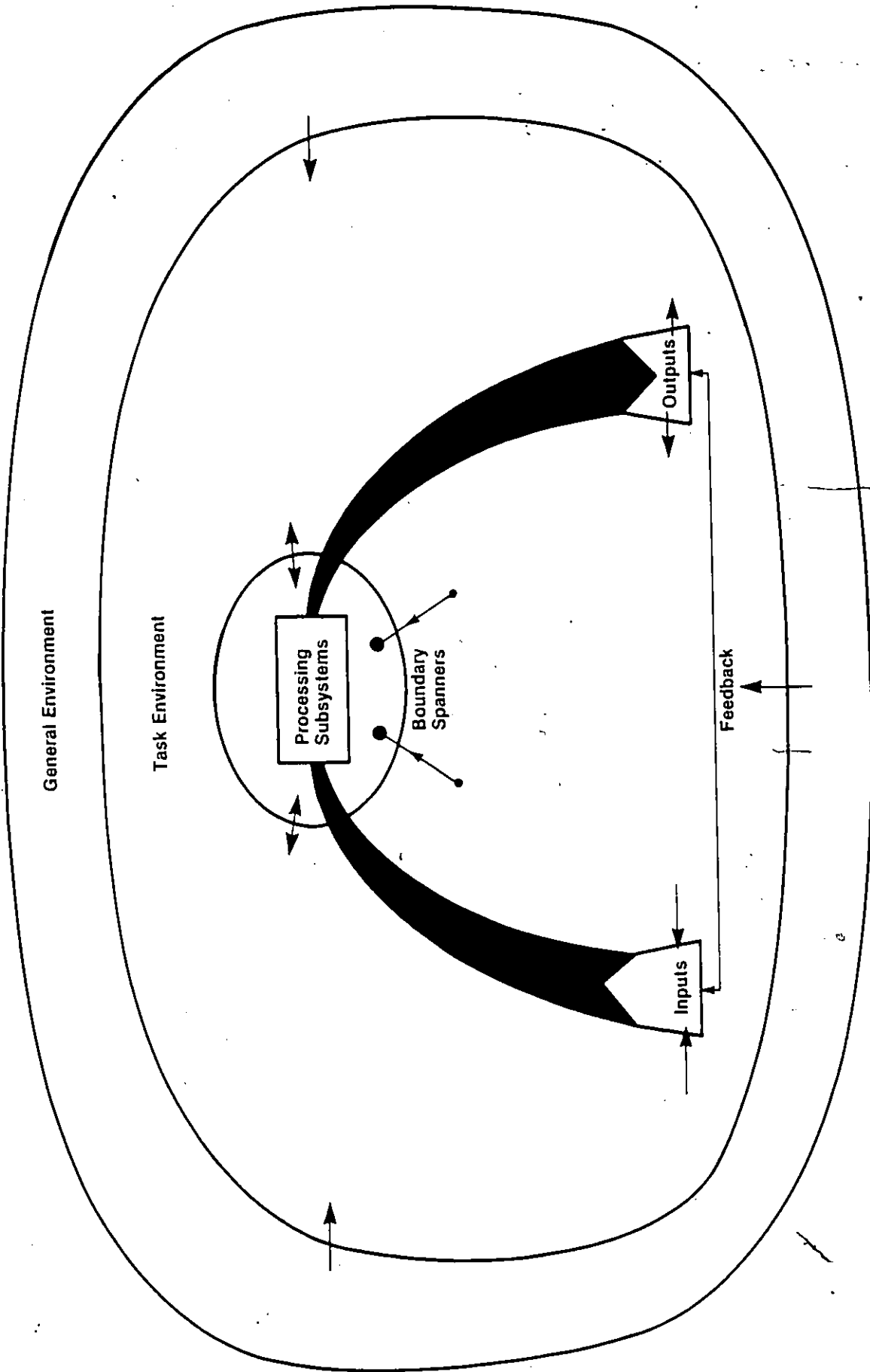


Figure #1 A Systems Model for Organizations

leave it. Depending on certain conditions both in the environment and the organization, the boundary may be permeable to unanticipated influences from the environment.

3) The Boundary Spanners

The boundary spanners are depicted as existing for the most part inside the boundary of the organization but also having an attachment in the task environment. The arrows indicate a flow of information from the environment into the organization and from the organization into the environment.

4) The Inputs

The inputs enter the organization from the task environment. They are imported across the boundary and are acted upon by the processing subsystems. The arrows entering the input block illustrate a diversity of input sources in the environment.

Feedback enables the system to be dynamic in that the organization will adapt its inputs and processes in reaction to relevant feedback from the environment.

5) The Outputs

The outputs are exported from the organization across the system boundary to the environment. They are a direct result of the activities of the processing subsystems. Outputs are utilized by various elements in the environment as indicated by the two arrows.

The functioning of the model is further explained by reference to the definitions and propositions previously developed.

CHAPTER FIVE

THE DEVELOPMENT OF A MODEL FOR NATIONAL SPORT GOVERNING BODIES

In Chapter Four, a systems model for organizations was developed utilizing four system components: 1) the environment, 2) the boundary, 3) the inputs and 4) the outputs. The model consisted of definitions and propositions for each of the selected system components and a graphic representation summarizing their interaction.

In Chapter Five, the systems model for organizations is examined for appropriateness for national sport governing bodies through reference to sport-related information gained from documents of 15 NSGBs and other related materials.

A description of each of the components of the systems model for organizations as found in NSGBs is given first. This description of the components provides the descriptive element of the descriptive-analytical model for NSGBs.

The sport data sources are then examined for examples of the applicability of the propositions developed for the components of the systems model for organizations.

THE ENVIRONMENT OF NATIONAL SPORT GOVERNING BODIES

Description

The systems model defines the task environment as consisting of those systems in the general environment which are relevant or potentially relevant for goal setting and goal attainment.

In order to determine the major elements of the task environment of NSGBs, based on the above definition, the goals of these organizations must be identified. Although each NSGB has goals which are particular to itself, a review of goal statements of NSGBs in the sample led to the conclusion that NSGBs are involved in some way with the administration, development and promotion of a particular sport. For example, the goal statement of the Canadian Women's Field Hockey Association is:

To promote, develop and administer the sport of field hockey for women in Canada, in order to ensure opportunities for participation at all domestic levels and to foster international excellence. (CWFHA Constitution, 1982)

The goal statements of other NSGBs in the sample are similar to this one.

The environment of NSGBs therefore consists of those systems outside of their boundaries which directly affect the development, promotion and administration of that particular sport in Canada.

For descriptive purposes, the elements of the environment of NSGBs can be divided into six major categories; other national organizations, consumers, support groups, federal government, provincial bodies and international elements.



OTHER NATIONAL ORGANIZATIONS

1) The Canadian Olympic Association (COA)

The NSGB of each sport which participates in the Olympic and Pan American Games is a member of the COA and is represented by a Director on the Board of Directors of the COA. All of the NSGBs in the sample are members of the COA.

The major roles of the COA are:

- i) To exercise exclusive jurisdiction either directly or through its constituent members of committees, over all matters pertaining to the participation of Canada in the Olympic Games and in the Pan American Games including the representation of Canada in such Games, and over the organization of the Olympic Games and the Pan American Games when celebrated in Canada; and in furtherance thereof, to comply with and enforce all the rules and regulations of the International Olympic Committee.
- ii) To provide financial assistance, if requested, to such of its member organizations as shall from time to time incur expenses beyond revenue received in the development and selection of competitors for the Olympic Games or the Pan American Games. (COA, 1981)

As well the COA exists to develop, promote and protect the Olympic Movement in Canada (COA, 1981).

Several programs of the COA provide funding and assistance to NSGBs. The Royal Bank Junior Olympics Program offers assistance by providing funds and promotional materials to sport organizations at all levels for instructional clinics (COA, 1982). The COA Coaching Recognition Program provides funds to NSGBs for salaries, fees or honoraria for qualified Canadian coaches within the sport. The annual grant is given to NSGBs in recognition of coaching achievements as measured by world standing achieved by Canadian athletes (COA, 1980). The amount of the grant is directly related to the international standing of Canadian athletes in that sport.

The COA receives the majority of its funds from the Government of Canada Fitness and Amateur Sport Branch, and through corporate sponsorship and donations.

2) The Coaching Association of Canada (CAC)

The CAC is "a national organization dedicated to coaching development and the profession of coaching for the purpose of achieving excellence in all amateur sport" (CAC 1982, p.2). It relates to NSGBs primarily in the area of coaching certification programs within their sport. The CAC also plays an active role in the hiring and upgrading of National Coaches and other technical personnel within NSGBs.

3) The National Sport and Recreation Centre (NSRC)

The NSRC is an established corporation providing both office space and administrative support services to national sport and recreation agencies. Sixty-one such agencies are housed within the NSRC

in Ottawa, of these 46 are NSGBs. All of the NSGBs in the sample have head offices in the NSRC. The NSRC receives its income primarily from the federal government and from resident sport and recreation agencies for services rendered. The primary purposes of the NSRC are "to provide opportunities for client organizations to exchange ideas, to enhance the status of these organizations and to increase their efficiency" (NSRC, 1978-79, p.2).

4) The Canadian Interuniversity Athletic Union (CIAU)

The CIAU is the governing body for national sport competitions in Canadian universities. National intercollegiate championships are, for the most part, conducted using the regulations of NSGBs. CIAU liaison personnel are appointed to communicate with each NSGB for which there is a CIAU National Championship. The CIAU receives some funding from Fitness and Amateur Sport for the administration of national championships.

5) Sport Medicine Council of Canada (SMCC)

The Sport Medicine Council of Canada serves as a single agency from which NSGBs can seek information and services in the area of sport medicine. As well as offering to provide physicians, therapists and equipment for national and international single and multi-sport competitions, the SMCC also produces several publications (SMCC, 1982) to assist the NSGBs in the area of sport medicine.

6) Canadian Colleges Athletic Association (CCAA)

The CCAA is the governing body for sport in Canadian colleges. Its major function is to oversee college competitions at the national

level in conjunction with the respective NSGBs.

7) Sport Federation of Canada (SFC)

The SFC is a federation of NSGBs and national recreation organizations. The SFC provides a forum whereby amateur sportspeople can come together to discuss areas of common concern. From time to time, the SFC acts as lobby group with the federal government.

8) Canada Games Council

The Canada Games Council is the group responsible for the conduct and promotion of the Canada Games. The council consists of elected and appointed individuals from sport and government. For sports which are a part of the Canada Summer or Winter Games, it is necessary to have close liaison with the Canada Games Council on technical matters concerning the competitions.

CONSUMERS

1) The General Public

The general public is a consumer of the goods and services of NSGBs. NSGBs are constantly trying to promote their products beyond their membership to the general public. The public is encouraged not only to buy but to watch and to participate in the programs offered by the NSGBs.

2) Schools and Communities

Schools and communities are also users of the good and services provided by the NSGBs. Teachers use the programs and products of the

NSGBS for personal upgrading, for student motivation and for teaching and learning.

SUPPORT GROUPS

1) Researchers

Some researchers in the area of sport work through an association called the Canadian Association of Sport Scientists and other work strictly on an independent basis. Although the area of applied sport research is relatively young, researchers are beginning to provide information which is useful to NSGBs. Federal funding is available for sport research through the NSGBs from Sport Canada's Athlete Assessment/Research Program (Government of Canada, 1983-84b) and from Fitness Canada (Government of Canada, 1982a).

2) Media

With a few exceptions, the relationship between the media and the NSGBs has been distant. Although certain sports such as figure skating and skiing are frequently televised, the media has generally chosen not to be involved in the reporting of amateur sport to any great extent. NSGBs have attempted to make amateur sport more attractive to the media and are slowly achieving results.

3) Business and Professional Groups

NSGBs are clients of many support agencies in the environment such as printers, travel agents, lawyers and insurance agencies. They use the services of these agencies generally on a contract basis.

FEDERAL GOVERNMENT

1) Sport Canada

Sport Canada is housed within the Fitness and Amateur Sport Branch and is that part of the federal government which is involved with the development and promotion of Canadian sport. The mandate of Sport Canada is:

To provide leadership, policy direction and financial assistance for the development of Canadian sport at the national and international level; and to support the highest possible level of achievement by Canada in international sport. (Sport Canada, 1983)

More specifically the goals of Sport Canada are:

1. To co-ordinate, promote and develop high performance sport in Canada in conjunction with recognized national sport organizations.
2. To assist in the development of domestic sport in Canada in those areas which require co-ordination at the national level.
3. To provide administrative and technical leadership, policy direction, consultative services, and financial resources to assist national sport organizations to function effectively as the primary agents for excellence and co-ordinated domestic sport development in Canada.

4. To develop federal government sport policies.

(Sport Canada, 1983)

The Athlete Assistance Program provides direct financial assistance to identified high calibre athletes to enable them to continue training while going to school or working on a part-time basis. First priority is given to athletes participating in Olympic sports. This program requires co-operation between the athletes, their NSGB and Sport Canada (Government of Canada, 1982b).

The Fitness and Amateur Sport Women's Program is designed "to promote and advance the relative role of women in sport" (Government of Canada, 1981a, p.6). Under the jurisdiction of this program is the Internship Program for Women Athletes, the National Association Contribution Program in which NSGBs are given small financial contributions for projects which encourage the involvement of women in sport as either participants or leaders (Government of Canada, 1981c), and various other promotional and developmental projects concerning women in sport.

2) Fitness Canada

Fitness Canada is that arm of the Fitness and Amateur Sport Branch which has as its long term objective "to raise the fitness level of all Canadians through the encouragement of a healthier lifestyle for Canadians by increasing the appreciation for and understanding of fitness and also by improving the Canadian delivery

system of fitness activities" (Government of Canada, 1980). Fitness Canada is a funding agency for NSGBs but to a much lesser degree than Sport Canada. Funds may be provided for projects which meet the objectives of Fitness Canada regardless of the type of organization making the application (Government of Canada, 1982a).

3) Department of National Health and Welfare

Fitness and Amateur Sport is presently housed within the Department of National Health and Welfare and it is therefore subject to operational policies and procedures within that department.

4) Secretary of State

NSGBs deal directly with the Secretary of State in matters of bilingualism. A joint committee of the Secretary of State and Fitness and Amateur Sport is responsible for policy administration with respect to translation of technical and educational materials. The objective of this program is to ensure that resource materials from each NSGB are distributed to participants in both official languages.

5) Department of External Affairs

NSGBs are affected by international policies of the federal government and must work within them. The most visible of these policies for sport discourages sporting contacts with South Africa. It states specifically that "government funds are not available to Canadian athletes or teams participating in events in South Africa, and

South Africa sportsmen are not permitted to enter Canada for the purpose of participating in any sport-related activity" (Government of Canada, 1983-84a, p.6).

Sport governing bodies have also been used by the Department of External Affairs to build friendly relations with other countries. In April 1982, for example, a group of Canadian diplomats visited Peking to bring the Government of China and Canada closer together. Sport exchanges were arranged in several sports. The group was thanked for "supporting the Peoples Republic as opposed to the plotting by some people with Taiwan" (Ottawa Citizen, April 16, 1982).

\ When their national teams are visiting other countries, NSGBs contact the Department of External Affairs who, in turn, contacts the embassies and/or consulates in those countries. The consulates or embassies assist the teams wherever possible.

6) The Department of National Defence (DND)

During the hosting of major events, DND may provide manpower to assist with equipment and/or facilities. Some NSGBs are also able to use military facilities for their events, for example, parachuting or indoor hockey. As well, NSGBs are able to transport their athletes on military planes outside of Canada free of charge when there is space available.

7) Department of Consumer and Corporate Affairs

The constitution and bylaws and the seal of all NSGBs which are incorporated must be registered with the Department of Consumer and

Corporate Affairs. NSGBs also deal with this department concerning the importation and taxation of equipment from other countries.

8) Department of Employment and Immigration

NSGBs must deal with this department if they wish to attempt to hire individuals to work for them from outside Canada.

Some NSGBs are also able to hire individuals to work for them on a temporary basis through employment programs offered by this department.

9) Department of Finance

Funding for NSGBs is derived from both the public and the private sector. Government funding for sport depends on the general economy of Canada and the political value of an increase or decrease in funds allocated. Corporate donations are also dependent upon the general economy and tend to drop off considerably in times of restraint.

PROVINCIAL BODIES

1) Provincial Governments

Each provincial government has a department, branch or section which is responsible for sport. Provincial sport governing bodies are funded primarily by provincial governments and are therefore subject to their regulations and guidelines. NSGBs, in program areas of provincial concern, must try to accommodate the programs and procedures of all provincial governments.

2) Provincial Sport Governing Bodies (PSGBs)

Each NSGB has provincial counterparts within its membership: PSGBs have the mandate for the development, promotion and administration of a specific sport within their respective province. NSGBs are usually comprised of provincial associations which are, in turn, subjected to many influences from their respective environments. The national bodies must try to develop plans and procedures which are appropriate for the associations in all provinces and territories.

INTERNATIONAL ELEMENTS

1) International Sport Federations

All NSGBs belonging to the COA have international federations to which they are affiliated. International federations conduct or sanction major international competitions, set competition and eligibility rules for each sport, and certify coaches and officials as the international level. These international federations are the parent organizations for NSGBs from member countries.

2) International Multi-Sport Organizations

International multi-sport organizations such as the International Olympic Committee (IOC) and the Pan American Sport Organization (PASO) are responsible for the conduct of major multi-sport competitions such as the Olympic and Pan American Games, respectively. They select the sites for these Games, determine eligibility, team size and the sports which will be included. NSGBs are represented in

these organizations through the representative from their comparable national multi-sport organization.

3) Major World Competitions Hosted in Canada

The hosting of major international competitions affects considerably the profile of amateur sport in Canada. Many opportunities present themselves to Canadians as a result of major Games. With respect to the hosting of the 1988 Olympic Games in Calgary, a federal document states:

Economic development (promotion of winter tourism), international prestige (enhanced through a successful staging of the Games and television transmission to hundreds of millions of people), cultural development (through the Olympic cultural program staged in conjunction with the Games), promotion of national unity (through the interest and pride of Canadians in the staging of the Games), the development of physical fitness and appreciation for winter outdoor recreation, etc. are all opportunities for Canadians as a result of the hosting of the Games. (Government of Canada, 1981b)

Pressure is placed on the NSGBs of sports involved in major Games hosted in Canada. There is a redirection of funds and human resources into the Games but also an opportunity for promotion and growth of sport through the Games.

Propositions The Environment

1. Organizations seek to reduce the degree of environmental uncertainty by gaining knowledge about their environment.

There seems to be considerable evidence in the documents reviewed that the environment of NSGBs is becoming more complex, more uncertain and more turbulent. One of the major causes of turbulence in the sport environment appears to be the lack of an effective co-ordinating body for all sport organizations at the national level. Each organization operates independently with no commitment to an overall sport plan. Although Sport Canada has begun to assume a leadership role for Canadian amateur sport, it is not officially the co-ordinating body for amateur sport. Gowan describes the Canadian sport scene as "unsettled and unpredictable" (1980, p.7). He goes on to state:

There is certainly a lack of direction and co-ordination. Fragmented and tangential thrusts occasionally occur and small groups of so-called sports leaders meet to initiate new developments and to consider new ideas. But rarely are these activities the result of clearly determined national policy. Many are reaction rather than action. Other are fire fighting ventures which result in confusion, disarray and enormous expenditures of energy with minor results at

best. Inability or unwillingness to see the broader national sport picture reduces effectiveness. (Gowan, 1980, p.11)

Other references have been made to the unsettled sport environment. The Technical Chairman of the Canadian Amateur Wrestling Association (CAWA) has described the sport environment as "fraught with turmoil and change" (CAWA, 1981. In 1979, Iona Campagnolo, as Minister Responsible for Fitness and Amateur Sport stated that "the essential characteristic of the sport world is constant change" (Government of Canada, 1979, p.8). The number of elements acting on NSGBs from the environment is considerable. Since these elements are not co-ordinated, their impacts on NSGBs are diversified and often unexpected. The environment of amateur sport is therefore viewed as complex and uncertain.

One of the most effective ways for organizations to gain knowledge about their environment is to have one of their members belong to another organization in the environment which affects them. NSGBs have begun to realize this, particularly with reference to their parent international bodies which influence them considerably (Appendix A, Table 1). Gradually more Canadians are assuming roles on international bodies (CWFHA, 1981a). This point was clearly made by the President of the Canadian Amateur Wrestling Association when he stated at their Annual General Meeting that his objective was to "provide the CAWA with an active role in international decision-making. We must become more and more involved and not simply react to decisions made by others" (CAWA, 1981).

The Canadian Track and Field Association, in 1981, established a task force to gain knowledge about the international questions of amateurism and professionalism. The purpose of the task force was to "make sure that Canada will be prepared for the eventuality whereby track and field adopts an open system where athletes could be paid without being stripped of their right to compete" (CIFA, 1981, p.4).

Sport organizations have been encouraged to liaise not only with other sport organizations but also with non-sport organizations to gain knowledge about their environment. Abby Hoffman, Director of Sport Canada, encouraging NSGBs to become more involved with the federal government's Department of External Affairs has stated that:

a very large intelligence network exists within External Affairs. Sport people must talk a lot more with them about sport issues so that the kind of information External has can be melded with sports specific information. That way, better strategies can be laid.
(Champion, 1981, p.8)

Sport organizations also learn about their environment through their representatives on other multi-sport organizations such as the Canadian Olympic Association. Of the organizations studied, all are represented on the COA, ten by their president.

National sport governing bodies may also learn about their environment through interaction with their Sport Canada consultant. All NSGBs are in regular contact with their consultant and he or she is

privity to information about policy trends in government or other environment factors affecting sport.

The information reviewed reveals that all NSGBs in the sample have contacts with their environment through their representative on the COA and regular contact with their Sport Canada consultant. (Appendix A, Table 1). Only three NSGBs however receive information about their international environment through representation on their parent body and none have regular contact with the Department of External Affairs.

2. Organizations possessing knowledge of their environment are in a position to exert some influence over that environment.

Although NSGBs do gain some knowledge about their environment, and although they recognize that their environment has a considerable effect on them, nowhere in the documentation studied was there a plan to bring about change in the environment (Appendix A, Table 2).

References were made, however, which indicate that better decisions could have been made by elements in the environment if those involved directly had made the decisions. The President of the Canadian Track and Field Association in his report to the Annual General Meeting commented on the futility of Canada's decision to boycott the Olympic Games in Moscow. He stated that:

Those who made the decision on our behalf have not had the intestinal fortitude to step forward and admit that

it was a fruitless political decision by individuals who know little about international sport. We must never allow ourselves to be placed in such a compromising situation again. The decision should be ours to make. (CIFA, 1981)

All NSGBs, in technical areas, have made attempts to gather information about the environment in which their athletes will be competing. By doing so, they are in a position to bring about changes either in the environment or in the preparation of their athletes for that environment. The CAWA, for example, predicted that India would be Canada's major opposition in 1982 and therefore agreed that every attempt should be made to scout, videotape and compete against India prior to the 1982 Games (Darling, 1981). Similarly, prior to the Commonwealth Games in Brisbane, Australia, Canadians travelled to Australia to take part in pre-Commonwealth Games competitions for the purposes of gathering information concerning travel, food, competitive and living facilities and the people. This information served to prepare the Canadian Team for the environment of the Commonwealth Games competitions.

3. Organizations make internal changes to their structure and processes to enable them to deal with the complex and uncertain environment.

There is evidence in the documents reviewed that sport organizations make changes in their structure and processes in order to deal with changes in the environment (Appendix A, Table 3). For example, as the need for funds has increased with greater rapidity than the amount of the government contributions, all NSGBs in the sample reviewed have developed new fund-raising components; in response to federal government requests for more evaluation and accountability, two of the organizations have begun to develop evaluation policies and procedures. In keeping with the general concern of Canadians for the protection of human rights, one association, the CWFHA, in conjunction with Sport Canada has taken steps which will ensure that due process exists within the organization in order to protect the rights of athletes within the sporting environment (CWFHA, 1982b). As more athletes begin to challenge the processes in NSGBs which affect them, more associations may have to adopt similar policies.

In many of the documents reviewed, it is not clear if the internal changes being made by NSGBs are externally induced as a response to an environmental influence or internally initiated in anticipation of an environmental influence. It would appear, however, that most changes in structure and process are inspired as a reaction to some factor in the environment rather than by an internal stimulus.

THE BOUNDARY AND BOUNDARY SPANNERS OF NATIONAL SPORT GOVERNING BODIES

Description: The Boundary

The systems definition of a boundary states that it separates

those elements belonging to the system from other elements in the environment.

The sport literature reveals that there are elements present in NSGBs which separate the NSGBs from their environment. These elements are -membership structure, goal statement and objectives, policies and procedures, mandate, and program objectives. These are generally described in the Constitution and Bylaw of each NSGB.

Membership Structure

The membership structure of a NSGB defines who belongs to the organization. Most membership structures are complex and involve membership in several categories: individual, club, provincial association, active, honorary and so on.

All NSGBs in the sample being studied have membership structures which are clearly identified in their Constitution and Bylaws. Synchro Swim Canada, for example, has four classes of members 1) synchronized swimming clubs, 2) amateur member competitors, 3) recreational members and 4) associate members (Synchro Swim Canada, 1979). The Canadian Figure Skating Association (1977) outlines five classes of membership 1) active, 2) individual, 3) honorary, 4) sustaining and 5) associate.

Goal Statement and Objectives

The goal statement of an NSGB outlines its mandate and those areas over which it has jurisdiction. Any activities not relating to

the goal statement fall outside of the duties of the NSGBs and are therefore part of another system in the environment. The goal statement therefore forms part of the boundary of the NSGBs. All of the NSGBs studied have goal statements included in their Constitution and Bylaws. For example, the activities of Synchro Swim Canada are outlined in the Operational Bylaws as follows:

1. To promote, teach, foster, encourage and improve in any manner whatsoever, synchronized swimming.
2. To stimulate public opinion in favour of providing proper accommodations, adequate facilities and trained instructors for teaching and developing synchronized swimming.
3. To regulate amateur synchronized swimming in Canada and to deal with any infringement thereof.
4. To establish and maintain standards of certification of coaches and instructors. (1979, p.1)

The purpose of the Federation of Canadian Archers is to perpetuate, foster, and direct the practice of archery in accordance with good sportsmanship, and honourable tradition of that most ancient sport. (FCA, 1981, p.1)

Policies and Procedures

Established policies and procedures outline behavior which is acceptable to NSGBs. Behavior falling outside of accepted policies and procedures is outside the boundary of the system. In three of

the NSGBs studied, policies and procedures are outlined in such documents as a Policy Handbook or Operational Bylaws. These documents contain such information as job descriptions of volunteers and professionals, duties of Boards and Executives, terms of reference for committees, procedures for the conduct of meetings, and financial procedures. The remainder of the NSGBs not having these documents indicated that they were either working on policy manuals or should be in the near future.

Mandate

Only one NSGB has a statement of mandate which is different from its goals and objectives. The mandate of the Canadian Track and Field Association is:

The Canadian Track and Field Association (CTFA) is the Canadian governing body for the sport of track and field athletics, which includes road racing, cross country running and race walking. (CTFA, 1981, p.8)

This mandate clearly delineates the areas over which the CTFA has jurisdiction.

Program Objectives

Boundaries for NSGBs may also be set by program objectives indicating the association's directions within a specific program. All of the NSGBs in the sample state objectives for those programs which are funded by government contributions. For non-government funded

programs the degree to which objectives are stated varies between organizations and from one program to another within organizations.

Description - Boundary Spanners

From the systems model, boundary spanners are "persons who operate at the periphery or boundary of an organization, performing organizational relevant tasks, relating the organization with the elements outside it" (Leifer and Delbecq, 1978, p.40).

The information from NSGBs reveals that individuals exist in all of these organizations who perform boundary spanning functions with elements in the environment on both a formal and informal basis. These individuals fall into two categories: 1) volunteers (executive members, committees, athletes) and 2) professional staff (Executive Directors and Technical Directors). Formalized boundary spanning activities are outlined in the job descriptions of the professional staff and the duties of the volunteer personnel. Informal boundary spanning activities are revealed through minutes of meetings and reports.

Environmental components with which formal liaison occurs can be generalized into five segments: 1) international groups, 2) the federal government, 3) the Canadian Olympic Association, 4) other national associations and 5) business relations.

1) International Groups

The responsibility for international liaison varies considerably among the sample of NSGBs studied.

The President may represent the NSGB on the parent international federation. NSGBs may also appoint individuals who have been involved in international sport for many years and have become known in international circles, or they may send different individuals to each meeting to provide an opportunity for more than one individual to gain international exposure.

2) Federal Government

In all of the NSGBs studied, the professional staff provides the formal liaison with the federal government on matters relating to grant applications and contributions. Although most of the liaison with the federal government concerns funding, Fitness and Amateur Sport may be required to liaise on hiring of staff or other matters. This liaison is generally with the volunteers, and in most cases, the President.

With respect to communications with other government departments such as the Department of National Defense or Secretary of State, this task was performed by the professional staff in all of the NSGBs studied.

3) Canadian Olympic Association

At the policy making level, each of the NSGBs, as a member of the COA, has a member on the COA Board of Directors. In all of the NSGBs studied, the Director is a volunteer, and in most cases, the President. At the level of implementation of COA policy, the professional staff of the COA liaise with the professional staff of the NSGBs.

4) Other National Sport Organizations

This group includes other NSGBs, the Coaching Association of Canada, the National Sport and Recreation Centre, the Canadian Inter-university Athletic Union, and the Canada Games Council. In all of the NSGBs in the sample, boundary spanning activities with these groups are carried out by the professional staff.

5) Business and Professional Groups

NSGBs may be required from time to time to hire the services of business or professional groups such as lawyers, doctors, travel agents, consultants, printers etc. In all of the NSGBs studied, the responsibility for acquiring these services falls for the most part, to the professional staff.

All of the NSGBs have at some point contacted businesses for corporate donations either of funds, services or goods in kind. The responsibility for soliciting donations varies from association to association. In all cases, the solicitation of donations is co-ordinated by the professional staff, although volunteers may do the actual contact with the potential donor.

6) Provincial Sport Governing Bodies

Liaison with the Provincial Sport Governing Bodies is carried out through the Board of Directors. Each Provincial Sport Governing Body generally has a representative on the Board and it is that individual's responsibility to represent his or her Province's interests to the Board and the interests of the Board to the provincial body.

7) General Public

The responsibility for contact with the general public, including schools or communities, falls to the professional staff in the National Office.

8) The Media

In all of the NSGBs reviewed, contact with the media was either legislated or understood to be the responsibility of particular members of the association. From time to time, athletes are contacted by the media or requested to appear in public.

Proposition - The Boundary and Boundary Spanners

The greater the degree of environmental uncertainty, the greater the need for formalized boundary spanning activities.

Within the environment of NSGBs, there is a considerable amount of uncertainty and change. NSGBs are constantly being influenced by the environment and the ability to adapt to these environmental influences is important. Sport organizations must therefore be on the alert for signals from the environment that change is pending.

Sport governing bodies have begun to realize the need for formalizing boundary spanning activities, at least for their professional staff. All job descriptions contain some mention of the boundary spanning responsibilities of employees (Appendix A, Table 2). For example, the job description of the Technical Director of the Canadian Cycling Association states that he "represents the organization in dealing with various people or bodies interested in the technical

aspects of the organization" (CCA, 1982). In much more detail, one of the responsibilities of the Executive Director of the Canadian Volleyball Association is listed as to maintain liaison and communication with other agencies, corporations, governments and sport bodies and to

- a) solicit support from potential sponsors
- b) negotiate co-operation and agreement between the association and involved corporations and among involved agencies
- c) receive and direct requests for information, assistance and advice from interested groups outside the Association
- d) act as the Association's contact with national government officials and sport representatives from other nations and other sports
- e) promote international communication between the Association, the FIVB and other national federations. (CVA, 1982a)

The necessity for liaison with international organizations for information gathering purposes has been recognized by NSGBS (NSRC, 1980). For example, the CVA has formalized its relations with the Japan Volleyball Association, one of the leading volleyball powers in the world with respect to correspondence and the approval of trips for teams travelling to and from Japan (CVA, 1982b). In the case of the CAWA, the association has declared that the President would make the initial contact on all international matters (CAWA, 1982).

In recent years, as environmental complexity has increased, NSGBs have taken advantage of the legislated opportunity to have representation on organizations within their environment. For example, all of the NSGBs in the sample exercise their right to representation on the Canadian Olympic Association. The representative of the organization or boundary spanner, in ten cases is the President of the NSGB.

INPUTS OF NATIONAL SPORT GOVERNING BODIES

Description

The systems model defines inputs as everything that enters an organization (energy, materials and information) from the environment. Inputs either signal the organization to behave in a certain way, maintain the organization or are converted into outputs by the processing subsystems.

The information gathered from NSGBs indicates that their inputs may be classified as either human or technological.

1) Human

Human energy is brought into the system by athletes, participants, volunteer administrators, professional administrators, support staff, consultants, coaches, officials, and interns/apprentices.

i) Athlete Participants

NSGBs exist to enable individuals to participate in a specific sport. Individual athletes, trained or untrained, are taken into the NSGB thereby giving it a reason to exist. NSGBs have begun to develop programs to attract participants of varying ages and ability le-

vels. For example, all of the NSGBs studied have developed programs to recruit young athletes to their activity. Nine of the NSGBs in the sample have also recently developed programs to encourage more women to take part in their sport.

ii) Volunteer Administrators

Traditionally, NSGBs in Canada have been run by volunteers. As sport has become more complex and sophisticated, professional administrators have been hired to provide stability, expertise and time to the Associations. Volunteers exist as members of the Executive Board at the policy making level in all of the NSGBs studied. The role of the volunteer is gradually changing from one of decision-making on day-to-day matters to one of policy making with very few implementation responsibilities (Pugliese and Conklin, 1976; Pugliese and Taylor, 1977).

iii) Professional Administrators

Professional administrators began to play a role in NSGBs in 1971 with the opening of the National Sport and Recreation Centre in Ottawa and the provision of funds by Fitness and Amateur Sport for the hiring of Executive Directors (Government of Canada, 1970). Since that time, all of the NSGBs in the sample but one (Team Handball) have also been able to hire Technical Directors as well as Executive Directors. Seven of the NSGBs have other professional staff in the position of Program Co-ordinator in their offices. The duties and responsibilities of the professional staff vary from one NSGB to

another but, in general, their functions include: managing the association on a day-to-day basis, carrying out policies established by the Executive and the Board, providing administrative assistance to the Executive members (Mitchelson, 1977b; Pugliese and Taylor, 1977).

iv) Support Staff

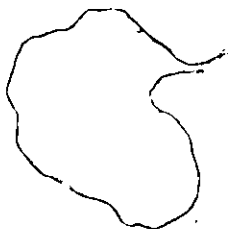
All NSGBs housed in the NSRC and hence all in the sample for this study have support personnel. For every professional staff person funded by FAS, an additional grant is provided for at least one half of a secretary's salary (Government of Canada, 1983-84a). NSGBs have supplemented these funds to hire additional full-time or part-time personnel such as executive secretaries, accountants, national team coordinators or marketing managers.

v) Professional Consultants

Consultants provide inputs to NSGBs generally on a part-time contractual basis. These consultants may be contracted by NSGBs to assist with such projects as fund raising, planning or marketing. As well consultants may be involved in management analysis or problem solving exercises. All of the NSGBs in the sample have hired consultants for some reason.

vi) Federal Government Consultants

Federal government liaison personnel between NSGBs and Sport Canada are called Association Management Consultants. Each NSGB within the sample has an Association Management Consultant at Sport Canada to whom it relates. It is the function of the Association Management



Consultants to represent the needs and interests of each of their NSGBs to Sport Canada management and, at the same time, represent the interests of Sport Canada to the NSGB. These individuals provide considerable input to NSGBs in terms of information and guidance. Because it is through these individuals that funds are channelled from the federal government to NSGBs, NSGBs are generally responsive to the directives given.

vii) National Coaches

National coaches are, for most part, full-time or part-time employees of the NSGBs. Of the NSGBs reviewed, 11 have full-time national coaches, two have part-time national coaches and the remaining two do not have any. All but one of the full-time national coaches are funded by Sport Canada. The coaches' responsibilities vary but they generally involve coaching and preparation of national calibre athletes, talent identification, involvement in the preparation of technical materials, player development and public relations.

viii) Regional and/or Assistant Coaches

Regional and assistant coaches may be paid on a full-time or part-time basis or may be volunteers. Their function is generally assisting with the coaching of younger players, identifying talent, and monitoring the performance of national athletes. Eleven of the NSGBs in the sample have either full-time or part-time regional or assistant national coaches.

ix) Officials

Officials are those individuals who interpret the rules and control the actual competition while it is in progress. Under the auspices of NSGBs, officials are generally involved in regional, national and international competitions. Officials exist in all of the NSGBs in the study.

x) Interns/Apprentices

NSGBs may receive the services of individuals who are involved in some form of learning program. The Coaching Apprenticeship Program, conducted under the auspices of the Coaching Association of Canada, may place apprentice coaches within NSGBs to work with, and for, National Coaches. The FAS Internship Program for Women Athletes places women, generally retired from international competition, within the National Offices of NSGBs with one of the paid employees as a tutor. These women contribute to the NSGBs while at the same time, develop their management skills (Government of Canada, 1981c). In 1982, four of the NSGBs reviewed had interns working within their Associations.

2) Technological

Technological inputs are involved with the process of production and refer primarily to the automated business functions of the NSGBs.

Most technological inputs are derived from the National Sport and Recreation Centre (NSRC) and are described in the Policy Manual for the NSRC (NSRC, 1982) as basic and ancillary services.

The basic services provided to the NSGBs by the NSRC are as follows: secretarial, reproductions, graphics, mail, management ac-

counting, translation, computer, audio visual, still photography, and darkroom facilities. The ancillary services include purchasing, furniture and equipment rental, clipping, microfilm, photocopying, telegrams and telex, shipping and receiving, and legal assistance, (NSRC, 1982). Because all of the NSGBs in the sample are resident in the NSRC, all can take advantage of these services.

II Materials

Material inputs into NSGBs may be divided into three categories:

1) funds, 2) equipment and 3) facilities.

1) Funds

Funds are derived from both public and private sources.

a) Public Funds Federal

The government of Canada through Fitness and Amateur Sport is the major funding source for most NSGBs. Through the two divisions of Fitness Canada and Sport Canada, contributions are made to NSGBs for recreational and high performance sport respectively.

i) Sport Canada

Within Sport Canada there are eight major funding programs: 1) the Contributions Program, 2) the Women's Program, 3) the Athlete Assistance Program 4) the Athlete Assessment/Research Program 5) Hosting 6) High Performance Sport Centres 7) Olympic Special Preparation and 8) Coaching Special Education. Through the Contributions Program, NSGBs are eligible for funding in the following areas: promotion and communications, human resource development, physical resource development, training, competitions and organiza-

tional management (Government of Canada 1983-84a). All of the NSGBs in the sample receive contributions from Sport Canada.

The FAS Women's Program was initiated in November 1980, as a project to promote and to develop leadership and participation opportunities for women in sport and physical activity. Through the Women's Program, NSGBs may receive grants of up to \$5,000 for new projects which further the objectives of the program. Nine of the NSGBs in the sample receive funds from the Women's Program.

The Athlete Assistance Program provides direct financial assistance to identified high calibre athletes to enable them to continue training while going to school or working on a part-time basis. First priority is given to athletes participating in Olympic Sports (Government of Canada, 1982b). All of the NSGBs in the sample receive funds through the Athlete Assistance Program.

The purpose of the Sport Canada's Athlete Assessment/Research Program is "to provide financial assistance toward the operating costs of athlete assessment and research projects which will have direct influence on the improvement of the performance level of Canadian Athletes" (Government of Canada, 1983-84b, p.1). Although in some cases, Sport Canada may solicit research directly on a particular topic, for the most part, funds are granted to NSGBs. NSGBs must have qualified researchers and must be prepared to publish the results. In 1981-82, seven of the NSGBs in the sample received funds from the Research Contribution Program.

ii) Fitness Canada

Within Fitness Canada, there are four main categories of contributions: 1) project support, 2) organization support, 3) research, and 4) the professional development program (Government of Canada, 1982a).

Project support may be given to national organizations for any project which furthers the objectives of Fitness Canada. The criteria for funding such projects include: national significance, accessibility of the project to a large number of Canadians regardless of their socio-economic status or physical condition, soundness of the financial base of the organization, self-help on the part of the organization, accessibility to all Canadians regardless of race, creed or ethnic origin, appropriate resource persons, safety of activity, effectiveness and evaluation, and potential for lifetime activity (Government of Canada, 1982a).

Contributions may be made to a NSGB having a designated qualified researcher for research projects which have the potential to raise the fitness level of Canadians and/or improve their participation in physical recreation. Research priorities are established by Fitness Canada on a regular basis (Government of Canada, 1982a).

The Fitness Canada Professional Development Program provides funds to established practitioners and interns/apprentices in the NSGBs for professional development experience in such areas as communication, marketing, financial administration and human

relations. Only one of the NSGBs studied has taken advantage of these funds.

iii) Secretary of State

The Secretary of State provides funding to NSGBs for translation of technical and educational materials. All NSGBs are eligible for this funding.

b) Public: Through Non-governmental Organizations (NGOs)

Coaching Association of Canada

Public funds are channelled through the CAC from Sport Canada to promote coaching and to develop the technical portion of the Coaching Certification Program of each sport. Funding of up to \$24,000 per year is available to each NSGB to defray the costs of working committee meetings, manual production, audio-visual aid productions, honoraria, pilot course testing and course conductor testing (CAC, 1982-83). All of the NSGBs in the study have utilized these funds to develop their coaching certification programs.

Canadian Olympic Association

NSGBs which meet specific performance criteria are eligible for funding from the COA'S Coaching Recognition Program. Funds for this program are allocated by the COA from a grant originally given to the COA by the federal government as a compensation for funds lost by the decision to boycott the 1980 Moscow Olympics (COA, 1982a). A corporate donor has now taken over the sponsorship of this program through the COA.

The COA also may provide financial support to emerging sports "which have not yet developed to the stage where they can benefit from programs based on international achievement" (COA 1982b,p.2). None of the NSGBs in the study were receiving funds from this source.

c) Private Sources

Membership Fees

NSGBs charge a fee to their members to belong to the national body. These fees may be minimal or fairly substantial but generally do not constitute a large portion of the income for most associations. All of the NSGBs in the sample charge membership fees.

Corporate Sponsorship

As programs have grown and public funds have become more scarce, NSGBs have begun to increase their income from corporate sponsorship. Corporations have begun to recognize the benefits of having their name attached to a major sporting event (CSA, 1981), and all of the NSGBs in the sample have obtained corporate sponsorship in one form or another.

Donations

NSGBs receive donations from both individuals and groups. All of the NSGBs in the sample are registered as "not-for-profit" organizations and are able to issue receipts to donors for income tax deductions. NSGBs have set up special subgroups such as the Friends of Archery, Canadian Field Hockey Association Development Trust Fund, and Friends of Basketball, to administer donations or to raise funds for special purposes.

Internal Financial Management

Because of large amounts of money that move through the accounts of NSGBs, treasurers in all sport organizations are able to take advantage of interest rates on short-term investments thereby producing another source of income (CWFHA, 1982-83).

Equipment Sponsors

Some NSGB National teams receive direct donations of equipment from manufacturers of sporting goods. The donations of equipment may also be accompanied by cash donations. NSGBs may receive funds for endorsement of specific equipment brand names (CVA, 1981). All of the NSGBs reviewed have entered into some kind of financial arrangement with equipment sponsors.

Sale of Goods

Through their National Offices, all NSGBs sell publications and other products specific to their sport. Publications may include commercial textbooks or books, manuals, pamphlets, and so on which are produced within the association. Products may include sporting goods, whistles, uniforms, posters, and many other items.

Advertising Revenue

All NSGBs receive income from the sale of advertising in their various publications and at major events.

Fees From Clinics/Workshops

All of the NSGBs reviewed raised funds through the fees charged for nationally sponsored clinics and workshops for athletes, coaches and officials.

Miscellaneous Fund Raising Projects

All NSGBs, from time to time, undertake various fund raising projects of a more temporary nature. These may include such events as "thons" for example, Baskathon, Servathon; raffles and other contests.

Goods in Kind

In place of direct financial donations from some donors, all NSGBs in the study receive donations of goods such as airline passes, contra coupons, equipment or facility usage.

2) Equipment

Equipment inputs to NSGBs may be classified as sport-related or support-related.

i) Sport-Related

NSGBs may either purchase or receive as donations, equipment specifically related to their sport. This equipment may take the form of uniforms, equipment relating to the carrying out of the activity, for example, basketballs, volleyballs; equipment relating to the competition site, such as goalposts, starting blocks; or equipment relating to practice sessions, for example, ball machines.

ii) Support-Related

This type of equipment is found primarily in the National Offices and includes such items as typewriters, word processors, or dictaphones. Specifically, this equipment assists support personnel of the NSGBs to carry out their roles.

3) Facilities

Facility inputs may also be classified as sport-related or support-related.

i) Sport-Related

None of the NSGBs in the study own their own competition or practice facilities but usually rent or borrow them from communities, school boards, colleges or universities. For example, the CWFHA has four Regional Development Centres located at University of British Columbia, the University of Manitoba, the University of Toronto and the University of New Brunswick respectively (CWFHA 1981). Rental fees are paid to each of these universities.

ii) Support-Related

All NSGBs in the sample have office space within the NSRC for their employees and support staff on a rental basis. NSGBs may also utilize other office space on a borrowed or rental basis from colleges, universities, or other organizations.

III Information Inputs

Information inputs can be divided into five major categories: 1) educational information, 2) information about sport related policy, 3) information concerning resource acquisition, 4) information concerning dispersal of outputs and 5) feedback information.

1) Educational Information

This type of information may be applied specifically to the technical and administrative areas of NSGBs.

i) Technical Information

Technical information may be performance-oriented or system-oriented.

Through scouting and monitoring of international events and competitors, NSGBs are able to provide their national team programs with up-to-date information concerning their closest competitors, their techniques, their competition strategies and their results (Colwin, 1981). Prior to major international competitions NSGBs may send individuals on fact-finding missions with respect to the competition site. As well, athletes may travel to the site for minor competitions prior to the major one as was the case prior to the 1982 Commonwealth Games in Brisbane, Australia (Canadians, 1982).

Information concerning technical innovations may become known to individuals in NSGBs through technical journals, international exchanges, research, audio-visual aids and other educational materials.

ii) Administrative Information

Information concerning the improvement of administrative effectiveness of both volunteers and professionals is introduced into NSGBs. This information may include how-to-do skills such as meeting management, personnel evaluation, fund-raising, office management and may be introduced into the NSGBs through training courses, booklets, books, and professional development opportunities.

2) Information About Sport Related Policy

NSGBs must keep up-to-date on new policies which will affect them. Primarily these policies are federal government initiatives, although they may evolve from other multi-sport or service organizations such as the COA and the NSRC. Policies which affect NSGBs may also be developed internationally through the International Federations.

3) Information Concerning Resource Acquisition

Information entering NSGBs in this area may concern new funding programs of the various funding bodies, potential corporate donors, fund-raising schemes, marketing plans, volunteer recruitment, hiring procedures, new magazines, technical journals, advertisements for clinics, workshops, symposia, and competitions. Information should also be available about individuals or groups which may have power over necessary resources.

4) Information Concerning Dispersal of Outputs

NSGBs must have information concerning the potential in the environment for use of their products. This would include marketing potential, needs assessments, sales assessments, sales methods, and lobbying techniques.

5) Feedback Information

In NSGBs, feedback mechanisms may be initiated through four sources. Feedback may be self-initiated by the NSGBs as part of a routine evaluation process; it may be crisis-initiated in response to an

emergency within the association; it may be research based or it may be initiated by an external agency. In all cases, boundary spanners are responsible for bringing feedback to the association.

i) Formal Evaluation Processes

NSGBs conduct formal evaluations of most events to provide feedback to future organizers. This feedback generally relates to content, presentation and organization of the event.

Although some NSGBs are beginning to seek feedback on the performance of the association as a whole through planning/problem solving workshops, this practice is not widespread on a routine basis. Four of the NSGBs reviewed held planning sessions in the past year.

ii) Crisis-Initiated Feedback

Crisis-initiated feedback is generally unsolicited but usually comes forward because of some crisis in the NSGB to which the membership or the general public wishes to respond. It is for the most part incident specific. The cutting of an athlete from the national team or the non-selection of an athlete may elicit this type of feedback. Two of the associations surveyed sought feedback because of a selection problem in the past year.

iii) Research Based

The NSGB may have identified a specific problem or situation within the association and requested either a qualified researcher or a committee to investigate the cause of the problem. The research or committee report provides feedback on the situation to the NSGB.

iv) External Agency

External funding agencies require evaluations to be carried out on most programs funded by them. Fitness and Amateur Sport, for example, states as one condition for receiving funds that evaluations must be carried out by the NSGBs.

In 1982, Sport Canada itself carried out assessments of the high performance programs of 16 NSGBs. These investigations were carried out by Sport Canada personnel in conjunction with members of the NSGB. Recommendations were made to NSGBs involved.

Propositions: Inputs

1) The degree of dependence of an organization on some element of its task environment is directly proportional to the organization's need for resources supplied by that element.

NSGBs are considered to be autonomous but are in fact, dependent to a great extent on elements in their environment for their survival. Accompanying this dependency is a considerable loss of autonomy.

Within the task environment of NSGBs, the federal government is the major funding source for NSGBs as it provides at least 75-80% of their income. The relationship between NSGBs and Fitness and Amateur

Sport has been a tenuous one in the past because the federal government has tended to be involved but has not wanted to appear to assume control. Iona Campagnolo, then Minister of State Responsible for Fitness and Amateur Sport, stated that "sport governing bodies are autonomous" (Government of Canada, 1979, p.17) yet in the same document advocated an assessment role for FAS in her proposed sport plan. She identified one of the roles of the federal government as "to supply funds to sport programs at the national level and, in turn, to evaluate the use of these resources and technical progress realized" (Government of Canada, 1979, p.22).

In recent years, the federal government had placed more controls on NSGBs to ensure financial accountability (Government of Canada, 1981a) and adherence to broader foreign policies such as those dealing with South Africa (Government of Canada, 1983-84a).

At the same time, the federal government has been encouraging NSGBs to reduce their dependence on federal funds and to diversify their sources of income (Government of Canada, 1981). NSGBs have, with varying degrees of success, attempted to increase their income with funds from the private sector and thereby reduce their dependence on the federal government.

Although all of the NSGBs in the sample receive from 70-80% of their funds from the federal government, the documents reviewed revealed that only two of these associations acknowledged an accompanying loss of autonomy (Appendix A, Table 3). The Canadian Fencing Association for example, stated in a report that:

Various sports have a different ratio of federal-private funding; fencing is 75% federally funded, and is thus heavily obligated to take account of the priorities of Sport Canada. (CFA, 1981)

Segments of the programs of NSGBs are controlled by other elements in their task environments because of a resource dependency. The fate of national and international competitions may be dependent on the availability of a sponsor. The salaries of coaches such as the national men's basketball coach may be dependent on the donation of a corporate sponsor.

All of the NSGBs reviewed are dependent on the Coaching Association of Canada for funds for the development of their coaching certification programs. Because of this, they must adhere strictly to the regulations of the CAC in developing their materials and certifying their coaches.

All of the NSGBs reviewed are trying to raise funds in order to reduce their dependency on the federal government and other elements in the task environment. In some cases, the dependency cannot be reduced because of jurisdictional as well as financial control. For example, NSGBs are dependent on organizations such as the Canadian Olympic Association and the Commonwealth Games Association of Canada for funds and sanction to send their athletes to the Olympic and Commonwealth Games respectively. These organizations have control over the number and calibre of athletes who can attend these events.

2) The quality of the outputs of an organization is directly related to the quality of the inputs.

All of the inputs of an NSGB affect its output whether they fall into the category of energy, materials or information. With respect to human energy, this proposition relates particularly to the quality of the staff and the volunteers working within a NSGBs. With respect to staff, more and more attention is being given to providing professional development opportunities for employees of NSGBs, both through programs offered by the NSRC and through the negotiated provision of funds in the individual's contract (CWFHA, 1982a). Attention is also being given to the training of volunteer administrators (Government of Canada, 1981). Volunteers have been acknowledged as essential to the Canadian sport system but they do not always have the expertise to deal with the complexities of national and international sport. Three of the NSGBs reviewed attempt to hold volunteer training sessions in conjunction with their Annual General or Board Meetings.

All NSGBs have talent identification programs to seek out athletes in Canada who have the ability or potential to compete internationally. The higher the ability level of individuals entering national team programs, the better these athletes will be after periods of intensive training. Five of the NSGBs reviewed have started programs such as mini-soccer or mini-basketball to attract young children into their programs. Nine of the NSGBs reviewed have developed programs specifically designed to encourage girls and women to participate in the activity.

The quality of the products and services of NSGBs is related to the quality of the technology utilized by the NSGB. Inputs utilizing modern technology result in more sophisticated outputs particularly in the areas of word processing, computerized accounting, and printing.

In NSGBs, the quality of the output is also usually related to the quality of the material inputs. As demands for higher quality performance of Canadian athletes increase, so must the funds into the program. This point was made by Abby Hoffman, Director of Sport Canada, in an interview when she stated, "I believe in excellence, but there's not too much point in setting high objectives when there are insufficient resources to reach those objectives" (Champion, 1981, p.8). Athletic performance depends very much on the quality of the equipment and facilities available for training. Output expressed in terms of athlete performance will be of a lesser quality if equipment and facilities are inadequate.

The quality of the information taken into the NSGB has a direct bearing on the output of the association. Information is used to make decisions affecting outputs; if the quality of the information is poor, the decision and hence the outputs will also be of a lesser quality. If, for example, an association does not have up-to-date information on government funding policies, its submission to the government for funds (an output) will not be of high quality.

3) In order to survive, organizations must obtain as an input, relevant feedback from their task environment.

This proposition indicates that not only must feedback be obtained from the environment but this feedback must be relevant. There is an implication here that there must be certain criteria established for assessing the relevance. These criteria are related to performance or output criteria established by the organization, possibly in conjunction with certain elements in the task environment. In order for feedback to be relevant, information must be received by the organization about the relationship between the output and the criteria for acceptance of outputs as established by elements in the environment.

Prior to 1981, the need for feedback within NSGBs had not been stressed either by the NSGBs or the federal government. The most recent federal government policy paper, A Challenge to the Nation: Fitness and Amateur Sport in the 80's (Government of Canada, 1981) places a heavy emphasis on evaluation and accountability within NSGBs. The paper points out that the lack of evaluation measures in the sport system is a weakness. It states:

One of the current shortcomings of the overall sport system is that there are continual investments of large sums of money for the development of sport but inadequate mechanisms to measure and evaluate our technical progress. (Government of Canada, 1981, p.11)

Two NSGBs have recognized the need for obtaining feedback through formalized evaluation procedures (Synchro Swim Canada, 1981; CWFHA, 1981) but they have had difficulty with the techniques of evaluation. The CWFHA Board of Directors, for example, after a major National Team evaluation, concluded that "the procedures were not appropriate" (CWFHA, 1981a).

Feedback on the performance of NSGB staff also seems to have been a problem. Evidence in the sport data reveals that four of the NSGBs in the sample have passed recommendations that staff evaluation procedures be developed or improved.

The establishment of output criteria is closely linked to planning and the stating of objectives. All of the NSGBs reviewed have stated criteria in the area of national team achievement but criteria are lacking in other areas such as officials education, international involvement etc. Because these criteria are not stated, there is no real measure of the acceptability of the output to the environment.

OUTPUTS OF NATIONAL SPORT GOVERNING BODIES

Description

The systems model defines outputs as those products and services resulting from systems activity which are transmitted across the boundary of the system into the environment.

The information gathered for the sample of NSGBs indicates that the outputs of NSGBs can be categorized as either products or serv-

ices. Products fall into four categories; 1) personnel, 2) instructional materials, 3) promotional materials and 4) communications. Services take the form of sport specific programs provided for members and non-members.

Products

1) Personnel

Personnel outputs of system activity include trained and recreational participants, coaches, officials and administrators.

i) Trained athletes and recreational participants

NSGBs, through their athlete development programs, produce trained athletes in at least the two age categories of junior and senior. Each of the NSGBs reviewed have athletes who compete in international competitions in either the Olympic or the Pan American Games.

Another group of participants, those involved strictly on a recreational basis, are also outputs of NSGBs but to a much lesser extent. These recreational athletes are not usually found in national programs but rather in local and provincial programs.

ii) Trained Coaches

Through the National Coaching Certification Program, a co-operative program of coaching education between the CAC and the NSGBs, coaches are trained through a five level certification program. They coach in schools, communities, clubs, and representative teams. Each of the NSGBs reviewed has a coaching certification program although none have been developed to the fifth level.

iii) Officials (Umpires, Referees)

All the NSGBs in the sample have programs which train officials and prepare them to control competitions at various levels. In some cases, provincial sport governing bodies have the responsibility for developing lower level officials and the national sport governing bodies assume the higher national and international levels. International federations may have training programs for officials of that calibre.

iv) Administrators

NSGBs do not have formal training programs for sport administrators as such, although some training does occur on an informal basis when personnel in certain positions change. Informal learning does occur with experience in the position.

Five provincial training programs for sport administrators exist on a multi-sport level but these are designed primarily for provincial level administrators.

2) Instructional Materials

Instructional materials are produced by all of the NSGBs in the sample for both educational and financial reasons. These materials may take the form of audio-visual aids such as videotapes, slide-tape presentations or films; publications such as manuals, charts, books and articles; verbal presentations by coaches, umpires and administrators; or reports of various events.

3) Promotional Materials

All of the NSGBs in the sample produce materials which promote both their association and the sport.

Each association has a logo which is displayed where possible on its products. The NSGB's logo is generally found on gifts such as pins or flags from the association, letterhead and other publications issued under the name of the association. Pamphlets, brochures or advertisements may be used to promote the benefits of joining the association.

NSGBs promote their sport in many ways such as posters, radio-advertising, T shirts, stickers, and promotional programs.

4) Communications

Information about NSGBs and their activities is communicated in a variety of ways. All of the NSGBs reviewed produce a magazine or newsletter of some sort which is either sold or distributed free of charge to their members. All of the NSGBs in the sample also produce technical magazines or bulletins containing up-to-date information on technical aspects of the sport. Both volunteer and professional administrators and coaches are required to communicate their activities to the membership and other agencies on a regular basis through reports and/or newsletters. All NSGBs in the sample hold meetings of the Executive, Board and General Membership throughout the year. The activities of the association are relayed to both the membership and

other agencies in either written or verbal form. Information about the NSGBs is also sent to the membership and the general public through phone calls and correspondence. Media releases, media conferences and other events are utilized to inform the public of special events of the NSGBs.

Services

Services are delivered to the membership and the general public through programs offered by all NSGBs. Programs can be generally classified as competitive, instructional, developmental, promotional and high performance.

1) Competitions

Competitions at the national level are sponsored and sanctioned by all NSGBs in the sample. These NSGBs may or may not provide financial assistance for the competitions. National competitions are generally conducted on the basis of age groupings such as junior, senior, masters, and so on.

2) Instructional Programs

Formalized instructional programs for technical personnel are offered by all of the NSGBs reviewed through their certification programs. These programs are available to members and non-members but the registration fee generally varies depending on membership status. Other technical courses, clinics, and workshops outside of the certification programs may be offered from time to time.

NSGBs may provide ad hoc instructional sessions for administrators but these are on a much less formal basis. NSGBs are sometimes involved with internship/apprenticeship programs for administration students and at that time formal specific individualized learning programs are established.

3) Developmental Programs

NSGBs develop programs to encourage young athletes to become involved in their sport and to upgrade their skills. NSGBs have junior development programs involving modified or mini-games. In three of the NSGBs reviewed, skill award programs have also been devised to encourage youngsters to improve their sport skills.

4) Promotional Programs

All of the NSGBs in the study have developed programs to assist their membership in promoting the sport. Such activities as minor hockey week and youth soccer week have contributed considerably to the promotion of those sports.

5) High Performance Programs

High performance programs directed at obtaining excellence in international competition are organized and implemented by NSGBs. These programs for coaches, athletes and officials are intense and rigorous and require considerable technical expertise. All of the NSGBs in the sample are involved in high performance sport programs.

Proposition: Outputs

In order for an organization to survive, it must produce outputs which are useful to its environment.

Whether the outputs of an NSGB be products or services, they must be useful to their environment. In most cases, there are indicators of the degree of usefulness such as the number of coaches from a particular program who are appointed to coaching positions, the success of those coaches, the ability of athletes to meet performance standards when trained in a particular athlete development program, the number of subscribers to an NSGB magazine or newsletter, the number of registered members in an association, the number of individuals enrolled in an instructional program, the number of articles displaying the association logo, the number of books or other instructional materials sold by the association and so on. Once these indicators have been identified, organizations can determine if their outputs are useful to the environment.

NSGBs must be aware of the indicators of the utility of their outputs and be constantly monitoring them. Two of the NSGBs in the sample were able to receive feedback through formal evaluation procedures on programs once they had been initiated. Two programs were discontinued because they were not acceptable to factors in the environment.

Summary

In this chapter, a description of each of the components of the systems model for organizations as found in NSGBs has been given. NSGBs can therefore be described in terms of the selected system components. As well, examples were found in the sport-related data to illustrate that, in most cases, the propositions developed for the systems model are applicable in NSGBs. A summary of this information is contained in Appendix A. The behavior of NSGBs can therefore be analyzed in light of the propositions developed for the selected system components.

The description, definitions and propositions of the systems model will now be repeated in the next chapter as they apply to NSGBs to form the descriptive-analytical model for NSGBs.

CHAPTER SIX
A DESCRIPTIVE-ANALYTICAL MODEL FOR NATIONAL
SPORT GOVERNING BODIES

Descriptive Component of the Model

The model describes the four selected systems components for NSGBs as outlined previously. Each of the four components; 1) environment, 2) boundaries and boundary spanners, 3) inputs, and 4) outputs is described as found in the NSGBs of the sample. A summary is listed in Figure 2. The elements which make up the boundary of NSGBs are described, as well as those individuals in NSGBs who perform boundary spanning functions between the NSGBs and each of the elements of the systems in the environment. Inputs of NSGBs are summarized under the headings of energy, materials and information; outputs are described as products or services.

To further illustrate the model for NSGBs, the graphic representation of the systems model is adapted for NSGBs (See Figure 3). The four system components are illustrated and adapted for NSGBs using the summary variables listed in Figure 2. A description of each of the components as depicted in the graphic model follows.

1) The Environment

The environment of a NSGB consists of the task environment and the general environment. The major components of the task

Figure 2

AN OUTLINE OF SELECTED COMPONENTS OF NSGBs

Component	Summary Variable	Major Elements
Environment	National Associations	Canadian Olympic Association Coaching Association of Canada National Sport & Recreation Centre Canadian InterUniversity Athletic Union Sports Medicine Council of Canada Canadian Colleges Athletic Association Sports Federation of Canada Commonwealth Games Council
	Federal Government	Fitness and Amateur Sport Department of National Health & Welfare Department of External Affairs Department of Consumer & Corporate Affairs Department of Manpower & Immigration Treasury Board
	Consumers	General Public Schools and Communities
	Other Support Groups	Researchers Media Business & Professional Groups
	Provincial Bodies	Provincial Governments Provincial Sport Governing Bodies
	International Bodies	International Sport Federation International Multi-sport Organizations
Boundaries	Membership Structure Goal Statements & Objectives Policies & Procedures Mandate Program Objectives	
Boundary Spanners	Professionals Volunteers	
Inputs	Energy - Human	Athletes, volunteers administrators, professional administrators, support staff, consultants, coaches, officials, interns/ apprentices.
	Energy - Technological Materials Information	secretarial, graphics, translation, photographic funds (public/private), equipment, facilities, educational sport policy, resource acquisition, output dispersal; feedback
Outputs	Products - Personnel	high performance and recreational athletes, trained coaches, officials & administrators
	Products - Instructional Materials	audiovisual; publications, verbal presentations
	Communications	magazine/newsletter, reports, meetings, media releases, correspondence
	Services	competitions, instructional programs, development programs, promotional programs high performance & recreational programs

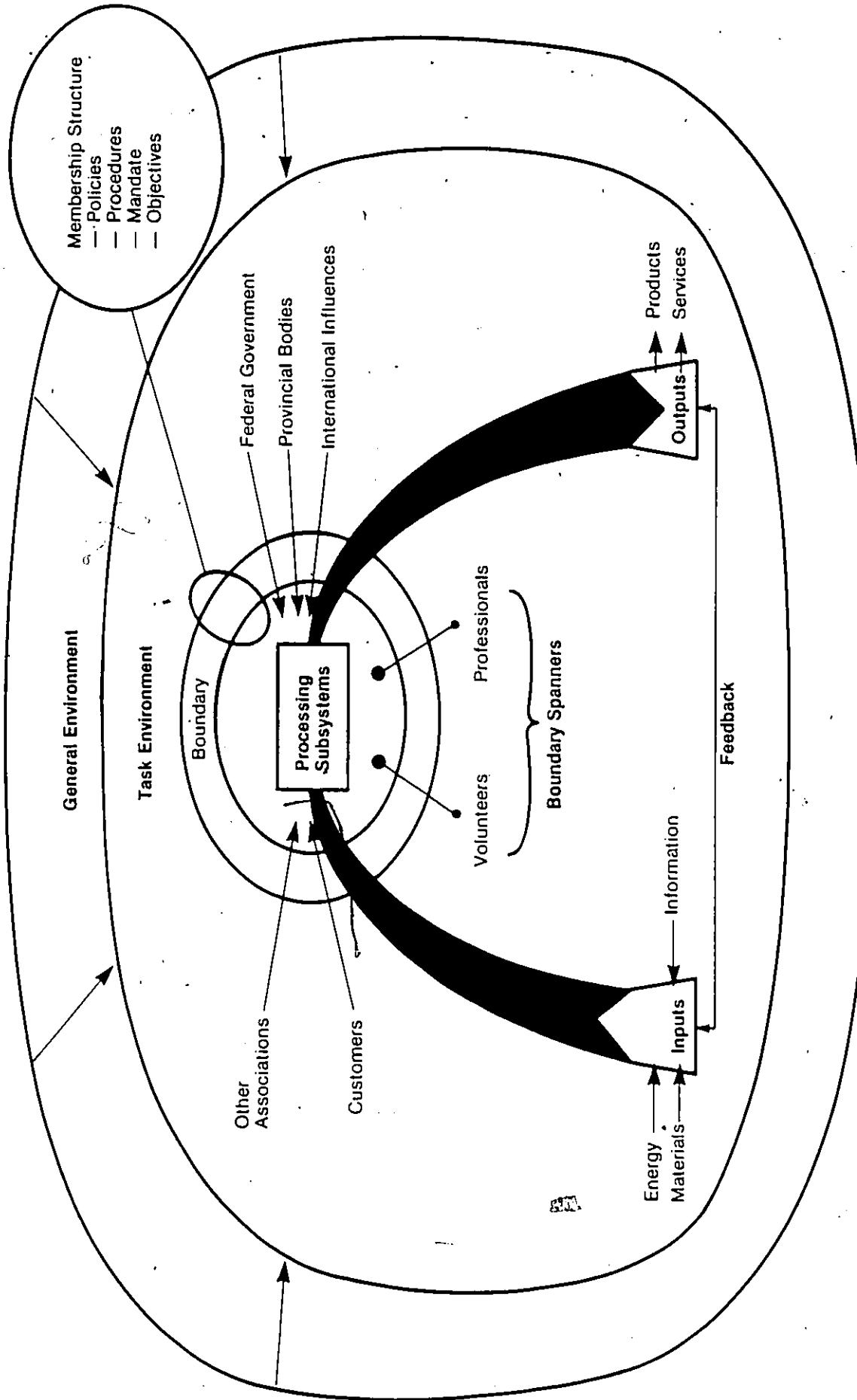


Figure #3 A Graphic Model for National Sport Governing Bodies

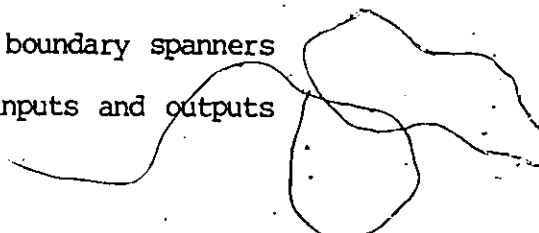
environment are the federal government, consumers, other national associations and international influences. These components are shown to influence NSGBs by entering through their boundaries. The double-headed arrows in the model indicate that NSGBs may also be able to influence elements of their task environment. The general environment is shown to act on the task environment but does not influence the NSGBs directly.

2) The Boundary

The boundary surrounds the NSGB and protects it from external influences. It is permeable to some factors in the environment and allows the passage of designated inputs and outputs. The boundary designates those elements which belong to the NSGBs and those that are in the environment. For NSGBs, the boundary consists of membership structure, policies and procedures, mandates and objectives.

3) The Boundary Spanners

The boundary spanners are shown as existing partly in the environment (task and general) and partly in the NSGBs. Boundary spanners are concerned primarily with bringing information into the organization although information from the organization may also be passed into the environment. Although boundary spanners also have the important function of mediating inputs and outputs



for the NSGBs, this thesis focuses on their information acquisition responsibilities. Boundary spanners consist mainly of the professional staff and the volunteers and are linked with each identified element in the task environment as well as any unidentified elements from which information may be obtained.

4) The Inputs

Inputs are shown as coming from the task environment into the NSGBs through the boundary. The inputs are transformed by the processes of the NSGBs and are converted into outputs. Inputs consist of energy, materials and information and may come from a variety of sources within the task environment. Feedback is identified as a special form of input in that it is based on the outputs of the NSGBs and how they are received in the environment. Feedback enters the NSGBs and often causes the NSGBs to alter their behavior.

5) The Outputs

The outputs are transported through the NSGB boundary and enter the task environment. From here they are dispersed to a variety of recipients. The outputs of NSGBs are categorized as either products or services.

Analytical Component of the Model for NSGBs

The definitions and propositions of the systems model form the basis for the analytical component of the descriptive-analytical model for NSGBs.

The definitions and propositions made specific to NSGBs are now presented as the analytical component of the descriptive-analytical model for NSGBs.

The Environment

Definition

The environment of NSGBs may be divided into two components. The general environment consists of everything which falls outside the boundary of the NSGB. The task environment consists of those elements in the general environment which are potentially relevant for goal setting and goal attainment.

Propositions

1. NSGBs seek to reduce the degree of environmental uncertainty by gaining knowledge about the environment.
2. NSGBs possessing knowledge of their environment are in a position to exert some influence over that environment.
3. NSGBs make internal changes to their structure and processes to enable them to deal with a complex and uncertain environment.

The Boundary and Boundary Spanners

Definitions

The Boundary

The boundary of a NSGB is defined as that which separates those elements belonging to the NSGB from other elements in the environment. It protects elements making up the NSGB from environmental stress and regulates the flow of information, materials and personnel.

Boundary Spanners

Boundary spanners are persons who operate at the periphery or boundary of a NSGB, performing organizational relevant tasks, relating the NSGB to the elements outside it.

Proposition

The greater the degree of environmental uncertainty, the greater the need for formalized boundary spanning activities.

Inputs

Definition

Inputs are everything that enter a NSGB (energy, materials, information) from the environment. Inputs either signal the NSGB to behave in a certain way, maintain the NSGB or are converted into outputs by the processing subsystems.

Propositions

1. The degree of dependence of a NSGB on some element of its task environment is directly proportional to the NSGB's need for re-

sources or inputs supplied by that element.

2. The quality of the output of a NSGB is directly related to the quality of the input.
3. In order to survive, NSGBs must obtain, as an input, relevant feedback from their task environment.

Outputs

Definition

Outputs are those products and services which result from NSGB activity and are transmitted across the boundary of the NSGB into the environment.

Proposition

In order for a NSGB to survive, it must produce outputs which are useful to its environment.

Summary

A descriptive-analytical model for NSGBs has been developed. The model consists of definitions and descriptions of the four system components as they are found in NSGBs as well as propositions relating to the interactions of the four components. A graphic representation depicts the relationships.

CHAPTER SEVEN
RECOMMENDATIONS AND CONCLUSIONS

A review of the literature revealed that very little is known about national sport governing bodies as organizations. It was felt that in order to assess the effectiveness of NSGBs and thereby assist amateur sport administrators, knowledge about NSGBs as organizations is necessary.

It was therefore the purpose of this study to develop a model for NSGBs in Canada. In developing the model, the following research questions were addressed.

1. Can a systems model for organizations be developed which can be used to examine national sport governing bodies?
2. What propositions can be deduced from the systems model to describe elements of effective organizational behavior?
3. Do NSGBs act in accordance with these propositions?

Sport-related data sources provided support for the systems model for organizations developed in the study to be used as a basis for a model for NSGBs. A model for NSGBs was therefore developed. The sport-related data sources revealed that the behavior of NSGBs did not match that prescribed by the propositions in all cases. Recommendations were therefore developed for NSGBs to bring their actual behavior closer to that prescribed in the model.

Recommendations for National Sport Governing Bodies

Recommendations for the behavior of NSGBs with respect to each of the selected system components are made as follows.

A) The Environment

1. NSGBs should attempt to identify and to describe uncertainties which exist within their task environment and identify the impact which those uncertainties have on their goal attainment.
2. NSGBs should ensure that they exercise their right of representation on all external bodies to which they are so entitled.
3. NSGBs through their boundary spanners should become familiar with general sport issues and should formulate a position on these issues so they are in a position to contribute to the decision making process when the opportunity arises.
4. NSGBs should gain knowledge of impending changes which they will have to make as a result of environmental influences and attempt to bring about these changes under their own conditions prior to being forced to change by external factors.

B) Boundaries and Boundary Spanners

1. NSGBs should determine and study the elements in the environment which are important to their goal setting and goal attainment and devise means for acquiring information about these elements.
2. NSGBs should take advantage of all structured liaisons or boundary spanning opportunities by ensuring that individuals in boundary spanning positions are diligent, informed and have the best

interests of the association in mind.

3. Where no opportunities for structured liaison with important elements in the task environment occur, NSGBs should appoint formal boundary spanners with a responsibility to create an informal liaison with these elements.
 4. NSGBs should ensure that boundary spanning responsibilities of both volunteers and professional staff are clearly outlined in job descriptions.
 5. NSGBs should ensure that all information gathered by boundary spanners through formal or informal means is reported to the decision-makers of the association and that boundary spanners are accountable to the association for their actions on behalf of the association.
- C) Inputs
1. NSGBs should attempt to find financial resources from sources other than the federal government to reduce their dependence on the federal government.
 2. NSGBs should recognize that they will always be considerably dependent upon the federal government for funds. They should therefore establish active boundary spanners between their boundaries and the federal government to ensure that they have up-to-date information about and input into the government decision-making processes.
 3. When accepting funds from external sources, NSGBs should be aware of a potential loss of control and therefore negotiate funds under conditions which counteract this loss as much as possible.

4. In order to ensure top quality outputs (products and services), NSGBs should recruit competent and skilful individuals as administrators, athletes and leaders.
5. In order to obtain necessary relevant feedback, NSGBs should establish criteria for acceptability of their outputs and should establish a means of determining their acceptability to the environment.

D) Outputs

1. As part of the planning process, NSGBs should conduct formal needs assessment before designing and implementing any new programs.
2. NSGBs should structure formal evaluations for all programs to ensure feedback from elements in the environment.

The information gained from reviewing documents in each of the NSGBs has been compared to the systems model. Discrepancies were determined between the actual behavior of NSGBs and the prescribed behavior of the propositions and recommendations were developed for NSGBs. The recommendations suggest methods of bringing the actual behavior of NSGBs closer to that described in the propositions.

Conclusions

A model for national sport governing bodies has been developed and recommendations have been made relating to the propositions. For the most part the discrepancies between the actual behavior of

NSGBs and that prescribed in the propositions occur in the areas of resource acquisition, boundary spanning activities and the obtaining of relevant feedback.

From the information reviewed, it is evident that factors in the environment have considerable control over NSGBs. These factors are primarily ones which control the supply of resources to NSGBs. The data revealed that most NSGBs are dependent on one source, the federal government, for 75-80% of their income. It therefore follows that the federal government is in a position to exert considerable control over NSGBs. If NSGBs are going to reduce the control which at least one factor in their environment has, they must diversify their sources of income so as not to be too dependent on this one source.

The propositions state that in order to anticipate, cope with, and take advantage of situations in their environment, NSGBs utilize boundary spanners to obtain accurate, up-to-date information about the environment. Although boundary spanning activities are defined to an extent for professional staff, NSGBs should make these responsibilities even more explicit for both professional staff and volunteers. Specific contacts should be identified and methods of relaying and utilizing information clarified.

Finally, the propositions state that in order to survive, NSGBs must obtain relevant feedback from their environment about the suitability of their outputs. Obtaining feedback through formal evaluations procedures does not occur regularly in NSGBs. A more formal

system of monitoring and assessing the outputs of NSGBs would ensure that their outputs are relevant to the environment.

Contributions and Future Research

This study makes several contributions to the field of sport administration and suggests areas for future research.

1. The study develops the theory that NSGBs can be considered as open systems. This theory is developed with respect to selected system components and could be expanded to include other components.
2. The study identifies and describes the environment, boundaries and boundary spanners, inputs and outputs of a particular population ie. NSGBs. The model could be adapted to other populations.
3. A theoretical model for NSGBs has been developed. Each of the propositions stated herein could be empirically tested for validity.
4. The study makes general recommendations to NSGBs which will help them to cope better with their complex and changing environment. A specific NSGB could be analyzed to determine how closely its behavior matches that of the propositions. Specific prescriptive recommendations could be made to this NSGB.
5. The study introduces the concept of boundary spanners to NSGBs and points out the importance of formalizing their activities.
6. The study points out the importance of obtaining feedback through formal evaluation procedures.

7. The thesis develops a model which can form the basis of other research in the study of NSGBs.

APPENDIX A

NSGBs

	Basketball	Boxing	SpeedSkating	Synchronized Swimming	Wrestling	Cycling	Fencing	Figure Skating	Soccer	Team Handball	Track and Field	Volleyball	Field Hockey (W)	Yachting	Archery
Proposition One															
International Role		X										X	X		
COA Membership	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Sport Canada Contact	X	X	X	X	X	X	X	X	X	X	X	X	X	X	
Information Exchange:															
External Affairs															
Proposition Two															
Environmental Change Plan															
Technical Monitoring	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Pre CWG Competition		X			X						X				
Proposition Three															
Fund Raising Mechanism	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Evaluation Plans				X										X	
Due Process Policy														X	

TABLE 1
Evidence of Behavior in NSGBs
as Described by Environment
Propositions

Propositions

1. NSGBs seek to reduce the degree of environmental uncertainty by gaining knowledge about their environment.
2. NSGBs possessing knowledge of their environment are in a position to exert some influence over that environment.
3. NSGBs make internal changes to their structure and processes to enable them to deal with a complex and uncertain environment.

NSGBs

	Basketball	Boxing	Speed Skating	Synchronized Swimming	Wrestling	Cycling	Fencing	Figure Skating	Soccer	Team Handball	Track and Field	Volleyball	Field Hockey (W)	Yachting	Archery
Proposition															
Job Description	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
COA Representation	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
International Representation					X							X			

TABLE 2

Evidence of Behavior in NSGBs as Described
by Boundary and Boundary Spanner Propositions

Proposition

The greater the degree of environmental uncertainty, the greater the need for formalized boundary spanning activities.

NSGBs

	Basketball	Boxing	Speed Skating	Synchronized Swimming	Wrestling	Cycling	Fencing	Figure Skating	Soccer	Team Handball	Track and Field	Volleyball	Field Hockey (W)	Yachting	Archery
Proposition One															
Federal Funding (70-80%)	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Federal Control Recognized							X				X				
Fund Raising	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Sponsorship for Salaries	X														
CAC Funding	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Proposition Two															
Volunteer Training				X									X		X
Talent ID Programs	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Mini-sport Programs	X							X		X	X	X	X		
Women's Programs	X					X	X		X			X	X	X	
Proposition Three															
Evaluation Feedback				X									X		
Performance Appraisal staff					X	X						X	X		

TABLE 3

Evidence of Behavior in NSGBs as Described by

Inputs Propositions

Propositions:

1. The degree of dependence of a NSGB on some element of its task environment is directly proportional to the NSGB's need for resources or inputs supplied by that element.
2. The quality of the outputs of a NSGB is directly related to the quality of the input.
3. In order to survive, NSGBs must obtain, as an input, relevant feedback from their task environment.

NSGBs

Proposition Formal Evaluation	Basketball	Boxing	Speed Skating	Synchronized Swimming	Wrestling	Cycling	Fencing	Figure Skating	Soccer	Team Handball	Track and Field	Volleyball	Field Hockey (W)	Yachting	Archery
				X							X		X		

TABLE 4

Evidence of Behaviors in NSGBs as Described by
Outputs Propositions

Proposition

In order for a NSGB to survive, it must produce outputs which
are useful to its environment.

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