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## **Joint Audit and Formative Evaluation of the 2010 Olympic and Paralympic Winter Games Federal Secretariat**

Office of the Chief Audit and Evaluation Executive  
Audit and Evaluation Services Directorates

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# Acronyms

There are numerous acronyms used throughout the report. While they are introduced in the text, they are listed in alphabetical order below for ease of reference.

4HFNS	Four Host First Nations Society
APF	Approval Payment Form
BC	British Columbia
CBSA	Canadian Border Service Agency
CFIA	Canadian Food Inspection Agency
CIC	Citizenship and Immigration Canada
CRA	Canada Revenue Agency
DFAIT	Foreign Affairs & International Trade Canada
DFO	Fisheries and Oceans Canada
DG	Director General
DM	Deputy Minister
EA	Environmental Assessment
EC	Environment Canada
EFS	Essential Federal Services
FFC	Framework for Federal Coordination
FS	2010 Olympic and Paralympic Winter Games Federal Secretariat
Games	Olympic and Paralympic Games
GoC	Government of Canada
GOST	Government Operations Steering Team
GOT	2010 Games Operating Trust
HRSDC	Human Resource and Skills Development Canada
IOC	International Olympic Committee
MPA	Multi-Party Agreement
O&M	Operations and Maintenance
PCH	Canadian Heritage
PCO	Privy Council Office
PHAC	Public Health Agency of Canada
PWGSC	Public Works and Government Services Canada
RAF	Recommendations and Approval Form
RBAF	Risk-based Audit Framework
RCMP	Royal Canadian Mounted Police
RDIMS	Recorded Documents Information Management System
RMAF	Results-based Management and Accountability Framework
RWG	Representative Working Group
TBS	Treasury Board of Canada Secretariat
VANOC	Vancouver Organizing Committee for the 2010 Olympic and Paralympic Winter Games





# Executive Summary

## Introduction and Context

In 2010, Canada will host the Olympic and Paralympic Winter Games (Games) in Vancouver and Whistler, British Columbia. As the Government of Canada is a major partner in hosting these Games, a Federal Secretariat was established in July 2001 for the Winter Games bid. Once Canada's bid was selected on July 2, 2003, the 2010 Olympic and Paralympic Winter Games Federal Secretariat (FS) was established within the Department of Canadian Heritage (PCH).

The FS is responsible for ensuring coordination of the overall federal involvement in the Games, enhancing Canada's domestic and international profile, and managing the federal funding for the Games to assure accountable and transparent use of public funds. It also provides a secretariat function to a series of interdepartmental committees including the Deputy Ministers' (DM) Committee, the Representative Working Group (RWG) comprised of Assistant Deputy Ministers (ADM), twelve thematic working level Issue Clusters, the Results-based Management and Accountability Framework/Risk-based Audit Framework (RMAF/RBAF) Implementation Team and the Essential Federal Services (EFS) Committee.

Finally, the FS has a direct role in the implementation and oversight of specific agreements for federal funding related to the Games. As there is a multitude of stakeholders involved in the planning and delivery of the 2010 Games, the Government of Canada signed a comprehensive Multi-Party Agreement (MPA) with the Vancouver Bid Committee (later the Vancouver Organizing Committee for the 2010 Olympic and Paralympic Winter Games, or VANOC, signed to assume responsibilities), the Government of British Columbia, the City of Vancouver, the Resort Municipality of Whistler, the Canadian Olympic Committee and the Canadian Paralympic Committee.

In addition to the signatories of this MPA, key partners and stakeholders include:

- Canadian Heritage as the lead Department for federal participation in the Games;
- Fourteen EFS departments and agencies provide services which are deemed to be essential during the Games;
- a multitude of other Federal departments and agencies are involved in key aspects of the Games but are not deemed to provide essential services;
- the City of Richmond is a host city of the Games but is not a signatory to the MPA;
- the Four Host First Nations Society works with Games' Partners to ensure that the four First Nations communities are directly involved in the planning, staging and hosting of the Games to be held on their shared ancestral territories;
- the International Olympic Committee, the International Paralympic Committee, the 2010 Legacies Now Society, and the 2010 Games Operating Trust.

This report contains the results of a joint audit and formative evaluation of the 2010 Olympic and Paralympic Winter Games Federal Secretariat. The purpose of the joint study is two-fold:

1. Provide PCH senior management with assurance that management controls, risk management frameworks and overall governance structure are effective and adequate; that an infrastructure is in place to allow the FS to fulfill horizontal or government-wide obligations; and that recommendations are provided to improve management and develop risk management frameworks where appropriate; and,
2. Assess the performance of the FS and the extent to which the federal investment and activities are advancing the stated objectives of the Government of Canada and fulfilling its expected results.

The study covers the period April 1, 2003 to March 31, 2007. It examined questions related to design, delivery and governance; management controls, risk management frameworks and performance measurement systems; and results of the FS. It did not extend to responsibilities or activities performed by other functions within the Department of Canadian Heritage or by other government departments. It involved a process mapping/flowcharting exercise to demonstrate program structure, processes and accountability obligations; an audit testing of funding commitments and payments for compliance with Treasury Board of Canada Secretariat (TBS) requirements; an extensive document review including administrative files and databases; and 39 in-depth interviews. This approach provided the basis for multiple lines of evidence to address all questions and the work was conducted in accordance with the respective standards for internal audits and evaluations.

It should be noted that all information pertaining to security matters for the delivery of the Games is the responsibility of the *Coordinator for the 2010 Olympics and G8 Security*. The FS has authority for horizontal reporting on Games delivery; however, it does not include any responsibility or reporting on security matters.

## Key Findings

Overall, the findings are positive, with the FS carrying out its responsibilities in an effective manner. Adjustments are required, however, as it moves into the delivery phase of the Games.

### *Design, Delivery and Governance*

***The overall design of the Federal Secretariat is appropriate for its role. The Secretariat has put in place an infrastructure to fulfill planning phase horizontal/government-wide obligations. Improvements are however required for the FS to carry out its mandate into the delivery phase, for example, the effectiveness of the current governance structure for timely decision-making and the flow of recommendations between the committees.***

The Federal Secretariat uses a range of tools, structures and mechanisms to ensure effective coordination and these were seen as being effective for information sharing and planning, and for avoiding overlap and duplication. While these have served the FS well to date in the planning



phase, several of these mechanisms should be strengthened for the FS to be well-positioned to continue carrying out its mandate as the Games delivery phase approaches. For example, delays in reporting have been experienced and this places the FS at risk of not being able to identify and address performance shortfalls in a timely manner and to implement the required corrective actions accordingly.

The study shows that the FS has carried out its role with respect to central agencies, effectively building on the lessons learned by the International Olympic Committee (IOC) and the hosting committees of previous Olympic Games. This has served to reduce the risk of overlooking the key activities that support successful Games. Generally, the FS has carried out well its coordination responsibilities; however, several should be strengthened. For example, the lack of an overall Games calendar to reflect critical federal government and all partners activities has created a risk that key dates could be overlooked or missed.

In providing leadership to advance Games planning and organization, the FS set up its own operations in compliance with laws, regulations and policies, and coordinated the activities of other stakeholders within the federal government using the Federal Framework for Coordination (FFC) as the foundation. Findings indicate that the Secretariat has effectively carried out its pathfinder role and has facilitated the sharing of information and ongoing communication amongst all stakeholders, a role viewed as one of its greatest strengths; and that its internal operations were carried out in a manner consistent with the established legislative and policy framework guiding the administrative practices of the federal government. Further, evidence indicates that the FS has implemented reasonable measures to ensure that VANOC and other partners are in compliance with legislative and policy obligations, including making requests to VANOC that are consistent with the June 2000 requirements of the *TBS Policy on Transfer Payments*.

From a governance perspective, the FFC sets out a planned committee structure (DM Committee, ADM-level RWG and Issue Clusters in 12 different areas) that is the primary mechanism for promoting integrated and vertical management, and associated decision-making, in the delivery of essential federal government services to the Games. The work of these committees is to lead to interdepartmental programs and policy proposals, which will be put before Ministers. The Framework has been implemented although no Terms of Reference for the DM or the RWG committees have been created. At the time of writing this report, the DM Committee had not met since early 2005, and the RWG had been inactive in 2006 but had met three times in 2007. Moreover, it was recognized in December 2007 that a structure somewhat different from the current Issue Clusters may be more appropriate as the 2010 Winter Games' stakeholders move to the Games Delivery Phase. The study therefore pointed to the need for more clearly defined roles and responsibilities for these committees. Also, any new structure implemented should include an appropriate horizontal decision-making mechanism supported by an issue resolution mechanism, and well-defined roles and responsibilities documented for each participant in the process that will be well understood by everyone.

## *Risk and Performance Measurement Systems*

***The FS has implemented effective and adequate management controls and risk management frameworks, however, more timely performance and risk management information should be collected on the individual progress of Essential Federal Services (EFS) departments/agencies to ensure that the FS is equipped to fulfill its horizontal reporting obligations on behalf of the Government of Canada (GoC). All of the necessary stakeholders need to be more appropriately engaged in risk identification and monitoring processes, and in developing risk mitigation strategies. If not addressed, this could have serious implications on the staging of the Games.***

The RMAF/RBAF is being implemented by the FS and EFS departments and agencies. Although the ongoing performance measurement and risk monitoring framework indicates that a range of departments/agencies have committed to ongoing measurement, the performance reported to date is variable in terms of progress against the RMAF/RBAF indicators, with some of the departments/agencies not yet having identified performance measurement requirements and not doing so prior to the Games. Since many of the indicators involve data collection during and/or after the Games, it is difficult to assess the effectiveness of the data collection systems, and results reported to date by these parties are not necessarily aligned with the RMAF/RBAF indicators.

There is also limited evidence of the use of performance information in planning and decision-making. While the FS has integrated the RMAF/RBAF with its Business Plan 2007-2010, other departments/agencies noted that there was limited evidence in this regard since the information will be collected closer to the Games and/or the indicators are too high level. Other tools are therefore used for decision-making purposes. Greater involvement by senior departmental/agency managers who are responsible for implementing risk mitigation strategies should help to reduce the risk of establishing a performance measurement framework that does not directly support the types of decisions that managers need to make.

Further, the *Annual Progress Report of the Government of Canada for the 2010 Winter Games* was not intended to cover all of the performance reporting commitments detailed in the RMAF/RBAF. Such a document was however still being drafted in January 2008 for the year 2006-2007, and more timely reporting is imperative to support effective decision-making by management.

Data collection risks were also identified in the RMAF/RBAF but not the associated mitigation mechanisms. As well, no linkages were established with program delivery risks at the outset to allow for the implementation of appropriate mitigation mechanisms. Therefore, the data collection risks cannot provide greater assurance that the required data will be available for management to monitor, on an ongoing basis, the extent to which results are being achieved, and to make adjustments to planned activities, as required.

With respect to the identification of risk and mitigation strategies, there are concerns with the degree of involvement of EFS departments program managers. These managers must take explicit ownership of the risks and one way to address these concerns would be to have the

RMAF/RBAF approved by the Representative Working Group or the DM Committee. In addition, the lack of formal reporting (e.g. at least quarterly) on the status of mitigation efforts creates a significant risk as management will not know in a timely manner if planned actions are effective or not, and if additional actions are required to mitigate potential risks.

From a risk assessment and mitigation perspective, the FS *Business Plan 2005-2007* provides a risk assessment that is closely aligned with the one included in the March 31, 2007 RMAF/RBAF, but no details on the likelihood of occurrence and the accountability for mitigation and monitoring are provided. The FS *Business Plan 2007-2010* however includes a risk profile based on the RMAF/RBAF Risk Analysis and Management Strategies, as well as the likelihood of occurrence, accountability for mitigation and monitoring, and strategies for mitigating risk. Generally, planned mitigating strategies were implemented (e.g., completion as scheduled of environmental impact assessments). Based on findings, the FS has made a significant effort to identify key risks arising from business strategies and activities. However, planned risk mitigation activities may not have been designed well or properly implemented to reduce or otherwise manage risk at levels that were determined to be acceptable to management.

In addition, formal assessments of the effectiveness of controls to manage risk were not found. Much of the work associated with risk mitigation and data collection has been left to the RMAF/RBAF Implementation Team, co-chaired by the FS, and whose membership is heavily weighted to evaluation and audit staff. Given that this work is the responsibility of program management, audit and evaluation can provide advice on how it should be carried out but should not take on the responsibility for it. It would therefore be appropriate for this committee to add program managers who are responsible for managing the key activities.

Based on findings, there is therefore a significant risk that the FS and other departmental/agency managers may not have the performance information needed on an ongoing basis to manage the Federal government's involvement in the 2010 Winter Games, making it difficult to evaluate whether Canada has reaped the intended benefits after the Games.

## *Results of the Federal Secretariat*

***The expected results for the Games identified in the RMAF/RBAF reflect the results of the federal government's involvement in the Games, as realized by all of the departments and agencies involved. Given that the FS outcomes are intricately meshed with those, it is difficult to assess the direct contribution of the FS to these results. However, the findings are positive, overall, with the FS carrying out its responsibilities in an effective manner although adjustments are required as it moves into the delivery phase of the Games.***

Planning is underway in all EFS departments and agencies, with most indicating that they are on track to meet their Games commitments outlined in the MPA, including security planning. However, the FS documents had limited information on individual progress. Moreover, there is no federal Games calendar identifying timelines for various aspects of the federal government's responsibilities associated with the Games. It is therefore difficult to determine if EFS preparations are on track. In addition, the progress targets of EFS departments and agencies in the RMAF/RBAF lack specificity, thereby adding to the difficulty of tracking progress. Based on

findings, this is a serious impediment to ensuring that progress toward the Games is on track, key actions are effective and duplication is avoided.

## Conclusions

The results of this study highlight some of the challenges associated with any horizontal initiative, in particular one as complex and high profile as the staging of the 2010 Winter Games. By definition, it requires a matrix organizational structure with no one party having absolute control over the entire initiative. It is an inherent risk associated with this type of initiative that highlights the importance of identifying risks, appropriate mitigation strategies and follow-up that can be escalated to the highest decision-making level available where necessary. Within the Government of Canada, the responsibility is with the DM Committee and the Minister for the Pacific Gateway and the Vancouver-Whistler Olympics. The organization designated with coordination responsibility – the Federal Secretariat at Canadian Heritage – has a key role to play in highlighting key risks and escalating them through the decision-making process to get them properly addressed.

In our opinion, based on the data collected for this study, there is limited evidence that all of the necessary stakeholders have been appropriately engaged in the risk identification and monitoring processes to date. If not addressed, this could have serious implications on the staging of the 2010 Winter Games.

## Recommendations and Management Response

The recommendations from this report have been summarized below in four key areas.

It is recommended that the Director General (DG), 2010 Olympic and Paralympic Winter Games Federal Secretariat,

### Design and Delivery

- 1. Bring forward a recommendation to the RWG or DM Steering Committee that the RMAF/RBAF Implementation Team membership be reviewed to include members having line responsibility (program managers) for the key activities that need to be managed; and ensure that the roles, responsibilities and authorities for all federal government Games decision-makers are documented and communicated to all partners and stakeholders.**

### **Management Response - Accepted**

Management recognizes the importance of including members with line responsibility in monitoring and reporting activities. The Secretariat has reviewed the existing Implementation Team membership and noted the predominance of audit and evaluation staff.

To address the first part of the recommendation, and in order to avoid duplication of efforts across working level committees, the Secretariat will closely involve Essential Federal Services

(EFS) Committee members with line responsibility in ongoing monitoring and reporting activities led by the RMAF/RBAF Implementation Team. As an alternative control measure, the Secretariat will require that the EFS Committee sign-off on on-going revisions to the 2010 RMAF/RBAF and related reports such as the Internal RMAF/RBAF Status Report, thereby acknowledging ownership of results.

The Secretariat has already used this approach earlier this year. For example, EFS Committee members were fully involved in the recent validation exercise and subsequent revisions to RMAF/RBAF components such as the Performance Measurement Strategy (performance indicators, risk indicators, and performance targets). They were also involved in validating and approving the internal 2007-2008 RMAF/RBAF Status report.

The Representative Working Group (RWG) established the EFS Committee in April 2007 to facilitate effective operational level communication, messaging and information sharing between federal departments/agencies and the Vancouver Organizing Committee for the 2010 Winter Games. The Secretariat will therefore adjust existing monitoring and reporting processes and formalize the interaction between the two groups. The revised approach will be presented at the RMAF/RBAF Implementation Team session to be held in September 2008, and at the next meeting of the RWG to be held on October 21, 2008.

To address the second part of the recommendation, the Secretariat will ensure that ongoing access to information on roles and responsibilities is provided, for example, through numerous communication channels that include an inter-departmental extranet and ongoing correspondence with its partners and stakeholders.

### **Implementation Schedule:**

To be completed by December 31, 2008

### **2. Synchronize coordination activities with the VANOC Games calendar to reflect critical federal government deadlines.**

### **Management Response Accepted**

The Secretariat is directly involved in facilitating coordination efforts between departments and VANOC. The Secretariat's support of departments and agencies well precedes the establishment of numerous integration mechanisms including the VANOC Government Service Integration (GSI) and the Government Operations Steering Team (GOST) (established 2007) and the Partners Coordinating Committee.

In addition, the Secretariat took the following steps to increase coordination efforts with VANOC for Games preparation and schedule.

- Implementation of a 2010 Games Calendar as part of a larger information and knowledge management system used by the 2010 FS to synchronize coordination activities with VANOC.

- Weekly meetings between the 2010 FS and VANOC Government Services Integration (GSI) since the fall of 2006.
- In close collaboration with VANOC, helped initiate the creation of the Government Operations Steering Team (GOST) in 2007 and participated in monthly GOST meetings with VANOC, BC government, and cities of Vancouver, Whistler and Richmond; regular email updates through GOST including monthly distribution of VANOC's Games calendar since the fall of 2006.
- In September 2007, EFS departments received a copy of VANOC's Games calendar through the EFS Committee, and were given a briefing and the opportunity to share their critical dates with VANOC and to provide feedback on VANOC's dates.
- The Chairperson of the EFS Committee (Director, Integrated Federal Services, 2010 FS) sits on GOST as well as in weekly Senior Partners Coordination meetings and weekly GSI meetings.

Although the Secretariat plays a significant coordination role, the ultimate responsibility for synchronizing activities lies with each collaborating federal department and agency. The alignment of schedules between VANOC and government partners has proven to be a complex undertaking, due to the high number of participants. However, departments and agencies have found an efficient and effective way of using the VANOC Games calendar by aligning their specific areas of responsibilities with a corresponding function at VANOC. This functional/operational focus ensures that the calendar is current and relevant to government partners.

### **Implementation Schedule:**

Ongoing

### Governance

- 3. Draft DM Committee Terms of Reference that will appropriately reflect its responsibilities, as described in the Framework for Federal Coordination, and transmit the document, through the DM of Canadian Heritage, to the Minister for the Pacific Gateway and the Vancouver-Whistler Olympics for approval; and ensure that any new decision-making structure implemented for the Government of Canada's involvement in the Games' delivery is approved by the DM Committee.**

### **Management Response – Accepted**

The FS will provide an update to the DM Committee and the RWG on its governance structure, the Federal Framework for Coordination (FFC), at upcoming meetings. The update will include Terms of Reference to further detail the DM Committee's purpose, mandate and structure.

The Secretariat will also provide an update on the recently set-up PCH 2010 Committee. This intra-departmental committee oversees a number of significant Games investments including the Torch Relay, Opening Ceremonies and Live Sites that fall under PCH purview. Chaired by the

Associate Deputy Minister with support from the Deputy Minister, the committee fosters horizontality within PCH.

The DM Committee provides strategic, broad-based direction to ensure a “whole of government” response to the 2010 Winter Games. As such, any new proposed decision-making structures will be provided to the DM Committee for review and approval.

### **Implementation Schedule:**

To be completed by March 31, 2009

### Risk and Mitigation

- 4. In consultation with the RMAF/RBAF Implementation Team, develop a plan for mitigating all of the identified data collection risks; seek confirmation that the staff with the responsibility for mitigating risks associated with the Games in other federal departments concur with the adequacy of the planned actions and are committed to carrying out these actions; and explore options for explicitly involving the senior managers of government departments and agencies with responsibility for identifying and mitigating the risks associated with the Federal government’s involvement in the 2010 Winter Games, and implement the option deemed most practical.**

### **Management Response – Accepted**

The RMAF/RBAF Implementation Team will review the data collection risks and develop a comprehensive mitigation strategy aimed at securing reliable, timely and evidence-based information to facilitate comprehensive reporting on the fulfillment of the Government of Canada 2010 Winter Games mandate. This mitigation strategy will be included in the next version of the 2010 RMAF/RBAF (Version 3) to be released by December 2008.

As Chair of the inter-departmental RMAF/RBAF Implementation Team, the 2010 Federal Secretariat will engage federal departments and agencies in a review of proposed mitigation strategies at the next RMAF/RBAF Implementation Team Session to be held in/on (depending on your answer to the comment) September 2008, allowing the opportunity to adjust planned actions, where necessary. Interdepartmental commitment to the mitigation strategies will be obtained via formal approval of the 2010 RMAF/RBAF (Version 3) by risk owners and key stakeholders including the RMAF/RBAF Implementation Team, EFS Committee and RWG.

The Secretariat recognizes the importance of including senior managers in risk mitigation efforts and will explore options to ensure their involvement. One such option will be to leverage the existing EFS Committee by seeking their feedback, input and validation on risk mitigation strategies and by asking its members to obtain formal senior management approval at the appropriate decision-making level. The timing for this action is September to October 2008. This approach will add further accountability on risk mitigation strategies.

### **Implementation Schedule:**

To be completed by December 31 2008.

- 5. Prepare a report on the specific actions taken to mitigate identified risks and the adequacy of these actions, for review by the RWG and approval by the DM Committee. Once approved, the RWG should monitor the implementation and effectiveness of the risk mitigation strategies.**

### **Management Response - Accepted**

The 2010 Federal Secretariat has drafted a report for 2007-2008 that includes a status on risk mitigation. This report will be presented to the RMAF/RBAF Implementation Team in September 2008. The report will then be presented to the RWG in the fourth fiscal quarter (January, February, March) 2009 for approval.

Although none of the identified risks materialized to become issues, the report details what strategies were applied to mitigate each risk. Due to the initiative's high materiality, complex nature and degree of public visibility, the 2010 FS will continue to prepare Risk Summary reports up to and during the Games. More specifically, it will prepare a formal risk summary defining each risk, its impact and proposed mitigation strategy. It will also provide regular status updates to the RWG on the effectiveness of the mitigation strategies, until the risk has been resolved. In addition, the Secretariat will promptly inform the DM Committee, through the RWG, of any anticipated risks that could materialize despite the mitigation strategies in place.

### **Implementation Schedule:**

Ongoing

### Performance Measurement and Reporting

- 6. Develop a range of indicators to better monitor the extent of the progress in completing activities, and ensure that all EFS departments/agencies also identify or define performance indicators in a timely manner and provide this information to the FS. Implement a formal reporting process whereby information is collected at least on a quarterly basis for all risk owners on the status of planned mitigation efforts as well as more timely reporting processes to support management decision-making.**

### **Management Response - Accepted**

The FS has initiated a validation in FY 2007-2008 of existing indicators to ensure comprehensive monitoring and reporting. More specifically, it has developed a comprehensive suite of performance indicators to monitor progress toward strategic outcomes, with quarterly and annual reporting.



The Secretariat has also supported the RMAF/RBAF Implementation Team in the validation of performance and risk indicators for each EFS department and agency. The revised indicators and any subsequent releases of the RMAF/RBAF will be shared across interdepartmental fora such as the EFS Committee and Issue Clusters to ensure adequate flow of information, as well as timely monitoring and reporting.

The FS has developed and implemented a formal tracking and reporting system for risk management and mitigation strategies, with quarterly reporting on status of the planned efforts. The Secretariat is also working with the RMAF/RBAF Implementation Team to track, monitor and communicate risks to management and senior decision-makers. This process will be enhanced by an increase in the reporting frequency that will require quarterly risk updates from all risk owners.

The FS has well-established quarterly management meetings to review and assess key activities that contribute to the fulfillment of strategic outcomes and their inherent risks. It will however establish a more formal reporting process to allow federal departments/agencies participating in the 2010 RMAF/RBAF Implementation Team to provide management with more timely performance and risk information in support of the current process. The FS will also increase the inter-departmental reporting frequency as of September 2008 to ensure that management has access to decision-making information in a timely manner.

### **Implementation Schedule:**

Ongoing



# 1. Introduction and Context

## 1.1 Overview

In 2010, Canada will welcome the world to Vancouver and Whistler, British Columbia, for the Olympic and Paralympic Winter Games (hereinafter referred to as “Games”). The Government of Canada (GoC) is a major partner in hosting these Games. Along with the Vancouver Organizing Committee for the 2010 Olympic and Paralympic Winter Games (VANOC) and other partners, the GoC works to ensure that the organization and delivery of the Games reflect the cultural, social and linguistic diversity of Canada, and that they are a success in the eyes of Canadians – a lasting legacy of pride and opportunity for all Canadians, and credit to Canada internationally.

The significance and scale of these Games require a high degree of planning and coordination across the federal government and other organizations, and the GoC has delegated its authority for these Games-related functions to Canadian Heritage (PCH). A Federal Secretariat was established within PCH on July 15, 2001 for the Winter Games bid (known as the Vancouver Whistler 2010 Bid Secretariat). It became the 2010 Olympic and Paralympic Winter Games Federal Secretariat (FS) in 2003-2004 to ensure federal coordination, enhance Canada’s domestic and international profile, and manage the federal funding for the Games to assure accountable and transparent use of public funds. These roles are included in the activities, outputs and expected outcomes for Canada’s participation in the Games presented in the logic model (Annex A).

This report provides the results of a joint audit and formative evaluation of the FS. As outlined in more detail in Section 1.4, the study examined the effectiveness of the existing management controls, risk management frameworks, performance measurement systems, overall governance structure, and the results achieved by the FS from the time of its inception through to the fall of 2007.

## 1.2 Key Partners and Stakeholders

In November 2002, the Government of Canada signed a comprehensive Multi-Party Agreement (MPA) with the Vancouver Bid Committee (later VANOC signed to assume responsibilities), the Government of British Columbia, the City of Vancouver, the Resort Municipality of Whistler, the Canadian Olympic Committee and the Canadian Paralympic Committee. The MPA sets out the commitments and expectations of all signatories, including financial contributions, legal responsibilities and sport legacies. The signatories to the MPA, plus several other key partners who were identified after the MPA, meet regularly through the Partners’ Committee.

The key partners, including the MPA signatories and stakeholders in the staging of the Games are presented in Table 1.

**Table 1: Key Partners and Stakeholders**

Government of Canada Partners	Canadian Heritage	The lead Department for Federal participation in the Games. Established the 2010 Olympic and Paralympic Winter Games Federal Secretariat to act as the focal point for GoC's participation in hosting the Games and to ensure that Canada's commitment for the delivery of essential services is respected.
	Essential Federal Services (EFS) Departments and Agencies	The Royal Canadian Mounted Police (RCMP), Public Safety and Emergency Preparedness Canada, National Defence, Canadian Security Intelligence Services, Public Health Agency of Canada (PHAC), Canadian Border Service Agency (CBSA), Citizenship and Immigration, Canadian Food Inspection Agency (CFIA), Human Resource and Skills Development Canada (HRSDC), Health Canada, Environment Canada (EC), Fisheries and Oceans (DFO), Industry Canada and the Canada Revenue Agency (CRA) provide services deemed to be "essential" during the Games and participate in developing recommendations on how to maximize opportunities and impacts of the Games across the country.
	Other Federal Departments and Agencies	Other federal departments and agencies are involved in key aspects of the Games but are not considered to be providing services deemed essential. These include Foreign Affairs and International Trade (DFAIT), the Treasury Board of Canada Secretariat (TBS), the Privy Council Office (PCO), Transport Canada, the regional development agencies, and many others (see Annex E for a full list of departments and agencies involved in the staging of the Games).
Games Partners	VANOC	A not-for-profit corporation responsible for the planning, organizing and staging of the 2010 Winter Games.
	Government of British Columbia (BC)	A major funding partner. Established a provincial Secretariat within the BC Ministry of Economic Development that oversees the Province's investment and coordinates its involvement in the 2010 Games.
	City of Vancouver	Host City of the 2010 Olympic and Paralympic Winter Games.
	City of Richmond	Venue City of the 2010 Olympic and Paralympic Winter Games.
	Resort Municipality of Whistler	Host City of the 2010 Olympic and Paralympic Winter Games.
	Canadian Olympic Committee	A private, not-for-profit corporation responsible for advancing the goals of the Olympic Movement at a national level. It provides financial support and services to the Canadian amateur high performance sport community, and is directly involved in the organisation of the Olympic Games when they are held in Canada.
	Canadian Paralympic Committee	A not-for-profit, charitable, private corporation recognized by the International Paralympic Committee, that develops and grows the Paralympic Movement in Canada. It is directly involved in the organization of these Games when they are held in Canada, and defines the requirements for hosting the Paralympic Games, including the sport program.

**Table 1: Key Partners and Stakeholders**

	Four Host First Nations Society	Lil'wat Nation, Musqueam Nation, Squamish Nation, and Tsleil-Waututh Nation are the four communities that will welcome the Games on their shared traditional territories. Through the Four Host First Nations Society (4HFNS), they work with the Games Partners to ensure that their Nations are directly involved in the planning, staging and hosting of the Games, and to advocate the participation of Aboriginal peoples in the 2010 Winter Games.
Other Key Stakeholders	International Olympic Committee (IOC)	An international non-governmental non-profit organization governing all aspects of the Olympic Movement, including the selection of Host Cities.
	International Paralympic Committee	An international non-profit governing body of sports for athletes with a disability, governing all aspects of the Paralympic Movement.
	2010 Legacies Now Society	A not-for-profit society developing sustainable legacies in sport and recreation, arts, literacy, and volunteerism for the period leading to, during and beyond the 2010 Winter Games for the benefit of all regions of BC, established and funded by the Government of BC.
	2010 Games Operating Trust	The trust was established to support a portion of the ongoing operating costs of key sport venues and to support high performance amateur sport programming at these venues and elsewhere in Canada. It is managed by the 2010 Games Operating Trust Society Board of Directors, with nominees appointed by each of the MPA parties. It is responsible for administering the Amateur Sport Legacy Fund and the Legacy Endowment Fund.

### 1.3 Key Roles of the Federal Secretariat

The FS has several roles. These include:

- Providing a secretariat function to several committees that have been established to provide leadership and direction with respect to the Federal involvement in the Games;
- Coordinating overall federal involvement in the Games; and
- Managing resources associated with the Federal commitment to the Games.

Each of these roles is detailed in the following sections.

#### 1.3.1 Secretariat Function

The FS provides a secretariat function to a series of interdepartmental committees by supporting activities such as agenda development, record keeping, information distribution and reporting. Specific staff within the FS are assigned to support the following committees:

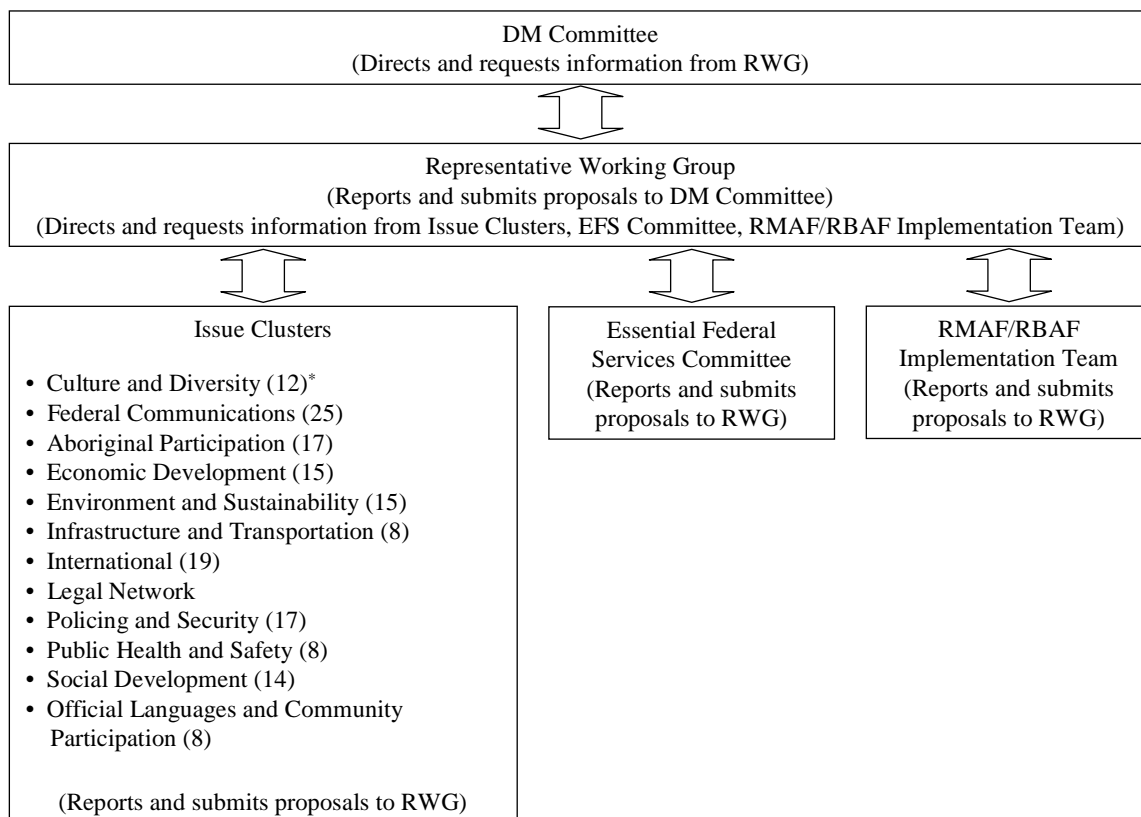
- **Deputy Minister's Committee (DM Committee)** – Provides executive leadership to ensure effective coordination in developing a comprehensive and coherent federal policy and program response to maximizing the federal investment in the 2010 Winter Games. It

reviews proposals and, consistent with the Government's policy priorities, selects and recommends those initiatives that promote federal priorities and national values. Deputy Ministers or staff at an equivalent level from thirty-four different departments and agencies are responsible for designating an Assistant Deputy Minister-level representative to the Representative Working Group (RWG). The role of this committee will be called to evolve as the Games move into the Delivery Phase.

- **Representative Working Group** – Reports to the DM Committee on the progress of the delivery of essential federal services and provides recommendations concerning proposals for service delivery and opportunities to implement federal policies. Each Assistant Deputy Minister on this committee is the primary point of access to his/her department on issues related to the 2010 Winter Games.
- **Issue Clusters** – Twelve thematic working level “Issue Clusters” have been established to help with interdepartmental coordination and information sharing. Each Cluster is co-chaired by one representative from the FS and one from the department with lead responsibility for the issue.
- **Essential Federal Services Committee** – This recently created Committee will report to the RWG and will serve to support, promote, coordinate and monitor the seamless planning of essential federal services for the 2010 Winter Games. Participants on this committee are representatives from federal departments and agencies who have contractual obligations to provide essential services to the 2010 Winter Games.
- **Results-based Management and Accountability Framework/Risk-based Audit Framework (RMAF/RBAF) Implementation Team** – This interdepartmental team, with the FS as chair, is made up of representatives from federal departments and agencies that are contributing to the Government of Canada's role in the 2010 Winter Games. It was originally tasked with the development of an interdepartmental RMAF/RBAF to address the GoC's commitments and objectives for the 2010 Games. The Development Team was transformed into the Implementation Team following the release of the initial version of the RMAF/RBAF.

Direction and requests for information are to flow from the DM Committee to the Issue Clusters through the RWG. Figure 1 provides a diagram of how the key information flows are expected to move through the interdepartmental reporting structure.

**Figure 1: Interdepartmental Reporting Structure**



\* Figure indicates number of departments and agencies participating in issue.

### 1.3.2 Coordination Function

As the coordinator of the overall federal involvement in the 2010 Games, the key FS activities are summarized below:

- Act as an initial point of contact and pathfinder for VANOC and other partners in the 2010 Games in their interactions with the Government of Canada.
- Represent federal interests on the Partner Coordination Committee<sup>1</sup> and the Government Operations Steering Team<sup>2</sup> (GOST). As the planning process gives way to Games delivery, the level and timeliness of integrated decision-making among the partners will need to increase to provide a seamless and successful event.

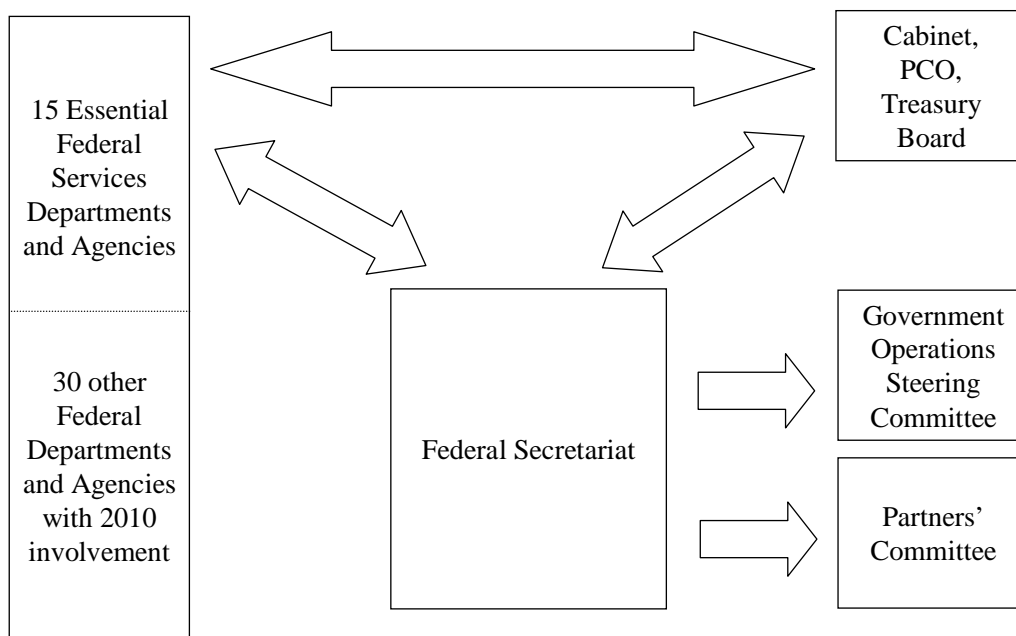
<sup>1</sup> The Partner Coordination Committee coordinates overall planning efforts. It is comprised of Games partners including the Government of Canada, the Province of B.C., the City of Vancouver, the Resort Municipality of Whistler, the Canadian Olympic Committee, the Canadian Paralympic Committee and the 4HFNS.

<sup>2</sup> GOST includes the Government of Canada, the Province of BC, the City of Vancouver, the City of Richmond, the Resort Municipality of Whistler and VANOC. It is responsible for establishing and monitoring joint milestones, deliverables and key action items and for identifying issues and interdependencies between VANOC and Government Partners.

- Prepare joint submissions to central government departments as required, seeking additional funding to meet new and/or changed requirements associated with the federal government's involvement in the 2010 Games. Once approved, the funds are allocated to departmental reference levels and are administered and accounted for by the respective departments and agencies.

Figure 2 presents a diagram of how key information flows under the coordination function.

**Figure 2: Coordination Information Flow**



### 1.3.3 Managing Federal Funding

The Government of Canada's budget for hosting the 2010 Winter Games during the period 2003-2004 through to 2011-2012 totals \$552.0 million. Of that amount, \$422 million is the responsibility of Canadian Heritage as shown in Table 2 further below, with the FS being in turn responsible for \$400 million of the amount. The funds are being used to:

- Cover the salary and operating costs of the FS (\$35 million);
- Provide a contribution of \$290 million over six years to VANOC for capital infrastructure for the sport and event venues in Vancouver and Whistler;



- Provide a grant of \$55 million on March 31, 2005 to the Legacy Endowment Fund managed by the 2010 Games Operating Trust Society; and
- Provide a contribution of \$20 million to VANOC for the operating costs of the 2010 Paralympic Winter Games. None of this funding had flowed to VANOC at the time fieldwork was conducted.

Other PCH sectors manage the remaining \$22M as follows:

- The Arts Policy Branch within the Cultural Affairs Sector administers \$20 million in contribution funding to the City of Vancouver and the Resort Municipality of Whistler.
- The Aboriginal Affairs Branch within the Citizenship and Heritage Sector administers \$2 million in contribution funding provided over five years to the 4HFNS.

**Table 2: PCH Budget for the 2010 Winter Games (2003-2004 to 2011-2012) (in millions of dollars)**

	03-04	04-05	05-06	06-07	07-08	08-09	09-10	10-11	11-12	Total
<b>Federal Secretariat</b>										
FTEs	--	--	29	38	38	38	46	38	12	N/A
Salaries and Benefits (FS, core communications, environmental assessment (EA) management and oversight)	0.3	1.1	2.0	2.9	4.0	4.0	4.1	2.1	1.4	21.9
Operations & Maintenance (O&M)	0.3	0.6	1.7	2.2	1.5	1.7	3.4	1.3	0.4	13.1
Total (FS)	0.6	1.7	3.7	5.1	5.5	5.7	7.5	3.4	1.8	35.0
Transfer Payments										
Capital funding for sport and event venues in Vancouver and Whistler	4.4	3.7	102.8	37.9	134.6	6.6	--	--	--	290.0
Grant for the Legacy Endowment Fund	--	55.0	--	--	--	--	--	--	--	55.0
Contribution for the 2010 Paralympic Winter Games operating costs	--	--	--	--	2.0	6.0	12.0	--	--	20.0
Total FS Administration	4.4	58.7	102.8	37.9	136.6	12.6	12.0	--	--	345.0
<b>Arts Policy Branch</b>										
Live Sites in Whistler-Vancouver						20.0				20.0
<b>Aboriginal Affairs Branch</b>										
Host First Nations Contribution	--	--	0.4	0.4	0.4	0.4	0.4	--	--	2.0
<b>Total PCH Funding</b>	5.0	60.4	106.9	43.4	142.5	38.7	19.9	3.4	1.8	422.0

## 1.4 Methodology/Approach

This joint audit and evaluation covers the period April 1, 2003 to March 31, 2007. Field work was conducted between October 2007 and February 2008 to examine questions related to design, delivery and governance; management controls, risk management frameworks and performance measurement systems; and results of the Federal Secretariat. It did not extend to responsibilities or activities performed by other functions within the Department of Canadian Heritage or by other government departments.

Much of the data required for the study was collected concurrently for both the audit and the evaluation. This approach provided the basis for multiple lines of evidence to address all questions and the work was conducted in accordance with the respective standards for internal audits and evaluations. The sources utilized included:

- A process mapping/flowcharting exercise to demonstrate program structure, processes and accountability obligations;
- Audit testing of funding commitments and payments for compliance with TBS requirements;
- Document review – The document review was based on documents identified by the FS, interviewees and the consultants. Most were obtained through the FS.
- Review of administrative files and databases – The review of administrative files focused on electronic and paper files available on committee and issue cluster meetings. Since these could also be interpreted as documents, the review consisted of an analysis of the quantitative information available in the files rather than an analysis of the content of the documents. The quantitative information drawn from the files included, for example, the number of members for each committee and records of their attendance, the number and frequency of alternates sent to meetings, and the number of committee meetings. Content analysis, for example, the types of decisions made or how these decisions were implemented, was performed through the document review.
- Interviews – A total of 39 in-depth interviews were completed as follows: 10 FS, 15 other federal departments and agencies, 13 MPA signatories, and one stakeholder. The interview guides utilized are included as Annex D.

Any additional sources of information used for either the audit or evaluation are described as part of the specific discussion of the methodology/approach for that component of the study.

The key limitation to the methodology from both an audit and evaluation perspective is associated with security matters. All information pertaining to security matters for the delivery of the Games is the responsibility of the Coordinator for the 2010 Olympics and G8 Security. The Secretariat has authority for horizontal reporting on Games delivery; however, it does not include any responsibility or reporting on security matters.

The findings, conclusions and recommendations from both components of the study have been integrated wherever the audit criteria and the evaluation indicators addressed the same fundamental issues. This report is structured to contain elements typically found in either an audit or an evaluation report. Where there are conflicting approaches, the audit format has generally taken precedence.

#### **1.4.1 Audit**

The audit is intended to provide PCH senior management with:

- Assurance that management controls, risk management frameworks and overall governance structure are effective and adequate;
- Assurance that infrastructure is in place to allow the secretariat to fulfill horizontal/government wide obligations; and
- Recommendations that can be used to improve management and to develop risk management frameworks where appropriate.

The audit covered the management controls, risk management frameworks, governance structures of the FS. It was conducted in accordance with the *Standards for the Professional Practice of Internal Audit* and the Treasury Board *Policy on Internal Audit*. Sufficient and appropriate audit procedures were conducted and evidence was gathered to support the accuracy of the audit opinion provided and contained in this report.

The approach used to address the audit objectives included the development of audit criteria against which observations, assessments and conclusions were drawn. Annex C identifies the audit questions and data sources, and summarizes key findings for each of the standard audit criteria.

#### **1.4.2 Formative Evaluation**

The purpose of the formative evaluation is to assess the performance of the FS while coordinating and monitoring the federal investment in the 2010 Winter Games, with a view to advancing the GoC's stated objectives and fulfilling its expected results. It addresses issues related to program design and delivery, continuous improvement mechanisms and performance measurement systems by examining the quality of the information collected, the effectiveness of the design and delivery of the coordination services, as well as the efficiency of the mechanisms in place for continuous improvements.

The evaluation assessed the outputs produced for each key objective as well as the achievement of immediate outcomes, in addition to seeking early evidence of accomplishments in relation to intermediate outcomes. The Logic Model in Annex A provides details on the expected results identified in the RMAF/RBAF. These results relate to the overall impacts expected from the federal government's contribution to the Games and include those outcomes associated with FS endeavours. The immediate and intermediate outcomes for the FS are:

### ***Immediate Outcomes***

- Positive domestic and international exposure;
- Heightened recognition of the GoC as a key partner in the 2010 Winter Games;
- Increased awareness of public policy priorities by stakeholders and the public;
- Inclusion of targeted audiences in ongoing dialogue;
- Federal approval of VANOC Business Plan and implementation monitoring;
- Consolidated GoC commitments for each VANOC functional area; and
- Assistance to VANOC.

### ***Intermediate Outcomes***

- Increased pan-Canadian engagement;
- Enhanced federal visibility in Canada and abroad;
- Continued support for capital and legacy projects;
- Official languages compliance and promotion by VANOC;
- Delivered commitments to IOC, VANOC and fulfilment of federal legislated obligations; and
- Proven ability to meet increased EFS demand.

A matrix of the formative evaluation issues, questions, indicators and data sources for this study is provided in Annex B. It is important to note that only these issues were addressed and, as such, an examination of some of the outcomes identified above were not included in the scope of this study.

#### **1.4.2.1 Limitations of the Evaluation Methodology**

Overall, the methodology was appropriate for a study of this nature. Multiple lines of evidence were used to address issues and questions to be covered under this study. While interviews were used as the only source for the “Results” issue, evidence was always based on several different types of interviewees.

The key limitations to the methodology are associated with the individual sources of information rather than with the overall study. The document and administrative file reviews are based on documents that were either provided by the FS or identified during the interviews. As such, there is no assurance that key documents or files were not missed. For the interviews, the key limitation was the number of interviews completed. Given the large number of people directly or indirectly associated with the FS (management, staff, committees, issue clusters, MPA representatives, etc.), the 39 completed interviews could not adequately cover all parts of the FS functions (i.e. secretariat function, coordination function and managing federal funding – see section 1.3).

Another key limitation to this study is that it is based on the evidence available at the time the data was collected. For example, since the interviews were mostly completed in November 2007, the findings from the interviews are based on the information provided at that time. On the other hand, close to half of the documents and administrative files were only provided in January 2008. The documentary findings may therefore be based on a situation that was somewhat

different from that reported by interviewees, particularly since the FS is constantly adjusting to better meet the demands of delivering on the 2010 Winter Games. Finally, at the time of writing this report in mid-March 2008, some of the concerns identified in the interviews or in some of the documents, may have already been addressed or are currently being addressed by the FS. **This report is therefore based on findings at the time data was collected and may not be reflective of the current situation.**

## 2. Key Findings

### 2.1 Design, Delivery and Governance

#### 2.1.1 Are there tools in place to ensure effective coordination?

*The Federal Secretariat uses a range of tools, structures and mechanisms (e.g., values and ethics, defined accountabilities and performance expectations, risk assessments, business plans) to ensure effective coordination.*

These tools, structures and mechanisms, described further below in this section, were seen by those interviewed in the course of the study as being effective for information sharing and planning, and for avoiding overlap and duplication. All stakeholders had an opportunity to be involved. While these mechanisms have served the FS well to date in the planning phase, several of these mechanisms should, however, be strengthened.

#### Values and Ethics

*Based on findings, the FS has established an appropriate culture of values and ethics to support its management control framework.*

Appropriate values and ethics within an organization are a key foundation upon which the implementation of any management control framework must be based. The FS has taken positive measures to promote appropriate values and ethics within the organization. They include:

- The addition of a values statement (respect/honesty, teamwork, communication, integrity, and work-life balance) on the home page of the FS intranet;
- A section on Organizational Values in the FS 2007-2010 Business Plan;
- An on-line welcome package for all new employees within the FS that includes links to *Values and Ethics Code for the Public Services* (this booklet was also on display within the office), *Understanding Harassment and Discrimination in the Workplace: Overview*, and Ombudsman Services;
- All new staff are sent on the Public Service Commission's course *Orientation for New Employees* that includes a discussion on Public Service values and ethics.

All staff interviewed knew that there was a specific 2010 FS values statement and most were aware of the PCH Ombudsman and her role.

#### Accountabilities and Performance Expectations

Performance expectations have been established for FS management and staff through written position descriptions that outline general and specific accountabilities and written performance agreements for senior management. Authorities have been delegated to the Director General's and Director's levels, consistent with departmental policy. A detailed matrix is included in the

FS 2007-2010 Business Plan that shows who is responsible, who the key contributors are, and who should be kept informed for each key functional area within the FS, and by major activity. At the time of this study, the FS had a concurrent study underway to review the organizational structure and recommend options for enhancing the performance of the FS on a going forward basis through to the closure and legacy reporting phase.

The FS has developed, directly or with other federal stakeholders, several documents to identify what resources are at its disposal, what are the key obstacles to achieving its objectives, and what kind of information it needs to collect to know whether plans are on track. These include its *Business Plan 2006-2007*, *Business Plan 2007-2010* and an integrated RMAF/RBAF. The development of the *Business Plan 2007-2010* was based on an assessment of whether the FS' strategic priorities, as identified in its *Business Plan 2006-2007*, had been accomplished and if not, why. A detailed operational plan was developed for each activity and action identified as a strategic priority in *Business Plan 2007-2010*. It outlines the planned operational activities, expected results or outcomes (e.g. approval of the 2010 Winter Games coin set, regular updates to Parliamentarians, updated master calendar of events), key contributors, partners and alliance stakeholders, timelines and required budget. Not all sections had been completed in the copy provided to the study team. A quarterly report is prepared against this plan, detailing accomplishments and challenges. It focuses on whether a priority has been completed (generally a yes, no, initiated, complete or in-progress was noted). A separate quarterly report with a similar format details actual, committed and forecasted FS expenditures.

The expected report for 2006-07 from ongoing monitoring flowing from the integrated RMAF/RBAF was not available. The performance measurement framework called for ongoing measurement through document review and annual reports, and they were also to be measured as part of this study. An Annual Report had been prepared but we were advised that it was not intended to be a comprehensive report flowing from the ongoing measurement. The one flowing from the requirements of the integrated RMAF/RBAF was still under development as of December 2007.

The study shows that the FS has taken reasonable measures to establish accountabilities and performance expectations. The performance measurement focus on whether an activity has been completed or not and the delays in reporting, however, places the FS at risk of not identifying soon enough the extent to which performance might fall short of objective so that corrective action can be taken.

## **Recommendations**

The DG, 2010 Olympic and Paralympic Winter Games Federal Secretariat should:

*Develop a range of indicators to better monitor the extent of the progress in completing activities, and ensure that all EFS departments/agencies also identify or define performance indicators in a timely manner and provide this information to the FS.*

*Implement more timely reporting processes to support management decision-making.*



## Risk and Control Information

All information pertaining to security matters for the delivery of the Games is the responsibility of the Coordinator for the 2010 Olympics and G8 Security. The FS has authority for horizontal reporting on Games delivery; however, it does not include any responsibility or reporting on security matters.

The integrated RMAF/RBAF is the key vehicle used by the FS for communicating risk and control information amongst all federal stakeholders in the Games, and key risk areas are identified along with strategies for managing the risk. The FS is identified as responsible for risk monitoring in the RMAF/RBAF but the document does not identify which organization is responsible for developing and implementing the required risk mitigation strategies. The Senior Financial Officer and the Head of Evaluation for each key federal department and agency involved with the Games signed off on the integrated RMAF/RBAF. Since the RMAF/RBAF Implementation Team is heavily weighted to evaluation and audit staff, the study team was unable to determine the role in the identification of risk and mitigation strategies, of the program staff responsible for the delivery of each department and agency's commitment.

The FS also included a risk assessment in both *Business Plan 2006-2007* and *Business Plan 2007-2010*. A comparison of the two documents shows that there have been some changes over time; some risks remain the same, some have been updated, while others have been added or dropped. In the 2007-2010 document, an assessment of the likelihood and impact of occurrence is provided as well as an identification of which organization(s) is (are) responsible for mitigating and monitoring the risk.

The business plans identify the proposed actions for mitigating the assessed risks. These strategies are duplicated in the key activities identified in the FS Unit Operational Plans. The Quarterly Reports provide information on the implementation of the activities (as per the Operational Plans). While it is our understanding that the effectiveness of these activities in reducing risks are discussed in planning meetings, it was not possible to identify a report that discussed the adequacy of the actions although it was clear, based on the nature of the changes that were made in comparison to *Business Plan 2006-2007*, that some form of assessment was undertaken in the preparation of *Business Plan 2007-2010*. The study showed that risk and control information is communicated within the FS primarily through its ongoing meeting structure (i.e. the DG with his Directors, the Directors with their managers, and the managers with their respective staff). Notes from Partners' Committee meetings are also circulated so that managers are aware of current issues.

Based on the evidence available, there is a risk that program staff in individual departments were not adequately involved in the development of the risk mitigation strategies and may be unaware of what is expected and/or may disagree with the nature of the action that needs to be taken. There is also a risk that key decision making bodies in the Interdepartmental Reporting Structure (see Figure 1) are not in agreement with the planned actions to mitigate the key risks associated with Canada's staging of the 2010 Winter Games. There was no evidence provided to the study team that showed that they had been appraised of the key risks and planned mitigation actions.

## Recommendations

The DG, 2010 Olympic and Paralympic Winter Games Federal Secretariat should:

*Prepare a report on the specific actions taken to mitigate identified risks and the adequacy of these actions, for review by the RWG and approval by the DM Committee. Once approved, the RWG should monitor the implementation and effectiveness of the risk mitigation strategies.*

*Seek confirmation that the staff with the responsibility for mitigating risks associated with Canada's staging of the 2010 Winter Games in other federal departments concur with the adequacy of the planned actions and are committed to carrying out the planned actions.*

## Information for Decision-Making

The FS is working within prescribed timelines. Face to face interactions and emails are the primary method of communicating as issues arise. As the staff size increases with the approach of the Games, there is an increasing amount of reporting in written form. GamePlan (a form of Recorded Documents Information Management System (RDIMS)) is the key tool utilized by the FS to keep track of its information. Some difficulties have been experienced in retrieving documents that were created prior to the implementation of GamePlan. The FS DG and Directors noted that they generally have the information they need. At the time of writing this report, budget analysis at the manager level were still being calculated manually but efforts were underway to ensure that a system generated report at this level of measurement would be available in 2008-2009.

Management requires timely, relevant and reliable information to support its decision-making. Evidence shows that, except as already noted with respect to risk and performance information, FS management has the information that it requires. Recommendations have already been made to improve the risk and performance information available to the FS and other federal stakeholders.

## FS Coordination Role

The FS has been very active in its coordination role that includes:

- Chairing the inter-departmental RMAF/RBAF Development and Implementation teams;
- Co-chairing Issue Cluster committees;
- Supporting the DM and RWG committees;
- Creating the EFS Committee and chairing the committee;
- Coordinating the preparation of horizontal approval documents and briefing the relevant TBS analysts;
- Acting as an observer on the VANOC Board and its finance and audit committees;
- Ongoing dialogue with all MPA signatories, particularly VANOC and the Government of British Columbia Games Secretariat, as well as the 4HFNS and the City of Richmond;

- Participating in the Partners' Committee meetings, the GOST, and the 2010 Winter Games Security Committee for the Security Cost Sharing Memorandum of Agreement;
- Coordinating visits and trips associated with the Games; and
- Locating a FS staff person in Beijing until after the 2008 Summer Games.

The FS developed and implemented a wide range of mechanisms to facilitate coordination such as sharing press clippings on the Games, convening meetings of the Issue Cluster Co-Chairs, developing and implementing the integrated RMAF/RBAF, leading any Games-related Cabinet and Central Agency submissions, and co-locating key FS staff with all other MPA partners in Vancouver. The FS has also made good use of existing federal government mechanisms, such as the Pacific Federal Council and the TBS Communicators' Network, and created *ad hoc* mechanisms where appropriate, such as the Aboriginal Economic Development Working Group and the Torino Interdepartmental Working Group.

Stakeholders interviewed were generally positive about these mechanisms. Suggestions for improvement included:

- Synchronization of coordination activities with the VANOC Games calendar to reflect critical federal government dates and using this as a key planning tool;
- FS participation in all Issue Clusters and other committees, even when it is not the co-chair;
- Making more information available on the FS website; and
- Being mindful of the opportunities for networking in both Vancouver and during the 2008 Summer Games in Beijing.

Coordination amongst the various stakeholders participating in the Games is imperative to ensure that all activities occur when required, critical activities are not overlooked, and decisions are made in a timely manner. Generally, the FS has carried out its coordination responsibilities; however, there is a risk that, without an overall Games calendar for the federal government, key dates could be overlooked or missed.

## **Recommendation**

The DG, 2010 Olympic and Paralympic Winter Games Federal Secretariat should:

*Synchronize coordination activities with the VANOC Games calendar to reflect critical federal government deadlines.*

## **Governance**

The *Framework for Federal Coordination* (FFC) sets out a planned committee structure that includes a DM Committee, ADM-level RWG and Issue Clusters in twelve different areas. This structure is the primary mechanism for promoting integrated and vertical management and associated decision-making in the delivery of essential federal government services to the Games. The work of these committees is to lead to interdepartmental programs and policy proposals, which will be put before Ministers.

The FFC Fact Sheet notes that the DM Committee “provides executive leadership to ensure effective coordination in developing a comprehensive and coherent policy and program response to maximizing the federal government’s investment in the 2010 Winter Games. The 2010 DM Committee reviews proposals and, consistent with the Government’s policy priorities, selects and recommends those initiatives that promote federal priorities and national values. The DM Committee will concentrate on opportunities that maximize the Government of Canada’s investment in the 2010 Olympic and Paralympic Winter Games”.

The same document states that the role of the RWG is to ensure that all areas of their department are appropriately engaged, as required; to represent their department at regular coordination meetings and monitor the activities of representatives from their department participating in Issue Clusters or working directly with VANOC work groups; to report to the DM Committee on progress of the delivery of essential government services; and to provide recommendations concerning strategic programs and policy proposals.

The Framework has been implemented although no Terms of Reference for the DM or the RWG committees have been created. At the time of writing this report, the DM Committee had not met since early 2005, and the RWG had been inactive in 2006 but had met three times in 2007.

The Issue Clusters’ mandates, format and membership were under review in December 2007. It was recognized that a somewhat different structure may be more appropriate as the 2010 Winter Games’ stakeholders move from the Strategic Planning Phase to the Games Delivery Phase; the RWG should be asked for feedback and/or concurrence on a new structure.

As the Games move to the delivery phase, the study pointed to the need for more clearly defined roles and responsibilities for these committees. Also, any new structure implemented should include an appropriate horizontal decision-making mechanism supported by an issue resolution mechanism, and well-defined roles and responsibilities documented for each participant in the process that will be understood by everyone.

## **Recommendations**

The DG, 2010 Olympic and Paralympic Winter Games Federal Secretariat should:

*Draft Terms of Reference for the DM Committee that will appropriately reflect its responsibilities, as described in the Framework for Federal Coordination, and transmit the document, through the DM Canadian Heritage, to the Minister for the Pacific Gateway and the Vancouver-Whistler Olympics for approval.*

*Ensure that any new decision-making structure implemented for the Government of Canada’s involvement in the 2010 Winter Games’ delivery is approved by the DM Committee.*

## **FS Role With Respect to Central Agencies**

*The study shows that the FS has carried out its role with respect to central agencies.*

As with any new initiative undertaken by a department, approvals must be sought and obtained from the central agencies. The FS has experienced a number of challenges in this regard that are directly attributable to the horizontal nature of the federal government's commitments to the 2010 Winter Games, and to the unique circumstances created by the 2010 Winter Games that government policy may not have contemplated. To address these challenges, the FS has regular dialogue with the PCO and the TBS, with additional briefings, as required. Also, to reduce the number of briefings required for the TBS, analysts responsible for each federal partner involved in the 2010 Winter Games are briefed in groups when approval documents are being submitted. At the time of writing this report, the FS was considering to seek approval for exemptions from a number of government policies because of the specific constraints created by the 2010 Winter Games. For example, under the *Travel Directive*, the standard accommodation is a single room for those who must stay overnight when traveling in Canada. A significant number of federal government employees will need to be in British Columbia on temporary assignment for the period leading up to and during the 2010 Winter Games. They will therefore be in travel status and subject to the *Travel Directives*. Accommodation will be at a premium during this period and it may not be physically possible to provide everyone with a single room.

## **Knowledge Sharing/Lessons Learned**

*There is evidence that the FS has effectively built on the lessons learned by the IOC and the hosting committees of previous Games and this served to reduce the risk of overlooking the key activities that support successful Games of this magnitude.*

In developing structures for coordination, the FS drew on the lessons learned by the IOC and the hosting committees of previous Games. The FS coordinated visits as required with staff from the 2000 Summer Games in Sydney and the 2002 Winter Games in Salt Lake City. A delegation from ten federal departments/agencies/Crown corporations participated in the Torino Observer Program during the 2006 Winter Games to observe and learn best practices. Workshops, venue meetings and other meetings were held with members and officials of the Torino Organizing Committee and with local, regional and national Italian government officials. The key lessons learned were related to planning, communications, engagement of stakeholders and horizontal coordination. The FS currently has an observer in Beijing in the lead up to the 2008 Summer Games to identify potential lessons learned that the federal government can incorporate into its own planning for the 2010 Winter Games. Many of the interviewees acknowledged the usefulness of this information sharing.

### **2.1.2 Are VANOC and other federal departments able to use the Secretariat as a pathfinder for their federal needs?**

*The FS has fulfilled its pathfinder role by bringing VANOC and other federal government departments together. Most parties view this role as one of the FS' greatest strengths.*

The successful staging of the 2010 Winter Games will depend on the efforts of the key stakeholders within the GoC, the Province of British Columbia, VANOC, host municipalities, 4HFNS, and sport governing bodies. Timelines are short and lines of communication need to be kept as short as possible, yet at the same time ensure the necessary parties are informed so that key activities are neither overlooked nor duplicated.

The FS, as a pathfinder, has played a key role in ensuring that the necessary parties have been brought together. In the period immediately after the Games were awarded to Canada and the FS established, VANOC relied extensively on the FS to identify appropriate contacts within the federal government. In the intervening period, VANOC has established the position of a Senior Vice President Government Relations who is responsible for coordinating its interactions with governments and partners, without necessarily involving the FS. The FS continues, through both formal and informal venues, to bring parties together, some of whom may not realize that they should speak to one another.

VANOC and other federal departments contacted in the course of this study generally found the FS to be helpful as a pathfinder to the appropriate contact within the federal government, and skilled at opening doors. However, the greatest frustration expressed by organizations outside the federal government is the distributed decision-making process amongst different federal government organizations while the Government of British Columbia has a more streamlined process for the Games, with a dedicated DM, that many would like to see the federal government duplicate.

A range of formal and informal processes have been utilized to facilitate communication and share information. These processes include the Partners Committee, GOST, RWG, the Federal Communicators Network (Issue Cluster) and the informal exchanges that arise because of the co-location of the FS Integrated Federal Services Directorate in the same building in Vancouver as VANOC, 4HFNS and other MPA partners.

Based on the evidence collected, the FS has effectively carried out its pathfinder role and has facilitated the sharing of information and ongoing communication. As already noted, efforts are currently underway to establish a more streamlined decision-making structure for the Government of Canada as the Games get closer. A recommendation has been made earlier that any new structures be approved by the DM Committee.

### **2.1.3 How effective is the Secretariat in providing leadership across federal departments and agencies to advance Games planning and organization?**

In providing leadership to advance Games planning and organization, the FS had to set up its own operations in compliance with laws, regulations and policies, as well as coordinate the

activities of other stakeholders within the federal government using the FFC as the foundation. The Secretariat's performance with respect to this internal and external focus is addressed separately in this section.

## **FS Internal Operations**

***The internal operations of the FS were carried out in a manner consistent with the established legislative and policy framework of the federal government.***

An extensive legislative and policy framework guides the administrative practices (e.g. planning, accounting, contracting, payments, staffing, information management, etc.) of all government departments. This framework reflects recognized good practice and government policy.

The FS relies on existing departmental expertise and standard monitoring procedures to ensure compliance with existing laws, regulations, policies and contracts. As required, the FS consults with Human Resources to ensure the requirements of the *Public Service Employment Act* are met and with Procurement and Contracts Operations to ensure the requirements of the TBS *Contracting Policy* are followed. It also involves PCH and Public Works & Government Services Canada (PWGSC) environmental specialists in the review of the initial environmental assessment, proposed mitigation measures, any necessary redesign, and monitoring during construction and operation of federally funded Olympic venues to ensure compliance with the *Environmental Protection Act*. Official languages activities are documented in the Official Languages Annual Review.

Our testing found that Procurement and Contracts Operations was consistently utilized to obtain goods and services. The only exception was for shared office space in Vancouver, which the Government of British Columbia leased and renovated. Approvals required under Section 32 (commitment of funds) and Section 34 of the *Financial Administration Act* were obtained as required. Completed Approval Payment Forms (APF), Recommendations and Approval Forms (RAF) and funding requests were also on file for all contribution agreements examined.

The FS detailed plan is described in its *Business Plan 2007-2010*. This is further elaborated in operation plans for each unit along with a budget. On a quarterly basis, reports are prepared detailing the status of activities and the amount of funds spent, committed and forecasted by functional team. Lapsing of funds was minimized by transferring funds from Salary to O&M or by re-profiling funds to the next year.

The expected types of vehicles are used to select contractors (e.g. MERX, standing offers, requests for proposals or sole source depending on requirements). PCH Procurement and Contracts Operations is utilized to establish contracts and to place orders for goods.

The FS has also implemented all of the expected elements for safeguarding assets including information. All existing electronic documents have been placed in GamePlan. As well, incoming documents are scanned so they can be placed in the system. Issue trackers are being created to index documents related to a topic (e.g. a committee, a project, etc.). FS management is satisfied with the timeliness of information available to it for decision-making.

## **FS Role Across the Federal Government**

*The FS has been effective in ensuring that all stakeholders meet their commitments and fulfill their obligations under the MPA, that the FFC has been used for horizontal governance and that Issue Clusters were used as mechanisms for identifying strategic opportunities.*

The IOC sets out the minimum requirements of host cities and countries for the Games. As part of a bid, national governments must commit to providing EFS (as defined by the IOC) without charge to the Games. Prior to submitting Canada's official bid to host the 2010 Winter Games, PCH, on behalf of the GoC, signed an agreement with multiple parties that would be involved in the delivery of the Games in Canada. The MPA broadly outlines roles, responsibilities, and commitments of the signatories. It identifies federal responsibilities but not necessarily which department has primary responsibility. Therefore, departments within the Canadian federal structure that would normally have lead responsibility for the various elements of essential federal services communicated their commitment to the provision of these services by way of a letter to the Minister of Canadian Heritage as part of the bid preparation. The MPA is seen by interviewees as a key tool that facilitated early planning, and enabled a smooth transition of the Vancouver 2010 Bid Corporation to VANOC. All parties to the agreement have respected the commitments made and are working to fulfill their obligations. The signing of MPA-like agreements is viewed as a best practice and the IOC now requires it from all cities submitting bids to host the Games.

All departments that have a role to play in providing essential federal services were asked to self identify their role, determine the level of effort required to provide the service, and the incremental resources that would be needed. This information was included in the horizontal submissions required to secure funding for the federal commitment of essential federal services.

The FFC structure provided the blueprint for establishing the necessary horizontal governance structure for coordinating 2010 Winter Games planning and organization across federal departments and agencies. Committees (the DM Committee, RWG, and twelve Issue Clusters) were defined and established. Formal Terms of Reference were established for the Issue Clusters but not for the DM Committee or the RWG. With respect to the DM Committee, a 2006 briefing memo indicated that it "was established in June 2004 to provide executive leadership and effective coordination in developing a comprehensive and coherent policy and program response to the 2010 Winter Games". It met three times between June 2004 and March 2005 but has not met since that time. While this may not have posed a risk during the planning phase of the Games, this may create a potential risk during the delivery phase of the Games. This also may have been the basis of concern that was voiced by a number of interviewees about the lack of engagement of senior level management.

The Issue Clusters proved to be an excellent vehicle for developing the horizontal approach necessary for the identification of strategic opportunities. Over time, the role and need for the different Clusters evolved. Once the decision was made to make individual departments responsible for identifying the source of funds necessary to implement strategic opportunities from within their existing resources, the need for some Issue Clusters disappeared. Others have become working groups on common operational issues. A separate EFS committee has been



established to address issues affecting essential federal services. There are *ad hoc* meetings of Federal DMs on security issues and a working group of Legal Services Units from the different departments involved with the Games has also been struck. However, the formal interfaces between these new committees and the existing governance structure are not clear; the decision-making authority of the new committees is also not clear. Some concerns were voiced that security issues impacting organizations other than the RCMP may not be getting adequate consideration.

The three levels of decision-making and coordination were seen as absolutely essential for effective planning and decision-making. However, interviewees believed that this structure has implications on the timeliness of the federal government's decision-making, especially when a response was needed quickly, and that the expected regular flow of recommendations from Issue Clusters to the RWG and then to the DM Committee might not have occurred. The DM Committee approved the general principles of the Strategic Opportunities proposal and instructed the RWG to bring it back only if it was unable to come to an agreement on the full proposal.

As noted earlier, the Issue Clusters' governance structure was under review in December 2007 as it was recognized that a different structure may be required for the Games Delivery Phase in comparison to what was appropriate during the Strategic Planning Phase.

It is imperative that in any new structure that may be implemented, the roles and responsibilities of all of the stakeholders and committees are clear, well defined and understood by everyone. The Games are a very high profile event occurring within a specific timeframe. Without this clarity, it would be very easy for something to be overlooked.

## **Recommendation**

The DG, 2010 Olympic and Paralympic Winter Games Federal Secretariat should:

*Ensure that the roles, responsibilities and authorities for all federal government Games decision-makers (either the incumbents of specific positions or committees) are documented and communicated to all partners and stakeholders.*

### **2.1.4 How effective is the Secretariat in ensuring VANOC and other partners' compliance with legislative and policy obligations?**

*The FS has implemented reasonable measures to ensure VANOC and other partners' compliance with legislative and policy obligations.*

The agreements with VANOC and other partners set out requirements for the MPA signatories to comply with federal requirements such as the use of official languages for communications and the provision of services to the public, environmental assessments prior to all venue construction, and compliance with the GoC *Sport Hosting policy*.

A range of reports are submitted on a periodic basis to demonstrate compliance with these requirements. VANOC provides copies of any environmental assessments undertaken and regular reporting on the mitigation measures undertaken following environmental assessments. These reports are submitted to PCH and PWGSC environmental specialists for review. VANOC also provides quarterly reports against the Official Language commitments. Further, the use of official languages by VANOC has been the subject of a report to the Standing Senate Committee on Official Languages. The March 2007 report noted that preparations for the 2010 Winter Games are going well and that most of the partners have good intentions when it comes to promoting the use of both official languages at this event. Requirements of the MPA address several of the challenges identified in the Senate report.

During 2007, PCH commissioned its own audit of VANOC's claimed costs for venue construction to ensure that the costs were consistent with the requirements of the funding agreement. Some timing issues were identified with the recognition of expenses by VANOC. The FS also monitors VANOC's activities through its observer status on VANOC's Board and its Finance and Audit Committees.

During the study, VANOC identified concerns about the extent of the federal government's accountability requirements which are deemed excessive.

Evidence suggests that the FS has implemented reasonable measures to ensure VANOC and other partners are in compliance with legislative and policy obligations. PCH requests to VANOC are consistent with the requirements of the June 2000 TBS *Policy on Transfer Payments*. However, this policy is currently under review; when reissued, it is expected to address the conclusions and recommendations of the report of the independent Blue Ribbon Panel on Grant and Contribution Programs, *From Red Tape to Clear Results*. The Panel concluded that it is possible to simplify administration while strengthening accountability. It also noted that there should be a risk management approach to grants and contributions that tailors oversight and reporting requirements according to variables such as amount of money involved, credibility and track record of the recipient, and sensitivity of the project.

### **2.1.5 How has the FS enhanced Canada's domestic and international profile?**

*The FS has been presented with limited opportunities to enhance Canada's domestic and international profile. However, it has been effective in taking advantage of those limited opportunities.*

Although it was originally envisioned that the FS would have a role to play in enhancing Canada's domestic and international profile, the majority of the work done and the funding for this has been outside of the FS (e.g. visits by foreign dignitaries will be coordinated by DFAIT, testing of 2010 Winter Games venues are the responsibility of VANOC and the Host Organizing Committees for the events). The responsibility for co-ordinating GoC communications for the 2010 Winter Games resides within PCH, but is outside of the FS. Although the FS has received funding for baseline domestic communications, it has no authority, mandate or funding for international communications. Nevertheless, the FS has taken advantage of incoming opportunities to help enhance Canada's domestic and international profile. Examples include:

- The Torino Observer Program – the FS supported federal participation in the 2006 Torino Observer Program on invitation by the IOC and VANOC. A total of 36 federal departments and agencies took the opportunity to acquire practical insights from the host country’s perspective about the provision of essential services. The FS and the Government of Italy created a custom observer program for their own needs because the original program offered by the IOC was deemed insufficient to meet the learning needs of Canadian federal government officials. While the objective of the Observer Program is not necessarily to enhance Canada’s international profile, the FS’ participation in creating a custom program helped enhance Canada’s international profile.
- Linkages with China – a FS staff person has been seconded to the Canadian embassy in Beijing to facilitate Canada’s non-sporting participation in the 2008 Summer Games. In addition, the FS will provide support to the Canada Pavilion in Beijing for these Games and may have a reduced observer program. The FS also facilitated connections between the Chinese and Canadian television networks to promote hosting of the 2008 Summer and 2010 Winter Games.
- DFAIT information package – the FS worked with DFAIT to develop an information package “Get in the Games” which has been sent to Canada’s 80 missions abroad and posted on DFAIT’s website. Tool kits, DVDs and PowerPoint presentations are also being developed in conjunction with DFAIT staff.
- Cultural Olympiad – The FS is advising other government departments of the opportunities to promote or involve Canadian culture as part of the Cultural Olympiad planned for the 2010 Winter Games.

Under the leadership of the Federal Communications Network and with the support of the FS, a horizontal communication strategy has been developed and implemented. In addition, the FS facilitated agreement on the use of the 2010 Winter Games logo amongst VANOC and federal departments, consistent with the Federal Identity Program. Finally, the FS was able to obtain federal funding of \$26 million to the Canadian Tourism Commission (\$14 million for the international tourism business and media, \$4 million for tourism partners, and \$8 million for building on the 2010 Winter Games advantage).

## **2.2 Risk and Performance Measurement Systems**

### **2.2.1 *Is the RMAF/RBAF being implemented effectively and is it supported by effective data collection systems?***

*The RMAF/RBAF is being implemented by the FS and EFS departments and agencies. However, since many of the indicators involve data collection during or after the Games, it is difficult to assess the effectiveness of the data collection systems. The results reported to date by the FS and EFS departments/agencies are not necessarily aligned with the RMAF/RBAF indicators.*

In the context of the joint audit and formative evaluation of the FS, limited direct evidence could be gathered with regard to risk and performance measurement because a significant portion of the implementation is under the purview of EFS departments and agencies. Nevertheless, evidence was gathered through documents and some of the interviews with FS representatives and with 15 representatives of other federal departments and agencies. From these 15, a little over half (or eight people) were familiar with the integrated RMAF/RBAF and their department's/agency's associated responsibilities. Therefore, when references are made to the responses of representatives of other federal departments and agencies, only eight respondents are involved.

### **Ongoing Performance Measurement, Monitoring and Reporting**

The integrated RMAF/RBAF's ongoing performance measurement and risk monitoring framework illustrates that most federal departments/agencies responsible for the GoC's participation in the staging of the 2010 Winter Games are committed to ongoing measurement. Table 3 at the end of this section highlights performance measurement commitments and performance actually reported by departments/agencies. The reported information served as the basis for the *2006-2007 Annual Progress Report of the Government of Canada for the 2010 Winter Games* (still being drafted in January 2008). The FS and departmental interviewees who were familiar with the requirements indicated that good progress had been made in implementing the performance measurement strategy identified in the integrated RMAF/RBAF; however, the performance reported in Table 3 is, however, variable in terms of progress against the RMAF/RBAF indicators. Some report directly against the indicators, others report information that is not linked to the indicators, whereas others report a blend of RMAF/RBAF indicators and non-related information. Several provided no information. The information for the Public Safety and Emergency Preparedness Canada, Department of National Defence, Canadian Security Intelligence Service and the Public Health Agency of Canada were not available due to national security concerns.

With respect to the use of performance information in planning and decision making, although FS interviewees noted that the Secretariat has integrated the RMAF/RBAF with its Business Plan 2007-2010, there is limited evidence of such a use. Representatives from federal departments and agencies noted that there was limited evidence in their department/agency in this regard because the information was being collected closer to the Games and/or the indicators were too high level, therefore, other tools were used for decision-making purposes. On the risk side, the risks are being reviewed quarterly and are linked to work plans; however, greater involvement by senior departmental/agency managers who are responsible for implementing risk mitigation strategies should help to reduce the risk of establishing a performance measurement framework that does not directly support the types of decisions managers need to make.

Due to the variability in the completeness of the performance information available, the study concluded that there is a significant risk that management may not have the performance information it needs on an ongoing basis to properly manage the federal government's involvement in the 2010 Winter Games. A recommendation has already been made in Section 2.1 to address this risk.

The scope of this study focused on the FS and it is not known what individual departments/agencies will do to meet their own evaluation requirements outlined in the RMAF/RBAF for their respective responsibilities. Summative evaluation requirements for the federal contribution to the 2010 Winter Games will be addressed through an interdepartmental study, as required by TBS. However, since the RMAF/RBAF ongoing performance measurement and risk monitoring framework highlights that some departments/agencies have no measurement requirements prior to the Games, it is difficult to determine how these departments/agencies will be able to assess and report if they are on track.

## **Data Collection**

For the FS and departmental interviewees familiar with the RMAF/RBAF requirements, roles and responsibilities for data collection and reporting were clear. The RMAF/RBAF ongoing performance measurement and risk monitoring framework identifies in most cases, the specific branch or group responsible for review and adjustments. Interviewees also indicated that it would be difficult to assess the relevance and quality of the performance data gathered until after the Games, particularly in light of the fact that the majority of the results information would not be available then.

Data collection for the first RMAF/RBAF report appears to have been underway as of February 2008. Management requires this information on a timely basis so that corrective action can be implemented if required. The risks associated with data collection were also identified in the integrated RMAF/RBAF and included:

- Insufficient time, capacity, and/or expertise to undertake outcome reporting;
- Performance reporting does not follow consistent formats and produces conflicting data;
- Sport development does not figure prominently in rationale and outcome measurement;
- Inability to produce measurable social and economic benefits;
- Failure to obtain names of event participants for long-term follow-up purposes;
- Inadequate information management systems; and
- Lack of baseline data for future comparative analysis.

While mitigation mechanisms for these risks were not identified in the RMAF/RBAF, certain activities have been undertaken that will mitigate some of the identified data collection risks, for example:

- Baseline surveys have been conducted on Canadian awareness of the 2010 Games;
- A joint study co-funded by the GoC and the Government of British Columbia is being commissioned on the socio-economic impact of the Games; and
- The RMAF/RBAF Implementation Team adopted data gathering templates to promote consistency in presentation of results and level of detail.

Data collection risks should also be identified along with program delivery risks, and these need to be considered at the outset of a program. This informs the implementation of appropriate mitigation mechanisms and provides greater assurance that the required data will be available for management to monitor, on an ongoing basis, the extent to which results are being achieved, and

to make adjustments to planned activities, as required. Since this does not appear to have been done, there is a significant risk that management does not have the performance information it needs to properly manage the federal government's involvement in the 2010 Winter Games, making it difficult to evaluate after the Games whether Canada has reaped the intended benefits.

It was noted that much of the work associated with risk mitigation and data collection has been left to the RMAF/RBAF Implementation Team, co-chaired by the FS. The FS DG and Directors indicated that data collection is seen as the responsibility of the RMAF/RBAF Implementation Team whose membership is heavily weighted to evaluation and audit staff. Given that risk mitigation and data collection is the responsibility of program management, audit and evaluation should only provide advice on how it should be carried out and should not take on the responsibility for it. It would be appropriate for this committee to add program managers with line responsibility for the key activities that need to be managed.

## **Recommendations**

The DG, 2010 Olympic and Paralympic Winter Games Federal Secretariat should:

*Develop, in consultation with the RMAF/RBAF Implementation Team, a plan for mitigating all of the identified data collection risks.*

*Bring forward a recommendation to the RWG or DM Steering Committee that the RMAF/RBAF Implementation Team membership be reviewed with a view to including more members having line responsibility (program managers) for the key activities that need to be managed.*

## **Government-wide Risk Identification and Mitigation**

The key risks facing the federal government in its activities related to the 2010 Winter Games are documented in the integrated RMAF/RBAF dated March 31, 2007. Thirteen risks are identified under eight categories: political, policy, process, human resources, performance management, financial, security and natural hazards. The RMAF/RBAF details the key risks and identifies existing strategies for managing the risks, assigns a risk assessment priority (based on likelihood of occurrence and impact if it does occur), the incremental strategies for managing the risks, and a revised risk assessment after the incremental strategies for mitigating them are taken into account. The highest risk identified in the RMAF/RBAF after the incremental strategies are implemented has a "high likelihood and a medium impact". The horizontal RMAF-RBAF Implementation Committee reviews the RMAF/RBAF semi-annually and adjusts the information on risks accordingly. To support this process, committee members consult with their respective department or agency on risk tolerance and mitigation strategies.

The transmittal letter accompanying the March 31, 2007 RMAF/RBAF indicated that it would be updated annually. The meeting minutes of the Integrated RMAF/RBAF Implementation Team also show that it was updated annually. An examination of meeting agendas showed that the Integrated RMAF/RBAF Implementation Team reviews the RMAF/RBAF semi-annually and adjusts the information on risks accordingly. It was not clear, however, if this was in fact

happening. To support this process, members of the Integrated RMAF/RBAF Implementation Team consult with their respective department or agency on risk tolerance and mitigation strategies.

As noted earlier, there are concerns about the degree of involvement of EFS departments program managers in identifying risk and mitigation strategies. These managers must take explicit ownership of the risks. One way to address these concerns would be to have the RMAF/RBAF approved by the RWG or the DM Committee. The lack of formal reporting (e.g., at least quarterly) on the status of mitigation efforts also creates a significant risk as management may not know in a timely fashion if planned actions are effective or not, and if additional actions are required to mitigate potential risks.

## **Recommendations**

The DG, 2010 Olympic and Paralympic Winter Games Federal Secretariat should:

*Implement a formal reporting process whereby information is collected at least quarterly for all risk owners on the status of planned mitigation efforts.*

*Explore options for explicitly involving the senior managers of government departments and agencies with responsibility for identifying and mitigating the risks associated with the Federal government's involvement in the 2010 Winter Games, and implement the option deemed most practical.*

## **FS Risk Assessment and Mitigation**

The FS *Business Plan 2005-2007* provides a risk assessment that is closely aligned with that in the March 31, 2007 RMAF/RBAF. It describes the key risk areas and risk management strategies in five broad areas but provides no details on the likelihood of occurrence and the accountability for mitigation and monitoring.

The FS *Business Plan 2007-2010* also presents a risk profile. It is based on the RMAF/RBAF Risk Analysis and Management Strategies<sup>3</sup>, and includes the likelihood of occurrence, accountability for mitigation and monitoring (by Games partner or federal government department or agency, as appropriate) and strategies for mitigating risk for each key risk area. A separate table in the document identifies the risks linked with key FS activities by strategic priority. All key activities except one are linked with between one and 14 of the identified risks. For each key activity, planned actions by the FS during the period 2007-2010 are identified along with the lead functional team within the FS for carrying out the actions, and an assessment is provided as to whether the planned actions mitigate the risk.

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<sup>3</sup> Each of the 13 risks identified in the RMAF/RBAF are explicitly identified in the FS *Business Plan 2007-2010*. The *Business Plan* identifies three categories of risk: external environment factors, external factors that may directly impact the Federal Government, and organizational factors of 2010 FS. Within each of these categories, 5 to 13 sub-risks were identified, for a total of 27 sub-risks.

A sample of five key activities was selected at random for review from the FS *Business Plan 2007-2010*. These activities were identified as addressing 11 of the 27 sub-risks. The identified risks and planned actions were compared with the descriptions of the key risk areas and strategies for mitigating the risk. In only two cases was there a strong link between the key activity, planned actions and the identified risk.<sup>4</sup>

The incremental strategies for managing risk associated with key risk “poor coordination of federal support impacting quality of the 2010 Winter Games”<sup>5</sup> were selected to determine if they were in place and working. Generally, the planned mitigating strategies were implemented: the FFC was developed and implemented, the EFS committee was established, environmental impact assessments were completed as scheduled resulting in on-time construction, GamePlan was implemented for document information management, and the FS continues to work with VANOC and other partners to ensure respect and adherence to the *Official Languages Act* and related policies are respected and adhered to. It was noted, however, that the more senior committees described in the FFC have not been active (e.g., DM committee has not met since 2006 and the RWG was re-activated in 2007) and no evidence could be found of any formal monitoring of the delivery of EFS through the FFC or the integrated RMAF/RBAF, since the EFS Committee was established in September 2007 at the same time that the present study was being undertaken.

It is good management practice to identify key risks arising from business strategies and activities so that appropriate mitigation action can be designed and implemented to reduce the potential likelihood of the risk being realized and/or the impact if it does occur. Based on the findings, the FS has made a significant effort to do this. However, planned risk mitigation activities may not have been designed well or properly implemented to reduce or otherwise manage risk at levels that were determined to be acceptable to management. The earlier recommendation for implementing a formal reporting process to collect information from all risk owners on the status of planned mitigation efforts should provide the FS with the information it requires to address this risk.

## **Risk Management**

Formal assessments of the effectiveness of controls to manage risk were not found. Limited information on whether the planned mitigation mechanisms were working as intended could only be determined by comparing different versions of the risk profile and planned mitigation efforts. Some appear to be reducing risk to a level determined by management to be acceptable whereas others do not appear to have achieved the desired level of risk reduction or the evidence is inconclusive. Management requires this information on a timely basis so that corrective action can be implemented if required. A recommendation has already been made to implement more timely reporting processes to support management decision-making.

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<sup>4</sup> For example, Objective 2: Engage Canadian Francophone Community and risk 6.2.1.2 are well matched.

<sup>5</sup> Risk R6 in the RMAF/RBAF.



**Table 3: RMAF/RBAF Performance Measurement and Risk Monitoring Commitments and Performance by Department/Agency**

NOTE: Examples of indicators that demonstrate how the 2010 FS met its expected results are provided. Except where stated, the examples are not all directly linked to the RMAF indicators.

Department/Agency	Performance Area <sup>6</sup>	Actual Reported Performance (2006/2007) <sup>7</sup>
Canadian Heritage	<p>Outputs for Activity 1: Enhancing Canada’s domestic and international profile (e.g. # of agreements/strategies with hosting partners, provinces/territories and international entities; horizontal communications strategy produced; etc.)</p> <p>Immediate and Intermediate Outcomes for Activity 1 (e.g. participation and visibility in Torino; # and types of mechanisms geared at promoting federal visibility; etc.)</p>	<p>Protecting Canadian investment by monitoring progress and performing due diligence on the venue construction program. (This is reported under Activity 1 but are not linked to any of the RMAF indicators for that activity. It is somewhat linked to some of the output indicators for Activity 2, but not directly.)</p> <p>Heightening recognition and exposure of the federal government in Canada and abroad by completing a 2010 Horizontal Communications strategy. (This is directly linked to one output indicator for Activity 1.)</p> <p>Ensuring effective coordination and delivery of essential and discretionary federal services through various coordinating mechanisms such as Issue Clusters and GOST. (This is reported under Activity 1 but are not linked to any of the RMAF indicators for that activity. It is directly linked to one output indicator for Activity 2.)</p>
	<p>Outputs for Activity 2: Promoting sustainable benefits (e.g. federal participation in GOST Board of Directors; # of consultations supported by federal government; Issue Cluster Terms of Reference; etc.)</p> <p>Immediate and Intermediate Outcomes for Activity 2 (e.g. # of agreements with partners that include commitments to sustainability, economic development, sport development, social/cultural development; etc.)</p>	<p>Including targeted audiences in ongoing dialogue through active engagement in 2010 Partner bi-annual community update events in all Four Host First Nation communities and on-going support and monitoring provided to Four Host First Nations Society. (This is somewhat linked to one output indicator for Activity 2, but not directly.)</p> <p>Ensuring the representation of Canada’s Francophonie in all its diversity in the hosting of the 2010 Winter Games by supporting VANOC with the Collaborative Protocol of Francophone communities. (This is somewhat linked to one output indicator for Activity 2, but not directly.)</p> <p>Enhancing the spectator experience, Canada’s reputation at home and abroad, and providing opportunities for cultural performances and messaging on social issues through negotiations with municipalities of Vancouver and Whistler in their planning of Lives Sites – free public gathering spaces. (This is somewhat linked to one outcome indicator for Activity 2, but not directly.)</p>

<sup>6</sup> Source: Integrated Results-Based Management and Accountability Framework (RMAF) and Risk-Based Audit Framework (RBAF) for 2010 Winter Olympic and Paralympic Games, 2010 Federal Secretariat, Department of Canada Heritage, Draft Version, March 31, 2007.

<sup>7</sup> Source: 2010 Winter Olympic and Paralympic Games – Delivering on our Commitments, Plans, Spending and Results for 2006/2007, Treasury Board of Canada Secretariat ([http://www.tbs-sct.gc.ca/rma/eppi-ibdrp/hrdb-rhbd/dep-min/pch/olym-olym/2006-2007\\_e.asp](http://www.tbs-sct.gc.ca/rma/eppi-ibdrp/hrdb-rhbd/dep-min/pch/olym-olym/2006-2007_e.asp)).

**Table 3: RMAF/RBAF Performance Measurement and Risk Monitoring Commitments and Performance by Department/Agency**

NOTE: Examples of indicators that demonstrate how the 2010 FS met its expected results are provided. Except where stated, the examples are not all directly linked to the RMAF indicators.

Department/Agency	Performance Area <sup>6</sup>	Actual Reported Performance (2006/2007) <sup>7</sup>
RCMP	Outputs for Activity 3: Games planning and delivery (e.g. partners and stakeholders are engaged in the development of intelligence-led strategic and operational plans; etc.)	<p>The information provided on the RCMP performance is directly linked to the RMAF/RBAF indicators. For example, the reported results include:</p> <p>The Integrated Security Unit, containing members of the RCMP, Vancouver Police Department, West Vancouver Police Department, and the Canadian Armed Forces, is expanding to manage the security needs of the 2010 Winter Games.</p> <p>Physical planning is well under way.</p> <p>Discussions are ongoing, and advancements are being made with partners in relation to accreditation and various transportation issues.</p>
Canadian Border Service Agency	No ongoing performance measurement identified in the RMAF/RBAF	<p>Created intergovernmental working groups to contribute to the design, development, implementation and distribution of the Olympic Identity and Accreditation Card.</p> <p>Participated on Olympic Federal Coordination Issues Clusters.</p> <p>Initiated an Operational Planning Team to coordinate and plan for increased demands related to port of entry resource requirements, commercial importation operations and enhanced intelligence and enforcement activities.</p>
Citizenship and Immigration Canada	No ongoing performance measurement identified in the RMAF/RBAF	<p>CIC has worked in collaboration with CSIS and the RCMP to contribute to the design, development, implementation and distribution of the Olympic Identify and Accreditation Card.</p> <p>Operational and logistic planning is well underway.</p> <p>Regulatory planning is underway.</p>
Public Health Agency of Canada	Outputs for Activity 3 (e.g. capacity exists to respond to an increased passenger load at the Vancouver, BC airport; etc.)	No information provided on PHAC performance.
Health Canada	No ongoing performance measurement identified in the RMAF/RBAF	<p>Current strategic planning is underway.</p> <p>The Program has provided significant support through interdepartmental collaborations and the development of the integrated RMAF/RBAF for the Games.</p>

**Table 3: RMAF/RBAF Performance Measurement and Risk Monitoring Commitments and Performance by Department/Agency**

NOTE: Examples of indicators that demonstrate how the 2010 FS met its expected results are provided. Except where stated, the examples are not all directly linked to the RMAF indicators.

Department/Agency	Performance Area <sup>6</sup>	Actual Reported Performance (2006/2007) <sup>7</sup>
Canadian Food Inspection Agency	Outputs for Activity 3 (e.g. #/% of pre-Games information packages on Canada's food import requirements and restrictions sent to participating countries with embassies located in Canada; etc.)	No information provided on CFIA performance.
Human Resources and Skills Development Canada	Outputs for Activity 3 (e.g. amount of time to process employer applications for labour market opinions; etc.)	The entry of foreign workers is incorporated into the larger nationwide program. (This is somewhat linked to the output indicators in the RMAF/RBAF.)
Canada Revenue Agency	Outputs for Activity 3 (e.g. persons connected with the Games received required tax-related information; etc.)	No information provided on CRA performance.
Environment Canada (EC)	Outputs for Activity 3 (EC monitoring equipment is functional with a high degree of reliability)	<p>The information provided on the EC performance is directly linked to the RMAF/RBAF indicators. For example, the reported results include:</p> <p>Olympic Surface weather observing network 80% complete (20 out of 25 stations). Completion Fall 2007.</p> <p>Wind Profiler installed and operational (Squamish).</p> <p>Sea-to-Sky Doppler weather Radar assembly underway.</p> <p>Development of a strategic framework for a national public sustainability awareness and action campaign.</p> <p>Business case study examining opportunities for improving the Leadership in Energy and Environmental Design certification level of the Hillcrest Curling Facility</p> <p>Workshops fostering information sharing and collaboration between BC/Canadian environmental non-governmental organizations.</p> <p>Identification of local sustainability indicators relevant to the Games context.</p> <p>Study on the feasibility of a demonstration project that will establish biodiesel corridors or distribution areas in at least three of the five regions of Canada</p> <p>Development of a document providing information, simple steps, tips and resources for groups/organizations to green their operations.</p> <p>List of nine environmental assessments completed.</p>

**Table 3: RMAF/RBAF Performance Measurement and Risk Monitoring Commitments and Performance by Department/Agency**

NOTE: Examples of indicators that demonstrate how the 2010 FS met its expected results are provided. Except where stated, the examples are not all directly linked to the RMAF indicators.

Department/Agency	Performance Area <sup>6</sup>	Actual Reported Performance (2006/2007) <sup>7</sup>
Fisheries and Oceans	No ongoing performance measurement identified in the RMAF/RBAF	<p>DFO completed two environmental assessments (EA).</p> <p>DFO provided expert Federal Authority advice on four projects.</p> <p>After completion of the EA phase, DFO has a significant ongoing workload pursuant to the habitat protection provisions of the <i>Fisheries Act</i> through authorizations and monitoring.</p>

## 2.3 Results

Due to the nature of the questions addressed in this section, the evidence is based on the information provided by interviewees. FS management and staff, representatives of federal departments and agencies, representatives for MPA partners and other stakeholders were all asked to comment on immediate outcomes, intermediate outcomes, barriers and facilitators to success, and unexpected outcomes. It is important to note that it was often difficult for interviewees to limit their comments to the FS.

As previously noted, the expected results identified in the RMAF/RBAF logic model relate to the overall impacts expected from the federal government's contribution to the Games and include those outcomes associated with FS endeavours. Table 4 below summarizes the results achieved by the FS for planned immediate outcomes.

**Table 4 – Summary of Results Achieved by the FS for Planned Immediate Outcomes**

<b>Key Objective</b>	<b>Planned Outcomes</b>	<b>Results Achieved by the FS</b>
<b>Immediate Outcomes</b>		
Enhance Canada's domestic and international profile and support federal visibility as a key partner of the 2010 Winter Games	Positive domestic and international exposure	The FS has been presented with limited opportunities to enhance Canada's domestic and international profile. However, it has been effective in taking advantage of those limited opportunities, e.g., Torino Observer Program; linkages with China re 2008 Summer Games; DFAIT information package; and advice it is providing re planned Cultural Olympiad.
	Heightened recognition of the GoC as a key partner in the 2010 Winter Games	The FS represents federal interests on the Partner Coordination Committee which is comprised of the 2010 Winter Games partners, and it has located key staff in the same building as MPA signatories in Vancouver to facilitate ongoing dialogue. It has also served a pathfinder role, bringing VANOC and other federal government departments together. Most parties view this as one of the FS' greatest strengths.
Leverage 2010 Winter Games to advance existing federal priorities	Increased awareness of public policy priorities by stakeholders and the public	Key public policy priorities (e.g., official languages, protection of the environment) were included as requirements in the contribution agreements with VANOC. It was beyond the scope of this study to consider whether there was an increased public awareness.
	Inclusion of targeted audiences in ongoing dialogue	The FS has regular ongoing dialogue with Government of Canada partners, Games partners, and other key stakeholders involved in the delivery of the 2010 Winter Games.
Promote and support seamless planning and delivery of federal essential services	Federal approval of VANOC Business Plan and implementation monitoring	VANOC provides regular reports on the status of its planning for the 2010 Winter Games. The FS also monitors VANOC's activities through its observer status on VANOC's Board and its Finance and Audit Committees. Venue construction is on track and on budget.
	Consolidated GoC commitments for each VANOC functional area	The GoC has set out its legislative and policy requirements in its contribution agreement with VANOC.
	Assistance to VANOC	Funding has been provided to VANOC as set out in the contribution agreement. As well, the FS has served as a pathfinder for VANOC, identifying appropriate contacts within the federal government, when required.

### 2.3.1 Is the initiative on track to realize its intermediate outcomes?

*Although EFS departments and agencies stated that planning is underway and that they are on track to meet their Games commitments, there is limited documented evidence of this. The study also shows that the FS has played its role in ensuring that appropriate federal funds are available for capital projects and that these projects are on budget and on time.*

The intermediate outcomes identified in the RMAF/RBAF logic model relate to the overall impacts expected from the federal government's contribution to the Games and include those outcomes associated with FS endeavours. Table 5 below summarizes the results achieved by the FS for planned intermediate outcomes.

**Table 5 – Summary of Results Achieved by the FS for Planned Intermediate Outcomes**

Key Objective	Planned Outcomes	Results Achieved by the FS
<b>Intermediate Outcomes</b>		
Enhance Canada's domestic and international profile and support federal visibility as a key partner of the 2010 Winter Games	Increased pan-Canadian engagement	While the interviews revealed some evidence of pan-Canadian engagement, responsibility for coordinating the GoC's communications for the 2010 Winter Games resides elsewhere within PCH.
	Enhanced federal visibility in Canada and abroad	The FS has been presented with limited opportunities to enhance Canada's domestic and international profile. However, it has been effective in taking advantage of those limited opportunities, e.g., Torino Observer Program; linkages with China re 2008 Summer Games; DFAIT information package; and advice it is providing re planned Cultural Olympiad.
Leverage 2010 Winter Games to advance existing federal priorities	Continued support for capital and legacy projects	The GoC through the FS has provided \$290 million in capital funding for 2010 Winter Games venue construction. Similarly, endowment funding has been provided to the GOT to support the operating and capital maintenance of selected venues before and after the 2010 Winter Games. Through the ongoing funding, the continued development of high-performance sport will be supported.
	Official languages compliance and promotion by VANOC	Preparations for the 2010 Winter Games are going well and most of the partners involved have good intentions for promoting the use of both official languages.
Promote and support seamless planning and delivery of federal essential services	Delivered commitments to IOC, VANOC and fulfilment of federal legislated obligations	Venue construction is on target; the FS is coordinating the dialogue on the provision of essential federal services except those related to security; and the FS represents federal interests on both the Partner Coordination Committee and GOST. Federal legislated obligations are prescribed in the contribution agreement with VANOC.

Key Objective	Planned Outcomes	Results Achieved by the FS
	Proven ability to meet increased EFS demand	Planning is underway in all EFS departments. Based on the information available, planning appears to be on track in the majority of EFS departments and agencies. GOST which the FS participates in, is seen as a very effective mechanism for operational planning involving the three levels of government involved in the delivery of the 2010 Winter Games. Test events and exercises between 2008 and 2010 will be important to ensuring that the provision of EFS during the 2010 Winter Games proceeds as planned.

More detailed information is provided below on the key FS areas of responsibility for coordinating the GoC’s responsibilities in support of the 2010 Winter Games.

**Provision of Essential Federal Services**

The study results indicate that planning is underway in all EFS departments and agencies. Most EFS departments and agencies indicated that they are on track to meet their 2010 Winter Games commitments outlined in the MPA. The draft *2006-2007 Annual Progress Report of the Government of Canada for the 2010 Winter Games* prepared by the FS also suggests that planning is on track in the majority of EFS departments and agencies, although five EFS departments and agencies had not yet reported on their progress. Moreover, as already noted earlier in this report, there is no consolidated federal calendar identifying timelines for various aspects of the federal government’s responsibilities associated with the 2010 Winter Games. It is therefore difficult to determine if EFS preparations are on track. In addition, the progress targets of EFS departments and agencies in the RMAF/RBAF lack specificity, thereby adding to the difficulty of tracking progress.

This study’s results also show that security planning is underway with new senior oversight in place. The Integrated Security Unit, comprised of members of the RCMP, Vancouver Police Department, West Vancouver Police Department, and the Canadian Armed Forces, is expanding to manage the security needs of the 2010 Winter Games. There is also a Memorandum of Agreement on Security Cost-sharing between the Government of Canada and the Province of BC, and both VANOC and the RCMP expressed satisfaction with recent progress in security planning. A final agreement on the revised security budget is currently being negotiated between the governments of Canada and BC; when finalized, it will further facilitate security planning and preparation.

In April 2007, the RWG gave its approval to proceed with the formation of an EFS Committee, with appointments having taken place over the summer of 2007. While still in its early stages, this committee is expected to facilitate future planning, decision-making, preparation and monitoring of Essential Federal Services.

GOST is viewed as a very effective mechanism for operational planning for three levels of government (federal, provincial and municipal). It was noted that test events and exercises

between 2008 and 2010 will be important to ensuring that the provision of EFS during the 2010 Winter Games proceeds as planned.

### **Capital funding**

The evidence gathered during this study shows that the federal government has committed \$290 million in capital funding for Games venue construction. This represents a \$55 million increase from the \$235 million originally allocated by the federal government for capital funding for sport and event venues. The increase was intended to help offset increased construction costs and was matched by the BC government (venue construction funding is cost-shared with the BC government). The information gathered during this study confirms that venue construction is on track and on budget.

With regard to capital funding, the FS successfully coordinated related submissions required by central agencies for approval, as well as all aspects of subsequent grants and contributions administration.

### **Legacy funding**

The GOT was jointly created by the federal and BC governments to be a source of funding to support the operating and capital maintenance of the Richmond Speed Skating Oval, the Whistler Sliding Centre and the Whistler Nordic Competition venue before and after the 2010 Winter Games. The GOT was initially proposed as part of the signing of the MPA. Beyond maintaining and operating the facilities, the GOT will also support the continued development of high-performance sport through the operating budgets of the legacy facilities.

Unlike the previous Olympic Legacy Trust Fund established after the 1988 Calgary Winter Olympics, the GOT was established for use prior to, as well as after, the 2010 Winter Games. The early establishment of the GOT aimed at encouraging the early completion of venues; in turn, Canadian athletes would have an opportunity to train at Olympic and Paralympic venues in advance of 2010. Originally endowed with \$55 million from each of the governments of Canada and BC, the GOT had grown to \$133.6 million as of March 31, 2007, a 21.5% growth in approximately three years. If there is a surplus from the 2010 Winter Games, additional monies will be allocated to the GOT.

#### **2.3.2 What have been the barriers and facilitators to success?**

*The identified facilitators to success were based on good working relationships between the FS and all parties involved in the Games. These facilitators are helping surmount some of the key FS challenges associated with the 2010 Winter Games which include the sheer enormity of the planning and coordination function, and horizontal management issues such as the required speed of decision-making.*

When asked about barriers and facilitators to success, many interviewees mentioned factors that were not related to the FS. In addition, most of the noted “barriers” were, in actual fact, challenges.



The key facilitators, as identified by interviewees were:

- Having a Minister from BC responsible for the Games working with the FS;
- The good working relationships established by the FS with partners and departments/agencies, the commitment of the FS staff, their cooperation and flexibility when dealing with partners and departments/agencies, and the quiet leadership provided by the FS;
- The ongoing collaborative horizontal forum for EFS departments and agencies provided by the RMAF/RBAF Development and Implementation Teams which were created and led by the FS since 2005; and,
- The network of Games experts that has been developed as a result of the FFC and the ability to tap into these experts through the FS or directly.

Several challenges were also identified by interviewees. These included:

- The sheer enormity of the federal government's planning and coordination function for the 2010 Winter Games. There is both a headquarters and regional component as well as multiple levels of government, and VANOC. While this challenge is well known by the FS, it does have serious implications for the future, some of which are important for the FS itself, whereas others involve other parties. For example, as already noted, a central calendar of activities leading to the 2010 Winter Games would provide the FS and others with a tool to ensure that gaps are easily identified while duplication of efforts are avoided.
- Staffing issues. While outside the sphere of direct control of the FS, as the 2010 Winter Games approach, it will become more important to hire the staff needed fairly quickly. Currently, the FS faces a lengthy process when hiring. If this process cannot be streamlined, planning and requests for new staff will need to occur well before they are needed.
- The complexity of horizontal management within the federal government. The Issue Clusters are viewed as important mechanisms for planning such horizontal initiatives.
- The lengthy process associated with decision-making. This is worrisome to many of the interviewees, especially as the 2010 Winter Games approach. It may therefore be important for the senior committees to meet more frequently in the future and that the people who can make the decisions are at the table.

### **2.3.3 Were there any unexpected outcomes?**

*Unexpected outcomes resulting from FS endeavours were positive and were related to FS and partner working relationships.*

All interviewee groups agreed that there were at least two key positive unexpected outcomes resulting from FS endeavours:

- The very strong collegial working relationship and support amongst the MPA partners was noted as having occurred as a result of the work undertaken by the FS. All partners signed

the MPA before Canada's bid was selected. This practice had never been used in previous Games bids by Canada. Interviewees noted that this was a critical factor to the success of Canada's bid. Interviewees also believed that the MPA has helped advance pre-Games planning by approximately two years. As a result, the MPA is viewed as a best practice which reinforces the collegial working relationship amongst the MPA partners.

- The ability to have a very good working relationship with the FS right from the start, including the ability to talk frankly.

Interviewees did not identify any key negative unexpected outcome resulting from FS endeavours.

A wide range of other unexpected outcomes were identified, but they were not related to the FS.

### **3. Conclusions**

In our opinion, overall, the FS has implemented management controls, risk management frameworks and a governance structure that are effective and adequate, and an infrastructure is in place to allow the FS to fulfill horizontal or government-wide obligations during the current planning phase. However, improvements as noted in this report are required to allow the FS to continue to carry out its mandate as the Games move into the delivery phase.

Based on performance measurement and the extent to which the Federal investment and activities are advancing the stated objectives of the Government of Canada and fulfilling its expected results, improvements are required to ensure that performance and risk management information is collected in a timely manner and that the FS will be equipped to fulfill its horizontal reporting obligations on behalf of the Government.

The results of this study highlight some of the challenges associated with any horizontal initiative, in particular one as complex and high profile as the staging of the 2010 Winter Games. By definition, it requires a matrix organizational structure with no one party having absolute control over the entire initiative. It is an inherent risk associated with this type of initiative that highlights the importance of identifying risks, appropriate mitigation strategies and follow-up that can be escalated to the highest decision-making level available where necessary. Within the Government of Canada, the responsibility is with the DM Committee and the Minister for the Pacific Gateway and the Vancouver-Whistler Olympics. The organization designated with coordination responsibility – the Federal Secretariat at PCH – has a key role to play in highlighting key risks and escalating them through the decision making process to get them properly addressed.

Based on the data collected for this study, there is limited evidence that all of the necessary stakeholders have been appropriately engaged in the risk identification and monitoring processes to date. If not addressed, this could have serious implications on the staging of the 2010 Winter Games.

#### **3.1 Design, Delivery and Governance**

The overall design of the FS is appropriate for its role. The Secretariat uses a range of tools, structures and mechanisms such as the FFC and other multi-partner mechanisms, business plans and risk assessments, to coordinate the federal government's involvement in the 2010 Winter Games. It built on the lessons learned by the IOC and the hosting committees of previous Games and this served to reduce the risk of overlooking key activities that support successful Games of this magnitude. It also established an appropriate culture of values and ethics to support its management control framework. The tools, structures and mechanisms the FS has put in place were seen as being effective for information sharing and planning, and avoiding overlap and duplication. While these mechanisms have served the FS well to date, several should be strengthened. The lack of an overall Games calendar to reflect critical federal government activities, for example, has created a risk that key dates could be overlooked or missed.

The FS has taken reasonable measures to establish accountabilities and performance expectations. However, performance measurement focuses on whether an activity has been completed or not, and delays in reporting places the FS at risk of not being able to identify soon enough if performance will fall short of objectives. As such, required corrective actions may not be implemented soon enough, if at all.

The FS set up its own operations in compliance with laws, regulations and policies, and carried out its internal operations in a manner consistent with the established legislative and policy framework guiding the administrative practices of the federal government. The FS has also implemented reasonable measures to ensure VANOC and other partners are in compliance with legislative and policy obligations. PCH's requests to VANOC are consistent with the requirements of the June 2000 TBS *Policy on Transfer Payments*.

Generally, the FS has effectively carried out its coordination responsibilities with respect to central agencies and as pathfinder for departments/agencies involved by facilitating the sharing of information and ongoing communication amongst all stakeholders. This role is viewed as one of its greatest strengths.

From a governance perspective, the FFC sets out a planned committee structure (DM Committee, ADM-level RWG and Issue Clusters in 12 different areas) that is the primary mechanism for promoting integrated and vertical management and associated decision-making in delivering essential federal government services to the Games. The work of these committees is to lead to interdepartmental programs and policy proposals, which will be put before Ministers. The Framework has been implemented although no Terms of Reference for the DM or the RWG committees have been created. At the time of writing this report, the DM Committee had not met since early 2005, and the RWG had been inactive in 2006 but had met three times in 2007. Moreover, in December 2007, it was recognized that a structure somewhat different from the current Issue Clusters may be more appropriate as the 2010 Winter Games' stakeholders move to the Games Delivery Phase. The study therefore pointed to the need for more clearly defined roles and responsibilities for these committees. Also, any new structure implemented should include an appropriate horizontal decision-making mechanism supported by an issue resolution mechanism, and well-defined roles and responsibilities documented for each participant in the process that will be well understood by everyone. The Games are a very high profile event occurring within a specific timeframe. Without this clarity, it would be very easy for something to be overlooked.

Finally, the FS has been presented with limited opportunities to enhance Canada's domestic and international profile. It has however been effective in taking advantage of those limited opportunities.

## 3.2 Risk and Performance Measurement Systems

The RMAF/RBAF is being implemented by the FS and EFS departments and agencies. However, since many of the indicators involve data collection during or after the Games, it is difficult to assess the effectiveness of the data collection systems. The results reported to date by the FS and EFS departments/agencies are not necessarily aligned with the RMAF/RBAF indicators, creating variability in the completeness of the performance information available. Further, while the risks associated with data collection were identified in the RMAF/RBAF, there was no evidence found that specific strategies were developed and implemented to address these risks. As a result, there is a risk that management does not have the performance information it needs on an ongoing basis to properly manage the federal government's involvement in the 2010 Winter Games, making it difficult to evaluate after the Games whether Canada has reaped the intended benefits.

The integrated RMAF/RBAF is the key vehicle used by the FS for communicating risk and control information amongst all federal stakeholders in the Games, and key risk areas are identified along with strategies for managing the risk. It was not possible to determine the role played by program management responsible for the delivery of each department and agency's commitment, in the identification of risk and mitigation strategies. These managers must take explicit ownership of the risks. One way to achieve this would be to have the RMAF/RBAF approved by the RWG or the DM Committee.

The lack of formal reporting (e.g. at least quarterly) on the status of mitigation efforts also creates a significant risk as senior decision-makers may not know in a timely fashion if planned actions are effective or not, and if additional actions are required to mitigate potential risks. Limited information on whether the planned mitigation mechanisms were working as intended could only be determined by comparing different versions of the risk profile and planned mitigation efforts. Some appear to be reducing risk to a level determined by management to be acceptable whereas others do not appear to have achieved the desired level of risk reduction or the evidence is inconclusive.

## 3.3 Results of the Federal Secretariat

The expected results for the Games identified in the RMAF/RBAF reflect the results of the federal government's involvement in the Games, as realized by all of the departments and agencies involved. Given that the FS outcomes are intricately meshed with those, it is difficult to assess the direct contribution of the FS to these results. However, the findings are positive, overall, with the FS carrying out its responsibilities in an effective manner although adjustments are required as it moves into the delivery phase of the Games.

The FS has played its role in ensuring that appropriate federal funds are available for capital projects and that these projects are on budget and on time. It has also, not contributed to any negative unexpected or unwanted outcomes.

The strong working relationships that the FS has developed with all the parties involved in Canada's delivery of the 2010 Winter Games has contributed to the FS' success to date. The

sheer enormity of the federal government's planning and coordination function, the ability to staff positions on a timely basis, the complexities associated with horizontal management, and the lengthy decision-making process were seen as the key ongoing challenges with the potential to impact the FS' ability to fulfill its role.

## 4. Recommendations, Management Response and Action Plan

The recommendations from this report have been summarized below in four key areas.

It is recommended that the DG, 2010 Olympic and Paralympic Winter Games Federal Secretariat,

### Design and Delivery

- 1. Bring forward a recommendation to the RWG or DM Steering Committee that the RMAF/RBAF Implementation Team membership be reviewed to include members having line responsibility (program managers) for the key activities that need to be managed; and ensure that the roles, responsibilities and authorities for all federal government Games decision-makers are documented and communicated to all partners and stakeholders.**

### **Management Response - Accepted**

Management recognizes the importance of including members with line responsibility in monitoring and reporting activities. The Secretariat has reviewed the existing Implementation Team membership and noted the predominance of audit and evaluation staff.

To address the first part of the recommendation, and in order to avoid duplication of efforts across working level committees, the Secretariat will closely involve Essential Federal Services (EFS) Committee members with line responsibility in ongoing monitoring and reporting activities led by the RMAF/RBAF Implementation Team. As an alternative control measure, the Secretariat will require that the EFS Committee sign-off on on-going revisions to the 2010 RMAF/RBAF and related reports such as the Internal RMAF/RBAF Status Report, thereby acknowledging ownership of results.

The Secretariat has already used this approach earlier this year. For example, EFS Committee members were fully involved in the recent validation exercise and subsequent revisions to RMAF/RBAF components such as the Performance Measurement Strategy (performance indicators, risk indicators, and performance targets). They were also involved in validating and approving the internal 2007-2008 RMAF/RBAF Status report.

The Representative Working Group (RWG) established the EFS Committee in April 2007 to facilitate effective operational level communication, messaging and information sharing between federal departments/agencies and the Vancouver Organizing Committee for the 2010 Winter Games. The Secretariat will therefore adjust existing monitoring and reporting processes and formalize the interaction between the two groups. The revised approach will be presented at the RMAF/RBAF Implementation Team session to be held in September 2008, and at the next meeting of the RWG to be held on October 21, 2008.

To address the second part of the recommendation, the Secretariat will ensure that ongoing access to information on roles and responsibilities is provided, for example, through numerous communication channels that include an inter-departmental extranet and ongoing correspondence with its partners and stakeholders.

### **Implementation Schedule:**

To be completed by December 31, 2008

## **2. Synchronize the coordination activities with the VANOC Games calendar to reflect critical federal government deadlines.**

### **Management Response Accepted**

The Secretariat is directly involved in facilitating coordination efforts between departments and VANOC. The Secretariat's support of departments and agencies well precedes the establishment of numerous integration mechanisms including the VANOC Government Service Integration (GSI) and the Government Operations Steering Team (GOST) (established 2007) and the Partners Coordinating Committee.

In addition, the Secretariat took the following steps to increase coordination efforts with VANOC for Games preparation and schedule.

- Implementation of a 2010 Games Calendar as part of a larger information and knowledge management system used by the 2010 FS to synchronize coordination activities with VANOC.
- Weekly meetings between the 2010 FS and VANOC Government Services Integration (GSI) since the fall of 2006.
- In close collaboration with VANOC, helped initiate the creation of the Government Operations Steering Team (GOST) in 2007 and participated in monthly GOST meetings with VANOC, BC government, and cities of Vancouver, Whistler and Richmond; regular email updates through GOST including monthly distribution of VANOC's Games calendar since the fall of 2006.
- In September 2007, EFS departments received a copy of VANOC's Games calendar through the EFS Committee, and were given a briefing and the opportunity to share their critical dates with VANOC and to provide feedback on VANOC's dates.
- The Chairperson of the EFS Committee (Director, Integrated Federal Services, 2010 FS) sits on GOST as well as in weekly Senior Partners Coordination meetings and weekly GSI meetings.

Although the Secretariat plays a significant coordination role, the ultimate responsibility for synchronizing activities lies with each collaborating federal department and agency. The alignment of schedules between VANOC and government partners has proven to be a complex undertaking, due to the high number of participants. However, departments and agencies have found an efficient and effective way of using the VANOC Games calendar by aligning their specific areas of responsibilities with a corresponding function at VANOC. This



functional/operational focus ensures that the calendar is current and relevant to government partners.

### **Implementation Schedule:**

Ongoing

### Governance

- 3. Draft DM Committee Terms of Reference that will appropriately reflect its responsibilities, as described in the Framework for Federal Coordination, and transmit the document, through the DM of Canadian Heritage, to the Minister for the Pacific Gateway and the Vancouver-Whistler Olympics for approval; and ensure that any new decision-making structure implemented for the Government of Canada's involvement in the Games' delivery is approved by the DM Committee.**

### **Management Response – Accepted**

The FS will provide an update to the DM Committee and the RWG on its governance structure, the Federal Framework for Coordination (FFC), at upcoming meetings. The update will include Terms of Reference to further detail the DM Committee's purpose, mandate and structure.

The Secretariat will also provide an update on the recently set-up PCH 2010 Committee. This intra-departmental committee oversees a number of significant Games investments including the Torch Relay, Opening Ceremonies and Live Sites that fall under PCH purview. Chaired by the Associate Deputy Minister with support from the Deputy Minister, the committee fosters horizontality within PCH.

The DM Committee provides strategic, broad-based direction to ensure a "whole of government" response to the 2010 Winter Games. As such, any new proposed decision-making structures will be provided to the DM Committee for review and approval.

### **Implementation Schedule:**

To be completed by March 31, 2009

### Risk and Mitigation

- 4. In consultation with the RMAF/RBAF Implementation Team, develop a plan for mitigating all of the identified data collection risks; seek confirmation that the staff with the responsibility for mitigating risks associated with the Games in other federal departments concur with the adequacy of the planned actions and are committed to carrying out these actions; and explore options for explicitly involving the senior managers of government departments and agencies with responsibility for identifying and mitigating the risks associated with the Federal government's involvement in the 2010 Winter Games, and implement the option deemed most practical.**

## **Management Response – Accepted**

The RMAF/RBAF Implementation Team will review the data collection risks and develop a comprehensive mitigation strategy aimed at securing reliable, timely and evidence-based information to facilitate comprehensive reporting on the fulfillment of the Government of Canada 2010 Winter Games mandate. This mitigation strategy will be included in the next version of the 2010 RMAF/RBAF (Version 3) to be released by December 2008.

As Chair of the inter-departmental RMAF/RBAF Implementation Team, the 2010 Federal Secretariat will engage federal departments and agencies in a review of proposed mitigation strategies at the next RMAF/RBAF Implementation Team Session to be held in/on (depending on your answer to the comment) September 2008, allowing the opportunity to adjust planned actions, where necessary. Interdepartmental commitment to the mitigation strategies will be obtained via formal approval of the 2010 RMAF/RBAF (Version 3) by risk owners and key stakeholders including the RMAF/RBAF Implementation Team, EFS Committee and RWG.

The Secretariat recognizes the importance of including senior managers in risk mitigation efforts and will explore options to ensure their involvement. One such option will be to leverage the existing EFS Committee by seeking their feedback, input and validation on risk mitigation strategies and by asking its members to obtain formal senior management approval at the appropriate decision-making level. The timing for this action is September to October 2008. This approach will add further accountability on risk mitigation strategies.

### **Implementation Schedule:**

To be completed by December 31 2008.

- 5. Prepare a report on the specific actions taken to mitigate identified risks and the adequacy of these actions, for review by the RWG and approval by the DM Committee. Once approved, the RWG should monitor the implementation and effectiveness of the risk mitigation strategies.**

## **Management Response - Accepted**

The 2010 Federal Secretariat has drafted a report for 2007-2008 that includes a status on risk mitigation. This report will be presented to the RMAF/RBAF Implementation Team in September 2008. The report will then be presented to the RWG in the fourth fiscal quarter (January, February, March) 2009 for approval.

Although none of the identified risks materialized to become issues, the report details what strategies were applied to mitigate each risk. Due to the initiative's high materiality, complex nature and degree of public visibility, the 2010 FS will continue to prepare Risk Summary reports up to and during the Games. More specifically, it will prepare a formal risk summary defining each risk, its impact and proposed mitigation strategy. It will also provide regular status updates to the RWG on the effectiveness of the mitigation strategies, until the risk has been resolved. In addition, the Secretariat will promptly inform the DM Committee, through the RWG, of any anticipated risks that could materialize despite the mitigation strategies in place.

### **Implementation Schedule:**

Ongoing

#### Performance Measurement and Reporting

- 6. Develop a range of indicators to better monitor the extent of the progress in completing activities, and ensure that all EFS departments/agencies also identify or define performance indicators in a timely manner and provide this information to the FS; and implement a formal reporting process whereby information is collected at least on a quarterly basis for all risk owners on the status of planned mitigation efforts as well as more timely reporting processes to support management decision-making.**

### **Management Response - Accepted**

The FS has initiated a validation in FY 2007-2008 of existing indicators to ensure comprehensive monitoring and reporting. More specifically, it has developed a comprehensive suite of performance indicators to monitor progress toward strategic outcomes, with quarterly and annual reporting.

The Secretariat has also supported the RMAF/RBAF Implementation Team in the validation of performance and risk indicators for each EFS department and agency. The revised indicators and any subsequent releases of the RMAF/RBAF will be shared across interdepartmental fora such as the EFS Committee and Issue Clusters to ensure adequate flow of information, as well as timely monitoring and reporting.

The FS has developed and implemented a formal tracking and reporting system for risk management and mitigation strategies, with quarterly reporting on status of the planned efforts. The Secretariat is also working with the RMAF/RBAF Implementation Team to track, monitor and communicate risks to management and senior decision-makers. This process will be enhanced by an increase in the reporting frequency that will require quarterly risk updates from all risk owners.

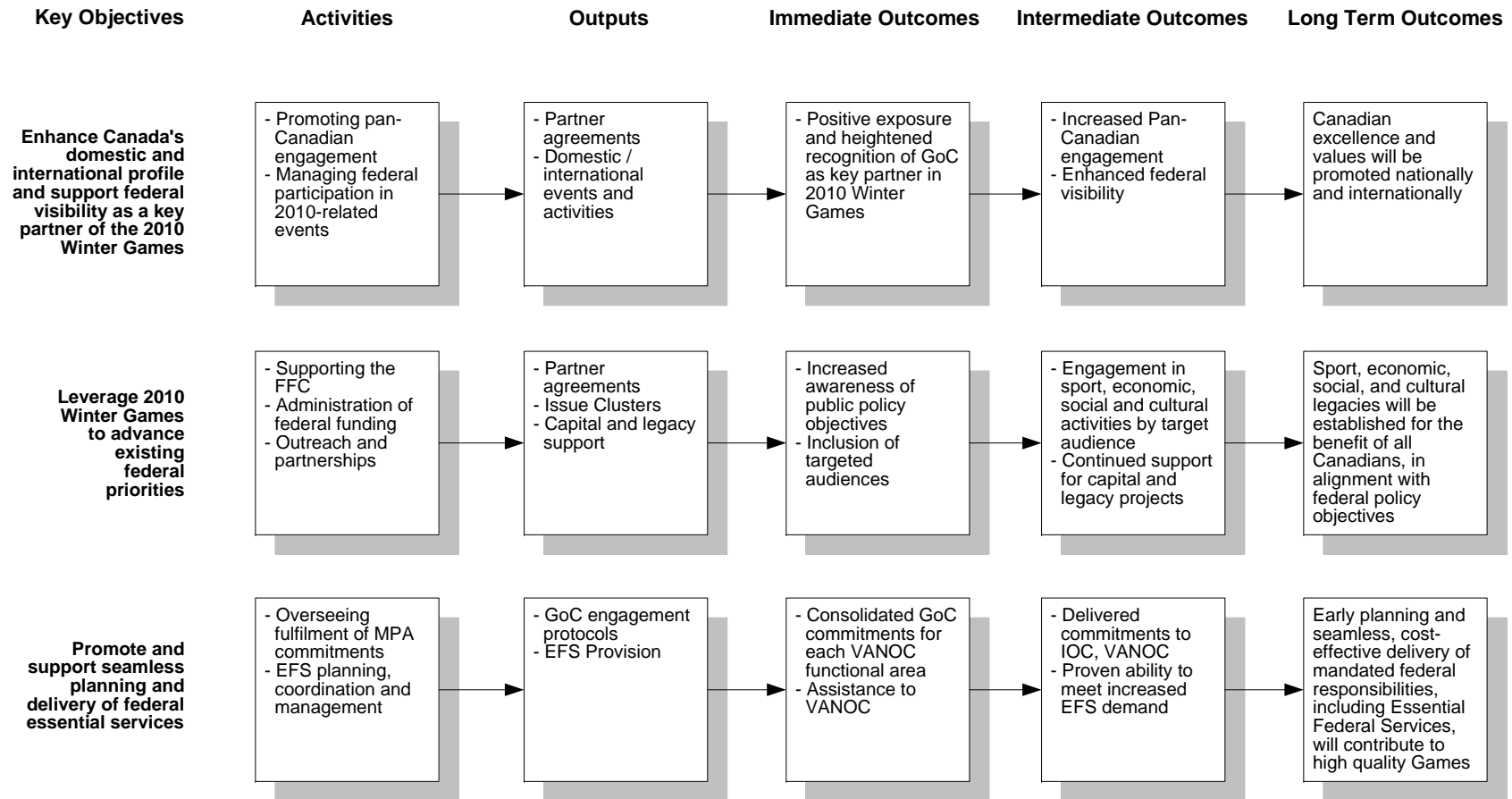
The FS has well-established quarterly management meetings to review and assess key activities that contribute to the fulfillment of strategic outcomes and their inherent risks. It will however establish a more formal reporting process to allow federal departments/agencies participating in the 2010 RMAF/RBAF Implementation Team to provide management with more timely performance and risk information in support of the current process. The FS will also increase the inter-departmental reporting frequency as of September 2008 to ensure that management has access to decision-making information in a timely manner.

### **Implementation Schedule:**

Ongoing

# Annex A – Logic Model

## 2010 WINTER OLYMPIC AND PARALYMPIC GAMES LOGIC MODEL



## Annex B – Evaluation Issues, Questions, Indicators and Sources

Issues and Questions	Evaluation Indicators	Document, File and Data Review	Interviews			
			2010 Federal Secretariat	Other Federal Departments and Agencies	Multi-Party Partners	Other Stakeholders
<b>Issue: Design, Delivery and Governance</b>						
1. Are there tools in place to ensure effective coordination?	Horizontal governance structures developed and implemented	X				
	Number and type of mechanisms established to facilitate collaboration and dialogue	X				
	Evidence of knowledge sharing, capturing of lessons learned	X				
	Number and type of tools created	X	X			
	Stakeholder satisfaction of tools			X	X	X
	Stakeholder participation in planning activities	X	X	X	X	X
2. Are VANOC and other federal departments able to use the Secretariat as a pathfinder for their federal needs?	Use of the FS		X	X	X	X
	Use of the FS as a pathfinder by other federal departments to respond to other partners/stakeholders		X	X	X	
3. How effective is the Secretariat in providing leadership across federal departments and agencies to advance Games planning and organization?	Effectiveness of Issue Clusters as mechanism for identifying strategic opportunities	X	X	X		
	Commitment to MPA by all stakeholders	X	X		X	
	Obligations under the MPA are fulfilled	X	X		X	
	Use of the FFC	X	X	X		

Issues and Questions	Evaluation Indicators	Document, File and Data Review	Interviews			
			2010 Federal Secretariat	Other Federal Departments and Agencies	Multi-Party Partners	Other Stakeholders
4. How effective is the Secretariat in ensuring VANOC and other partners' compliance with legislative and policy obligations?	Number and type of measures developed to ensure compliance	X	X			
	Strategic environmental assessments conducted for venue construction	X				
	Official languages compliance and promotion by VANOC	X				
	Mechanisms in place to respect GoC commitment for sustainable legacies	X	X	X	X	
	Number and type of facilities built	X				
	Program dollars allocated toward legacies	X				
5. How has the FS enhanced Canada's domestic and international profile?	Participation and visibility in 2006 Torino Winter Games, Canadian Olympia, 2008 Beijing Summer Games	X	X			
	Number of agreements/strategies with hosting partners, provinces/territories and international entities	X	X			
	Horizontal Communications Strategy produced	X	X	8		
	Number of international site visits and federally supported international visits/events related to 2010 Games (e.g. Torino, Beijing)	X	X			
	Number of time 2010 FS participates in/hosts international visits/events	X	X			
<b>Issue: Risk and Performance Measurement Systems</b>						
6. Is the RMAF/RBAF being implemented effectively and is it supported by effective data collection systems?	Progress made toward implementing performance measurement strategy identified in HRMAF	X	X	X	X	
	Data collection strategies documented	X				

Issues and Questions	Evaluation Indicators	Document, File and Data Review	Interviews			
			2010 Federal Secretariat	Other Federal Departments and Agencies	Multi-Party Partners	Other Stakeholders
	Clear roles and responsibilities for data collection and reporting	X	X	X	X	
	Ongoing assessment of relevance and quality of performance data gathered		X	X	X	
	Evidence of use of performance information in planning and decision making	X	X	X	X	
<b>Issue: Results</b>						
7. Were there any unexpected outcomes?	Incidence of unintended impacts		X	X	X	X
8. What have been the barriers and facilitators to success?	Identified barriers and facilitators		X	X	X	
9. Is the initiative on track to realize its intermediate outcomes?	Early evidence of accomplishments in relation to intermediate outcomes		X	X	X	

## Annex C – Standard Audit Criteria

The following standard audit criteria were established to address the study questions for each key study issue.

Standard Audit Criteria		Tests Conducted	Findings	Conclusion <sup>8</sup>
<b>Issue: Design, Delivery and Governance</b>				
<i>Question 1 - Are there tools in place to ensure effective coordination?</i>				
Criterion 1	The Federal Secretariat (FS) promotes appropriate ethics and values within the organization.	<ul style="list-style-type: none"> <li>Discussed with DG and Directors the mechanisms they have utilized to promote ethics and values with the organization and what mechanisms have been put in place for the disclosure of wrongdoing.</li> <li>Discussed with staff in the FS the mechanisms utilized to promote ethics and values within the organization. Asked them to assess the FS performance against PS values and ethics.</li> <li>Looked for documentary evidence of the promotions of ethics and values (e.g. posters on the wall, regular agenda item in a staff meeting, orientation material, customized values statement and ethical guidelines for the FS, etc.)</li> </ul>	Positive steps have been taken to promote appropriate ethics and values within the organization.	CM

<sup>8</sup> CM: Criterion Met  
CNM: Criterion Not Met  
CME: Criterion Met with Exception



Standard Audit Criteria		Tests Conducted	Findings	Conclusion <sup>8</sup>
Criterion 2	The FS ensures effective organizational performance management and accountability.	<ul style="list-style-type: none"> <li>Discussed with DG and Directors what mechanisms have been put in place for performance management and accountability, what authorities have been delegated (financial, hiring, supervisory).</li> <li>Reviewed position descriptions to confirm that accountabilities have been described and they correspond with what was described by the DG and Directors. Confirmed also that accountabilities are aligned with FS strategic outcomes.</li> <li>Obtained copies of FS planning documents (e.g. RMAF, business plan, annual budgets) and copies of any reports against these plans. Confirmed that performance measures have been collected and follow-up action taken on major variances.</li> </ul>	Performance expectations have been established at the individual and organizational level for the FS. Performance measures focus on whether an activity has been completed or not. Little qualitative and quantitative information has been collected on the extent to which the activities have helped the FS achieve its objectives.	CME
Criterion 3	The FS effectively communicates risk and control information to appropriate areas.	<ul style="list-style-type: none"> <li>Discussed with DG and Directors what mechanisms are in place to communicate risk and control information with FS; to provide training to staff on risk management; and how external stakeholders are engaged in assessing applicable risk</li> <li>Obtained copy of risk profile for FS/PCH</li> <li>Obtained minutes of meetings of DM Committee and RWG where risk profile is reviewed and updated. Determined if risk owners been identified, if there is evidence that specific action is being taken and if key risks have been adequately mitigated</li> </ul>	Risk and control information is communicated to all of the federal stakeholders through the integrated RMAF/RBAF. Risk owners are only identified in documents internal to the FS and there was no evidence that the owners were committed to implement the identified strategy. There was also no formal structure in place for relating effectiveness of actions taken to reduction of likelihood or impact of risk.	CME
Criterion 4	The information used for decision-making and reporting is timely, relevant and reliable.	<ul style="list-style-type: none"> <li>Discussed with DG and Directors the types of information they need to use for decision-making (e.g. risk management, financial, HR, program performance). Determined if there is any additional information that they would like to have</li> <li>Asked person who prepares reports explain process, sources of information. Verified on a sample basis the accuracy of individual line items where manual processes are used to create the report.</li> <li>Considered how long it takes to obtain the report. Assessed whether or not it is timely enough for the types of decisions that have to be made.</li> </ul>	The information used for day-to-day decision-making purposes within the FS is generally timely and relevant. Gaps exist in the available risk and performance information	CME

Standard Audit Criteria		Tests Conducted	Findings	Conclusion <sup>8</sup>
Criterion 5	The FS leads and manages effectively its coordination role.	<ul style="list-style-type: none"> <li>Discussed with DG and Directors the measures they are taking in carrying out their coordination role for Vancouver 2010</li> <li>Reviewed the Framework for Federal Coordination to determine what mechanisms should be in place</li> <li>Looked for memos, meeting minutes, emails, etc. that demonstrate that the required elements have been implemented.</li> </ul>	The FS has been very active in its coordination role and in implementing the planned committee structure. Synchronization with the VANOC Games calendar to reflect critical federal government dates was seen as a way of minimizing the likelihood or overlooking or missing key dates.	CME
Criterion 6	The FS established the roles and responsibilities for each participant in order to accomplish its role of coordination	<ul style="list-style-type: none"> <li>Confirmed that a written description of the roles and responsibilities for each participant in delivering the 2010 Olympic Games exists. Reviewed contribution agreement with recipient, Terms of Reference for DM Committee, RWG, Partners' Committee, Government Operations Steering Team, Issue Clusters, etc.</li> </ul>	Roles and responsibilities have not been formalized for some the two most senior committees within the federal government (DM Committee and RWG). A new structure was under review in December 2007.	CME
Criterion 7	Role of central agencies vis-à-vis the FS.	<ul style="list-style-type: none"> <li>Discussed with DG what roles the central agencies (TBS, Public Service Commission, PCO, etc.) may have with FS that are above and beyond what exists for any program and asked about actions being taken to ensure that the additional requirements are being met; about challenges in meeting the requirements of central agencies</li> <li>Looked for documentary evidence to confirm the described role of the central agencies (e.g. Agreements, TB Submission, correspondence, reports, etc.)</li> </ul>	The FS has carried out its role with respect to central agencies.	CM
<b>Question 2: Are VANOC and other federal departments able to use the Secretariat as a pathfinder for their federal needs?</b>				
Criterion 1	Mechanisms are in place to support the sharing of information and ongoing communication.	<ul style="list-style-type: none"> <li>Discussed with DG and Directors how VANOC and other federal departments use the Secretariat to access their federal needs and what processes and mechanisms have been put in place to facilitate this</li> <li>Discussed with VANOC and other federal departments the extent to which the FS acts as a pathfinder for federal needs and asked about opportunities for improving the service</li> <li>Looked for documentary evidence showing how the FS shares information and communicates on a regular basis with VANOC and other federal departments and facilitates access.</li> </ul>	The FS has effectively carried out its pathfinder role and has facilitated the sharing of information and ongoing communication	CM

Standard Audit Criteria		Tests Conducted	Findings	Conclusion <sup>8</sup>
<b><i>Question 3: How effective is the Secretariat in providing leadership across federal departments and agencies to advance Games planning and organization?</i></b>				
Criterion 1	Reliability and integrity of financial and operational information.	<ul style="list-style-type: none"> <li>Discussed with DG and Directors if they have any concerns with the reliability and integrity of the financial and operational reports that they use</li> <li>Looked at the extent of budgetary lapses and reprofiling.</li> </ul>	FS financial and operational information is reliable.	CM
Criterion 2	Effectiveness and efficiency of operations	<ul style="list-style-type: none"> <li>Discussed with DG and Directors the governance structure that has been put in place. Confirmed understanding of the structure. Asked about possible changes in the structure.</li> <li>Discussed with DG and Directors how well the Issue Clusters have worked in ensuring cooperation among departments and agencies in the delivery of essential federal services and in identifying strategic program and policy initiatives and how well recommendations move from this group through the RWG to the DM Committee</li> </ul>	The initial FFC structure was appropriate for horizontal orientation at the outset but a streamlined decision making process is seen as being needed going forward. A review of the existing mandates, membership and format was underway as of December 2007.	CM
Criterion 3	Safeguarding of assets	<ul style="list-style-type: none"> <li>Discussed with DG and Directors key processes for safeguarding financial resources and information. Asked how annual detailed budgets are established and monitored; how they select contractors when used; how information (both paper and electronic) is filed and stored; what types of central files have been established</li> <li>Looked for documentary evidence to support the description provided (e.g. regular budgetary reports, annual expenditures are within established budgets, requirements of the Contracting Policy are respected, standard file codes).</li> </ul>	Expected elements for safeguarding of assets have been implemented.	CME

Standard Audit Criteria		Tests Conducted	Findings	Conclusion <sup>8</sup>
Criterion 4	Compliance with laws, regulations, policies and contracts	<ul style="list-style-type: none"> <li>• Discussed with DG and Directors how they ensure that the FS is in compliance with key laws, regulations, policies and contracts</li> <li>• Tested for Section 32 requirement that funding commitments resulting from individual agreements do not exceed Program budget/funds. For each grant/contribution agreement obtained the following                             <ul style="list-style-type: none"> <li>○ Evidence of due diligence in S. 32 approval that funds are available</li> <li>○ Evidence of authority to sign for S. 32</li> <li>○ Evidence of completed APF, RAF and funding request</li> </ul> </li> <li>• Tested that payments are processed in accordance with FAA requirements (S.34) to ensure funding is used for the purposes agreed and any money owed to the government is collected</li> <li>• For a dollar unit sample of 15 payments (including at least one payment of the 2010 Games Operating Trust and one payment to the Four Host First Nations Society) obtained evidence that the payment conditions have been met and of authority to sign for S. 34</li> </ul>	Compliance found with laws, regulations, policies and contracts	CM
Criterion 5	Roles and responsibilities are clearly identified, documented and communicated	<ul style="list-style-type: none"> <li>• Discussed with DG and Directors how roles and responsibilities of other federal departments and agencies are communicated. Asked them to describe the key roles for the different parties</li> <li>• Reviewed Framework for Federal Coordination and Multi-Party Agreement. Assessed how clearly roles and responsibilities are identified. Assessed if the descriptions correspond with the understanding of the DG and Directors</li> </ul>	Roles and responsibilities have been identified, documented and communicated for some of the planned elements of the FFC. Senior level (DM Committee and RWG) committees do not have Terms of Reference	CME

Standard Audit Criteria		Tests Conducted	Findings	Conclusion <sup>8</sup>
<b>Question 4: How effective is the Secretariat in ensuring VANOC and other partners' compliance with legislative and policy obligations?</b>				
Criterion 1	Compliance with laws, regulations, policies and contracts	<ul style="list-style-type: none"> <li>Discussed with DG and Directors the measures that are in place to ensure that VANOC and other partners are in compliance with legislative and policy obligations.</li> <li>Reviewed the agreement with VANOC to determine exactly what legislative and policy obligations are mandated by the agreement.</li> <li>Reviewed the recent recipient audit of VANOC to determine if specific examples of non-compliance were identified. If so, asked FS what action is planned to improve VANOC and other partners' compliance</li> </ul>	The FS has implemented reasonable measures to ensure VANOC and other partners' compliance with legislative and policy obligations.	CM
<b>Issue: Risk and Performance Measurement Systems</b>				
<b>Question 6: Is the RMAF/RBAF being implemented effectively and is it supported by effective data collection systems?</b>				
Criterion 1	Risk arising from business strategies and activities are identified and prioritized.	<ul style="list-style-type: none"> <li>Reviewed RBAF and confirm that the risks arising from business strategies and activities are outlined in it.</li> <li>Discussed with DG and Directors how often these risks are reviewed and prioritized for action. Asked if anything has occurred since the risks were last identified that might have resulted in some new risks</li> <li>Looked for documentary evidence that demonstrates that risks have been prioritized.</li> </ul>	Horizontal risks have been identified and prioritized based on likelihood of occurrence and/or impact if it occurred. Risk ownership is not clearly identified in the RMAF/RBAF and it is not clear how involved the risk owners were in the identification of the risk and mitigation strategies.	CME
Criterion 2	The level of risk acceptable to the FS, including the acceptance of risks designed to accomplish the FS strategic plans, have been determined.	<ul style="list-style-type: none"> <li>Reviewed the RBAF and confirmed that the level of risk acceptable to the FS has been identified.</li> <li>Discussed with DG and Directors how often the prioritization is reviewed and if there anything that has occurred since the RBAF was prepared that would cause a reassessment of the acceptability of the risks identified to date.</li> <li>Looked for evidence that the RMAF/RBAF is reassessed and updated, if required.</li> <li>Looked for documentary evidence showing that the level of risk acceptable to the FS has been documented.</li> </ul>	Residual risks after mitigation strategies are implemented have been identified.	CM

Standard Audit Criteria		Tests Conducted	Findings	Conclusion <sup>8</sup>
Criterion 3	Risk mitigation activities are designed and implemented to reduce, or otherwise manage, risk at levels that were determined to be acceptable to management.	<ul style="list-style-type: none"> <li>Reviewed RBAF and/or any updated risk assessment to determine what the planned management action was to mitigate identified risks.</li> <li>Developed tests to determine whether the planned mitigation mechanisms are in place and are working as intended.</li> </ul>	Risk mitigation activities are designed but the RMAF/RBAF does not identify parties responsible for implementation. Some mitigation measures have been implemented that reduce risk to a level determined by management to be acceptable whereas others that were implemented do not appear to have achieved the desired level of risk reduction or the evidence is inconclusive.	CME
Criterion 4	Data collection risks have been identified and mitigation strategies are in place to ensure quality data	<ul style="list-style-type: none"> <li>Reviewed RMAF/RBAF to determine what data collection risks have been identified and planned mitigation strategies.</li> <li>Discussed with DG and Directors what data collection risks they can envisage for the collection of performance data.</li> <li>Developed tests to determine whether the planned mitigation mechanisms are in place and working as intended.</li> </ul>	Data collection risks were identified in the integrated RMAF/RBAF. No formal mitigation strategies have been documented to address these risks.	CNM
Criterion 5	Ongoing monitoring activities are conducted to periodically reassess risk and effectiveness of controls to manage risk	<ul style="list-style-type: none"> <li>Discussed with DG and Directors what processes they use to periodically reassess risk and the effectiveness of the controls used to manage risk.</li> <li>Looked for documentary evidence that this occurs – could be in the form of update risk assessment, meeting notes, etc.</li> </ul>	Formal ongoing monitoring does not exist other than what is done by the RMAF/RBAF Implementation Team. The reassessment of risk occurs at best every six months. In the lead up to the Games more frequent assessment will probably be required. The activity should involve more senior decision makers than the RMAF/RBAF Implementation Team.	CNM

## Annex D – Interview Guides

### Federal Secretariat Interview Guide

#### Introduction:

As the interviews will have been scheduled ahead of time, there should be limited need to fully explain the study. However, introduce yourself, ask the interviewee if he/she has any questions before you begin. Also, explain to the interviewee that since we are interviewing a wide range of people, some of the questions may not apply to him/her.

1. What is your area of responsibility within the 2010 Federal Secretariat? What aspects of FS coordination are you involved in or responsible for? Which planning and coordination mechanisms does this involve?
2. In order to appropriately deal with all planning and decision-making activities associated with the Government of Canada's involvement in the 2010 Games, it is our understanding that there are three key mechanisms: VANOC's Government Operating Steering Committee (GOST), the Partners' Coordinating Committee, and the Framework for Federal Coordination (which includes the DM Committee, the Representatives Working Groups and 12 Issue Clusters).
  - a. Are you familiar/involved with these mechanisms?
  - b. In your opinion, how effective are these mechanisms for planning? Please use a scale of 1 to 10 where 1 means not at all effective and 10 means extremely effective.
  - c. How effective are they for ensuring that duplication/overlapping is avoided? (1 to 10 scale)
  - d. What are the strengths and weaknesses of these mechanisms?
3. Canadian Heritage has put in place 12 Issue Clusters to help advance Games planning and organization across federal departments. Are you involved in any of the following Issue Clusters:
  - a. **Culture and Diversity?** If yes, how effective is this group as a mechanism for identifying strategic opportunities regarding cultural and diversity issues related to the Games? (1 to 10 scale) What has been accomplished by this cluster to date?
  - b. **Federal Communicators Network?** If yes, how effective is this group as a mechanism for identifying strategic opportunities related to the Games? (1 to 10 scale) What has been accomplished by this cluster to date?

- c. **Aboriginal Participation?** If yes, how effective is this group as a mechanism for identifying strategic opportunities in this regard related to the Games? (1 to 10 scale) What has been accomplished by this cluster to date?
  - d. **Economic Development?** If yes, how effective is this group as a mechanism for identifying strategic opportunities in this regard related to the Games? (1 to 10 scale) What has been accomplished by this cluster to date?
  - e. **Environment and Sustainability?** If yes, how effective is this group as a mechanism for identifying strategic opportunities in this regard related to the Games? (1 to 10 scale) What has been accomplished by this cluster to date?
  - f. **Infrastructure and Transportation?** If yes, how effective is this group as a mechanism for identifying strategic opportunities in this regard related to the Games? (1 to 10 scale) What has been accomplished by this cluster to date?
  - g. **Policing and Security?** If yes, how effective is this group as a mechanism for identifying strategic opportunities in this regard related to the Games? (1 to 10 scale) What has been accomplished by this cluster to date?
  - h. **Public Health and Safety?** If yes, how effective is this group as a mechanism for identifying strategic opportunities in this regard related to the Games? (1 to 10 scale) What has been accomplished by this cluster to date?
  - i. **Emergency Management?** If yes, how effective is this group as a mechanism for identifying strategic opportunities in this regard related to the Games? (1 to 10 scale) What has been accomplished by this cluster to date?
  - j. **Social Development?** If yes, how effective is this group as a mechanism for identifying strategic opportunities in this regard related to the Games? (1 to 10 scale) What has been accomplished by this cluster to date?
  - k. **International?** If yes, how effective is this group as a mechanism for identifying strategic opportunities in this regard related to the Games? (1 to 10 scale) What has been accomplished by this cluster to date?
  - l. **Official Language and Community Participation?** If yes, how effective is this group as a mechanism for identifying strategic opportunities in this regard related to the Games? (1 to 10 scale) What has been accomplished by this cluster to date?
4. The Government of Canada signed a Multi-Party Agreement (MPA) in November 2002 with VANOC, the Province of British Columbia, the City of Vancouver, the Resort Municipality of Whistler, the Canadian Olympic and Paralympic committees with respect



- to hosting the 2010 Winter Games. Which parties, if any, are you involved in dealing with any of these parties with respect to the MPA? If dealing with some parties:
- a. Do you think the various parties are equally committed to the MPA? Please explain what you base this on.
  - b. Do you feel that the obligations of the GoC outlined in the MPA are clearly understood and fulfilled? Please explain.
  - c. Do you believe that the other parties understand their obligations? Why do you say that? What has each party accomplished in terms of its obligations?
  - d. Are there any parties missing from the MPA to make it more effective? If yes, which one(s)? Please explain.
5. How effective do you think it is to have a Framework for Federal Coordination which includes three levels for coordination: the DM Committee, the Representatives Working Groups, and the 12 Issue Clusters? (1 to 10 scale) Does a framework of this nature affect the effectiveness and timeliness of the decision-making process, either positively or negatively? Are the roles and responsibilities at each level clear?
6. What types of mechanisms and tools have been created by the Secretariat to ensure effective coordination between the Secretariat, VANOC and the other MPA partners?
- a. Are these mechanisms and tools used by VANOC and the other MPA partners?
  - b. How?
  - c. How effective are these mechanisms and tools?
  - d. What would you improve about those tools?
  - e. What other mechanisms and tools, if any, are needed, particularly in the lead-up to the Games, as well as during the Games?
7. What types of mechanisms and tools have been created by the Secretariat to ensure effective coordination between VANOC, the other MPA partners and the 14 Essential Federal Services Departments and Agencies?
- a. Are these mechanisms and tools used?
  - b. How?
  - c. How effective are the mechanisms and tools?
  - d. What would you improve?
  - e. What other mechanisms and tools, if any, are needed, particularly in the lead-up to the Games, as well as during the Games?
8. Are the mechanisms and tools created by the Secretariat to ensure effective coordination between VANOC and the other MPA partners with the non-essential contributing federal departments and agencies different from those developed for essential departments and agencies?

- a. **If yes**, what types of mechanisms and tools have been developed? Are the mechanisms and tools used? How? How effective are they? What would you improve?
  - b. **If no**, are the mechanisms and tools equally effective for non-essential departments and agencies? Are they used? How? What other mechanisms and tools, if any, are needed, particularly in the lead-up to the Games, as well as during the Games?
9. In your opinion, are VANOC and the other MPA partners using the Secretariat as a pathfinder to all federal departments and agencies? Please elaborate with examples of how VANOC is/is not using the Secretariat as a pathfinder.
10. In your opinion, are federal departments and agencies using the Secretariat as a pathfinder for their needs? Are there departments/agencies making better use of the Secretariat than others? If yes, please elaborate. Are there departments/agencies not using the Secretariat as much as they should/could? If yes, please elaborate.
11. What mechanisms have been put in place to promote ethics and values within FS? What mechanisms have been put in place for the disclosure of wrongdoing? How would you assess the FS performance against PS values and ethics?
12. What measures have been developed by the Secretariat to ensure that VANOC and other partners are complying with their legislative and policy obligations? In your opinion, how effective are those measures? Could anything else be done by the Secretariat to ensure compliance?
13. What mechanisms have been put in place by the Secretariat and others regarding sustainable legacies? How effective are those mechanisms? Please explain.
14. What has the Federal Secretariat done to enhance Canada's domestic and international profile? **Probe for:**
  - a. Participation and visibility in 2006 Torino Winter Games, Cultural Olympiad, 2008 Beijing Summer Games
  - b. Agreements/strategies with hosting partners, provinces/territories and international entities
  - c. Horizontal communications strategy
  - d. International site visits, federally supported international visits/events related to 2010 Games
  - e. Secretariat participation in/hosting of international visits/events

15. The integrated RMAF/RBAF identified a series of performance measurement requirements for the Federal Secretariat, other departments/agencies and VANOC. What progress has been made toward implementing the performance measurement strategy outlined in the RMAF? **Probe for:**
  - a. Canadian Heritage
  - b. Other federal departments/agencies
  - c. VANOC
16. Do you think everyone understands their roles and responsibilities with regard to data collection and reporting?
17. In hindsight and based on how you've used the performance data collected, how would you assess the relevance of the performance data collected? What is your assessment of the quality of the data collected?
18. Have you used the performance information for planning purposes? Please explain. Have you used the performance information for decision-making purposes? Please explain.
19. The RMAF indicated that the timeframe for intermediate outcomes was 2006/07 to 2009/10. To date, what progress has been made towards the intermediate outcomes identified in the logic model? **Probe for:**
  - a. Increased Pan-Canadian engagement
  - b. Enhanced federal visibility in Canada and abroad
  - c. Target audience engagement in sport, economic, social and cultural activities
  - d. Existing programs and resources are leveraged
  - e. Ensuring sustainable legacies
  - f. Delivered commitments of IOC, VANOC and fulfillment of federal legislated obligations
  - g. Proven ability to meet increased demand for federal essential services
20. Have there been any unexpected outcomes, either positive or negative?
21. To date, what have been some of the barriers to the success of the Federal Secretariat and its achievement of outcomes? What about facilitators to success?

22. As the Games approach, do you have any key concerns about the Secretariat's ability to address the needs of various stakeholders? Please elaborate.
23. What would you improve about the Federal Secretariat? Any other role it should/could play to facilitate coordination and help improve the likelihood of success of the 2010 Games?
24. Do you have any other comments to make on the 2010 Federal Secretariat?

**Thank you very much for your time and cooperation!**

## Other Federal Departments and Agencies Interview Guide

### Introduction:

As the interviews will have been scheduled ahead of time, there should be limited need to fully explain the study. However, introduce yourself, ask the interviewee if he/she has any questions before you begin. Also, explain to the interviewee that since we are interviewing a wide range of people, some of the questions may not apply to him/her.

1. Please describe your relationship with the 2010 Federal Secretariat, that is, how you've made use of it to date. Have you been satisfied with the ability of the Secretariat to address your needs? Please explain.
2. In order to appropriately deal with all planning and decision-making activities associated with the Government of Canada's involvement in the 2010 Games, it is our understanding that there are three key mechanisms: VANOC's Government Operating Steering Committee (GOST), the Partners' Coordinating Committee, and the Framework for Federal Coordination (which includes the DM Committee, the Representatives Working Groups and 12 Issue Clusters).
  - a. Are you familiar/involved with these mechanisms?
  - b. In your opinion, how effective are these mechanisms for planning? Please use a scale of 1 to 10 where 1 means not at all effective and 10 means extremely effective.
  - c. How effective are they for ensuring that duplication/overlapping is avoided? (1 to 10 scale)
  - d. What are the strengths and weaknesses of these mechanisms?
3. Canadian Heritage has put in place 12 Issue Clusters to help advance Games planning and organization across federal departments. Are you involved in any of the following Issue Clusters:
  - a. **Culture and Diversity?** If yes, how effective is this group as a mechanism for identifying strategic opportunities regarding cultural and diversity issues related to the Games? (1 to 10 scale) What has been accomplished by this cluster to date?
  - b. **Federal Communicators Network?** If yes, how effective is this group as a mechanism for identifying strategic opportunities in this regard related to the Games? (1 to 10 scale) What has been accomplished by this cluster to date?
  - c. **Aboriginal Participation?** If yes, how effective is this group as a mechanism for identifying strategic opportunities in this regard related to the Games? (1 to 10 scale) What has been accomplished by this cluster to date?

- d. **Economic Development?** If yes, how effective is this group as a mechanism for identifying strategic opportunities in this regard related to the Games? (1 to 10 scale) What has been accomplished by this cluster to date?
  - e. **Environment and Sustainability?** If yes, how effective is this group as a mechanism for identifying strategic opportunities in this regard related to the Games? (1 to 10 scale) What has been accomplished by this cluster to date?
  - f. **Infrastructure and Transportation?** If yes, how effective is this group as a mechanism for identifying strategic opportunities in this regard related to the Games? (1 to 10 scale) What has been accomplished by this cluster to date?
  - g. **Policing and Security?** If yes, how effective is this group as a mechanism for identifying strategic opportunities in this regard related to the Games? (1 to 10 scale) What has been accomplished by this cluster to date?
  - h. **Public Health and Safety?** If yes, how effective is this group as a mechanism for identifying strategic opportunities in this regard related to the Games? (1 to 10 scale) What has been accomplished by this cluster to date?
  - i. **Emergency Management?** If yes, how effective is this group as a mechanism for identifying strategic opportunities in this regard related to the Games? (1 to 10 scale) What has been accomplished by this cluster to date?
  - j. **Social Development?** If yes, how effective is this group as a mechanism for identifying strategic opportunities in this regard related to the Games? (1 to 10 scale) What has been accomplished by this cluster to date?
  - k. **International?** If yes, how effective is this group as a mechanism for identifying strategic opportunities in this regard related to the Games? (1 to 10 scale) What has been accomplished by this cluster to date?
  - l. **Official Language and Community Participation?** If yes, how effective is this group as a mechanism for identifying strategic opportunities in this regard related to the Games? (1 to 10 scale) What has been accomplished by this cluster to date?
4. How effective do you think it is to have a Framework for Federal Coordination which includes three levels for coordination: the DM Committee, the Representatives Working Groups, and the 12 Issue Clusters? (1 to 10 scale) Does a framework of this nature affect the effectiveness and timeliness of the decision-making process, either positively or negatively? Are the roles and responsibilities at each level clear?

5. What types of mechanisms and tools have been created by the 2010 Federal Secretariat to ensure effective coordination between your department or agency and VANOC, other MPA partners, and/or other departments or agencies?
  - a. Are you using these mechanisms and tools?
  - b. How?
  - c. How effective are these mechanisms and tools?
  - d. What would you improve?
  - e. What other mechanisms and tools, if any, do you need, particularly in the lead-up to the Games, as well as during the Games?
6. Is your department/agency using the Federal Secretariat as a pathfinder for its needs? Do you think you are using the Secretariat as much as you should/could? Please elaborate. How could the Secretariat improve as a pathfinder service?
7. What mechanisms have been put in place by your department/agency regarding sustainable legacies? How effective are those mechanisms? Please explain.
8. One of the activities of the Federal Secretariat towards enhancing Canada's domestic and international profile was the development of a horizontal communications strategy. Are you familiar with this strategy? How effective do you think this strategy has been to date? What would you improve about the strategy?
9. The integrated RMAF/RBAF identified a series of performance measurement requirements for the Federal Secretariat, other departments/agencies and VANOC. What progress has been made by your department/agency toward implementing the performance measurement strategy outlined in the RMAF?
10. Do you understand your roles and responsibilities with regard to data collection and reporting?
11. In hindsight and based on how you've used the performance data collected, how would you assess the relevance of the performance data collected by your department/agency? What is your assessment of the quality of the data collected by your department/agency?
12. Have you used the performance information for planning purposes? Please explain. Have you used the performance information for decision-making purposes? Please explain.
13. The RMAF indicated that the timeframe for intermediate outcomes was 2006/07 to 2009/10. To date, what progress has been made towards the intermediate outcomes identified in the logic model? **Probe for:**
  - a. Increased Pan-Canadian engagement
  - b. Enhanced federal visibility in Canada and abroad

- c. Target audience engagement in sport, economic, social and cultural activities
  - d. Existing programs and resources are leveraged
  - e. Ensuring sustainable legacies
  - f. Delivered commitments of IOC, VANOC and fulfillment of federal legislated obligations
  - g. Proven ability to meet increased demand for federal essential services
14. Have there been any unexpected outcomes, either positive or negative?
15. To date, what have been some of the barriers to the success of the Federal Secretariat and its achievement of outcomes? What about facilitators to success?
16. As the Games approach, do you have any key concerns about the ability to get what you need from the Federal Secretariat? Please elaborate.
17. What would you improve about the Federal Secretariat? Any other role it should/could play to facilitate coordination and help improve the likelihood of success of the 2010 Games?
18. Overall, how satisfied are you with the Federal Secretariat? Please use a scale of 1 to 10 where 1 means not at all satisfied and 10 means extremely satisfied. Why do you say that?
19. Do you have any other comments to make on the 2010 Federal Secretariat?

**Thank you very much for your time and cooperation!**



## Multi-Party Partners Interview Guide

### Introduction:

As the interviews will have been scheduled ahead of time, there should be limited need to fully explain the study. However, introduce yourself, ask the interviewee if he/she has any questions before you begin. Also, explain to the interviewee that since we are interviewing a wide range of people, some of the questions may not apply to him/her.

1. Please describe your relationship with the 2010 Federal Secretariat, that is, how you've made use of it to date. Have you been satisfied with the ability of the Secretariat to address your needs? Please explain.
2. In order to appropriately deal with all planning and decision-making activities associated with the Government of Canada's involvement in the 2010 Games, it is our understanding that there are three key mechanisms: VANOC's Government Operating Steering Committee (GOST), the Partners' Coordinating Committee, and the Framework for Federal Coordination (which includes the DM Committee, the Representatives Working Groups and 12 Issue Clusters).
  - a. Are you familiar/involved with these mechanisms?
  - b. In your opinion, how effective are these mechanisms effective for planning? Please use a scale of 1 to 10 where 1 means not at all effective and 10 means extremely effective.
  - c. Are they effective for ensuring that duplication/overlap is avoided?
  - d. What are the strengths and weaknesses of these mechanisms?
3. In your opinion, are federal departments and agencies using the Secretariat as a pathfinder to your organization? Please elaborate with examples of how departments and agencies are/are not using the Secretariat as a pathfinder. How could the Secretariat improve as a pathfinder service?
4. The Government of Canada signed a Multi-Party Agreement (MPA) in November 2002 with VANOC, the Province of British Columbia, the City of Vancouver, the Resort Municipality of Whistler, the Canadian Olympic and Paralympic committees with respect to hosting the 2010 Winter Games.
  - a. Do you think the various parties are equally committed to the MPA? Please explain what you base this on.
  - b. Are you aware of the Government of Canada's obligations outlined in the MPA? Do you think the Government of Canada is fulfilling its obligations? Please explain.

- c. Are your obligations under the MPA clear to you? What progress have you made in meeting your obligations? What have been some of the challenges you have faced in meeting some of your obligations? Has the 2010 Federal Secretariat helped you in any way in this regard?
  - d. Do you believe that the other parties understand their obligations? Why do you say that?
  - e. Are there any parties missing from the MPA to make it more effective? If yes, which one(s)? Please explain.
5. What types of mechanisms and tools have been created by the Secretariat to ensure effective coordination with your organization?
  - a. Are the mechanisms and tools used by your organization?
  - b. How?
  - c. How effective are these mechanisms and tools? (1 to 10 scale)
  - d. What would you improve about those mechanisms and tools?
  - e. What other mechanisms and tools, if any, are needed, particularly in the lead-up to the Games, as well as during the Games?
6. What measures have been developed by the Secretariat to ensure that VANOC and other partners are complying with their legislative and policy obligations? In your opinion, how effective are those measures? Could anything else be done by the Secretariat to ensure compliance?
7. **Ask only to VANOC:** The Integrated RMAF/RBAF identified a series of performance measurement requirements for the Federal Secretariat, other departments/agencies and VANOC. What progress has been made by VANOC toward implementing the performance measurement strategy outlined in the RMAF?
8. **Ask only to VANOC:** Are your roles and responsibilities with regard to data collection and reporting, as outlined in the RMAF/RBAF, clearly defined?
9. **Ask only to VANOC:** In hindsight and based on how you've used the performance data collected, how would you assess the relevance of the performance data from the RMAF/RBAF that you have collected to date? What is your assessment of the quality of the data that you have collected?
10. **Ask only to VANOC:** Have you used the RMAF/RBAF performance information for planning purposes? Please explain. Have you used the RMAF/RBAF performance information for decision-making purposes? Please explain.
11. The RMAF/RBAF indicated that the timeframe for intermediate outcomes was 2006/07 to 2009/10. To date, what progress has been made by the federal government towards the intermediate outcomes identified in the logic model? **Probe for:**

- a. Increased Pan-Canadian engagement
  - b. Enhanced federal visibility in Canada and abroad
  - c. Target audience engagement in sport, economic, social and cultural activities
  - d. Existing programs and resources are leveraged
  - e. Ensuring sustainable legacies
  - f. Delivered commitments of IOC, VANOC and fulfillment of federal legislated obligations
  - g. Proven ability to meet increased demand for federal essential services
12. Have there been any unexpected outcomes, either positive or negative?
  13. To date, what have been some of the barriers to the success of the Federal Secretariat and its achievement of outcomes? What about facilitators to success?
  14. As the Games approach, do you have any key concerns about the ability to get what you need from the Federal Secretariat? Please elaborate.
  15. What would you improve about the Federal Secretariat? Any other role it should/could play to facilitate coordination and help improve the likelihood of success of the 2010 Games?
  16. Overall, how satisfied are you with the Federal Secretariat? Please use a scale of 1 to 10 where 1 means not at all satisfied and 10 means extremely satisfied. Why do you say that?
  17. Do you have any other comments to make on the 2010 Federal Secretariat?

**Thank you very much for your time and cooperation!**

## Other Stakeholders Interview Guide

### Introduction:

As the interviews will have been scheduled ahead of time, there should be limited need to fully explain the study. However, introduce yourself, ask the interviewee if he/she has any questions before you begin. Also, explain to the interviewee that since we are interviewing a wide range of people, some of the questions may not apply to him/her.

**Note: Depending on the interviewee, other specific questions or probe may be added for this group.**

1. Please describe your relationship with the 2010 Federal Secretariat, that is, how you've made use of it to date. Have you been satisfied with the ability of the Secretariat to address your needs? Please explain.
2. Which, if any, of the 2010 Federal Secretariat planning and coordinating structures are you involved with, such as the Partners' Coordinating Committee or others? How effective are these planning and coordination structures in meeting your needs?
3. To date, what impacts, either positive or negative, do you think the Federal Secretariat has had on planning and decision-making related to the 2010 Games?
4. As the Games approach, do you have any key concerns about the ability to get what you need from the Federal Secretariat? Please elaborate.
5. What would you improve about the Federal Secretariat? Any other role it should/could play to facilitate coordination and help improve the likelihood of success of the 2010 Games?
6. Overall, how satisfied are you with the Federal Secretariat? Please use a scale of 1 to 10 where 1 means not at all satisfied and 10 means extremely satisfied. Why do you say that?
7. Do you have any other comments to make on the 2010 Federal Secretariat?

**Thank you very much for your time and cooperation!**

## Annex E – Federal Departments and Agencies Involved in the Games

Agriculture and Agri-Food Canada	Non-EFS
Atlantic Canada Opportunities Agency	Non-EFS
Canada Economic Development for the Regions of Quebec	Non-EFS
Canada Mortgage and Housing Corporation	Non-EFS
Canada Public Service Agency	Non-EFS
Canada Revenue Agency	EFS
Canadian Air Transport Security Agency	Non-EFS
Canadian Border Service Agency	EFS
Canadian Environmental Assessment Agency	Non-EFS
Canadian Food Inspection Agency	EFS
Canadian Foundation for Innovation	Non-EFS
Canadian Heritage	EFS
Canadian Institutes of Health Research	Non-EFS
Canadian International Development Agency	Non-EFS
Canadian Space Agency	Non-EFS
Canadian Security Intelligence Service	EFS
Canadian Tourism Commission	Non-EFS
Citizenship and Immigration Canada	EFS
Commissioner of Official Languages	Non-EFS
Environment Canada	EFS
Fisheries and Oceans Canada	EFS
Finance	Non-EFS
Foreign Affairs and International Trade	Non-EFS
Health Canada	EFS
Human Resource and Skills Development Canada	EFS
Indian and Northern Affairs Canada	Non-EFS
Industry Canada	EFS
Infrastructure Canada	Non-EFS
Justice Canada	Non-EFS

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National Defence	EFS
National Research Council	Non-EFS
Natural Resources Canada	Non-EFS
Office of the Federal Interlocutor	Non-EFS
Parks Canada Agency	Non-EFS
Privy Council Office	Non-EFS
Public Health Agency of Canada	EFS
Public Safety and Emergency Preparedness Canada	EFS
Public Works and Government Services Canada	Non-EFS
Royal Canadian Mounted Police	EFS
Service Canada	Non-EFS
Social Sciences and Humanities Research Council	Non-EFS
Status of Women	Non-EFS
Team Canada Inc.	Non-EFS
Transport Canada	Non-EFS
Treasury Board of Canada Secretariat	Non-EFS