

Active2010 and the Ontario School System: A Top-Down Policy Implementation
Analysis

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Abstract

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In 2004, the Ontario Ministry of Health Promotion and Sport (MHPS) established *Active2010: Ontario's Sport and Physical Activity Strategy*. Active2010 demonstrates a strong provincial government policy emphasis regarding sport participation and physical activity (PA), and identifies the school system as a primary vehicle for enhancing PA levels. This study examines the sport and PA initiatives MHPS is undertaking within the school system. Theoretical context regarding neo-liberalism in Canada and Canadian sport frames this study, while a revised version of Van Meter and Van Horn's (1975) top-down model of policy implementation guides the research process. A case study of the school-based PA system is conducted which relies on the analysis of 11 semi-structured interviews and 47 official organizational documents. Four emergent categories of Jurisdictional Funding, Coercive Policy, Sector Silos, and Community Champions are identified. Additional insight is provided regarding neo-liberalism, provincial level government, interministerial collaboration, and government/non-profit sector partnership.

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List of Abbreviations

CSP – Canadian Sport Policy

CUSA – Community Use of Schools Agreements

DPA – Daily Physical Activity

EDU – Ontario Ministry of Education

HCF – Healthy Communities Framework

MHPS – Ontario Ministry of Health Promotion and Sport

OFSSA – Ontario Federation of School Athletic Associations

Ophea – Ontario Physical and Health Education Association

PA – Physical Activity

PARC – Physical Activity Resource Centre

PE – Physical Education

RTB – Raise the Bar

Chapter I: Introduction

Since the publication of the *Canadian Sport Policy* (CSP) in 2002, the Canadian amateur sport system has been focussing on achieving four primary goals: enhanced excellence, enhanced participation, enhanced capacity, and enhanced interaction (Canadian Heritage, 2002a), and these four goals respectively comprise the ‘priorities’ of the CSP. Established by Canadian Heritage/Sport Canada and the individual Canadian provincial/territorial governments, the CSP expressed the governments’ desire to “increase ... the number of persons participating in sport and physical activity” (p. 8) so that by 2012 “a significantly higher proportion of Canadians from all segments of society are involved in quality sport activities at all levels and in all forms of participation” (p. 16).

During the development of the Canadian Sport Policy, interim documents were produced that outlined federal and provincial/territorial government involvement in sport participation. The *Federal-Provincial/Territorial Priorities for Collaborative Action 2002-2005* states:

the vision and goals of the *Canadian Sport Policy* will be achieved by the development and implementation of four models of action plans: a federal government action plan; individual action plans by specific provincial/territorial governments; a collaborative federal-provincial/territorial government action plan; and action plans undertaken by sport communities. (Canadian Heritage, 2002b, p. 2)

As this statement indicates, the primary function of this document was to outline the

jurisdictional responsibilities of the federal and provincial/territorial governments in regards to sport and physical activity. Enhancing participation is identified as a jurisdictional responsibility of the individual provincial/territorial governments (Canadian Heritage, 2002b).

Since the adoption of the CSP, “each [provincial/territorial] government [has been] expected to develop objectives, priorities and initiatives that ... define its individual role and contribution in achieving the CSP goals” (Canadian Heritage, 2004, p. 7). In 2004, the Ontario Ministry of Health Promotion and Sport (MHPS)¹ established *Active2010: Ontario’s Sport and Physical Activity Strategy* as Ontario’s customized action plan designed to fulfill the goals established within the CSP. A review of Active2010 reveals that each of the four priorities of the CSP receives a significant amount of attention. However, the vision statement of the document remarks that “Active2010 will result in a culture of physical activity and sport participation within the province” (Ministry of Health Promotion, 2005a, p. 7). Furthermore, the primary objective of Active2010 is “to increase to 55% the proportion of the Ontario population that is active” (Ministry of Health Promotion, 2005a, p. 9). These statements indicate a strong provincial government policy emphasis regarding sport participation and physical activity. The Ontario government’s desire to increase sport participation, reflects the declining sport and physical activity participation levels taking place across Canada (Canadian Heritage, 2002a; Ifedi, 2008; Ministry of Health Promotion, 2005a).

¹ Changes in the Ontario provincial government after the October 2011 elections, resulted in the Ministry of Health Promotion and Sport ceasing to exist. All departments are now located in the Ministry of Health and Long-Term Care, and the Ministry of Tourism, Culture and Sport. Originally entitled the Ministry of Health Promotion, the decision was made to use the title Ministry of Health Promotion and Sport, because during the data collection phase of this study, sport and physical activity initiatives were addressed by this particular Ministry.

Ifedi (2008) discusses the decrease of the percentage of active Canadians in 2005 to 28%, citing an “aging population [as] perhaps the dominant factor” (p. 16). Bloom, Grant, and Watt (2005) support this claim by outlining that in Canada “active participation strongly correlates to age, falling steadily through to the senior years” (p. ii). Clark (2008) identifies that only 51% of Canadian children (ages 5-14) regularly participate in sport. Furthermore the author discusses a direct relationship between parents who participate in sport, and their children’s eventual physical activity levels by stating “of those parents who play sports themselves ... over two-thirds of children (69%) of these parents also play sports” (p. 56).

The *Active Healthy Kids Canada Report Card on Physical Activity for Children and Youth* (Active Healthy Kids Canada, 2011), identifies that “only 9% of boys and 4% of girls meet the new Canadian Physical Activity Guidelines... of 60 minutes of moderate-to vigorous-intensity physical activity daily” (p. 4). The Canadian Fitness and Lifestyle Research Institute (2008) reports that the high number of Ontario young people deemed physically inactive “re-affirms the urgent need for policy-makers to address this issue” (p. 4). Recent government and academic literature has identified the Canadian school system as an ideal vehicle to increase participation in sport and physical activity (Humbert, 2006; Ministry of Health Promotion, 2005a).

Trudeau and Shephard (2005) identify the importance of sport participation and physical activity levels in children and adults when they state “the quality of the school PE programme has an important bearing on success in maintaining initially positive perceptions of physical education and a physically active lifestyle as an adult” (p. 101). The importance of this concept is highlighted in Active2010 where “schools have long

been identified as the first setting where children are exposed to organized sport” (Ministry of Health Promotion, 2005a, p. 20). The MHPS’s motivation for emphasizing the importance of sport participation in education reflects the declining physical activity and sport participation levels of both the general population and the patrons of the school system. Recent studies outline the declining athletic participation levels in the education system on the global stage (Ayers, 2008; Hardman, 2006; Hardman & Marshall, 2000; Willis, 2004). More specifically however, government (Ministry of Health Promotion, 2005a; 2006), popular media (Alphonso, 2006; Grossman, 2006), and academic literature (Faulkner et al, 2007; Higgins, Gaul, Gibbons, & Van Gyn, 2003) address the declining participation levels of both Canadian and Ontario students enrolled in school-based physical activity (PA) programs.²

Grossman (2006) argues that in Ontario many of the traditionally popular intramural and interschool sports such as basketball, football, and wrestling are on a steep decline in popularity. The author further identifies that many ‘fringe’ sports including rugby, cricket, and mountain biking are growing in popularity, resulting in the number of students participating in school sport remaining relatively consistent between the years of 1985 and 2005. Appendix A provides a graph obtained from the Ontario Federation of School Athletic Associations (OFSAA) website which shows virtually no change in the number of students participating in school sport from 1995 to 2005. Although, there has been virtually no change in the number of students participating, the percentage of youths participating in Ontario school sport continues to decline (DeCorby, Halas, Dixon, Wintrup, & Janzen, 2005; Ifedi, 2008). Ifedi (2008) notes that the percentage of

² For the purposes of this study, school-based physical activity programs will include all extra-curricular activities, including sport, intramurals, and interschool sport.

Ontarians participating in sport has drastically declined from 40% in 1992, to 31.8% in 1998, to just 28.5% in 2005. Allison and Adlaf (2000) call for attention to be devoted to the declining enrolment in virtually all Ontario secondary school physical education (PE) classes, while Dwyer et al. (2006) state “the majority of [Ontario] students are not engaged in school-based physical activity” (p. 84). Furthermore, Lam (2008) argues that despite recent policy initiatives such as the CSP, sport participation in Ontario continues to decline.

This study was designed to examine the sport and physical activity participation initiatives that the Ontario MPHS is undertaking within the school system.³ While considering this purpose statement, further review of the Active2010 document reveals that the MHPS has identified eight objectives which relate and seek to increase sport participation levels in the Ontario education system. Appendix B provides a full list of these objectives (all included in Active2010). Common in each of these eight objectives is the concept of partnership between the MHPS, other government agencies, and private sector organizations. Appendix B clearly illustrates the importance of partnerships during the implementation of Active2010, and as a result, these relationships served as a key concept of analysis during the course of this study.

Chapters II and III outline in detail the ideological significance of government partnership programs, and more specifically government partnership in Canadian sport. Problematic however, is the lack of research dedicated to partnership between government agencies and PA programs in the education system. Select studies highlight the need for partnership to ensure effective PE offerings (Janzen, 2003; Raphael,

³ Active2010 identifies participation as an “action area ... where Sport and Physical Activity overlap” (p. 8).

Anderson, & McCall, 1999), however from a Canadian perspective, a gap in the literature exists dedicated to examining the roles partnerships currently play in the delivery of school-based PA.

The heavy emphasis Active2010 places on the importance of partnership to aid in the increase of sport participation in Ontario school-based PA, highlights an additional gap in academic literature. Virtually no research has been conducted regarding partnerships between the Ontario government and the PA system in Ontario schools (Cousens, 2007; Faulkner et al., 2007; Laforet-Fliesser & Mitchell, 2002). Based on these gaps in academic literature and the Active2010 objectives listed in Appendix B, the research questions for this study were:

1. How is the Ontario Ministry of Health Promotion and Sport undertaking initiatives designed to increase participation levels in Ontario school-based PA?
2. What role(s) do partnership(s) play in the implementation of Active2010's PA initiatives in the education system?

This study was designed to examine the implementation of Ontario's Active2010 strategy, in the education system. A top-down implementation model of analysis was utilized to examine provincial government involvement in Ontario education. The following chapters provide an in-depth review of relevant literature.

Chapter II: Review of Literature – Theoretical Context

The following two chapters of this document provide a review of relevant literature related to this study. As discussed in Chapter I, government partnership initiatives have been identified as a viable method to aid in the implementation of Active2010. Therefore, at this time, it is important to provide contextual lens for understanding and contextualizing government partnership and the provision of Canadian programs and services.

Neo-Liberalism

Since the 1980s, the Canadian government has undergone a significant ideological shift in regards to social policy and service provision. With the 1984 election of the Brian Mulroney-led Progressive Conservative Party, the federal government of Canada embarked on a two decade long process of reducing both government spending and involvement in social programs (Faulks, 1999; Finkel, 2007; Pal, 2001). Numerous terms have been assigned to political regimes with ideological beliefs that call for the reduction of government spending and involvement, including: Neo-Pluralists (Green, 2005), Corporatists (Bergsgard, Houlihan, Mangset, Nødland & Rommetvedt, 2007), Neo-Conservatives (Faulks, 1999), and Neo-Liberals (Faulks, 1999; Finkel, 2007; Gattinger & Saint-Pierre, 2010; Jeanotte, 2010; McBride, 2006; Pulkingham & Ternowetsky, 2006). Within the Canadian political landscape, authors such as McBride (2006), Pulkingham and Ternowetsky (2006), and Finkel (2007) have each identified recent and current Canadian political states as ‘newly’ liberal. When referring to a ‘liberal’ society however, one must be cautious (especially in the Canadian context) not

to equate this term with a 'centralist,' 'moderate' or 'left wing' political ideology. Instead for this study, the term liberal refers to a strongly conservative economic/social ideological belief system as based on the definitions presented below.

A single definition of a neo-liberal society does not exist. As outlined above, many authors have recently identified the current Canadian state as liberal however, the most common term used to classify the Canadian state is neo-liberal. For the purposes of this study, neo-liberalism will be defined as an ideology within which the state favours and promotes policy that supports strong individual entrepreneurial freedoms and private property rights, as well as the institutions of free functioning markets and trade (Harvey, 2005). Therefore, for the purpose of this study, theories and concepts from various studies regarding Canadian neo-liberalism are discussed to outline and conceptualize current Canadian politics. Consistent in virtually all studies on neo-liberalism are the concepts of marketization, privatization, and devolution. It is important to note that none of these three concepts can be classified as mutually exclusive, and instead a significant amount of theoretical overlap exists. In order to fully comprehend the neo-liberal ideology however, it is crucial to further expand on these concepts.

Marketization

Howlett and Ramesh (2003) explain neo-liberalism in a general context. The authors describe this concept as a government's attempt to "promote markets wherever possible" (p. 25). Furthermore, the concept marketization involves the adoption of market mechanisms and practices, including: debt reduction and capital accumulation/profit generation (Cochrane, 2007; McBride, 2006; Osborne & Gaebler, 1993; Shultis, 2005). The reduction of government debt and its focus on capital accumulation essentially

requires the federal or regional government to “exercise fiscal restraint” (Albo, 2002, p. 49), and create policies and programs that feature reduced funding for social programs and services and a state-wide attempt to create a competitive advantage in regards to resource and capital accumulation (Coulson, 2005; Gazley & Brudney, 2007; Mahon, Andrew, & Johnson, 2007). Essentially the fundamental concept associated with neo-liberal marketization is the importance of fiscal restraint and the reduction of public expenditures in government practices (Faulks, 1999; Gazley & Brudney, 2007; Linden, 2002; Shultis, 2005).

Under the neo-liberal ideology, ruling regimes must re-evaluate the traditional service provision and delivery model, and determine the best methods and strategies for acquiring resources and conserving finances. According to neo-liberalist beliefs, traditional “state intervention and public expenditure [have been] denounced” (Saint-Martin, 2007, p. 220), and as a result, new governing practices have emerged. Ruling neo-liberal governments must decide (based on market mechanisms including fiscal restraint and reduced state involvement in public affairs) what services and programs to offer, what services and programs not to offer, and what services and programs are best delivered by the private sector (Albo, 2002; Cochrane, 2007; Finkel, 2007; Linden, 2002; Osborne & Gaebler, 1993; Shultis, 2005).

Privatization

As outlined above, the neo-liberal ideology requires government organizations to reduce expenditures. One of the primary strategies for doing so is privatization (Albo, 2002; Gazley & Brudney, 2007) or the provision of public services by the private sector. Rather than eliminating programs or services outright, neo-liberal governments have

elected to 'privatize' or allow the private sector to provide many services traditionally offered by the public sector. By 'privatizing' or outsourcing public programs to market-based companies/organizations, the state apparatus has the potential to "address shared problems more effectively, [increase] the potential for cost savings, [enhance] organizational learning and [produce] higher quality services or end products" (Gazley & Brudney, 2007, p. 392).

In the neo-liberal ideology, the state becomes "an agent of, rather than regulator of the market" (Osborne & Gaebler, 1993), and as a result, privatization occurs as neo-liberal states turn to externalities to reduce costs and pass the expenses to other organizations (Howlett & Ramesh, 1995). According to neo-liberal ideology, the fundamental question that governments must ask is whether or not to provide services themselves, or to privatize and facilitate delivery through profit or nonprofit entities (Pal, 2001). As outlined above, neo-liberalism requires the reduction of government involvement and expenditure, not the elimination of government spending and involvement. Saint-Martin (2007) outlines the importance of this concept as he states "it would be false to claim that the new [neo-liberal] model relies solely on the laissez-faire theories of classical economists" (p. 220). Similarly Cochrane (2007) and Albo (2002) outline the continued importance of state involvement in areas such as policing, national pride, and personal property rights. Based on these arguments, it is clear that neo-liberalism does not necessarily embrace the entirely free marketplace of laissez-faire economics, and extensive literature exists which outlines the significance and importance of partnerships and collaborations (Coulson, 2005; Gazley & Brudney, 2007; Howlett & Ramesh, 1995; Huxham & Vangen, 1996; James, 1999; Linden, 2002; Pal, 2001) or

interorganizational relationships (Alexander, Thibault, & Frisby, 2008; Babiak & Thibault, 2008; Thibault, Frisby, & Kikulis, 1999; Thibault & Harvey, 1997) that exist between the public and private sectors.

Linden (2002) explains that increasingly public agencies are placing more emphasis on collaboration to better deliver programs and services. Furthermore, Osborne and Gaebler (1993) state that “entrepreneurial governments have begun to shift to systems that separate policy decisions from service delivery” (p. 35). More specifically, the majority of Western governments have assumed the roles of facilitator/enabler, coordinator, or subsidizer rather than the direct service provider of public services. Based on the above literature, a key concept associated with privatization is the emergence of public-private partnerships in neo-liberal states. Although partnerships will be outlined further, it is important to note that in an era where public organizations are pressured to provide ever expanding programs and services with limited resources (Albo, 2002, James, 1999; McBride, 2006), partnerships or collaborations provide a mechanism for political resource mobilization and can potentially allow for the effective and efficient delivery of traditional public programs and services (Mahon et al., 2007).

Devolution

Devolution is closely related to both marketization and privatization in that the concept is concerned with the transfer, decentralization, or downloading of upper level public services to a lower level of government (Linden, 2002; Mahon et al., 2007). As outlined above, the transfer/downloading of public services to the private sector is also known as privatization. The decentralization of social programs/services to a lower level of government is the key concept of devolution. The Canadian federal government, in

shifting the provision of services from the national, to sub-national level of government can relieve some of the fiscal pressures that can be created by nationwide universal service provision (Albo, 2002; Howlett & Ramesh, 2003; Mahon et al., 2007). Similarly, a provincial government can engage in devolutionary practices by downloading/decentralizing provincial services to the local/regional level of government.

From the above information, it is clear that a significant amount of theoretical overlap exists in regards to the concepts of marketization, privatization, and devolution. Additionally, it is important to understand the practical implications associated with adopting a neo-liberal style of governance. Essentially, the concepts of marketization, privatization, and devolution, are forcing governments to undergo a “radical restructuring around the separation of policy from operation” (Pal, 1997, p. 171) and undertake a shift from government to governance (Mahon et al., 2007). Cochrane (2007) defines each of the core components of neo-liberalism as increased economic liberalization, the privatization of state-owned and operated services, market style approaches to public sector enterprises, a roll back of traditional state intervention, and the spread of partnerships. It is important to emphasize that as each of these components of neo-liberalism is achieved, the regime in power becomes less of a ‘traditional’ governing body and more of a system of governance.

Neo-Liberalism in Sport

In addition to understanding the neo-liberal ideology in Canadian governance, it is important to explain neo-liberal practices from a sport perspective. The following paragraphs detail the neo-liberal ideology in regards to sport. It is important to note that research pertaining to sport, recreation, leisure, and fitness is utilized, since these terms

are used interchangeably or in conjunction in various contexts (countries, provinces, municipalities).

Bergsgard et al. (2007) identify that “sport [is] clearly one of the casualties of a tighter fiscal regime” (p. 69) and as outlined in previous paragraphs, fiscal restraint is the key concept in regards to ideological neo-liberalism. Glover (1999b) highlights the results of fiscal restraint when discussing publicly-owned and operated leisure services by stating that “a wide array of methods to deliver public leisure services are being developed and implemented” (p. 2). Publicly-provided sport and leisure services have recently been forced to adopt a ‘market model,’ since many of the various levels of government have undertaken programs and policies that feature the downsizing and retraction of direct service provision in favour of voluntary and private sector development (Glover, 1999b; James, 1999; Smale & Reid, 2002). Prior to discussing the ideological shifts that neo-liberal regimes have undertaken in regards to sport and leisure services, it is important to understand each of the ‘roles’ a government can assume in regards to leisure service provision.

Glover and Burton (1998) outline the five roles of provision in regards to leisure services as: direct provision, arm’s length provider, coordinator of services, supporter and patron of leisure service organizations, and legislator and regulator of leisure activities and organizations. The following paragraph will briefly explain each of these roles as identified by Glover and Burton (1998), however, it is important to note that these roles are not mutually exclusive, and one or more of these roles can be played at any given time.

The first role of direct service provision occurs when “a government department

or agency develops and maintains leisure facilities, operates programmes and delivers services using public funds” (p. 140). The second role of service provision is arm’s length provider which requires the “creation of a publicly owned special purpose agency that operates outside the regular apparatus of the government,” (p. 140) that provides and maintain leisure services. The third role of leisure service provision is that of a coordinator of services. This role requires the government department or agency to “identify [other] agencies that provide leisure services and encourage and help them to coordinate their efforts, resources and activities” (p. 140). Supporter and patron of leisure service organizations is the fourth role a government department or agency can assume. In this role “a government may recognize that an existing organization already provides a valuable service and can be encouraged to continue doing so through specialized support [mainly but not exclusively] monetary grants” (p. 140). The final variant of leisure service delivery is legislator and regulator of leisure activities and organizations. Within this role, a government department or agency, “[uses] its authority to create laws and establish regulations, [to] exercise control over agencies and individuals engaged in the provision of leisure services” (p. 140). It is within Glover and Burton’s (1998) role typology that a government agency must determine how leisure services and activities will be provided to the general public.

Due to fiscal constraints consistent in modern society, the sport and leisure industry has undergone a significant ideological shift from a system in which the public sector was viewed as the primary service provider, to a new system in which both the nonprofit and profit sectors have assumed a much larger role in service provision (Bergsgard et al., 2007; Glover, 1999a; James, 1999; Rose, 2007; Smale & Reid, 2002;

Thibault et al., 1999; Thibault, Kikulis, & Frisby, 2004; Vail, 1992). It is based on this ideological shift towards neo-liberalism that Glover and Burton's (1998) leisure service delivery role typology becomes significant, due to the fact that, as outlined by Macintosh and Whitson (1990), "the fundamental question raised here in effect is what the purposes of state involvement in sport [actually] are" (p. 94).

Glover (1999a) indicates that since the adoption of the neo-liberal ideology, "governments have shifted the delivery of services, without shifting their responsibility for arranging services" (p. 2). Under a neo-liberal regime, governments have begun to facilitate rather than provide (Rose, 2007) and arrange instead of produce (Glover, 1999b). An accurate sport or leisure metaphor can be found in Osborne and Gaebler's (1993) book entitled *Reinventing Government: How the Entrepreneurial Spirit is Transforming the Public Sector*. The authors, when discussing the separation of policy and/or decision making from the operation/provision of public services, outline that public entities need to adopt a "steering rather than rowing" approach. This relates directly to Glover and Burton's (1998) role typology due to that fact that under neo-liberalism, government departments or agencies can no longer elect to serve the role of direct service provider, and instead must look to other roles for service provision methods.

As previously outlined in regards to ideological neo-liberalism, there are many different methods in which a government department or agency can privatize. From a sport and recreation context, however, a significant amount of literature exists outlining the concepts of partnerships or collaborations (Babiak & Thibault, 2008; Babiak & Thibault, 2009; James, 1999; MacLean, Cousens, & Barnes, 2011; Smale & Reid, 2002;

Thibault & Babiak, 2005) and interorganizational relationships (Alexander et al., 2008; Babiak & Thibault, 2008; Thibault & Babiak, 2005; Thibault et al., 1999; Thibault & Harvey, 1997). Although the above sport and leisure literature utilizes different terminology, the concept under study, partnership, is defined as “a voluntary, close, long-term, planned strategic action between two or more organizations with the objective of serving mutually beneficial purposes in a problem domain” (Babiak, 2007, p. 282). During the course of this study, Babiak’s (2007) definition of partnership is utilized.⁴

Shaw and Allen (2006) state that “partnerships among organisations have been a key feature of leisure and sport provision for at least 20 years” (p. 204). Furthermore, Babiak and Thibault (2008) identify that partnerships allow organizations from different sectors to “access scarce resources such as financial capital, expertise, and organization legitimacy” (p. 23). The search for new streams of resources is a common theme amongst the sport literature. Glover (1999a), states that “the decision to collaborate is often one of necessity, since organizations need to obtain resources from alternative sources to survive” (p. 75). Vail (1992) outlines that “less public and private dollars to spend on recreational pursuits” (p. 218) lead sport organizations to work together. Essentially the privatization of sport and leisure services occurs due to increased emphasis on fiscal efficiency (Alexander et al., 2008; Crompton, 1999; Glover, 1999b; McDonald, 2005). Under a regime with an ideology centred upon the belief in fiscal restraint, efficiency becomes a crucial business practice. Glover (1999a) expands upon this argument by stating, “collaborative arrangements appear to offer more stability to park and recreation agencies through the acquisition of necessary resources, access to specialized expertise,

⁴ The term partnership has been selected due to its use in Active2010.

and adoption of an efficient organizational structure” (p. 75). As argued above, the pressures to privatize in the sport industry have been well documented. More specifically, when seeking to develop partnerships, a public entity must determine which role it plans to assume in sport and leisure service provision.

Burton and Glover’s (1998) role typology identifies the five distinct roles that governments can assume when providing leisure services. Various authors have written about these roles, such as a facilitator/enabler (Thibault et al., 1999), coordinator (Harvey, Thibault, & Rail, 1995), or subsidizer (Smale & Reid, 2002), and each of these roles relies on government and non-government partnership, but as outlined by Alexander et al. (2008), more research is needed that focuses specifically on partnerships themselves.

Neo-Liberalism and the Canadian Sport System

When discussing 1990’s extreme conservative politics, Jeffrey (1999) identified that government agencies were attempting “privatize, deregulate and otherwise reduce state intervention in the economy, along with total government spending” (p. 12). The majority of federal and provincial regimes elected in recent Canadian politics have subscribed to some version of the neo-liberal ideology (Finkel, 2007), with the concept of fiscal constraint present in all areas of government (Saint-Martin, 2007). As a result of neo-liberal practices in Canadian governance, the sport industry has been forced to evolve and adapt. The Canadian sport system consists of organizations operating in three sectors: public, nonprofit, and commercial (Searle & Brayley, 1999). Vail (1994) explains that “many people have been advocating for years that we [Canadians] need to rethink our roles in service delivery” (p. 11). The new roles being assumed by

government agencies in regards to sport and leisure service provision is clarified by Thibault et al. (1999) as the authors state “the reforms [in Canadian sport] taking place are generally described as the adaption of private sector practices by the public sector” (p. 125). Babiak and Thibault (2008) expand on these statements by outlining that “non-profit organizations [have become] the focal point in the delivery of sport programs and services in Canada” (p. 2). Furthermore, Glover (1999b) identifies that future Canadian leisure programs and services will continue to privatize.

Based on these neo-liberal sentiments, Harvey (2007), when discussing crown corporations and arm’s length service providers operating within the Canadian sport system, identifies that “in our [Canadian] neo-liberal times, where state-provided public services are increasingly criticized by right wing forces, third-party arrangements like public-private partnerships are believed within right wing circles to be the best tool for efficient intervention” (p. 227). Partnerships between government and non-government agencies are not a new concept in Canadian sport. As noted by Thibault et al. (2004), “the provision of sport and leisure opportunities by [governments] has been facilitated by a long successful history of partnerships with public sector and not-for-profit agencies” (p. 199). Harvey (2007) raises the quintessential neo-liberal question that governments must address in regards to sport provision in Canada: “what state intervention and public policies are needed for contemporary sport[?]” (p. 222).

The Canadian ‘public’ system consists of three levels of government: federal, provincial/territorial, and local (Stewart & Smith, 2007; Voyer, 2007). In the Canadian context, each of these three levels of government play significantly different roles in regards to sport and leisure service delivery. Babiak and Thibault (2008) and Thibault

and Harvey (1997) indicate that historically, the Canadian federal government has been the most reliable source of funding and service provision in Canadian sport. However, due to the extreme fiscal restraints placed on federal government departments or agencies in regards to service provision, privatization, and devolution are very common cost-cutting practices. Vail (1992) argues that the role of government parks and recreation departments has shifted from that of direct service provision to that of a facilitator or enabler. When examining the regional differences of the administrative structure of Canadian sport, Barnes, Cousens, & MacLean (2007) expressed that “role clarification was of particular importance given the changing nature of the organisations now encompassed within the expanded network for sport delivery” (p. 563). As a result, the following chapter is designed to outline the role of federal and municipal government agencies in the current Canadian sport system. Provincial government involvement in sport is outlined independently, later in the chapter.

Chapter III: Review of Literature – The Canadian Sport System

The initial sections of this chapter discuss the three levels of government involvement in Canadian sport. These levels of government in Canada are federal, provincial/territorial, and local. For organizational purposes, the federal government is discussed first, followed by local governments. Provincial/territorial government involvement is discussed last, as this study examines the province of Ontario's involvement in the provision of school-based PA.

Canadian Federal Government Involvement in Sport

Despite some ideological shifts in Canadian federal government policy initiatives in recent years, federal government dollars and policy interest over the last 30 years have been directed at high performance/excellence aspects of Canadian sport (Bergsgard et al., 2007; Green, 2004; Thibault & Babiak, 2005). According to the Canadian federal government, “there is a pressing need to strengthen key elements of high performance sport, such as access to world-class coaches and facilities, leading edge training and competition programs, and coordinated sport science and medicine services” (Canadian Heritage, 2005, p. 3). Bergsgard et al. (2007) explain that at the national level, Sport Canada assumes the primary role in sport provision. The authors identify Sport Canada as being responsible for “general policy guidelines; writing strategic plans on government sport policy; providing support for the sport sector, especially the NSOs [national sport organizations]; and support for high-performance sport centres” (p. 109). The majority of these programs and policies are closely aimed at improving the elite sport system within Canada. Green (2007) adds that increasing growth in federal grant aid to Canadian NSOs

and direct funding to elite athletes through the Athlete Assistance Program further embeds control of high performance sport policy at the federal government level.

An independent study conducted by Public Policy Forum, states that leaders in sport, health, and physical activity “felt that the federal government places priority on high performance sport, while the healthy living sector has become under recognized” (Barclay, 2003, p. 6). Green and Houlihan (2004) indicate that although federal level policy documents such as the Canadian Sport Policy and Bill C-12 have shifted some federal government emphasis to physical activity and grassroots sport, high performance sport remains the dominant emphasis of federal level government agencies. Bergsgard et al. (2007) identify that, in Canada, the majority of responsibility for grassroots sport and recreation have been shifted to lower levels of government.

Local Government Involvement in Sport

From a Canadian perspective, research has been conducted regarding the provision of sport and leisure services by local governments (Rose, 2007; Smale & Reid 2002; Thibault et al., 1999; Thibault et al., 2004; Vail, 1992, 1994). When discussing local government leisure service provision in Canada, Smale and Reid (2002) note that “municipal governments are being officially guided by a series of senior government policies” (p. 177). This statement illustrates an example of Canadian government devolution, as a municipal government is responsible for service provision while the federal and provincial governments are serving as a coordinator via ‘a series of senior government policies.’ The neo-liberal ideology extends beyond the realm of Canadian federal sport governance, and instead could be more important at the increasingly resource-starved local level. Less financial resources (less tax dollars, reduced federal

support) and increased levels of senior government devolution, indicates that local/municipal governments must adopt privatization practices of their own, and utilize the private sector to be successful (Rose, 2007; Thibault et al., 2004; Vail, 2007).

Smale and Reid (2002) express the importance of the adoption of neo-liberal practices by local governments when they state “whatever the reason for the apparent shift to a classic liberal perspective, the mere fact that there is a shift in attitude has profound effects ... on how municipal governments and departments deliver services to the public” (p. 179). The notion of ‘how’ to deliver services once again raises the question of what role a government elects to assume in the delivery of sport and leisure services, except this time from a local perspective. Thibault et al. (1999) expand on this concept by arguing that “local governments are [also] assuming the role of enabler or facilitator with respect to the delivery of sport and leisure services (p. 128). Reid (1988, as cited in Vail, 1992) and Bergsgard et al. (2007) identify the municipal government as the facilitator or operator of community sport facilities and sport delivery activities. Cost efficiency practices require local governments to decentralize public services, and utilize the private sector to adequately provide services. However, as a result of such neo-liberal practices, the Canadian Centre for Ethics in Sport (2002) believes that, “amateur sport is struggling and the opportunities for recreational sport at the grassroots level are declining as municipalities, school boards and other institutions stretch to find funding for what is all-too-often considered a non-essential form of activity” (p. 1). As a result of such economic pressures, Canadian local governments have begun to form partnerships with non-government agencies in order to meet the demands of the local constituents

(Cousens, Barnes, Stevens, Mallen, & Bradish, 2006; Frisby, Thibault, & Kikulis, 2004; Rose, 2007; Thibault et al., 2004; Thibault & Harvey, 1997; Vail, 1992, 1994).

Canadian Provincial/Territorial Government Involvement in Sport

The final level of government in the Canadian sport system is provincial/territorial. The Canadian federal government places the majority of its emphasis on high performance sport, while local governments assume the role of service provider to the masses. A gap in the academic literature exists regarding provincial/territorial involvement in Canadian sport. The following paragraphs attempt to address this gap by discussing these provincial/territorial roles.

Thibault and Harvey (1997) explain that provincial government agencies make decisions regarding “funding provincial sport organizations and providing support for the administration of sport programs or services” (p. 50). Rose (2007) further identifies that within the Canadian sport system, the provinces/territories ‘typically’ assume sport leadership roles in regards to sport development. Harvey (2007) discusses the role ambiguity of Canadian sport, and argues “sport [as] being generally associated with social policies, particularly education and health policy, both of which are under provincial/territorial jurisdiction” (p. 228). Although the above mentioned authors attempt to clarify the roles provincial/territorial government agencies assume in sport delivery, the use of terms such as ‘generally’ or ‘typically’ indicate a lack of role clarity. This ambiguity is the result of the complex and overlapping Canadian sport system which places tremendous emphasis on both federal and municipal government agencies does not clearly classify the roles and responsibilities of provincial/territorial government agencies. Harvey (2007) explains that:

1987 legislation recognized the primary role of the provinces and territories in the area of recreation, including sport, but opened the field to the federal government for support to national organizations, international representation and providing directly to citizens promotional documents and documentation encouraging participation in sport. (p. 228)

Much like Harvey's (2007) explanation of the complex provincial sport responsibilities, Searle and Brayley (1999) argue that historically, the majority of provincial government involvement in the provision of leisure services consists of administration, consultation, regulation, and coordination of services with municipalities and provincial sport and recreation associations. Babiak (2007) and Barnes et al. (2007) discuss that recent federal sport policy has called for the increase in public collaboration with private entities and between the three separate levels of government. Canadian Heritage (2002b) outlines that policy initiatives such as the *Canadian Sport Policy* and the *Federal-Provincial/Territorial Priorities for Collaborative Action 2002-2005* "open[ed] a new chapter in federal-provincial/territorial government cooperation in sport" (p. 2).

As previously outlined, the CSP established four priorities that have helped "increase dialogue and cooperation between governments and their respective sport communities thereby focusing attention on sport priorities" (Canadian Heritage, 2007, p. 2). More specifically, this document serves as a framework within which provincial/territorial government agencies can "implement agreements that lead to innovation in sport service programming and delivery, which each government may pursue according to interest or capacity" (Canadian Heritage, 2002b, p. 4).

The CSP has outlined a foundation within which nationwide goals have been identified, while flexibility has been granted to the provinces and territories to interpret, emphasize, and utilize the most appropriate methods available in regards to sport and leisure service provision. However, as identified by Barclay (2003), many individuals working in Canadian sport, health, and physical activity have difficulties understanding the roles and functions of the government. Although the academic literature and official policy documents discussed above do little in regards to specifically outlining the current roles Canadian provincial/territorial governments assume in regards to service provision, it does help to contextualize the current inter-governmental partnership efforts that are occurring. This study outlines the specific role the Ontario government is assuming in regards to sport participation initiatives in the Ontario education system.

Physical Activity in Canadian Provincial Education Systems

The following paragraphs are designed to provide context regarding PA in Ontario schools. However, similar to the literature pertaining to provincial/territorial governance structure, little academic research has been conducted regarding PA in Canadian provincial education systems (Janzen, 1995; 2003; Laforet-Fliesser & Mitchell, 2002; Lally, 2007; Marcotte, 1999; Raphael, Anderson, & McCall, 1999). Curriculum-based PE programming in Ontario schools resides outside of the scope of this study. However the lack of research dedicated to PA in Ontario schools, merits a discussion of literature regarding the PE curriculum, interschool sport, intramural sport, and school-based PA. This review of literature provides context regarding the need for provincial government health promotion policy designed to increase PA levels across the country. Appendix C provides a glossary of the terms physical education curriculum, sport,

interschool sport, intramural sport, and school-based physical activity. This glossary is designed to provide context and clarity for the reader during the following pages.

Only 52% of Canadian children ages 5-14 regularly participate in sport (Clark, 2008). More problematic in regards to sport participation levels in Canada is the fact that only one in four children enjoy daily PE classes (Lally, 2007). When discussing the experiences of Canadian students enrolled in PE programs, Humbert (2006) explains that:

it has been suggested that schools may be the only major institutions that can address the physical activity needs of children and youth ... [as] physical education classes are frequently cited as offering some of the best opportunities to positively influence the physical activity patterns of children and youth. (p. 2)

Despite the benefits that may arise from quality PA programs in the education system, “schools lack the financial resources to support regular health and physical education programming as a result of drastic and repeated budget cuts” (Lally, 2007, p. 161).

Marcotte (1999) further notes that when it comes to PA in Canadian schools “everybody expects the schools to do more with less” (p. 10). The concepts of fiscal efficiency and budget conservation within the Canadian economy have their roots in the cost-cutting practices commonly associated with neo-liberalism. As a result of the neo-liberal practices that have taken place within the Canadian provincial education systems, PE has been unable to maintain a position of priority, and has been devalued in recent educational curricula across the country (Janzen, 1995; Lally, 2006; Marcotte, 1999).

When examining the possibility of federal government mandates regarding a nationwide PE system, Janzen (2003) identifies that the time and resources allocated to PE in Canada

are being almost completely eroded within the school system, to the point that the subject comprises only 2-4% of total classroom instruction time. As a result of the devaluing of PE courses within the Canadian curriculum, a drastic decline in PE class enrolment has occurred (Lally, 2006).

The overwhelming need of Canadian educators to provide quality PA programs, coupled with significant budget reductions, has forced Canadian physical educators to search for innovative methods of service provision. Janzen (2003) argues that as early as 1995 the need for “partnerships among school boards, municipalities, and interscholastic associations” was realized. Roundtable discussions with leaders in the Canadian sport, health, and physical activity sectors, lead Barclay (2003) to conclude that “many organizations – school boards, governments, and community groups – need to work together ... [to help improve] physical education in schools” (p. 5). Furthermore, Laforet-Fliesser and Mitchell (2002) believe that over the last decade there has been increasing evidence that coordinated, collaborative partnership approaches offer the greatest potential for having positive effects on Canadian youth health. However, forming and establishing partnerships with non-government agencies cannot be left to individual schools or school boards. Instead, “policy makers and program planners at the local, district, provincial and federal levels [should] use the ideas [of] forg[ing] innovative and supportive relationships between and among government and non-government agencies to aid in the provision of physical education” (Raphael, Anderson, & McCall, 1999, p. 19). With the publication of Active2010, the potential existed for the MHPS to address both; the declining provincial PA participation rates in the school system, and the need

for the government to create partnership programs designed to aid in the provision of school-based PA programs. This study is designed to examine these particular concepts.

Ontario Contextualized

Lam (2008) outlines an ‘active priority’ of emphasis regarding the four priorities of the CSP in Ontario: excellence, participation, capacity, and interaction. Bergsgard et al. (2007) further specify that while some provinces/territories emphasize either high performance sport or physical fitness, Ontario embraces a broad spectrum of sport policy objectives. Vail (2007) believes that a sport development priority across Canada is required considering that “sport participation is shrinking ... research suggests the needs for more grassroots sport programs” (p. 593). Considering these needs, Active2010 embraces the jurisdictional roles identified in the *Federal-Provincial/Territorial Priorities for Collaborative Action 2002-2005* and formally integrates school-based PA into the greater Ontario sport system. This is achieved through the discussion of school-based PA as an integral aspect of enhancing sport participation levels across the province, and clearly reflects the Ontario MHPS’s objective of enhancing sport participation levels.

Humbert (2006) discusses the education system as an ideal institution to provide the children and youth of Canada with the knowledge, skills, and opportunities required to be physically active. Lally (2006), however, indicates that at the elementary level, the PE system in Ontario lacks qualified educators as “68% of elementary schools have no physical education teacher at all, and only 18% have full time physical education teachers” (p. 162). Despite the above mentioned lack of qualified physical educators within the Ontario school system, “Ontario schools provide a commendable range of opportunities for students to engage in physical activity in curriculum-based PE classes

and interschool sports, although the availability of intramural programs is not as high” (Dwyer et al., 2006, p. 85). While the current physical activity opportunities for students in Ontario can be classified as ‘commendable,’ participation rates have declined dramatically in the last five years (Faulkner et al., 2007), and the increasing reliance on external volunteers for coaching positions indicates that the future of Ontario interschool athletics is in crisis (Lally, 2006). Additionally, Allison and Adlaf (2000), when discussing ‘structured’ PA opportunities for students in Ontario education, called for the redevelopment of the intramural sport system. When discussing Toronto teachers’ perspectives on implementing PE opportunities, Dwyer et al. (2003) identify the low priority of PE in the curriculum and insufficient infrastructure as major barriers for enhancing Ontario PE. Furthermore, upon conducting a survey of Ontario-based PE opportunities, Dwyer et al., (2008), found that 41.2% elementary school physical educators reported that the timetable made it difficult to implement the suggested curriculum, and that delivering “opportunities for physical education may still be perceived as a lower priority in comparison to other curriculum demands and expectations” (p. 42). When considering the above mentioned shortcomings in Ontario schools, Faulkner et al. (2007) identify that “the findings underscore the need for development of strategies to ensure that PE is appealing and available to students. This will require collaborative partnerships among students, schools, communities, researchers, and policy makers” (p. 54).

Few academic studies have been conducted regarding the formation of partnerships between Ontario school-based PA programs, and the nonprofit or commercial sector. Cousens (2007) in her discussion of an Ontario-based PE partnership

agreement, outlined that the parties involved in a relationship must “move beyond traditional ways of thinking about partnerships to address emerging social issues such as childhood obesity and its contributing lifestyle behaviours” (p. 8). In their discussion of partnership-based health education programs in Ontario, Laforet-Fliesser and Mitchell (2002) state that although a specific region:

initiated a grass roots approach, provincial and school board level policy support is critical for long term sustainability. Policy can provide a framework for collaboration at all levels. At the inter-ministerial level (education, health, and social services), a whole school philosophy supported by funding will do much to enhance local efforts that are currently underway in pockets of Ontario. (p. 16)

Despite the need for, and the benefits of partnerships in school-based PA outlined above, Good claims that “schools are so busy doing what they do that they stay within the school walls and don’t reach out to potential partners in the community” (as cited in Anonymous, 2009, p. 37). Although little research has been conducted regarding partnership between government and non-government agencies in Canadian or Ontario school-based PA system, academic studies have been completed regarding government partnership and school-based physical activity in the United Kingdom (Donovan, Jones, & Hardman, 2006; Flintoff, 2008; Houlihan & Green, 2006; King, 2009; Lindsey, 2006).

Partnership in United Kingdom School-Based Physical Activity

Outlining and describing the complex school-based PA system of the United Kingdom (U.K.) proves to be outside the scope of this study. However, considering the

important role that partnership plays in U.K. education PA provision, literature regarding this concept requires discussion.

From the late 1970s through the mid 1990s the conservative administrations that governed the U.K. “sought to place market-oriented goals at the heart of educational policy” (King, 2009, p. 146). The idea of market-oriented goals (marketization) becoming relevant to a central government’s political agenda reflects a neo-liberal approach to service provision in U.K. education. During this period however “a government sponsored national curriculum for children aged 5-16 was implemented ... with physical education introduced as a statutorily required curriculum subject for the first time” (Donovan et al., 2006, p. 19). Additionally, Houlihan and Green (2006) identify that during this period of fiscal reform, education remained high on the U.K. government agenda, as did school sport and PE, which maintained its important political salience. More specifically, the authors identify that more recent national government initiatives indicate that “the status of, and coordination between PE and sport policy has never been closer” (p. 78). Despite school-based PA being identified as a politically important aspect U.K. sport policy, the neo-liberal ideology adhered to by central government agencies emphasizes the need “to secure alternative funding arrangements through public-private partnerships” (Bolton, Fleming, & Galdes, 2007, p. 86).

At the national level, U.K. sport policy documents have:

expressed the need for a corporate approach and identified further and higher educational institutions, sports clubs, local government authorities, youth services, the Sports Council and regional agencies, governing bodies of sport, as well as private sector sponsorship as having contributory roles to play and acting in

partnership with central government. Hence, the vision was one of integral partnership of physical education and sport within broad-ranging educational and social institutional agencies' partnership providers. (Donovan et al., 2006, p. 20)

The needed partnerships mentioned above in the U.K. school-based PA system “strive to develop networks and opportunities between school PE and wider community leisure and sport contexts” (Flintoff, 2008, p. 396). Several studies have identified the benefits of partnership in the provision of U.K. school-based PA including: enhanced quality (Institute of Youth Sport, 2004), increased funding and resources (Bolton et al., 2007; Houlihan, 2000), and enhanced opportunities/participation (Flintoff, 2008; Institute of Youth Sport, 2004).

Considering the benefits of partnership in school-based PA the “central government in England has demonstrated a clear commitment to a partnership of physical education and sport, with investments of £459 million to support school physical education and sport related development initiatives” (Donovan et al., 2006, p. 2). Furthermore, Flintoff (2008) identifies that in the U.K. the “implementation of a national strategy is transforming the infrastructure of PE and school sport” (p. 393).

The partnership initiatives in U.K. sport policy, in many ways resemble the Canadian sport system, in that the utilization of partnership is not confined to national level sport policy. Instead, much like the Canadian sport (and school-based PA) system, these initiatives are equally important at the local level (Flintoff, 2008; King, 2009; Lindsey, 2006). School-based PA in the U.K. relies on funding primarily from the central government (Bolton et al., 2007), however close working relationships have emerged

between local government agencies, the education system, and community interest groups (King, 2009) in order to more effectively deliver PA in education.

Crowded Policy Spaces

The combination of increased U.K. government interest in school-based PA, and the ever increasing number of government and non-government agencies involved in the provision of school-based PA has created a rather ‘crowded policy space’ (Houlihan, 2000). Recent national level U.K. governments fostered “the emergence of cross-departmental working within central government” (King, 2009, p. 150). More specifically, as discussed in detail by Houlihan (2000):

policies primarily focused on one service area spill over into others ... [and] sports-related policies which take as their focus either schools or young people enter a policy arena which is already congested and target by different policy communities that have very different and often conflicting policy objectives. (pp. 178-179)

National level government agencies in the U.K. have the option of individually or jointly, designing policies and initiatives for school-based PA, that promote/support elite sport excellence, sport participation, or some combination of the two. Furthermore within the U.K. school-based PA system, successful programs and initiatives are currently operating, that target these seemingly contrasting sport policy objectives (Bolton et al., 2007; Donovan et al., 2006; Houlihan, 2000; Houlihan & Green, 2006; King, 2009). The varying objectives of government agencies attempting to utilize the education system as a vehicle to implement sport policy has caused:

school sport [to become] an increasingly crowded policy space. In this space ... the recurring value dissonance between PE sport in schools and the absence, of an institutional focus, or embedded organisational and policy processes, within central government, that could prioritize PE interests in particular. (King, 2009, p. 149)

Literature discussions earlier in this document highlight the cooperative efforts between upper and lower levels of government in regards to the provision of sport programs and services. However, the U.K. literature outlined above illustrates an additional aspect of this study. The Active2010 objectives located in Appendix B of this document identify the Ontario Ministry of Education (EDU) as one of the primary and desired partners to assist in the implementation of Active2010. Active2010 seeks to establish partnership between the MHPS the EDU and this is an example of cross-departmental (inter-ministerial) partnership. Although the Canadian and U.K. sport and school-based PA systems are quite different in nature, it is important to note that from a U.K. perspective, “policy initiatives requiring two or more government departments have a history of failure” (King, 2009, p. 146). Although this is not necessarily true in regards to a partnership between MPHS and EDU, it is important to note that the development of both inter-ministerial partnership, and government/non-government partnership, has the potential to create a ‘crowded policy space’ in the Ontario school-based PA system.

Policy Implementation

Comprising the policy process are the stages of formulation, implementation, and evaluation (Howlett & Ramesh, 2003; Pal, 2001). This study seeks to analyze the second

stage of the policy process: implementation. The policy implementation process begins after basic policy decisions have been made, and the required resources have been made available (Bardach, 1977; Van Meter & Van Horn, 1975). Policy implementation is defined as the carrying out of the basic policy decisions made in a statute, or the actions (and non-actions) of a variety of actors, designed to put a program into effect (Mazmanian & Sabatier, 1981; Ripley & Franklin, 1986).

Since the study of the policy implementation process began, multiple conceptual/analytical frameworks have been developed that are designed to create an accurate lens for such analyses to occur (Mazmanian & Sabatier, 1981; 1989; Van Meter & Van Horn, 1975). The fundamental difference between each of these frameworks rests on whether the policy implementation process should be analyzed from a ‘top-down,’ or ‘bottom-up’ perspective.

Early policy analyses emphasized a ‘top-down’ or ‘forward-mapping’ perspective to implementation analysis (Howlett & Ramesh, 2003; Mazmanian & Sabatier, 1981, 1989; Pal, 2001). This lens for analysis primarily focussed on the “hierarchical structures for controlling organizations” (Friedman, 2008, p. 484). Power and discretion amongst the involved governmental organizations provide a recurring theme in virtually all ‘top-down’ policy analyses. Howlett and Ramesh (2003) argue that the “top-down process [is] concerned with designing mechanisms to ensure that the implementing officials could be made to do their job more effectively” (p. 186). Elmore (1982) describes the ‘forward-mapping’ process as one that begins with an objective, elaborates (this objective) with a highly specified set of steps, and an outcome that can be measured based on success or failure. Essentially this vein of policy research suggests that the success or failure of the

implementation of a policy, is based upon the amount of conflict and/or deviation, subordinate implementing agencies have from the goals and objectives outlined by the central bureaucracy (Tummers, Bekkers, & Steijn, 2008).

Conversely the ‘bottom-up’ or ‘backward mapping’ perspective for policy implementation analysis focuses not on the power of a central government agency, but instead questions whether policy makers actually have the determinant influences over what happens during the policy implementation process (Elmore, 1982). “The key advantage of the bottom-up perspective is that it directs attention to the formal and informal relationships constituting the policy subsystems involved in ... implementing policies” (Howlett & Ramesh, 2003, p. 190). Elmore (1982) highlights some key examples of concepts examined from the bottom-up perspective as “knowledge and problem solving ability of lower-level administrators, incentive structures that operate on the subjects of the policy, and the bargaining relationships among political actors” (p. 22). The bottom-up implementation perspective emphasizes the importance of the characteristics of the implementing agencies themselves rather than the bureaucracy which formulated the policy.

Van Meter and Van Horn (1975) Top-Down Implementation Model

For this study, Van Meter and Van Horn’s (1975) top-down implementation model was utilized to analyze the implementation of the Active2010 policy in Ontario school-based PA. Van Meter and Van Horn (1975) are credited as being some of the first scholars to present a conceptual framework for analyzing policy implementation (Mazmanian & Sabatier, 1981, 1989). The authors’ model for analyzing policy implementation features a top-down perspective, and uses six specific categories for

analysis: policy standards and objectives; policy resources; interorganizational communication and enforcement activities; characteristics of implementing agencies; economic, social, and political conditions; and the disposition of the implementers. The following paragraphs outline the significance of each of these categories as described by Van Meter and Van Horn (1975). Appendix D provides a visual illustration of the author's top-down model of policy implementation.

Standards and Objectives: Van Meter and Van Horn (1975) identify standards and objectives as “elaborate[ing] on the overall goals of the policy decision. They move beyond the generalities of the legislative document to provide concrete and more specific standards for assessing program performance” (p. 464). Standards and objectives can occur in many forms including statistics (required increases in the number of students participating) or more general statements (such as those made in the policy documents themselves).

Resources: The authors describe policy resources as a tool to aid in the process of implementation. Policy resources are typically made available as “funds or other incentives in the program that might encourage or facilitate effective implementation” (Van Meter & Van Horn, 1975, p. 465). These resources are designed to assist subordinate organizations in the implementation of a policy agenda.

Interorganizational communication and enforcement activities: “Effective implementation requires that a program's standards and objectives be understood by those individuals responsible for their achievement” (p. 466). Essentially, in order for a policy to be implemented properly, strong communication procedures must be in place between all involved parties.

Characteristics of the implementing agencies: Van Meter and Van Horn (1975) express the importance of both “formal structure features of organizations and the informal attributes of their personnel ... [additionally of interest] is the implementing agency’s ties to other participants in the policy delivery system” (p. 471).

Economic, social, and political conditions: These variables have the potential to have a significant impact on the implementation of a policy of any kind.

Dispositions of implementers: “Three elements of the implementers’ response may affect their ability and willingness to carry out the policy; their cognition (comprehension, understanding) of the policy, the direction of their response toward it (acceptance, neutrality, rejection), and the intensity of that response” (p. 472). These perceptions present a crucial variable in effective policy implementation.

The top-down implementation model outlined above represents one of the earliest attempts to create a conceptual framework for understanding policy implementation. Due to the early nature of this (and other similar) studies, several researchers have published criticisms regarding a top-down method of analysis. The primary critique of the ‘top-down’ model of analysis is that this type of study neglects the contribution and impact of the street-level, or actual implementers themselves (Elmore 1982; Friedman, 2008; Howlett & Ramesh, 2003; Pal, 2001).

Few empirical studies have been undertaken utilizing the Van Meter and Van Horn’s (1975) top-down implementation model. Problematic in examining policy implementation from a top-down perspective is the hierarchical power emphasis of the framework. A top-down model fails to consider the reciprocal nature of the relationships between government agencies and implementing organizations (Elmore, 1982). To

address this shortcoming, Sabatier (1986) explains the growing need for implementation analysis models that “combine the best features of top-down and bottom-up approaches” (p. 21).

From a sport perspective, Skille (2008) uses a variant of Van Meter and Van Horn’s (1975) top-down implementation model to examine the Norwegian sport system (Kjellberg & Reitan, 1995, as cited in Skille, 2008).⁵ The author highlights one of the main problems with the model as being “designed for analyses of the public sector” (p. 185), while the Norwegian sport system at the “street-level” often relies on volunteers as implementers. In this article, Skille (2008) presents an important critique of Van Meter and Van Horn’s (1975) top-down model. The author argues that the top-down framework fails to consider variations along the “axis of professionals” (p. 186). Skille (2008) discusses that the volunteer-based structure of Norwegian sport could be problematic to a top-down implementation system, as “the grassroots implementer represent the voluntary system ... [and] he/she is not obliged to follow the guidelines from the top in the way that a civil servant would” (p. 186). The importance of subordinate organizations (or in the case of Norwegian sport: volunteers) closely following the objectives of a policy are outlined above. However, it is important to note that the problems inherent in utilizing a top-down implementation model to analyze Norwegian sport could potentially be similar to those that will occur in a study of Ontario’s sport system.

Pal (2001) argues that although “parliamentary systems like Canada have a higher degree of executive dominance and institutional capacity to implement from the top-

⁵ Kjellberg, F., & Reitan, M. (1995) *Studiet av offentlig politikk* [The Study of Public Policy]. Oslo: Tano, is published in Norwegian. As a result, the author’s modified framework has been ascertained from another article published in English (i.e., Skille, 2008).

down” (p. 187), there is a growing need for alternative modes of service delivery to be developed across the country due to the fact that “partnering in some format is becoming a critical aspect of governance and service delivery” (p. 220). Parallels can be drawn from the problems experienced by Skille (2008) and the Canadian sport system. The Canadian governance system now primarily relies on inter-government and non-government partnership to implement new policy initiatives. The ‘top-down’ implementation model assumes that policy implementation and service delivery are executed exclusively by government agencies. As a result of the reliance of partnerships in modern Canadian governance systems, a modified top-down implementation model was created that addresses the academic critiques raised in the literature above.

Revised Top-Down Implementation Model

Discussed above are the shortcomings of Van Meter and Van Horn’s (1975) top down implementation model. As a result, this study utilized a revised framework for top-down analysis that more effectively examined the neo-liberal governance structure currently operating within the Ontario school-based PA system. Kjellberg and Reitan (1995, as cited in Skille, 2008) utilize a revised top-down implementation model which features slight changes to Van Meter and Van Horn’s initial work including the simplification of terminology, and the removal of redundant directional arrows. This study utilized the simplified terminology of Kjellberg and Reitan’s model, while definitions of the model categories remain consistent with Van Meter and Van Horn (1975).

Ripley and Franklin (1986) identify that:

there are two principal ways of assessing implementation. One focuses on

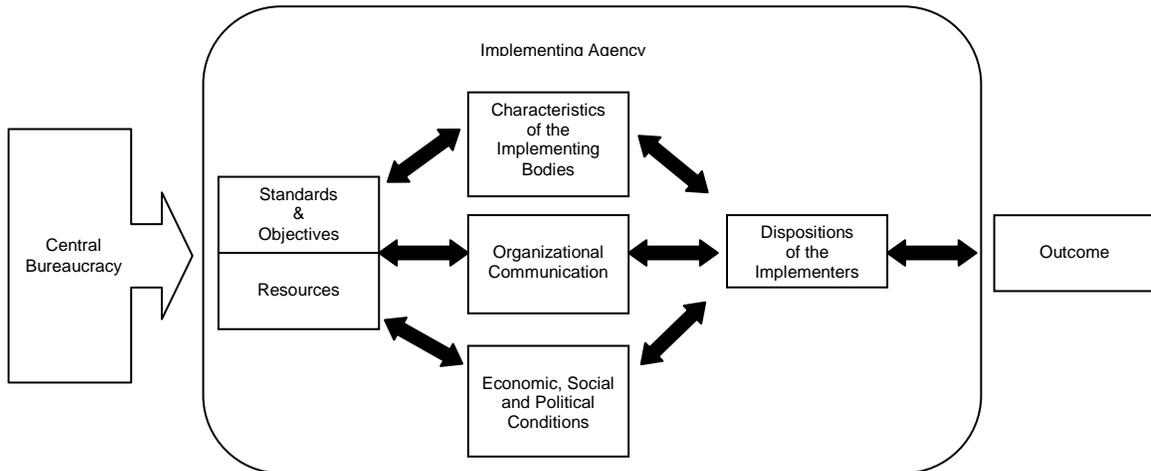
compliance. It asks whether implementers comply with proscribed procedures, timetables, and restrictions. The second approach to assessing implementation is to ask how implementation is proceeding ... the central questions are what's happening and why. (p. 11)

This study utilized Ripley and Franklin's (1986) second method of assessing implementation and developed an understanding of what is currently happening in regards to the implementation of Active2010 – or more specifically what initiatives the MHPS is undertaking to increase sport participation in Ontario school-based PA. In order to more effectively answer the above questions, changes were made to the original top-down implementation model. These changes allowed for the analysis of the inter-ministerial and public-private partnerships required for the implementation of Active2010 (see Appendix B for policy objectives requiring partnership formulation). This avoided the difficulties found by Skille (2008), who determined the original top-down model problematic due to its lack of consideration for organizations or individuals involved in the implementation process located outside of the civil service.

The primary changes to Van Meter and Van Horn's (1975) analytic model are the inclusion of reciprocal exchanges between the Central Bureaucracy and the Implementing Agencies. Figure 3.1 provides a visual illustration of the revisions made to Van Meter and Van Horn's (1975) original work. It is important to note that the categories: standards and objectives; and resources, remain as categories that can only move from the 'top-down,' in that they originate from the Central Bureaucracy. However, the categories: characteristics of the implementing bodies; organizational communication; economic,

social, and political conditions; and dispositions of the implementers, now feature reciprocal two way interactional capabilities.

Figure 3.1: Revised Top-Down Model of Policy Implementation



Van Meter and Van Horn's (1975) original work is designed to examine the public sector. However, as argued earlier in this document (and illustrated in Active2010), the provision of Ontario sport increasingly involves private sector organizations. Therefore these changes allowed for the effective analysis of private sector forces influencing the implementation of a high level government policy.

Rationale

The selection of an outdated and infrequently utilized framework for analyzing policy implementation requires explanation. As a former administrator, and frequent user of Ontario school-based PA programming, I have witnessed the decline in the number of students who regularly participate. If the MHPS truly values school-based PA, the Ministry needs to take a more active role in the promotion and provision of PA in the education system. The publication of Active2010 has created an opportunity to examine

recent (and future) Ontario government involvement in school-based PA provision.

Considering the partnerships that are outlined as being required to accomplish Active2010's school-based PA initiatives, it could be argued that a number of individuals and/or organizations played an equally important role in the implementation of this policy. However, considering the need for increased Ontario government involvement in school-based PA, rather than utilizing a 'bottom-up' or 'advocacy coalition' approach to analyzing the implementation of Active2010, I elected to utilize a revised 'top-down' model of implementation.

Chapter IV: Research Design

Case Study

A qualitative case study research design was selected for this study. Yin (1989) identifies a case study as being ideal for answering the ‘how’ or ‘why’ questions of research, while Creswell (2007) defines a case study as the examination of “an issue explored through one or more cases within a bounded system” (p. 73), involving “a variety of data collection procedures over a sustained period of time” (Creswell, 2003, p. 15). Case studies can be conducted from a single or multiple case analysis, and Stake (2003) and Creswell (2007) identify three ‘types’ of case study analysis: intrinsic, instrumental, and collective.

An intrinsic case study is undertaken when a researcher seeks to develop a better understanding of a particular situation or context. This type of case study is not conducted due to commonalities with other situations or contexts, but rather because the case itself is of significant interest to the researcher. An instrumental case study is conducted “if a particular case is examined mainly to provide insight into an issue or to redraw a generalization” (Stake, 2003, p. 137). Finally, in a collective case study “the researcher focuses on an issue or concern” (Creswell, 2007, p. 74) and “jointly stud[ies] a number of cases in order to investigate a phenomenon, population, or general condition.” Furthermore, Stake (2003) identifies that case studies can be simple or complex and feature the analysis of several subsections, while Yin (1989) states that case studies often occur in a number of settings including “policy, political science, and public administration research” (p. 13). Pal (2005) feels that “case study research is a prominent, perhaps even dominant, mode of research in policy sciences” (p. 235).

Based on the literature above outlining the case study research method, a research design for this study was selected. This study utilized a qualitative, intrinsic single case study analysis designed to examine Active2010's sport and physical activity participation initiatives currently being implemented by the Ontario Ministry of Health Promotion and Sport within the school-based PA system. This case study sought to answer the following two questions:

1. How is the Ontario Ministry of Health Promotion and Sport undertaking initiatives designed to increase participation levels in Ontario school-based PA?
2. What role(s) do partnerships play in the implementation of Active2010's PA initiatives in the education system?

Case Sampling

The selection of a case for analysis has been well documented in qualitative research literature (Creswell, 2003, 2007; Stake; 2003; Yin, 1989). For this study, purposeful sampling was utilized. Creswell (2007) outlines purposeful sampling as the selection of a case based on the demonstration of important perspectives of a program or process. Considering that my interests as a researcher were concerned with PA in the Ontario education system, the implementation of a policy in this context served as my unit of analysis. As a result, data were gathered using multiple collection techniques (outlined further later in this paper) that examined the sport and physical activity participation initiatives that the Ontario MHPS was undertaking within the Ontario school-based PA system.

*Research Methods**Data collection – Interviews*

Creswell (2007) outlines that the case study research method involves the collection of detailed and in-depth data from multiple sources. This case study utilized three primary sources of data: interviews, document analysis, and attending one meeting. The following paragraphs outline and justify the selected data collection methods in detail.

Yin (1989) describes interviews “as [an] essential source of case study information” (p. 89). Interviews as a data collection method can take on numerous forms, with each form essentially being based on the degree of structure required (Kvale, 1996; Patton, 2002; Willis, 2007). Using Patton’s (2002) and Kvale and Brinkman’s (2009) definitions of interview methods, I selected the semi-structured interview as the primary method of data collection for this study. Each interview utilized scripted and open-ended questions designed to uncover ‘rich and descriptive’ data (Creswell, 2003; Patton, 2002, Taylor, 1998; Willis, 2007) regarding the organization’s theoretical objectives (Taylor, 1998) as they related to the increase in participation of PA programs within the Ontario education system. Appendix E shows a sample copy of an interview guide utilized for the interviews conducted during this study.

It is important to note that only a few questions were scripted. These questions were designed to develop an understanding of each of the six categories of the revised top-down policy implementation model presented in Figure 3.1. This model and its categories framed and developed the topics and discussions during the interview process. The six model categories guiding the interview process served as a start point for the

interview, and as emergent categories were uncovered, additional unscripted questions were utilized to gain additional information.

Eleven (clarified further when participant/document sampling is discussed) semi-structured interviews were conducted with the selected research participants. The participants were contacted in advance, and interviews arranged at a location, time, and date convenient to the participant. All interviews were audio recorded to ensure accuracy. Informed consent was required before any interviews could be conducted.

Data Collection – Documents

Prior (2004) outlines in detail the importance of documents in conducting research, as documentary sources can reveal rules, facts, decisions, and records regarding a particular context. Hammersley and Atkinson (2007) more specifically outline that “government departments and many other organizations generate and consume huge amounts of documentation” (p. 123). It is based on these concepts that documents were utilized as a source of data during this study. Hammersley and Atkinson (2007) identify three types of documents: informal, formal, and official. Considering that this study was designed to examine the implementation initiatives and inter-government and government/non-government partnerships that exist within the Ontario school-based PA system, the documents selected for this study consist of official documents provided by the MHPS and the Implementing Agencies that outlined the rules, facts, decisions, and records (Prior, 2004) of these relationships.

Data Collection – Meeting

During the data collection phase of this study, I was invited to attend a regional government policy meeting designed to determine the health unit’s healthy community

priorities. This study utilized Willis' (2007) definitions of fieldwork and field notes. The author defines fieldwork as "gathering data in authentic (e.g., real world) environments... rather than in an artificially contrived setting" (p. 235). I attended the healthy community meeting and gathered data while in the meeting. Furthermore, Willis (2007) describes the data recording phase as "the researcher keeps field notes that summarize what has happened during the observation periods" (p. 236). Field notes were taken during the meeting regarding attendance, presentations, question and answer periods, and sector alignment group sessions. Additionally, a number of formal documents were provided to all meeting attendees, and these documents were coded as per the document analysis practices outlined below.

Sampling

In order to gain insight into the PA system operating in Ontario education, key figures in various organizations needed to be interviewed based on their knowledge of the implementation of the programs and initiatives of Active2010. Creswell (2007), when discussing purposeful sampling, emphasizes the importance of demonstrating the different perspectives of a program or process. Considering this study required different (or more importantly, specific) perspectives regarding PA in Ontario education, for this study, interviewee purposeful sampling was utilized.

It is important to note that at the outset of this study, the number of Implementing Agencies involved in Active2010 and the Ontario education system were unknown. As a result, this study relied on emergent data for purposeful interviewee sampling. Emergent data rely on information uncovered during the data collection processes (Patton, 2002). Prior to conducting this study, the identities and the number of interviewees involved

were unknown and as a result, emergent data guided the research process.

The start point for this study was contact, via email and telephone with the MHPS. Appendix F presents the organizational chart for the MHPS. This chart demonstrates the key employees and their titles in the organization. It provided insight into the employees who were ideal candidates for either initial contact, or to serve as an interview participant. The participants selected for study needed to be well informed regarding the implementation process of Active2010. More specifically participants in this study were well aware of partnerships being formed within the Ontario school-based PA system. This knowledge base was uncovered during the initial contact phase of this study, as questions were asked regarding employee expertise on the above outlined issues.

Upon completion of the first interview, data analysis methods (outlined in later paragraphs) were designed to reveal the partnerships the MHPS has formed with the education system. During this phase of the research process, emergent data were again utilized, as the information provided by the initial interviewees gave insight into the partners of the Ministry, and the sport participation initiatives that were being undertaken in the school system. In turn, initial interviews were designed to indicate with whom additional interviews should be conducted. Similarly, the official documents selected for review were determined based on questions asked during the interviews. After existing/proposed programs, policies, funding options were identified by the interviewee, additional questions were asked by the researcher designed to create a list of official documents to be analyzed in this study. This study sought to interview and analyze at least one person and document from each 'key' organization involved in the

implementation of Active2010.

Appendix G provides a full list of all interview participants. Eleven semi-structured interviews, lasting approximately one hour, were conducted with employees from eight different organizations involved with the implementation of Active2010 in the Ontario school system. Although assumptions regarding some involved organizations could be made at the outset of this study, the number of Implementing Agencies and the amount of interaction between these organizations and the MHPS were unknown prior to the first interview. Furthermore, Appendix H provides a full list of the 47 documents sampled and analyzed during the course of this study. Documents were collected and analyzed from seven of the participating organizations.

Data Analysis

Yin (1989) defines data analysis as the examining, categorizing, tabulating, or recombining of evidence as it relates to the context under study. As previously outlined, this study utilized semi-structured interviews and official organizational documents as the primary sources of data. The following paragraphs discuss in detail the data analysis methods of this study.

The interviews conducted for this study were audio recorded. The initial phase of data collection involved the transcription of the interview verbatim. Kvale (1996) explains in detail five specific data analysis techniques for interview text. Based on this framework, this study relied on meaning condensation. Meaning condensation is defined as the:

abridgement of the meanings expressed by the interviewees into shorter formulations. Long statements are compressed into briefer statements in which

the main sense of what is said is rephrased in a few words. Meaning condensation thus involves a reduction of large interview texts into briefer, more succinct formulations. (p. 192)

Based on this definition, the statements made by interviewees regarding all issues relating to school-based PA in Ontario were condensed to their true meaning, or more specifically condensed into short succinct statements regarding the initiatives being implemented.

The revised ‘top-down’ model categories shown on Figure 3.1 of this document, guided and informed the data analysis process of this study. The six revised top-down model categories were utilized to develop a full understanding of the implementation of Active2010 in Ontario schools. Statements made by the interviewees were condensed based on the six top-down model categories of Resources, Standards and Objectives, Characteristics of the Implementing Agencies, Organizational Communication and Enforcement, Economic, Political and Social/Cultural Conditions, and Dispositions of the Implementing Agencies based on the definitions of these categories presented in Chapter III.

Six electronic data files were created for each top-down model category, and the condensed statements were placed in these data files. For example, long statements made regarding the amount of funding being provided to an Implementing Agency were condensed into a brief statement regarding the category “Resources” and included the name of the program, the parties involved, and amount of funding being provided by the Ontario government. The interview transcripts were read and re-read until theoretical saturation (Glaser & Strauss, 1967) was reached and no new information was found. In

addition to the six top-down model categories, four emergent categories were uncovered during the data collection and analysis phases of this study. These emergent categories are: Jurisdictional Funding, Coercive Policy, Sector Silos, and Community Champions. The emergent categories uncovered during the data analysis process, required the creation of four additional electronic data files, and were analyzed in the same manner as each of the six top-down model categories guiding the research process. Appendix I provides a sample coding chart that illustrates how the data gathered during the course of this study were analyzed.

Official organizational documents were also analyzed throughout the research process. These official documents originated from the MHPS and the Implementing Agencies of Ontario school-based PA. These documents were sampled at all stages of the research process including: prior to the interviews being conducted, via questions were asked by the interviewer, at the recommendations of the interviewees, and during the data analysis process. The documents were analyzed using a content analysis (Prior, 2004) that sought to uncover additional or conformational/contradictory information pertaining to the Active2010 programs, initiatives, and partnerships related to PA in the Ontario education system. Treated in the same manner as the interview data, meaning condensation analytic procedures were utilized for the coding of the documents, and the condensed statements were placed in the electronic data files for the six-top down model categories and the four emergent categories.

As all interviews and content analyses were completed, the condensed statements from both the interviewees and the documents from each organization were utilized to construct a “conceptual diagram” (LeCompte & Schensul, 1999, p. 208) that visually

illustrates the school-based PA system. This diagram allowed for the “map[ping] and display of the conceptual and theoretical relationships and the structures” (LeCompte & Schensul, 1999, p. 201) that were uncovered and guided this study. Along with conceptual diagram, the programs, participation initiatives, and partnership agreements, that make up the Ontario school-based PA system were identified and discussed in detail.

The implementation initiatives under study were discussed based on the six categories of the revised top-down implementation model, and the four emergent categories uncovered during the data collection and analysis phases of this study. The meaning condensed statements from each data file were reviewed, and subjective decisions made based on a holistic analysis of each data file. Each data file was read and re-read until the current Ontario government implementation initiatives could be discussed in detail. It is important to note, that the revised top-down model of implementation used during this study, guided and informed the implementation of Active2010 in the school-based PA system. However, the emergent categories uncovered further developed the understanding of the implementation of Active2010.

Ethical Considerations

Prior to this research commencing, a Brock University Research Ethics Board (REB) application was submitted. The approved REB file number is #09-069. This process was required considering that this study relied on human research participants. Informed consent forms were issued and signed prior to the start of the interviews as required by the Brock University REB.

The most significant ethical issue in this study was confidentiality. Standard practices in research indicate that all research participants’ identity should be kept

confidential. However, this study sought to examine organizations operating within the Ontario education system, and as a result uses the actual names of the organizations. Therefore the possibility exists that based on the small number of employees of many organizations within the Ontario sport system, some of the research participants' identities could be uncovered. To some this may not seem like a major issue, however if one or more of the participants expresses concern or has comments that may be contentious about their own or another organization's involvement, there could be consequences that neither the participants nor myself had previously considered. Prior to the interviews being conducted all participants were required to sign an informed consent form which is provided in Appendix J. Additionally, at the beginning of each interview, the first question asked was "Do you understand the name of your organization will be used in this study?" Aside from these two processes, member checking (outlined later in this document) of both the interview transcript and Chapter V of the final thesis document, were utilized to ensure that participants' identity is kept confidential.

Trustworthiness and Triangulation

Recent literature regarding qualitative research methods, have questioned the use of the term validity in interpretive qualitative research (Sparkes, 1992, 2001; Willis, 2007). Based on the heavy positivist and quantitative connotations associated with the term validity, this study relied on the concepts of trustworthiness and triangulation.

Stake (2000) identifies triangulation as the process of using multiple perceptions or sources of data. Willis (2007) adds that, before coming to a conclusion, a qualitative researcher needs to rely on multiple sources of data. This study utilized semi-structured interviews, document analysis, and attendance at a meeting at sources of data. Not only

do the meeting attendance and examination of official organizational documents supplement the data collected during interviews, they also served as a method of verifying statements made by the interviewees. For example, as participants made statements about funding levels for a particular PA program, I had the ability as a researcher to review the official documents for that particular program, and verify that the information provided by the interviewee was accurate and complete. Based on this concept I utilized methodological triangulation (Sparkes, 2001; Willis, 2007) that used multiple sources of data to verify findings. Furthermore, the decision to utilize three separate sources of data was also made to enrich the understanding and discussion of this case study. Aside from just the methodological triangulation benefits of the data sources, the acquisition of data from multiple sources provided further and deeper insight in the MHPS programs and initiatives being implemented in the Ontario school system.

Trustworthiness is defined by Lincoln and Guba (1985) as creating a study that the audience feels is worthy, and one in which the researcher is reporting an accurate reality of the situation or phenomenon under study. Lincoln and Guba (1985) identify several techniques for ensuring trustworthiness. For this study, I selected member checks and an inquiry audit.

Member checking is an important element of trustworthiness. Member checking is the testing of analytic categories, interpretations, and conclusions on the participants of the study. Basically, member checking is confirming your information with your participants before completing your study. I provided each interview participant with an opportunity to review their own interview transcript. Additionally, I provided participants with the opportunity to hear and discuss my findings. Only three of the 11 participants

chose to read the final document for reasons of personal interest. No one opted to review his/her interview transcript.

To further establish trustworthiness in the study, an inquiry audit was conducted. Lincoln and Guba (1985) describe an inquiry audit as that of an auditor being called in to examine the process of the inquiry, and in determining its acceptability and dependability, and the examination of the inquiry product (i.e. data, findings, interpretations, and recommendations). During this study, Dr. Lucie Thibault, served as an auditor, who was consulted, and provided recommendations on both the inquiry process and product. In regards to the inquiry process, Dr. Thibault provided suggestions, guidance, and insight into the selection of Van Meter and Van Horn's top-down model, the construction of the interview guide, attended the initial interview with members of the MHPS, listened to audio files, and reviewed transcripts. In regards to the inquiry product, Dr. Thibault was consulted regarding the findings for each of the six top-down model categories, helped develop the four emergent categories, reviewed all coded data, and provided insight into the development of Chapters V and VI of this document.

This study sought to develop an understanding of the sport participation initiatives that the Ontario MHPS was undertaking within the Ontario school-based PA system. To best address this purpose statement a qualitative, single intrinsic case study was conducted that attempted to answer the research questions stated in Chapter I of this document. In order to fully address the proposed research questions, the theoretical framework of a top-down implementation model was utilized to uncover the implementation initiatives being undertaken by the Ontario MHPS to increase sport participation in the school-based PA system. This study provides insight regarding the

implementation of a provincial-level policy document into the Ontario education system. Additionally, this study builds on the literature pertaining to partnerships in Canadian sport, while also creating new perspectives in regards to government and non-government partnerships in the Canadian school system.

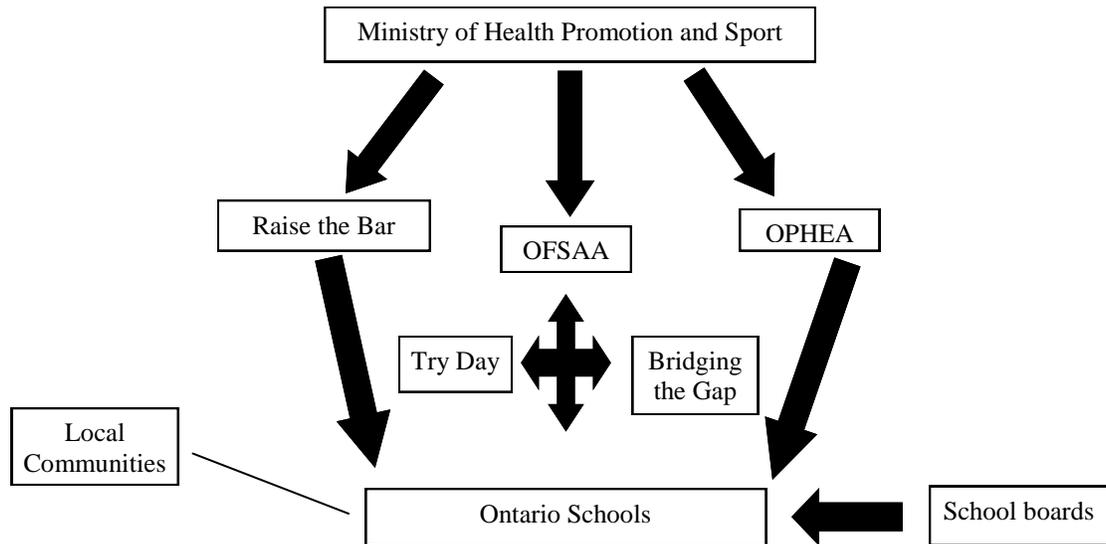
Chapter V: Findings and Discussion

The following chapter presents the findings and discussions of this study. The two primary research questions presented in Chapter I guided the research process, and serve as the focal point of discussion in this chapter. The findings section of this chapter is presented first and consists of program-based context regarding specific Active2010 initiatives being implemented in the school system, the findings in relation to the six categories of the revised top-down model of policy implementation, and the findings of the four emergent categories uncovered during the data analysis phase of this study. The two primary research questions are then discussed based on these findings. The research questions sought to answer the ‘how’ questions associated with the implementation of Active2010 in the Ontario school system, along with uncovering the role partnerships are playing in this process.

In addition to the two primary research questions, this study sought to answer program-based questions involving Active2010. The interviewees were asked questions designed to determine the specific Active2010 programs and initiatives currently being implemented in the school-based PA system. In order to properly represent these findings, I felt it was important to create a conceptual diagram to map the current Ontario school-based PA system in regards to Active2010. Figure 5.1 provides a visual display of the Active2010 Sector Chart for Physical Activity in Schools. Each of the programs on this chart is discussed in detail. The Central Bureaucracy (Ministry of Health Promotion and Sport) is discussed first, followed by the Implementing Agencies OFSAA, Raise the Bar, and Ophea. The findings regarding these Implementing Agencies are discussed, as

these organizations are responsible for developing and providing programming designed to enhance PA in Ontario schools.

Figure 5.1: Active2010 Sector Chart for School Physical Activity



Findings: Central Bureaucracy and Implementing Agencies

Central Bureaucracy - Ministry of Health Promotion and Sport

In multiple instances, the MHPS's *Active2010* (2004) document addresses increased participation in PA within the school system. More specifically, the document states that "the focus of our efforts will be to increase student sport and physical activity opportunities and participation in all Ontario schools" (p. 20). Other MHPS documents highlighted the importance of the education system in regards to youth health and PA levels. These documents however, identified other organizations as the ideal service providers. The *School Health: Guidance Document* describes itself as "intended to be a tool that identifies key concepts and practical resources that [local] public health staff may use in health promotion planning with schools and school boards" (Ministry of Health Promotion and Sport, 2010, p. 7). From a provincial government perspective, this

echoed the literature of sport, recreation, and leisure scholars such as Thibault and Harvey (1997) and Searle and Brayley (1999) who identified the role of Canadian provincial governments as that of support for the administration, consultation, and coordination of service provision.

Implementing Agency One: Ontario Federation of School Athletic Associations (OFSAA)

The MHPS's logo was found on both the OFSAA website and on flyers for multiple initiatives. This helped identify the organization as an ideal participant for analysis. MHPS employees confirmed OFSAA as offering programs funded under Active2010. An executive with the organization participated in a semi-structured interview and confirmed that OFSAA received a base grant, a specific initiative grant, and bilateral funding from the MHPS. These funding options were utilized for the provision of two OFSAA school-based PA initiatives: Try-Day, and Bridging the Gap.

OFSAA's yearly annual budget is approximately \$1 million with roughly \$160 000 as base grant funding from the MHPS. As outlined by an OFSAA executive, this base grant is sought on an annual basis and is designed to "help support the organization in what it's try[ing] to achieve with athlete development, participation, and leadership development." This pool of money is not dedicated to a specific program or initiative designed to enhance school-based PA.

The first OFSAA program funded by the MHPS, designed to enhance school-based PA was grade 9 Try-Day. This program was designed to grant 84 Ontario schools up to \$800 each in order to introduce a new sport or physical activity to the students in the school. As outlined on the Try-Day registration form, the purpose of the program is to "motivate grade 9 students to get involved in high school sport and physical activities,

and to encourage lifelong participation in these areas” (OFSAA, 2010b, p 1). The applying school must prove that it is creating a program that offers, a unique or unconventional sport to its students. The program is funded by the MHPS, via the Sport Priority Funding program. As a PSO, OFSAA was eligible for such funding, and submitted an application which included a projected budget and objectives of the program. Once accepted, the MHPS provides approximately \$70 000 per year in funding. Individual schools are encouraged to apply to the Try-Day program, while “to be eligible for Try Day funding, a minimum of 60 Grade 9 students, OR a minimum of 80% of the Grade 9 population in schools with 75 or less Grade 9 students, must participate” (OFSAA, 2010b, para. 7). Funding is provided on a ‘first-come, first-serve’ basis until all \$800 funding packages have been awarded.

The grant funding for Bridging the Gap was provided by the MHPS in the amount of \$200 000 over three years. This grant was provided via the bilateral agreement funding program and is a 50-50 cost sharing initiative between the Federal Department of Canadian Heritage (via Sport Canada), and the Ontario MHPS. Bridging the Gap’s official documents described the initiative as a “commitment for secondary schools and elementary schools to work together to provide a new sport for the elementary schools, as well as a teaching opportunity for senior secondary leadership co-op student” (OFSAA, 2012, p. 1). An OFSAA executive elaborated further on this statement, and identified Bridging the Gap, as a program for which Ontario high schools apply with the intention of providing one of flag football, flag rugby, or ultimate Frisbee within the school. If approved, OFSAA then sends a “package of equipment, and resources, [including] instructional guides, drills, and things like that, which we have received from the

provincial sport organizations.” These resources are provided by either the PSO or NSO for each sport organization. Once the resources are received, the high school students then travel to a local community ‘feeder school’ and provide educational and participation-based programming for the sport of choice. This programming allows younger pre-high school students to learn the fundamentals of sports that are traditionally only offered at the secondary school level.

Implementing Agency Two: Raise the Bar (RTB)

The MHPS employees identified Raise the Bar (RTB), as one of the primary initiatives funded by the Ministry designed to enhance school-based PA. The RTB official website described the organization as “designed to improve the quality of intramural/house league programs in elementary and secondary schools across Ontario. Supported by the Ministry of Health Promotion, Raise the Bar will provide schools with resources and assistance in the development of these programs” (Raise the Bar, 2011, para. 1). The organization consists of one individual, its Program Director, a Head of PE at an Ontario secondary school, who prior to the formation of RTB offered “phenomenal programming in his/her own school and was helping other teachers” in the local area with their school-based PA programming. Through practices which are outlined in the Community Champions section of this document, the RTB philosophy and programming were brought to the attention of the MHPS, and funding was provided via a yearly application-based grant.

RTB received an initial grant of \$350 000 to get the program started. This initial start up grant was designed to cover the Program Director’s “salary to the [school] board and enough money to run one intramural conference for secondary schools, and one for

elementary schools, plus his [the Program Director's] travel time to go to the school boards." In each subsequent year, the amount of funding fluctuated between \$175 000 and \$375 000 per year. RTB's primary emphasis is improving the quality of province-wide, school intramural sport programs. RTB essentially serves as a leadership or consulting program, within which the RTB Program Director travels to the individual school boards across the province and conducts a leadership seminar designed to educate school teachers, superintendents, and PE consultants on how to provide better intramural sport programming within the schools. The money provided by the MHPS funds the travel of the RTB program director and more importantly, is used to reimburse the school boards for the financial costs associated with covering classes (i.e., hiring of supply teachers) while teachers attend the seminars. RTB also provides an annual Intramural Student Leadership Conference that is designed to educate Ontario students on how to help provide quality intramural PA programming.

*Implementing Agency Three: Ontario Physical and Health Education Association (Ophea)*⁶

Employees with the MHPS identified Ophea as an important school-based PA provider in Ontario schools. Ophea is a large organization with an annual operating budget of over \$6 million and approximately 60 employees, with 35 holding full time status. Official Ophea documents highlighted the programs and initiatives from the years 2007 until 2011 that were funded by the MHPS. It is important to note that of Ophea's \$6 million annual operating budget, approximately \$1 million was provided by the MHPS.

Not considered a provincial sport, or multi-sport organization, the MHPS

⁶ The name Ophea is a short form for the proper name of the organization, the Ontario Physical and Health Education Association. However, the organization is more often referred to as Ophea in conjunction with the recently developed brand 'tagline' Healthy Schools Healthy Communities.

employees explained that Ophea receives no ‘core’ funding, and instead relies solely on initiative-based grant funding. The single largest initiative is the Physical Activity Resource Centre (PARC). An Ophea employee responsible for maintaining partnerships and public affairs described PARC as:

a community of practice for people who do physical activity promotion at the local level. So for the most part... all of the health units, many community health centres, and many recreation providers...come to PARC, and there is an annual symposium. There is training workshops that happen in communities, there’s workshops that happen online, there’s all sorts of technical support in terms of asking an expert, or coming to a database to find somebody else’s good work before they do it, so there’s a list serve. Another piece of it has to do with supporting the concept of healthy schools and communities.... So we [produce] communications material.

Problematic in regards to this study is that PARC is not designed to directly influence the Ontario school-based PA system. PARC is designed to support public health and community recreation. Aside from PARC, at the time of this study, one of Ophea’s primary interests was the creation of “curriculum support documents” which the organization produced in order to aid in the implementation of the EDU’s new school Health and PE Curriculum. Designed for purchase and use by schools and school boards, the curriculum support documents were not funded or supported by the MHPS, and as a result are beyond the scope of this study. However, it is important to note, that Ophea is an organization with the potential to strongly impact the school-based PA system.

Findings: Top-Down Model Categories

The following paragraphs present the findings of this study in regards to the six revised top-down model categories of Resources, Standards and Objectives, Characteristics of the Implementing Agencies, Organizational Communication and Enforcement, Economic, Social and Political Conditions, and Dispositions of the Implementing Agencies. The findings for each of the six categories revealed during data analysis are all outlined in the order they appear on the revised top-down model presented in Figure 3.1.

Category One: Resources

Van Meter and Van Horn (1975) identify Resources as effective methods to facilitate successful policy implementation. As will be discussed in the Organizational Communication and Enforcement section of this study, the provision of funds via the grant process served as the primary Resource the MHPS provided to its Implementing Agencies. Each interview participant was asked what Resources they were receiving from the MHPS. Universally the first response was funds. However, although the Implementing Agencies may not recognize two Resources, consultants, and a Community Use of Schools Agreement (CUSA), were provided by the Ministry designed to facilitate the implementation process.

The MHPS employs two types of ‘consultants.’ Any nonprofit organization that receives a base grant from the MHPS is assigned a consultant who works out of the head offices of the MHPS. Each consultant is assigned two or three base grant initiatives, and serves as a grant program evaluator, and point of contact for the funded organizations if they have any questions or issues. The use of consultants was initially discussed with

employees of the MHPS, and was confirmed in subsequent interviews with OFSAA and RTB, organizations that both received MHPS base grant funding. An executive at OFSAA identified a solid relationship with a “sport consultant” or “liaison,” designed to assist if any unforeseen issues arise, or to facilitate with practices such as sport sector alignment. The executive provided the example of “playing regulations for our sports, how they fit with what the provincial sport organizations rules, and how they fit with Canadian Sport for Life [framework] and that sort of thing.”

The second level of consultant the MHPS utilizes is local area employees. These employees, work out of regional government offices across the province, and work extensively with local and regional governments and with the Healthy Communities Framework (HCF). One such MHPS local consultant participated in this study, and explained that “any organizations that want to have access to that [Healthy Communities] fund need to contact me to discuss the project that they wish to apply for. I determine their eligibility, I explain the criteria. I may connect them with other people if I am aware of other organizations that want to do similar work. I review the applications and make recommendations for the grant requests.” These consultants are crucial in helping facilitate the HCF application and implementation process with both local and regional government agencies. The HCF will be discussed in detail later in this chapter.

The second Resource provided by the MHPS, was the CUSA negotiated with all 72 Ontario School Boards. In 2004, the MHPS provided \$20 million to help offset the costs associated with opening up school gymnasiums for community use across the province. Each school board has an independent agreement with the Ministry negotiating how much funding the board will receive as compensation for providing its gymnasiums

for community use, as well as the amount of user fees the board is allowed to charge participants. This emerged as a significant Resource in the data related to the MHPS, Ophea, local/regional governments, RTB, and the EDU.

Category Two: Standards and Objectives

Van Meter and Van Horn (1975) state that “it should be recognized that ambiguity in standards and objectives, may be fostered deliberately by policy makers in order to ensure a positive response on the part of those responsible for implementation at other levels of the organization or the policy delivery system” (p. 464). Review of the policy objectives list provided in Appendix B, illustrates definitive ambiguity in the eight policy objectives pertaining to the Ontario school system that can be found in Active2010. The problematic aspect of ambiguity in regards to policy-based Standards and Objectives is the devolution practices that have taken place in the Ontario sport system.

During this study, I had the opportunity to attend and participate in a regional government policy meeting designed to determine a regional health unit’s priorities for health promotion. The primary purpose of the meeting was to gather all the regional health promotion stakeholders in one central location, to help create a regional government policy regarding the HCF. Appendix K provides the MHPS’s HCF.

This regional priorities meeting was very well attended with over 72 area stakeholders. The regional health unit employees, and event facilitators, provided all attendees with an information package containing a detailed outline of community health in the area, a local stakeholder contact sheet, and print copies of the event powerpoint presentations. The passion and willingness of the stakeholders to participate in

discussions, to create possible policy goals and objectives, and to help develop regional area health policy were evident. To see such a large number of sector stakeholders participating in a policy planning session indicated how important improving community health is to local area practitioners.

The only problem observed during this regional priorities' meeting was the ambiguity in the PA standards and objectives permeating from MHPS documents at the top, down to regional government policy, and then to the practitioners themselves. During the meeting, event attendees were asked to separate into groups based on the six priority areas: healthy eating, physical activity, tobacco use, substance abuse, injury prevention, and mental well-being, identified in the HCF. The physical activity 'work group' was well represented by several local governments, private sector fitness centres, regional policy makers, the YMCA, and Boys and Girls Club employees. Each group was asked to formulate as specific a policy goal as possible. As confirmed by a regional government employee who participated in this study "physical activity had five or more potential policies [goals] that came through there." The lack of consensus regarding one universal PA policy goal was not the issue that was considered problematic. The problematic issue was the ambiguity that both the policy makers at the meeting and the attending practitioners were willing to incorporate into the working policy statements.

A content analysis of the *Recommended Action Statement* document provided to all meeting attendees, revealed the priority most concerned with PA within the region was "increase action that supports and encourages access to physical activity across the population with an emphasis on children and youth" (Regional Government, 2011b, p. 1). This statement offers no spectrum of measurability, and as outlined earlier follows the

provincial government's practices of offering ambiguous Standards and Objectives in a policy document. This by no means serves as a criticism of the regional government policy makers, as they are simply creating a policy document based on the needs of their physical activity stakeholders, who were not able to come to a universal consensus of their PA-based needs in the area. The problem resides in the fact that neo-liberal devolution practices, such as the HCF, have forced local and regional governments to create individual policy documents that, like more senior level policy statements, feature vague and ambiguous goals and objectives. This in itself is not entirely problematic. The problem occurs when local area practitioners were asked to create or present their desired policy goals, rather than presenting solid and measurable statements, the stakeholders were more inclined to follow the tendencies found in federal, provincial, and local/regional government policy statements, and present vague and ambiguous policy goals. This finding highlighted the systemic problems associated with devolutionary practices occurring in policy writing. So much so, that it is becoming increasingly difficult for PA-based standards and objectives to be written, in a clear, concise, and measurable manner even at the practitioner's level.

Category Three: Characteristics of the Implementing Agencies

The data demonstrated that this category of analysis is the least relevant in this case study. Van Meter and Van Horn identify six potential characteristics that can impact a policy implementation study with the two most significant characteristics in regards to this study being organization size, and political resources.

Organizational size was shown to be irrelevant in regards to gaining government funding to provide Active2010's PA initiatives in the school system. The importance of

this finding resides in the fact that the organizations varied in size from one employee at RTB, to over 60 employees at Ophea. Adding to the discussion regarding organizational size was the consistent lack of staffing found throughout the sector at the implementers level. Both the MHPS local consultant and the PE Curriculum Consultant with a school board had portfolios that include areas outside of health and physical activity. The local consultant for the MHPS is also a consultant for the Ministry of Immigration and Citizenship, and the Ministry of Tourism and Recreation. Furthermore, the school board PE Curriculum Consultant, is also the curriculum consultant for history, geography, Canadian and world studies, and humanities. Both of these participants discussed the complexities associated with working with a wide range of subject matters simultaneously.

Political resources are identified as the second organizational characteristic relevant for discussion. This study is designed to specifically examine the MHPS's funding initiatives in the Ontario school-based PA system. As a result, each Implementing Agency received funding in the form of a base grant, an initiative specific grant, or became incorporated into a HCF. As a result, every organization examined in this study received important financial support from the Government of Ontario. The initial data analysis practices failed to uncover any additional relevance of this organizational characteristic in regards to this study. However, a deeper analysis of the Healthy Communities integrated approach to health promotion, reveal that as discussed above, the individual schools, and school boards were not receiving the political resources necessarily to provide quality school-based physical activity. Van Meter and Van Horn (1975) identify political resources as the "support among legislators and

executives” (p. 471) needed to implement policy. This study provides evidence that the Ontario school system, is not receiving adequate support from these ‘legislators and executives’ to properly implement Active2010 in Ontario schools.

A senior policy analyst from the EDU School Health and Student Well Being department, identified “DPA [Daily Physical Activity], school food and beverage policy, anaphylaxis, swim to survive, as some of the big [non-curriculum] initiatives we are working on currently.” Of these initiatives, the analyst confirms daily physical activity (DPA) as the major initiative targeting PA. Problematic, with this initiative is that DPA is only implemented at the elementary level. Examining DPA in detail, was beyond the scope of this study, however it is important to note that the lack of emphasis on physical activity at the secondary level, was identified as an important issue to programmers with local and regional governments, and a school board.

As will be discussed in detail later in this document, schools and school boards are not eligible to receive funding from Active2010 directly. This proves problematic, in regards to the lack of political resources being provided to the school system, due to the fact that during the course of this study, the primary focus of the EDU was the implementation of the latest Health and PE Curriculum. As a result, other than DPA, few initiatives are being directly funded by the EDU designed to enhance school-based physical activity. This presents a possible systemic failure, as the MHPS is unable to fund schools and school boards directly, while the EDU appears to prioritize curriculum-based programming above additional non-curriculum school-based PA. As a result, non-curriculum based PA programming is not receiving the political resources (Ministerial support) needed from either MHPS or the EDU.

Category Four: Organizational Communication and Enforcement – Grants

The top-down model identifies two significant types of organizational communication in implementation: single organizational and interorganizational. This study examined the interorganizational communication and enforcement practices being utilized by the MHPS, and the Ontario school-based PA system. Varying degrees of both formality and frequency in regards to communication between the MHPS, and the Implementing Agencies of the school-based PA sector was evident. However, at this time it is important to note that the majority of communication and enforcement practices utilized by the MHPS, involved the application and allocation of public grants. These grant programs are outlined first, followed by the interorganizational communication practices between the MHPS and the Implementing Agencies.

The MHPS operates several grant-based funding initiatives that are accessible by a variety of organizations across the province. Upon Active2010's launch in 2005, the grant program most closely associated with the document was the Communities in Action Fund (CIAF). During the course of this study, the CIAF was no longer being offered by MPHS, however, as will be explained in the Coercive Policy section of this study, the purpose of CIAF was to provide "financial support to more than 100 not-for-profit organizations to create programs that will increase physical activity. The \$5 million fund supports Ontario's strategy to increase physical activity and sport participation in Ontario" (Ministry of Health Promotion, 2005b, p. 1).⁷ CIAF allowed organizations, with the goal of enhancing sport participation and physical activity, to apply for a grant to provide programming designed to achieve these goals. A MHPS local consultant

⁷ The elimination of the Communities in Action Fund prior to the commencement of this study, made it impossible to gain access to the CIAF document, as a result a secondary Ministry of Health Promotion and Sport document was used for conceptualization.

identified, “YMCAs, the Boys and Girls Clubs, sport organizations, etc.” as the primary partners under CIAF, however, as will be outlined in the Coercive Policy section of this document, the MHPS’s priorities changed, and a new grant program was created, the HCF.

The partnership and collaborative aspects of the HCF are discussed in greater detail later. At this point however, the shift in policy-based priorities from CIAF to the HCF must be noted. Under CIAF rules, organizations or programs needed to address either sport participation or physical activity. Within the HFC funding strategy, physical activity is now one of six priority areas, also including healthy eating, tobacco use, injury prevention, substance and alcohol use, and mental health. Emphasis of these six priority areas in HCF represents a significant shift in strategy from the primarily health and PA-based initiatives identified in Active2010.

Aside from the CIAF and HCF grant programs, three other MHPS funding initiatives are available to organizations: Base Grants, Sport Priority Funding, and Sport for More Funding. The base grants were described by a MHPS employee as “core funding for salaries and rent to PSOs and multi-sport organizations.... so they can operate on a day-to-day basis. So [they] don’t have specific things as far as you must do sport participation.... that’s their role. [They’re] a recognized organization.” In regards to the school-based PA system only OFSAA received base grant funding.

The Sport Priority Funding and the Sport for More programs are funding initiatives that I did not anticipate to see in the Ontario school-based PA system. Both of these programs are part of a bilateral agreements, and are funded by the Canadian federal and individual provincial/territorial governments. Bilateral agreements are 50-50 cost

sharing agreements between the two levels of government designed to:

increase opportunities for dialogue between officials at all levels and to work co-operatively in establishing yearly initiatives for joint projects and activities; to clearly define roles and responsibilities for the various levels of government in sport; and to reduce the costs through the initiation of joint projects and activities with shared funding responsibilities (Canadian Heritage, 2010, para. 2)

The Sport for More program is designed for provincial level nonprofit organizations with the goal of increasing sport participation in underrepresented groups including youth, ethnic minorities, women, aboriginal communities and persons with disabilities (Ministry of Health Promotion, n.d.). Sport Priority Funding, much like the Sport for More initiative is also designed to achieve the goals within Active2010, but as identified by a MHPS policy analyst, is designed exclusively for provincial sport and multi-sport organizations.

In regards to the revised top-down implementation model of analysis, the Organizational Communication and Enforcement Activities that occur between the MHPS and the Implementing Agencies, revolve around the grant process. In order to access the grant funds discussed above, all of the organizations involved in this study completed the grant application process. The CIAF, Sport for More, and Sport Priority Funding grants essentially involve the grant application process, a progress report, and an end of program evaluation. Other than these predetermined interactions, little additional communication occurred between the MHPS, and the Implementing Agencies. However, the communication practices were significantly higher when analyzing the HCF

application process. Prior to beginning the application process for an HCF grant, a local MHPS consultant confirmed “extensive work” with local municipalities on the HCF. This was echoed by a regional government employee who identified MHPS consultants as being engaged throughout the entire process. These collaborative efforts will be outlined in greater detail later in this document.

The data identified the frequency and formality of interaction between the MHPS and Implementing Agencies as varied. The Program Director from RTB, described the communication with the MHPS as:

constant communication. I basically send them a report, a monthly report on where I've been and what I've done. And I got probably about 40 of my monthly reports now. And so I talked about where we are, where we've been. I'll meet with my contact at Health Promotion... every couple of months. Either we go to Toronto, or he'd come here, or we'd meet half way in Milton or something, at a Tim Horton's. Just talk about where we are at. Where we are going. What we can do. What we can do different.

This represents structured and frequent interaction with the MHPS. Conversely, an Ophea employee, discussed how originally Ophea only interacted with the Ministry on a “funder/fundee relationship.” An OFSAA executive described the organization's communication with the MHPS in a similar vein, outlining an infrequency of required meetings based primarily around reports being filed for grants. Grant reports for organizations such as Ophea or OFSAA, are submitted on a semi-annual basis, and are often accompanied by a face to face meeting with MHPS officials. Upon initial

examination, this seemed like an insignificant amount of interaction between an Implementing Agency and a funding government organization. However, OFSAA, Ophea, and RTB all had positive feelings of the communication channels in place that allowed for easy and open communication between the organizations and their assigned MHPS consultants.

Category Five: Economic, Social and Political Conditions

The findings in relation to this category represented one of the biggest surprises of this study. I anticipated the data to reveal that the recession of 2008 had resulted in decreased levels of funding being made available to school-based PA providers, while the ever increasing focus on rising obesity would provide much needed exposure to the issue of physical inactivity.

The economic conditions that affected the implementation of Active2010 revolve around the recession of 2008. The data show that the 2008 recession had a negative impact on the amount of funding being made available by the MHPS. The Program Director for RTB expressed that as a result of the struggling economy, the program's funding had been reduced by 40%. Employees of the MHPS confirmed the need for budget reductions by outlining that "there's going to be a negative impact on provincial government spending for the next number of years and there's going to be less programs and services available."

The results also indicate that lower socio-economic status within certain school boards does not necessarily reflect lower physical activity levels. When questioned about the role income played in regards to participation in school-based PA, the following response was provided by a school board health and PE consultant, "I would say that it

has the potential to, but there are schools out there... where you would think that because of the demographics of the students, it may not be the case, and they are the ones who are shining.” A regional government employee responsible for health promotion could not comment on the effect of the economic downturn due to the municipality being in the policy planning phase of the HCF, but did identify an increase in community partners that could not contribute as many resources as they had in previous years. Most notably in regards to the 2008 recession is the shift in funding strategy to the HCF. As outlined above, the HCF relies heavily on partnership, and an emphasis on addressing multiple MHPS priorities within each funded program. This is directly related to the reduction of spending (outlined above) by the Ministry, and has forced organizations to work together more efficiently to access funds.

Category Six: Dispositions of the Implementing Agencies

Gaining access to information and data for this category was difficult. Through a combination of researcher inexperience as well the tendency of the participants to focus on one aspect of questions regarding Dispositions of the Implementing Agencies, limited information was gained regarding this category of analysis. Van Meter and Van Horn (1975) identify three elements that may affect an implementer’s ability and willingness to carry out a policy: cognition/understanding, level of acceptance (acceptance, neutrality, rejection), and the intensity of response. In this study, intensity of the response proves to be the most important element.

Each organization demonstrated a strong intensity of the response, and a ‘passion’ for increasing physical activity within the school system. When discussing what made for successful programming, the program director of RTB stated that “I can get in front of

my peers, and tell them!” Similar results were found in larger organizations like Ophea, who identified that “because we are set up to deliver, we can reach every school in this province, every health unit, school board... We know schools and we can reach them!” It was the passion and determination in statements such as these that led to the final emergent category of this study being uncovered: the existence of individual Community Champions in successful organizations. Community Champions will be discussed in detail later in this document.

Findings – Emergent Categories

In the following paragraphs, the four emergent categories of Jurisdictional Funding, Coercive Policy, Sector Silos, and Community Champions uncovered during data analysis are discussed. Although the six categories of the revised top-down model, guided and informed the data collection and analysis phases of this study, these additional four emergent categories were uncovered. In the following pages, these four emergent categories are outlined and in Chapter VI, these categories are integrated into a further revised model of top-down policy implementation.

Emergent Category One: Jurisdictional Funding

Although official MHPS documents address the importance of school-based PA, the semi-structured interview data identified that, employees from the Sport and Recreation Branch, as well as the Sport Policy Department, agreed on the fact that in Active2010, the school system is only a minor area of emphasis. As evidenced by a MHPS local consultant, when asked about professional interaction with schools, school boards, and school agencies, the response was “[none] because we can’t fund [them], this program doesn’t fund schools.” This finding reflects the earlier discussed British and

Canadian physical education-based literature that identified school-based PA as a crowded policy space, but expands on the issue by highlighting the idea of Jurisdictional Funding problems. It is important to note that for the purpose of this study, I have separated the category of Funding Jurisdiction from the Sector Silos category as discussed by Barnes, Cousens, and MacLean (2007). Sector Silos will be discussed in further detail later in this chapter.

The inability of the MHPS to directly fund the education system was considered problematic. Employees from a school board, Ophea, a local, and regional government, all expressed concerns over the fact that PE agencies (schools, schools boards, curriculum-based programs) cannot apply directly for funding from the MHPS initiatives. One Ophea director explained the organization's perspective regarding the MHPS's funding interests in school-based PA as: "what's funny is that, when you talk about physical activity and school-based, as a setting ... when you think about policy, if that's their [Ministry of Education] policy, if they want it to happen, over at education, they should fund education." Although the MHPS's inability to fund the education system directly was problematic in the eyes of certain practitioner groups, funding is given to nonprofit organizations (Ophea, OFSAA, RTB) operating within the Ontario school-based PA sector via the Ministry's grant process.

Emergent Category Two: Coercive Policy

As discussed earlier in this chapter, the majority of funding for school-based PA is provided by the MHPS's grant programs. During the data collection phase of this study, an interesting conversation regarding why governments create policy statements took place between an MHPS employee and myself. Appendix L provides the transcribed

section of the interview.

If asked “Why does Government create policy statements in the first place,” a second time, my answer would continue to be, “to enact change.” Later during the interview however, the concept of *how* a government can promote change emerged as important to this study. An MHPS employee identified that “one of the ways governments effect change is legislative.” The concept of fostering or promoting social changes through laws or policy documents is well documented in existing academic literature (Bergsgard et al., 2007; Macintosh, Bedecki, & Franks, 1987; Searle & Brayley, 1999). However, what this employee stated next emerged as a crucial emergent category throughout the course of this study:

Another way is coercion and it’s called Community Grant Programs. So if you [an organization] are prepared to do certain things, a certain way, based on a Policy Statement with funding attached to it, through a grant program, then that’s when we [government] can ensure that we’ve got our focus on. Childhood obesity, diabetes, smoking, sexually transmitted disease – whatever the issue happens to be. If you’ve [(government)] got funding and grants and you’re looking for programs at the community level that’s the way you do it. If there’s no grant money, most people aren’t going to be able to do the things, they’re going to go where the priority is.

This statement perfectly illustrates the concept of using public grant funds, to coerce organizations to change/shift their emphasis, to match what a government agency is trying to achieve. The data demonstrated this emergent category as central to OFSAA, Ophea, RTB, and local/regional governments.

OFSAA's primary function is the delivery of 50 provincial championships for boys' and girls' interschool sport (OFSAA, 2009). As identified by an OFSAA executive however, grant opportunities such as Sport Priority Funding, and Sport for More caused the organization to "step outside of that" and instead "focus on participation." The result is the provision of programs that shift away from primarily exclusion-based programs, such as provincial championships, to the inclusion of participation-based initiatives such as Try-Day and Bridging the Gap.

The Coercive Policy category is also relevant to RTB. As will be discussed in the Community Champions section of this document, the Program Director of RTB, essentially convinced the former Ontario Minister of Health Promotion and Sport to provide base grant funding to the organization on a yearly basis. This grant required no yearly application and was guaranteed. However, a MHPS local consultant explained that since 2009, "the emphasis all across the province really has been, shifting to a more integrated approach to health promotion." This shift in funding was discussed by another MHPS employee who states that "a multi-risk factor approach is really the best way to go." The shift in emphasis from strictly PA-based funding under the CIAF, to a more integrated health promotion approach, prompted two MHPS employees to state that they felt RTB would eventually stop receiving funding altogether due to its focus being solely on school-based PA.

Discussion of Research Question Two addresses in greater detail the HCF, and the role partnerships play in PA programming across the province. However, the shift to an integrated health promotion approach provided an example of Coercive Policy in relation to regional governments. A regional government health unit employee identified

that prior to the MHPS's shift to a more integrated approach to service provision, applying for grants "was all piece meal" whereas, under the HCF, local and regional governments are interpreting that "the Ministry is looking towards pushing community action towards policy" rather than scattered service provision. The HCF forces local and regional governments and community organizations to work together to access provincial level grant funding, reflecting the MHPS's goal of an integrated, multi-risk factor approach to service provision.

The final organization affected by the emergent category of Coercive Policy was Ophea. Although not necessarily directly 'coerced' by the MHPS to change its mandate or objectives, much like OFSAA and local/regional governments, Ophea has evolved as an organization to better satisfy the programming needs of the Ontario provincial government. The data showed Ophea to be an organization with ties to several provincial government Ministries, including Health Promotion and Sport, Child and Youth Services, Education, and Transportation. According to an Ophea employee responsible for partnership and public affairs, the organization "changed our name [to Healthy Schools Healthy Communities], and not necessarily [just] health and phys. Ed., why we shifted away, even though that's what we're passionate about, that's how you take advantage of all of these opportunities."⁸ The opportunities in question are the grant programs available to an organization that is willing to create programming specifically targeted to meet the objectives of various provincial Ministries.

⁸ Ophea did not formally change its name. Instead the organization attached the new brand tagline "Healthy Schools Healthy Communities" to the established acronym Ophea.

Emergent Category Three: Sector Silos

Barnes, Cousens, and MacLean's (2007) concept of Sector Silos in the Canadian sport system plays an important role in this document. The data confirm Barnes et al.'s (2007, p. 569) arguments that "although sport participants at the regional level clearly voiced the need for enhanced partnerships... a disconnection exists between voicing this need and implementing solutions resulting in increased interaction and collaboration." Separate sector 'silos' existing for both the MHPS and the EDU was discussed in nearly every interview conducted during this study. Ten participants, from eight different organizations, all expressed or acknowledged a systemic problem associated with the MHPS's interest in providing PA programming in the Ontario school system. As outlined earlier, the pitfalls of inter-ministerial collaboration in sport have been well documented (Barnes et al., 2007; Houlihan, 2002; King, 2009; Laforet-Fliesser & Mitchell, 2002). Furthermore, the Jurisdictional Funding section of these results discusses the financial problems associated with these Sector Silos. This study shows the Ontario school-based PA system is not immune to these shortcomings, but sheds new light on the issue, and presents some causes for optimism.

The systemic problem the MHPS faced in funding the school-based PA system is discussed in the Jurisdictional Funding section. However, there was the existence of communication and operational silos between the MHPS and the EDU. When asked about current inter-ministerial collaborative efforts, employees of the MHPS noted "With the Ministry of Education, I wouldn't say a lot right now. We talk to them from time to time about stuff that they're doing." Similar sentiments regarding interactions between the two Ministries were uncovered in the data from the Implementing Agencies as well.

More specifically an Ophea employee identified the important role the organization plays in fostering inter-ministerial collaboration to create a stronger “information sharing” forum. This finding was of interest due to the fact that Ophea, an Implementing Agency, felt that it has assumed an important role in keeping the inter-ministerial dialogue between MHPS and EDU open.

The participants in this study from both EDU and the MHPS, had positive feelings regarding the openness of inter-ministerial communication channels. Both Ministries discussed the open ability to communicate with each other in regards to formal and informal processes. Furthermore, significant collaborative efforts were seen in recent policy programs and initiatives designed for the school system. The *Healthy Schools Framework* (Government of Ontario, n.d.) is a collaborative initiative between the EDU and MHPS specifically designed to improve the overall health of students within Ontario schools. The program is operated and funded simultaneously by both ministries. Further collaboration occurred between the MHPS and the EDU in regards to the School Food and Beverage Policy. A policy analyst from the EDU explained that a lack of knowledge relating to proper nutrition in the EDU prompted a collaboration, where MHPS dieticians were recruited to create the policy.

Finally, the EDU hosts a ‘healthy schools working table.’ The MHPS maintains a “standing item on the agenda. So at the start of every meeting [they] provide an update to the work table meeting of activity [in which] they are involved. Then of course, they actively participate in the discussion on whatever the specific initiative is that we are talking about. Our relationship with that Ministry is fortified by that work table.” The amount of collaboration between the MHPS and the EDU was surprising. With joint

policies, regular communication, and regular formal ‘working table’ meetings, the potential groundwork for effective inter-ministerial collaboration between the two agencies regarding the portfolio of enhancing PA for school-aged children seems possible. Problematic however, is the Jurisdictional Funding issues previously outlined.

Emergent Category Four: Community Champions

As previously discussed, the passion of the participants in this study to enhance school-based PA was palpable throughout the study. What the transcribed interview data cannot convey is the confidence that employees of the Implementing Agencies have in their organization’s abilities to increase PA across the province, or the desire that PA practitioners from local school boards and municipalities have to utilize the school system to increase PA. This passion closely relates to Vail’s (2007) concept of community development and sport participation, and more specifically the author’s use of Community Champions to increase participation. Vail (2007) notes that “even if a community is ready for change, a catalyst from within the community is needed to spark action... a catalyst for community development is an individual or group who believes change is possible and is willing to take the first steps needed to create interest and support” (p. 575). Throughout this study, questions were asked, designed to uncover what made the Implementing Agencies successful. Whether the participants were aware or not, examples of success were almost always accompanied by an individual or organization assuming the role of Community Champion.

Vail (2007) defines a Community Champion as someone who is passionate about their sport or cause, and is well connected to other community leaders. Several examples of ‘success’ in regards to increasing school-based PA uncovered in this study, all featured

examples of strong Community Champions. As previously outlined, RTB is an organization operated by one individual. The following best reflects the process RTB went through to gain MHPS funding:

Raise the Bar, officially it was launched in September 2006. I've been working on a model in my head since about 2002. It took me almost two years working with my local MPP [Member of Provincial Parliament], Liz Sandals to finally get to the right person at Queen's Park. I've been through a lot. And finally in 2005, Summer of 2005, I got to meet Jim Watson who was the new, first actual Minister of Health Promotion. Because health promotion wasn't created until July 2005. I was his first meeting, ever. And I got in there with Liz and him, and Liz had given him some background on what I was doing, what I had done, and five minutes into our conversation he says you're hired. So we spent the year of 2005, I was here full time, department head, and so I was working with my contact people helping to put together the program, putting together the budget, putting together the proposal, and by September 2006, the budget was approved. The program was approved, and I was off travelling the province.

Without the passion and determination of the RTB program director to gain Ministry funding, the organization simply would not have been created. Under Vail's (2007) Community Champions model, the program director of RTB fits the role perfectly.

Similarly, the data revealed that both members of the local and regional governments who participated in this study, benefit from a Community Champion devoted to increasing physical activity levels. When asked how active the health unit is in

providing programming to the school system, one member of a local government responded:

We were really wanting to be involved as much as we could with school board on a lot of healthy lifestyle areas. Depending on the director of education, things can go smoother or not is what I have found. This particular director was quite interested in health and they set up a joint committee with Superintendents at the school board and several of us here from the health unit and some teachers and principals. And we were to plan a wellness approach for staff and for students. It was moving along quite well, lots of movement happening. It fell by the wayside, part of it was the new literacy and numeracy initiative from the Ministry of Education. They didn't have the backing to continue.

As previously outlined, the school system rests in a crowded policy space. At times, this crowded policy space can hinder resources being dedicated to physical activity. In this instance, a Director of Education demonstrated a passion, and willingness to devote time and resources into improving school health. As a result, progress was made. Although the programming did not continue, due to a shift in Ministerial values, the fact remains, that this Director of Education represented a school-based PA community member acting as a catalyst to facilitate change.

The best example of a Community Champion was at the regional level of government. The interview participant operated individually as part of the "Healthy Living" program of the regional health unit. This particular individual is one of the most informed and knowledgeable health sector practitioners with which I have had the

opportunity to interact. From policy writing, to facilitating and leading the above discussed local health priorities meetings, this individual was responsible for all of the regional government's actions in regards to the HCF. Although several individuals played important roles in this process, the Healthy Living Coordinator served as a major sector catalyst to promote local health and physical activity. The following chapter's future implications section will shed additional light, on how the MHPS and EDU may formally adopt the Community Champion framework to help increase school-based PA.

Discussion: Research Questions

The following paragraphs answer the two primary research questions that guided this study. Both questions are addressed individually, while theoretical context was drawn from the Implementing Agencies, six top-down model categories, and the four emergent categories outlined above. Research Question One focused on developing an understanding of 'how' the MHPS is undertaking PA initiatives in the school system. To most effectively answer this question, discussion of neo-liberalism and the emergent categories Coercive Policy and Sector Silos was needed. Research Question Two dealt exclusively with what roles 'partnership' play in the implementation of Active2010 in the school system. To address the concept of partnership, answering Research Question Two primarily revolved around the relationships the MHPS maintains with organizations operating within the school-based PA system.

Discussion: How is the Ontario Ministry of Health Promotion and Sport Undertaking Initiatives Designed to Increase Participation Levels in Ontario School-Based PA?

Research Question One sought to develop an understanding of *how* the MHPS is increasing school-based PA. In order to properly answer this question, I drew from the

top-down model categories of Resources and Organizational Communication and Enforcement. These two categories helped to answer this question by explaining specific MHPS policy provisions used in the implementation of Active2010. Additionally, the emergent categories of Coercive Policy and Sector Silos were discussed as these categories provide information regarding provincial government policy processes and inter-ministerial collaboration that explained how the MHPS is increasing school-based PA.

The allocation of funds by the MHPS serves as the primary Resource Implementing Agencies receive for the implementation of Active2010 in the Ontario school system. For organizational purposes, I discussed the grant funds in conjunction with Organizational Communication and Enforcement, as the grant processes comprised virtually all of the communication that occurs between the MHPS and Implementing Agencies. The majority of organizations under analysis during this study received grant funding from the MHPS. The MHPS, as well as the grant funded Implementing Agencies expressed positive feelings about the interorganizational communication practices being employed around the grant processes. When asked if OFSAA could easily sit down and talk to the MHPS regarding a complication around a grant fund, an OFSAA Executive responded “Oh Ya! Ya! Ya, definitely we can!”

Aside from the communication channels in place, in regards to Resources, grant programs such as CIAF, Sport for More, Sport Priority Funding, and the HCF, provide resources that nonprofit agencies require to provide school-based PA programming. The importance of nonprofit agencies in the provision of Ontario school-based PA, demonstrates the relevance of the neo-liberal theoretical context provided in Chapter II.

The use of nonprofit organizations such as OFSAA and RTB to deliver PA programming in the school system reflected the sport, recreation, and leisure literature discussing the rise of privatization and the delivery of public sector services (Bergsgard et al., 2007; Glover, 1999a; James, 1999; Rose, 2007; Smale & Reid, 2002; Thibault et al., 1999; Thibault, Kikulis, & Frisby, 2004; Vail, 1992). While OFSAA and RTB serve as examples of the MHPS utilizing the non-profit sector for direct service provision, the role Ophea played in the provision of school-based PA was shown to be somewhat different.

An Ophea employee identified the PARC initiative as designed to support “community health centres and other people in communities doing health promotion and physical activity promotion, via providing training, support, networking, those kinds of things.” The terms used by the interviewee to describe Ophea require further discussion. Chapters II and III discussed the neo-liberal ideology and the neo-liberal ideology in Canadian sport. The neo-liberal terminology of these two chapters is evident when examining the role Ophea plays in the provision of Ontario PA programming. Terms such as “support,” “provide training,” and “province-wide resource centre” reflect the neo-liberal roles discussed by Howlett and Ramesh (1995) and Pal (2001) who identified the importance of externalities and the role of nonprofit sector in public service provision. Furthermore, these terms align with the language used in the sport-based neo-liberal literature of Vail (1992), Babiak and Thibault (2008), and Thibault et al. (1999). However, these authors use similar terms to discuss the role governments assume in regards to service provision. As discussed by Glover and Burton (1998), such language indicates that in this instance, Ophea can be classified as a hybrid of an “arm’s length provider” and “coordinator of services.” This study however, provides new evidence, as

Ophea, a nonprofit organization, assumed the role of arm's length provider or coordinator of services reflecting further neo-liberal privatization and devolutionary practices that have taken place in regards to Ontario public service provision. As previously discussed, an important gap in the academic literature exists, in regards to neo-liberalism in sport and the Canadian provincial perspective. Ophea, assuming the role of arm's length provider and coordinator of services, sheds new light on this concept, as the MHPS has utilized Ophea, a nonprofit organization, as a province-wide administrator, supporter, and/or enabler of PA service provision, a role that under the neo-liberal ideology is typically filled by a lower level of government, while the commercial or nonprofit sectors assume the role of primary service provider. This builds upon the existing provincial/territorial service provision literature which, as discussed above, typically describes devolution in regards to the interaction between the provincial government and individual municipalities. Further review of Ophea documents confirms that the MHPS has utilized Ophea as an administrator of PA programming across Ontario. The majority of Ophea initiatives dependent upon MHPS funding involves supporting, providing training, and/or serving in a sector leadership capacity.

When considering *how* the MHPS can ensure that nonprofit organizations are utilizing public grant funds to provide school-based PA, Coercive Policy requires discussion. For the purpose of this study, Coercive Policy was defined as the creation and allocation of public funding initiatives, designed to shift the organizational objectives of sector agencies to meet the new goals of a government. Considering the reliance the MHPS had on the nonprofit sector for the provision of school-based PA, how the Ministry attracted Implementing Agencies required discussion. Coercive Policy appeared

to be a regular practice at the MHPS as one employee stated “we put out programs with specific goals and then it’s up to the various not-for-profits to come to us with their ideas.” The MHPS created public grant programs that were designed to specifically increase sport and PA levels across the province. Furthermore, reflecting the Active2010 goals listed in Appendix B, grant programs such as Sport for More, and Sport Priority Funding, placed emphasis on increased participation in sport and PA within the school system. As a result, this study demonstrates that nonprofit organizations such as OFSAA and RTB, in order to access these sources of funding, were coerced into creating programming specifically designed to increase participation in school-based PA.

Aside from the provision of public grant funds, and utilizing policy designed to ‘coerce’ nonprofit organizations to provide desired programming, the MHPS collaborated with the EDU to provide initiatives designed to enhance PA within the school system. The data showed that MPHS and EDU had a solid working relationship. A policy analyst with the EDU stated “I don’t think we can do what we do in the Ministry of Education, without the support of those other ministries... without the expertise from the staff at [the Ministry of] Health Promotion [and Sport] for instance, there’s obviously no credibility in what we do.” Statements such as this reflected the presence of Sector Silos as an emergent category discussed above. Specifics regarding inter-ministerial partnership are discussed in conjunction with Research Question Two. However, the absence of policy contrasts common in the U.K. school-based PA system (Bolton et al., 2007; Donovan et al., 2006; Houlihan, 2000; Houlihan & Green, 2006; King, 2009), and a working relationship with the EDU, indicated that the MHPS had elected to embrace inter-ministerial collaboration to more effectively aid in the provision of school-based PA.

Discussion: What Role(s) Do Partnership(s) Play in the Implementation of Active2010's PA Initiatives in the School System?

For Research Question Two, the roles that *partnerships* play in the implementation of Active2010 in school-based PA were uncovered. To properly address this question, the emergent categories of Jurisdictional Funding and Sector Silos were discussed in conjunction with the top-down model categories of Resources, Organizational Communication and Enforcement, and Economic, Social and Political Conditions as they provided insight into how and why partnerships were needed in the provision of school-based PA. Additionally, the Coercive Policy category is important, as the HCF is a piece of Coercive Policy that required discussion regarding the current policy landscape of health and PA in Ontario.

As addressed in the findings section of this document the MHPS primarily served as an administrator or coordinator of school-based PA via the provision of public grant funds. The Jurisdictional Funding emergent category outlined that “because school boards receive funding from the EDU, they are not eligible as applicants, not as the primary applicant” to any MHPS grant funding program. As a result, the majority of interaction between the MHPS and Ontario schools or school boards occurred through the use of nonprofit agencies.

The explanation of Active2010 school-based PA government-nonprofit partnerships is quite simple. As stated by a MHPS local consultant, “They’re [nonprofit organizations] the deliverers, we’re not. We’re the funders, and that’s [what happens] with the grant programs.” These sentiments were echoed by both Ophea and RTB, and as evidenced by the RTB Program Director, the MHPS:

won’t even tell you that I am one of their programs. So you will not find me on

their website at all. So this is a program, and they have said this to me many, many times, Raise The Bar is a program, it's a separate program. It's an entity on its own. But they [the Ministry of Health Promotion and Sport] have decided to fund it.

As discussed in the Resources section of this document, Implementing Agencies also received administrative and leadership support from the MHPS via the employment of two levels of consultants. However, like many partnerships between Canadian government agencies and the nonprofit sector, economic pressures and more specifically public grants are the basis of most partnerships (Cousens et al., 2006; Glover & Burton, 1998; Thibault, et al, 1999 Thibault & Harvey, 1997).

The Jurisdictional Funding emergent category was of further interest. Aside from the government-nonprofit partnerships discussed above, the MHPS was also undertaking inter-ministerial partnership with the EDU, to assist in the provision of school-based PA. Problematic however is that Active2010 PA initiatives typically revolved around the grant processes. As previously discussed, education agencies such as schools and school boards, and in this context, the EDU can not be directly funded by Active2010 and the MHPS. However, considering the importance of the CUSA highlighted in the Resources section of this document, the Sector Silos emergent category, and more specifically inter-ministerial partnership, merit discussion.

The findings of this study revealed that within Ontario school-based PA, the Sector Silos emergent category differentiates from the findings of Barnes et al. (2007), as the authors state, "the school boards are seen as having developed policies and rules that

are hindering the intent of the stakeholders at the roundtables on improving sport in Canada” (p. 564). This study revealed that despite challenges and resistance from certain school boards, the MHPS negotiated a CUSA, with all 72 school boards across the province at an initial cost of over \$20 million, to reduce facility rental costs of Ontario school gymnasiums for the general public. As stated by one MHPS employee “it’s a great example of negotiating a partnership agreement from a Provincial Policy Statement, in that it actually addresses a pretty significant barrier to sport development... and [it’s] all about being part of increasing participation by removing barriers.” After the initial investment by the MHPS, the CUSA was “handed over” to the EDU, who in turn increased the monetary investment in the program to \$40 million. The EDU now operates the CUSA, and the transition of a policy between the two ministries represents a strong example of inter-ministerial partnership. This discussion sheds additional light on the lack of distinct Sector Silos operating in Ontario school based PA between the MHPS and EDU.

The economic conditions across Ontario during the implementation of Active2010 impacted the roles that partnership play in the provision of school-based PA. On the topic of the 2008 recession, one MHPS employee commented:

we’ve seen reductions in budgets, we’ve been asked to give up a number of programs and we go through a process where we ante up... it goes up through senior management it goes to the Minister, some of them are viewed as too politically sensitive to cut [what] we’ve got priorities with, Aboriginal people or children and youth or whatever it might happen to be. But unquestionably yeah, there’s going to be a negative impact on provincial government spending for the

next number of years and there's going to be less programs and services available and it really comes down to the next paper and the next budget.

Much like the neo-liberal ideology discussed above, the Recession of 2008 is forcing Ontario government units to further reduce expenditures and provide 'more with less.' The result of these economic pressures was a policy shift from "Active2010, [being] focused primarily on increasing physical activity and was very focused in the one area. I think it has now been integrated into this larger HCF." As discussed in the Coercive Policy section of this chapter, the MHPS used the provision of grants to lead PA-related agencies to align with the goals of the Ministry. The shift from the primarily PA focus of Active2010, to the six priorities of the HCF, represented a significant example of Coercive Policy.

Healthy Communities Framework

The HCF is a major partnership building initiative being undertaken by the MHPS designed to increase sector integration across the province. Despite being a separate policy document (from Active2010) created by the MHPS, the HCF must be discussed as the potential exists for the school system to be integrated as a major component of the framework. Earlier in this chapter, the MHPS's HCF grant process was discussed. The following section discusses the partnership initiatives being developed under the HCF. Appendix K provides a copy of the initiative and identifies the three main components or 'streams' as the Grants Stream, Resource Stream, and Partnership Stream. Regardless of the stream an organization applies, partnership is a crucial concept. The Healthy Communities Resource Stream was not being utilized by any of the Implementing

Agencies participating in this study, and as a result, this stream was not considered relevant. The Resource Stream is described by the MHPS as an initiative that “provides training and support to enhance the capacity for those working to advance health promotion in Ontario... [through the] Healthy Communities Consortium [that] will work with a wide range of groups -- individuals, organizations, and networks in the community, by offering training and supports based on identified needs and ministry priorities” (Ministry of Health Promotion and Sport, 2011b, para. 1).

The Grants Stream has two application pools, the provincial pool, and the local/regional pool. This stream of the HCF is designed to provide non-capital project-based funding that requires two or more organizations to work in collaboration at either the community or provincial level (Ministry of Health and Long Term Care, 2011; Ministry of Tourism, Culture, and Sport, 2011). The emphasis on a collaborative, multi-priority program funding was also evident in the interview data from one of the employees of the MHPS who identified that “if you’re just doing rec. [recreational] baseball that in and of itself wouldn’t score very well. If you’re also [doing] some of the nutrition ...we can have another discussion, and we agree that a multi-risk factor approach is really the best way to go.” Under the Grants Stream the MHPS is attempting to create partnership between the Implementing Agencies (non-government) to enhance service provision.

The Partnership Stream was a major component of this study. The MHPS’s local consultant discusses the Partnership Stream as “basically getting partners to the table to look at how they can develop local policies or encourage municipalities to develop local policies that would help in moving forward those six priorities that have been identified

by the province.” The MHPS’s official website elaborates further by outlining the three primary objectives of the Partnership Stream as:

- Engage community members, partners, networks, leaders and decision-makers;
- Assess the community and create a Community Picture that identifies local directions across each of 6 key Ministry Health Promotion priorities: physical activity and sport and recreation, injury prevention, healthy eating, mental health promotion, tobacco use and exposure, and substance and alcohol misuse.
- Mobilize community leaders, decision-makers and organizations to work together to build healthy public policy. (Ministry of Health Promotion and Sport, 2011a, para. 1)

The data collection phase of this study, allowed me to attend a regional government meeting designed to build a HCF community policy, where I was provided with a “Community Picture” for the region. The document identified that “healthy eating and physical activity [had] clearly emerged as the top two priorities across the region” (Regional Government, 2011a, p. 20). Based on this ‘Community Picture’ and the regional priorities for health promotion, the Healthy Living Coordinator for the regional government felt the regional government was, “well poised to be writing policy, we had great support on that day. A lot of people came forward and said they were behind us and wanted to work on it. Great ideas came forward. So I think we are well positioned to do that work. And we have funding to do that work.” In regards to the role that partnership plays under this stream of the HCF, the Partnership Stream is designed to create partnerships and foster sector synergy between regional and local area governments, and

local health promotion stakeholders.

The HCF requires applying organizations to partner with at least one other sector stakeholder, to be eligible for the program. Considering this policy requirement, the HCF places a strong emphasis on partnership. Both the regional government Healthy Living Coordinator, and the MHPS's local area consultant (from the same region), expressed a desire to integrate the school system into the regional Healthy Communities Policy. Appendix M provides a chart from the regional government's *Recommended Action Statement* regarding the Health Communities Framework. The chart demonstrates the importance the regional government placed on the school system in regards to increasing sport and PA participation levels across the region. The partnership and sector integration practices emphasized in the HCF reflect recent neo-liberal policy process of "an externalized process of policy formulation in which government acts together with a variety of public and private actors" (Hill & Hupe, 2009, p. 109).

Chapter VI: Summary, Conclusions, Limitations, and Future Implications

This study sought to answer the two research questions outlined in Chapter I of this document. The research questions were designed to uncover the sport participation initiatives the Ontario MHPS was undertaking within the province's education system. Chapter II of this document presented a conceptual neo-liberal lens to help the reader understand the governance practices currently being employed within the Canadian sport system. The study was conducted using a modified version of Van Meter and Van Horn's (1975) top-down policy implementation model. The top-down implementation model presented a suitable framework to analyze the sport participation initiatives being undertaken based on the MHPS's *Active2010: Ontario's Sport and Physical Activity Strategy* policy document. The revised top-down implementation model helped develop an understanding of the implementation of Active2010 in the Ontario school system, based on the model's six categories. Four additional emergent categories were also uncovered during data collection and analysis, and these ten categories, along with a description of the Active2010 school physical activity sector (shown in Figure 3.1) comprised the findings section of this study. All discussions revolved around answering the two primary research questions. The findings and discussions section of this study helped build on existing literature related to partnerships, provincial government roles in sport provision, and inter-ministerial government relations.

Summary of the Findings

Figure 3.1 provides a visual illustration of the current Active2010 school physical activity system operating in Ontario. Context-based questions were asked of interview

participants and organizational documents were utilized to identify the specific Active2010 programs and initiatives currently being implemented in Ontario school-based PA. Furthermore, as discussed in Chapter V, the six categories of Van Meter and Van Horn's (1975) revised top-down model served as the basis for developing an understanding of the implementation of Active2010 in Ontario schools. Finally four emergent categories were uncovered during the data analysis phase of this study. The following paragraphs summarize the major findings for each of these ten categories.

Top-Down Model Categories

During the research process, a significant amount of theoretical overlap was shown to exist in regards to these six categories. The Resources category was closely related to Organizational Communication and Enforcement. Public grants funds such as CIAF, Sport for More, Sport Priority Funding, and HCF served as the primary resource being provided by the MHPS to nonprofit organizations. Additional resources included the use of consultants to aid nonprofit organizations with the grant process, and to serve as a point of contact with the Ministry.

The data demonstrated a potentially problematic Standards and Objectives issue. Although it is common place for senior level policy developers to utilize, vague and ambiguous language when presenting policy goals, the devolution of policy formulation to the regional and local levels, created a policy development system within which the creation of specific PA based standards and objectives seem to be forgotten. Even practitioners operating within the health and PA sector were hesitant to present definitive or measurable policy goals.

When analyzing the Characteristics of the Implementing Agencies, organizations

of varying size and organizational formality, all demonstrated success and the ability to acquire provincial government funding. Interesting in regards to this category was the lack of political resources and more specifically executive and legislative support actually being provided to the schools and school boards to increase non-curricular school-based physical activity. Chapter IV identified the Jurisdictional Funding problems that exist within the school-based PA system, however, the data revealed a desire from school boards, local area MHPS consultants, and local/regional governments, to provide non-curricular based PA within the school system, yet little support is actually dedicated to this cause by either the EDU or the MHPS.

A significant amount of theoretical overlap between Dispositions of the Implementing Agencies, as well as the Social, Political, and Economic Conditions of the Environment, with several of the other categories was uncovered. Although the recession of 2008, was noted as affecting the availability of funding, this concept was discussed in detail in regards to the HCF. Meanwhile, although passion for increasing physical activity was identified as consistent amongst the organizations participating in this study, the Community Champions section of this document discussed this concept in greater detail.

Emergent Categories

As outlined in the previous chapter, four key emergent categories were uncovered: Jurisdictional Funding, Coercive Policy, Sector Silos, and Community Champions. The Jurisdictional Funding category was of particular interest during this study. Virtually all of the participants in this study expressed a strong desire to utilize the school system as medium to increase PA. Problematic however, was the inability of the MHPS to directly fund education-based agencies. Considering this Jurisdictional Funding

issue, if the MHPS is unable to fund education-based agencies, I question the rationale for including the education sector in the Active2010 policy document? Furthermore, the data from interviews with Ophea, a local school board, and the EDU showed that two largest initiatives being implemented in the education system are DPA, and the new Health and Physical Education Curriculum of Ontario. Problematic however, is that the MHPS was unable to contribute any significant funding to these programs, as these were considered the jurisdictional responsibility of the EDU.

The second emergent category uncovered during this study was Coercive Policy. During this study, the promotion of government objectives through the provision of funding was confined to the MHPS. A senior policy analyst at the EDU confirms that “as governments change, priorities change.” However, at the EDU, “organizations, identify certain needs. They submit proposals, we review the proposals and make recommendations on what to do for senior staff.” This more flexible grant application process could potentially allow for successful and effective organizations (such as RTB) which may not be offering programming that exactly matches a specific grant initiative, to apply for, and potentially still receive public grant money. The MHPS utilized public funds, to ‘coerce’ nonprofit agencies to create and provide programming aligned with the Ministry’s current policy goals and objectives.

The third emergent category uncovered during this study is Sector Silos. Interviews with participants at the MHPS, revealed little in regards to direct collaboration with the EDU. Subsequent interviews with a senior policy analyst from the Healthy Schools and Student Well Being unit at the EDU identified significant inter-ministerial collaborative efforts to increase school-based PA provision. Furthermore, existing policy

documents such as the Foundations for a Healthy School (Government of Ontario, n.d.) provided an example of formal government policies being developed in collaboration between the two ministries. Additionally, collaborative efforts such as the *School Food and Beverage Policy*, the CUSA, and the 'Healthy Schools Working Table' presented strong examples of inter-ministerial collaboration.

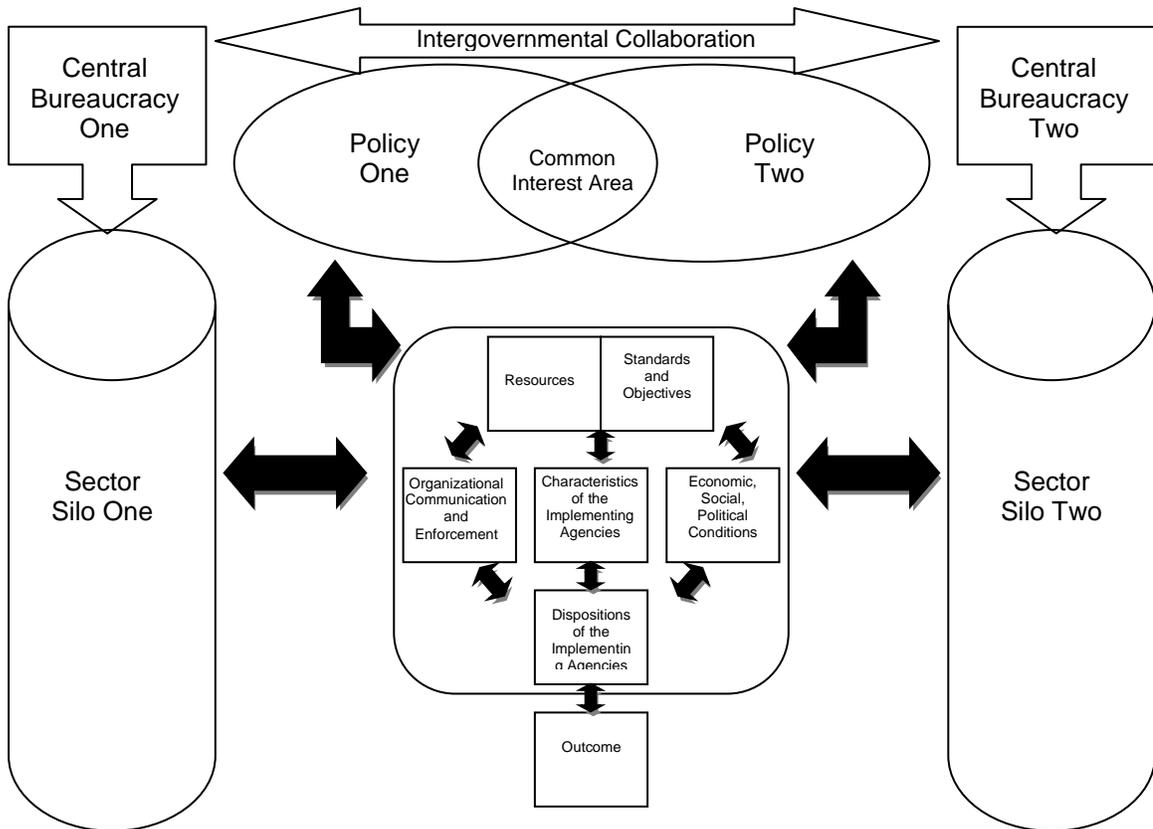
The final emergent category of Community Champions had the potential to be the most relevant to organizations operating within the school-based physical activity system. As previously discussed, the RTB Program Director, a Municipal Government Coordinator of Healthy Living, and a school board Director of Education, were all identified as Community Champions. Each of these individuals took it upon themselves to act as a catalyst for the increase of PA across the province. Problematic, is the lack of support or recognition these 'champions' receive. Both RTB and the regional government Healthy Living department received MHPS funding. Rather than simply funding a program such as RTB, the potential exists for the Ministry to support, and promote such agencies as a benchmark organization (or champion) that could assume a leadership role within the school-based physical activity system, and serve as a model of success to other potential programmers.

Conclusions

The revised top-down model of policy implementation provided a strong model for analysis during this study. However, three of the four emergent categories uncovered during the course of this study required integration into Van Meter and Van Horn's (1975) model. Figure 6.1 provides a visual illustration of top-down policy implementation considering the emergent categories of Jurisdictional Funding, Coercive

Policy and Sector Silos. Community Champions has been omitted from the new top-down model as it does not easily fit into the framework as originally conceived by Van Meter and Van Horn.

Figure 6.1: Model of Top-Down of Policy Implementation for Future Studies



The neo-liberal theoretical framework discussed in Chapter II of this document presented literature which discussed the importance of government agencies in Canadian neo-liberal politics. This case study revealed that the primary resource the MHPS provided to Implementing Agencies was public funds. As a result, simply abandoning top-down policy implementation studies is not recommended, as nonprofit sector agencies rely on government funds for the provision of programming. However, the Jurisdictional

Funding, Coercive Policy, and Sector Silos categories must be incorporated into any future top-down policy implementation study.

This case study demonstrated that various provincial government ministries (Central Bureaucracy 1 and 2 in Figure 6.1), create individual public policies (Public Policy 1 and 2 in Figure 6.1) which appeal to Canadian nonprofit organizations that serve as Implementing Agencies (see for example Implementing Agency in Figure 6.1). These Implementing Agencies often offer services that align and interact with multiple different Sector Silos. Furthermore, due to neo-liberal governance practices, Central Bureaucracies require effective Implementing Agencies to provide direct service provision. As a result, various government policies (or pieces of Coercive Policy) are designed to ‘coerce’ or lead Implementing Agencies to provide programs or services based on the objectives of government policy. Government policy often have ‘common interest areas’ through which ‘intergovernmental collaboration’ such as working tables, joint policy formulation, or consultation sessions are needed between the Central Bureaucracies. The responsibility is left to the individual Implementing Agencies to create programs and initiatives that meet the requirements of multiple government agencies, in order to acquire funds. These changes to Van Meter and Van Horn’s (1975) top-down model of policy implementation allow for the proper analysis of policy implementation in the current Canadian political landscape.

Limitations of the Research

The provincial government needs take a more active role in the promotion and provision of physical activity programming. However, the selection of the MHPS, and more specifically Active2010, as my unit of analysis limited the role that any

programming provided by the EDU and other EDU funded agencies could play in the data collection phases of this study. As a result, EDU programs and initiatives such as the new Health and PE Curriculum, DPA, and the School Food and Beverage policy, all designed to increase school-based health and physical activity were omitted from the research process of this study. Utilizing the revised top-down implementation model presented in Figure 6.1, an examination of policies implemented by both the EDU and the MHPS designed to enhance school-based PA, could have been conducted.

Secondly, the revised top-down implementation model provided an excellent lens for the analysis of the specific Active2010 and MHPS programming designed to increase school-based PA. However, the selection of the top-down model of analysis, limited my ability as a researcher to examine the role that the actual grassroots Implementing Agencies played in regards to the increase of school-based physical activity. Although the revised implementation model (shown in Figure 3.1) allowed for the analysis of two-way interaction between the analytic categories of the framework, the primary organization of analysis was the MHPS rather than the actual Implementing Agencies. Furthermore analyzing Active2010 specifically within the school system caused additional MHPS programming such as the After-School Program, and the funding of provincial recreation organizations to be omitted from this study.

Future Implications of this Research

Future research in this area should primarily focus on the inter-ministerial collaborations taking place between the MHPHS and EDU. The existence of shared policy documents, an active ‘work-table’ relationship, and staff consultations, present excellent opportunities for an interested researcher to examine provincial level inter-

ministerial collaborative efforts. Additionally this study utilized a top-down analysis model of policy implementation and serves as a solid foundation for understanding policy implementation in Canadian sport. However, building upon this research by examining the implementation of a provincial level sport policy from the grassroots, or Implementing Agencies' perspective would be ideal.

Finally, the fourth emergent category discussed in this document presents an excellent opportunity for action research. Vail's (2007) concept of Community Champions could potentially aid in the MHPS's objective of increasing physical activity levels across the province by identifying key individuals poised to make positive changes in their community to enhance school-based PA. In Chapter V of this document, I presented three examples of practitioners in the school-based PA system acting as Community Champions. However, Vail's (2007) concept, requires a more integrated and hands on approach including the parent organization providing "programming ideas, tracking system options, assistance with the facilitation of meetings, and general guidance and support" (p. 582). If employees of the MHPS were to adapt Vail's Community Champions concept to the school-based PA sector, they maybe able to more effectively utilize the passion and determination consistently demonstrated by the practitioners that provide school-based PA programming.

In conclusion, this study sought to develop an understanding of the sport participation initiatives that the MHPS was undertaking within the Ontario school-based PA system. To best address this purpose statement a qualitative, single intrinsic case study was conducted that attempted to answer two primary research questions. In order to fully address these research questions, the theoretical framework of a revised top-down

policy implementation model was utilized to uncover the Active2010 implementation initiatives being undertaken by the Ontario MHPS to increase sport participation in the school-based PA system. This case study saw three new emergent categories (Jurisdictional Funding, Coercive Policy, and Sector Silos) being integrated into future top-down policy implementation studies. This new policy model is shown on Figure 6.1 provides insight into the implementation of a provincial-level policy document into the Ontario education system. Furthermore, this study builds on the academic literature of partnerships in Canadian sport, and provides new perspectives in regards to government and non-government partnerships in the Canadian and Ontario sport and education systems.

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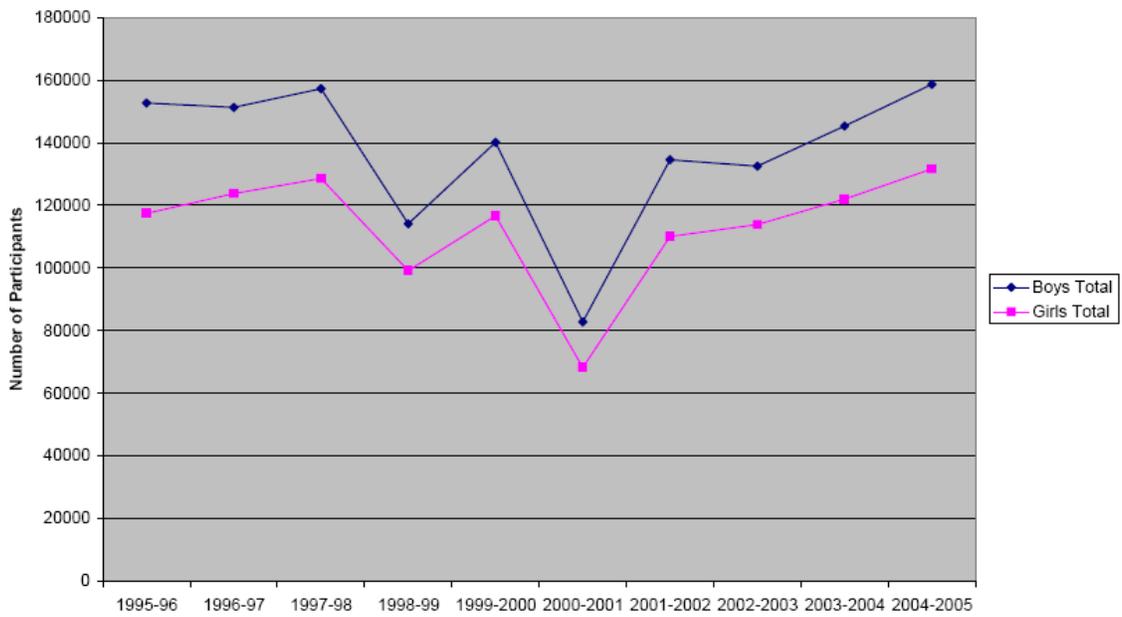
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Appendices

Appendix A: Ontario Federation of School Athletic Associations Sport Participation Graph



Participation 1995 - 2005



Appendix B: Ministry of Health Promotion Objectives for Increasing Sport Participation in the Ontario Education System.

1. Explore with the Ministry of Education the feasibility of developing adaptive/flexible academic programs that will accommodate the unique needs of highly accomplished athletes.
2. Explore with the Ministry of Education new and innovative ways to increase sport participation in elementary and secondary schools.
3. Enhance sport sector partnerships with the Ontario Colleges Athletics Association, Ontario University Athletics, and Ontario Federation of School Athletics Association.
4. Support sector initiatives to increase the number of coaches and sport specialists in schools certified through the National Coaching Certification Program.
5. Seek to develop community partnerships that will increase the number of students participating in interschool sports.
6. Provide training and opportunities to school staff and volunteers, so that the number trained teachers/coaches can be increased to deliver a greater number and range of programs.
7. Support creating school environments that encourage recreational sport as well as high-performance sport.
8. Seek opportunities to develop innovative program-funding partnerships to support school sport.

Appendix C: Glossary of Terms

Sport – “Is taken to incorporate both competitive games contests (that is, sports such as football, hockey, basketball and badminton) and more recreationally oriented physical activities (such as swimming, aerobics, and cycling) often referred to as ‘lifestyle’ of ‘lifetime’ activities” (Green, 2008, p. 4)

School-Based Physical Activity – For the purposes of this study, school-based physical activity includes all extra-curricular activities, including sport, intramurals, and interschool sport, “organized (and typically overseen) by PE teachers or their representatives during the (sometimes extended) school day and week” (Green, 2008, p. 3).

Physical Education Curriculum – “there is probably less agreement today on the basic meaning of physical education than there has been at any time in our professional history” (Siedentop, 1990, p. 214). However, consistent in virtually all PE definitions is the concept of curriculum (Allen, 2009; Anderson, 1989; Green, 2008; Siedentop, 1990). Therefore, for the purposes of this study physical education is defined as the provincial educational curriculum responsible for “...the instruction in physical activities involving sports, and games, motor skills and knowledge, physical fitness, and other rhythmic and movement forms” (Anderson, 1989, p. 26).

Intramurals – Voluntary programs designed to provide opportunities for competition for all students, beyond the regular instructional program, but confined within the school (Broom, 1989; Siedentop, 1990)

Interschool Sport – Voluntary, extra curricular, after-school sport clubs designed and oriented towards a higher level of instruction and inter-scholastic competition (Broom, 1989; Green, 2008)

*Appendix E: Sample Interview Guide***Interview Guide**

Active2010 and the Ontario School System

Date: _____

Participant: _____ Ontario Ministry of Health Promotion

Do you understand the name of your organization will be used in this study?**General Questions:**

What is your current position at the Ministry of Health Promotion?

What is your role in regards to the implementation of Active2010 in the Ontario school system?

Could you give me an overview in regards to Active2010, the sport and physical activity participation initiatives that the Ontario Ministry of Health Promotion is undertaking within the school system?

What are the Active2010 sport participation initiatives being implemented in the Ontario school system?

- Can you explain how [the stated initiatives] work?
- Are there any formal documents about these initiatives?

Active2010 [and possibly the participant] has identified inter-ministerial and government/non-government partnership as an integral aspect of the implementation process.

Can you explain the roles partnerships are playing?

- Who are the Ministry of Health Promotion's primary partners?
- Are there any formal documents detailing these arrangement?

Resources:

What resources is the Ministry of Health Promotion providing to aid in the implementation of Active2010 in Ontario education?

- How much funding?
- Other resources?
- Future plans?

Standards and Objectives:

Has the Ministry of Health Promotion set any standards or objectives regarding the implementation process of Active2010?

- What is the purpose of these?
- How were these determined?

Interorganizational Communication and Enforcement Activities:

Are you actively and regularly communicating with your partners in Ontario school-based PA?

How were these communication practices determined?

- Formal (mandated/regulated) or informal?

Problems communicating?

Characteristics of the Implementing Agencies:

Why did you select your partners to assist with Active2010 implementation?

- Due to organizational objectives?
- Past history etc?

Have certain types of organizations been more successful than others?

- Nonprofit, private, other government?

Economic, Social and Political Conditions:

Have environmental factors hindered or aided in the implementation of Active2010 in Ontario education?

- Has the recent child obesity crisis effected?
- Recession?

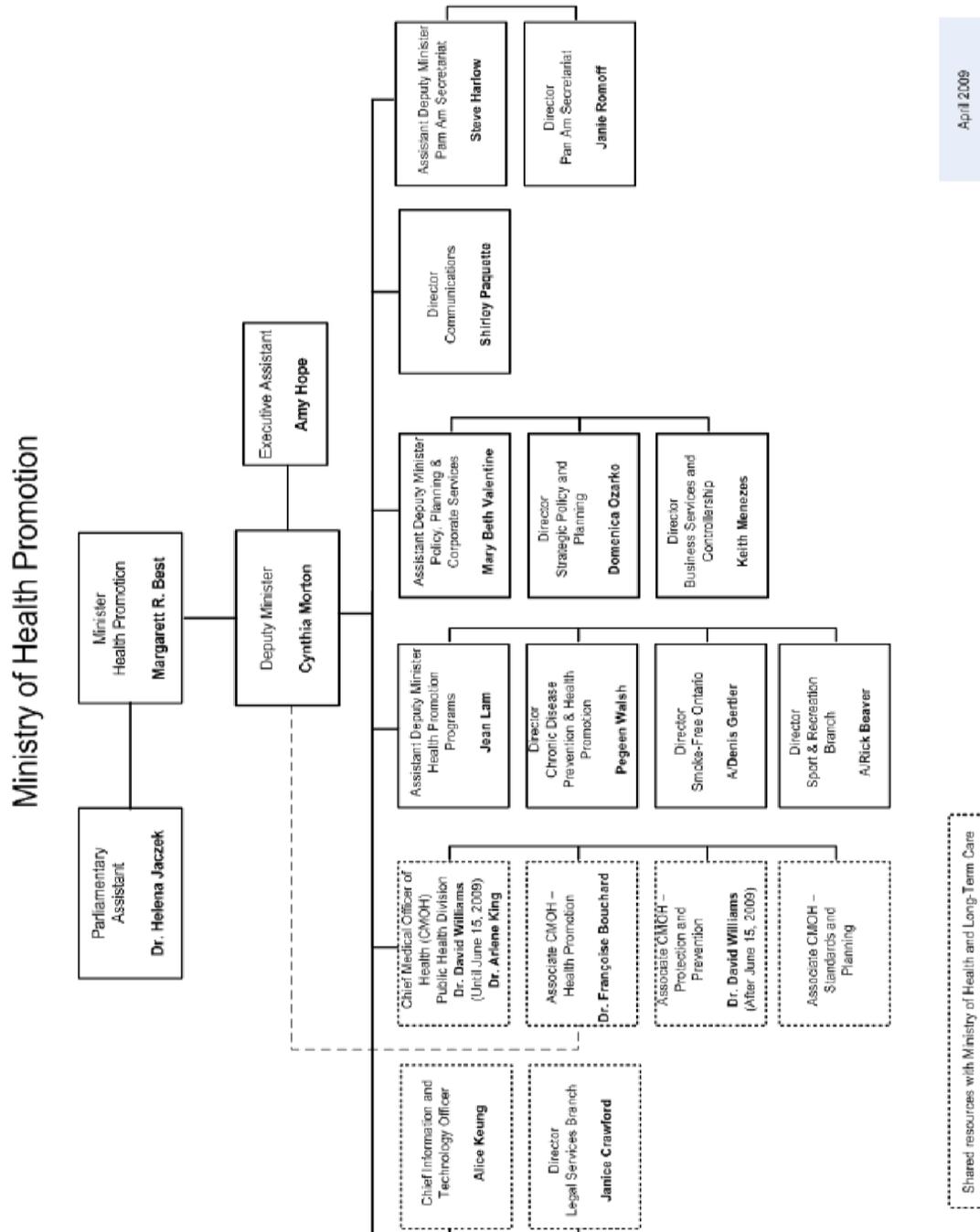
Questions regarding the dispositions of the implementers will be asked based on an emergent basis.

Additionally, questions regarding emergent categories, and interesting concepts will be asked throughout the interview process.

Do you have anything you would like to add before we conclude the interview?

Are you comfortable with all of your answers?

Appendix F: Organization Chart for the Ontario Ministry of Health Promotion



Appendix G: Interviewee Participant Chart

Central Bureaucracy	Position/Role
Ministry of Health Promotion and Sport	Researcher Sport and Recreation Branch
Ministry of Health Promotion and Sport	Sport Policy Analyst
Ministry of Health Promotion and Sport	Local Area Consultant
Implementing Agencies	Position/Role
OFSAA	Upper Level Executive/Administrator
Raise the Bar	Program Director
Ophea	Partnerships and Public Affairs Specialist
Ophea	Marketing and Communications Specialist
Local Government Health Unit	Manage of Public Health
Regional Government Health Unit	Healthy Living Coordinator
Periphery Agencies	Position/Role
Ministry of Education	Senior Policy Advisor – Healthy Schools and Student Well Being Unit
School Board	Curriculum Consultant

Appendix H: List of Sampled Documents

Central Bureaucracy	Document Type	Title
Ministry of Health Promotion and Sport	Formal Policy	Active2010:: Ontario's Sport and Physical Activity Strategy
Ministry of Health Promotion and Sport	Formal Policy	Healthy Communities Framework
Ministry of Health Promotion and Sport	Formal Policy	Sport for More
Ministry of Health Promotion and Sport	Formal Policy	Active2010: Community Physical Activity Planning
Ministry of Health Promotion and Sport	Formal Policy	School Health guidance Document
Ministry of Tourism, Culture and Sport (Ministry of Health Promotion and Sport)	Formal Policy	Healthy Communities Fund for Local/Regional Projects: 2012/2013 Grant Program Guidelines
Ministry of Tourism, Culture and Sport (Ministry of Health Promotion and Sport)	Formal Policy	Healthy Communities Fund for Provincial Projects: 2012/2013 Grant Program Guidelines
Ministry of Health Promotion	PowerPoint Presentation	Ministry of Health Promotion Funding Opportunities 2008
Ministry of Health Promotion and Sport	Formal Policy	Ontario's Action Plan for Healthy Eating and Active Living
Ministry of Health Promotion and Sport	Official Document	Ontario's Action Plan for Healthy Eating and Active Living: Accomplishments
Ministry of Health Promotion and Sport	Website	Healthy Communities Fund: HCF Grant Program (http://www.mhp.gov.on.ca/en/healthy-communities/hcf/grants.asp)

Ministry of Health Promotion and Sport	Website	Healthy Communities Fund: Partnership Stream (http://www.mhp.gov.on.ca/en/healthy-communities/hcf/partnership.asp)
Ministry of Health Promotion and Sport	Website	Healthy Communities Fund: Resource Stream (http://www.mhp.gov.on.ca/en/healthy-communities/hcf/resource.asp)
Ministry of Health Promotion	Formal Document	Ministry of Health Promotion Organizational Chart
Implementing Agency	Document Type	Title
Ontario Federation of School Athletic Associations (OFSAA)	Official Document	OFSAA Strategic Plan 2010-2013
OFSAA	Website	OFSAA: Try-Day (http://www.ofsaa.on.ca/programs/try-day)
OFSAA	Official Document	Try-Day Registration Package
OFSAA	Website	OFSAA: Bridging the Gap Through School Sport (http://www.ofsaa.on.ca/programs/bridging-gap)
OFSAA	Official Document	Bridging the Gap Registration Package
OFSAA	Official Document	OFSAA Organizational Structure
OFSAA	Website	OFSAA About OFSAA (http://www.ofsaa.on.ca/about)
OFSAA	Website	OFSAA Sponsors (http://www.ofsaa.on.ca/recognition/sponsors)
Raise the Bar (RTB)	Website	RTB About Us (http://www.raisethebarintramurals.com/about.html)
RTB	Website	RTB Meeting Schedule (http://www.raisethebarintramurals.com/schedule.html)
RTB	Website	RTB Program Leadership (http://www.raisethebarintramurals.com/programleadership.html)
RTB	Website	RTB Program Organization

		(http://www.raisethebarintramurals.com/intramural.html)
Healthy Schools Healthy Communities (Ophea)	Official Document	How Ophea Supports the Foundations for a Healthy School Framework
Ophea	Official Document	Information Note: Circulated July 22, 2010
Ophea	Official Document	Ophea Corporate Overview
Ophea	Annual Report	Ophea 2009-2010 Annual Report
Ophea	Website	About Ophea (http://www.ophea.net/about-us)
Ophea	Website	About PARC (http://parc.ophea.net/about-parc)
Ophea	Office Memo	Ophea Memo Re: MHPS Funding for Ophea
Local Government Health Unit	Official Document	Health Stats Community Profile
Local Government Health Unit	Press Release	Local Government Health Unit: fall 2010 Healthy Schools Newsletter
Local Government Health Unit	Official Document	Local Government Health Unit Strategic Plan 2009-2011
Regional Government Health Unit	Conference Document	The Eight Steps to Developing a Health Promotion Policy
Regional Government Health Unit	Conference Document	Results sheet from “community consultations to identify Recommended Action Statements”
Regional Government Health Unit	Conference Document	Local Stakeholder Contact Sheet.
Regional Government Health Unit	Official Document	Healthy Communities – A Summary of Recommended Actions for Region
Regional Government Health Unit	Official Document	Community Picture 2011
Regional Government Health Unit	Official Document	A Picture of Health – Report of Statistical Support to Inform Community Recommendations for Action
Regional Government Health Unit	Official Document	Policy Scan Report

Regional Government Health Unit	PowerPoint Presentation	Presenting Local Area Health Priorities
Periphery Agency	Document Type	Title
Ministry of Education/Ministry of Health Promotion and Sport	Formal Policy	Foundations for a Healthy School
Ministry of Education	Official Document	Ministry of Education Organizational Chart

Appendix I: Sample Coding Chart

Quotation	Theme(s)	Coded Statement	Source
<p>We also have a program called try day. Which offers financial assistance to high schools if they want to introduce a new sport into their school. And it has to be a non-traditional sport. SO if they want to buy 40 basketballs. That wouldn't cut it. It's gotta be something new. Something unique. Um, so over the last few years, we have probably distributed over \$500 000 to schools. Um, closer to over 700 000. To schools to help them introduce students to a new sport. So that's another program we offer. We also have another program called bridging the gap. Which is a, creates a partnership between a high school and their local elementary schools. To introduce a sport to the students in the elementary school by the leadership students in the high school. So it's a good connection for between the schools.</p>	<p>Try-Day</p>	<p>Try-Day is a \$700 000 program designed to introduce a new program to a school.</p>	<p>Interview</p>
<p>But if we include that, if include all our revenue, even that, even though it's going out, our Ministry funding on the base side, base grant would be about 15%. And then, so our budget is about 1 million, 1.1 so between a million and 1.1. And um, so the ministry funding is about</p>	<p>Try-Day Resources Org. Communication</p>	<p>OFSAA receives a base grant from MHPS of \$160 000</p>	<p>Interview</p>

<p>160 000. So it's about 15%. And then if you include the try-day, it would be about 20-22% or something like that</p>			
<p>And then they have the sport priority funding which is a separate pool of money that we can apply for, that helps try to build capacity, excellence and participation. So what we've done, is we've focused on participation. That's where we've been applying, and at one point it was active2010, but I don't think</p>	<p>Coercive Policy Org. Communication</p>	<p>Active2010 causes OFSAA to focus on participation</p>	<p>Interview</p>
<p>: Ya from a funding perspective? We're happy with our funding. It's been going up</p>	<p>Resources Economic, Political, Social/Cultural</p>	<p>"We're happy with our funding. It's been going up"</p>	<p>Interview</p>
<p>A way for secondary schools and elementary schools to work together to provide a new sport for the elementary schools, as well as a teaching opportunity for senior secondary leadership students.</p>	<p>Bridging the Gap</p>	<p>Partnership between schools, to provide a new sport at the elementary level.</p>	<p>Bridging the Gap registration form</p>

*Appendix J: Informed Consent Form***Informed Consent Form**

Title of Study: Active 2010 and the Ontario School System: A top-down implementation analysis

Principal Student Investigator / Interviewer: Mike Puillandre, Master of Arts' Student, Department of Sport Management, Brock University

Faculty Supervisor: Dr. Lucie Thibault, Department of Sport Management, Brock University

Name of participant: (please print) _____

- I understand that this study in which I have agreed to participate will involve my participation in an interview that will last for approximately 45 to 60 minutes. The interview will be conducted in person, face-to-face, and audio taped so that future analysis may be completed. The purpose of this investigation is to explore the implementation of Active 2010 in the Ontario education system.
- I understand that written records, audio tapes (or electronic recordings), and electronic files will be secured in the office of the Principal Student Investigator and will be locked in file cabinets and/or password protected. Audio tapes (or electronic recordings) will be destroyed after the completion of this study. Tapes will be cut, removed from the tape reel, and disposed in the trash. Written transcripts will be maintained on file as will all electronic files. These will be secured in locked file cabinets and/or password protected.
- I understand that my name will be kept confidential.
- I understand that the name of my organization will be used in this study
- I understand that my participation will bring only minimal risks or harms.
- I understand that my participation in this study is voluntary and that I may withdraw from the study at any time and for any reason without penalty.
- I understand that I may ask questions of the researchers at any point during the research process.
- I understand that there is no obligation to answer any question that I feel is offensive, or inappropriate.
- I understand that there will be no payment for my participation.
- I understand that only the Principal Student Investigator and the Faculty Advisor named above will have access to the data.
- I understand that the results of this study may be distributed in academic journal articles and conference presentations.
- As indicated by my signature below, I acknowledge that I am participating freely and willingly and I am providing my consent.

Participant's signature: _____

Date: _____

I have fully explained the procedures of this study to the above volunteer:

Signature of the Researcher: _____

Date: _____

This study has been reviewed and received clearance by the Brock Research Ethics Board

(File # _____)

Should you have any further questions concerning the interview or the study in general, please feel free to contact Mike Puillandre at (905) 688-4298 or by e-mail at mp03kb@brocku.ca or mikepuillandre@gmail.com. Dr. Lucie Thibault (Department of Sport Management, Faculty of Applied Health Sciences), the supervisor for this project, may also be contacted at (905) 685-5550, ext. 3112 or by e-mail at lthibault@brocku.ca. Additionally, concerns about your involvement in the study may also be directed to the **Research Ethics Officer** in the Office of Research Services at (905) 688-5550, extension 3035 or via e-mail, at reb@brocku.ca.

Feedback about the use of the data collected will be available in Spring 2011, from Mike Puillandre in the Department of Sport Management at Brock University. A written summary will be provided for you upon your request. Please make your wishes known to the interviewer.

Thank you for your help! Please take one copy of this form with you for further reference.

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

Researcher's Signature: _____

Date: _____

Appendix K: Healthy Communities Framework



**Ministry of Health Promotion and Sport
Healthy Communities Framework**

Vision Healthy Communities working together and Ontarians leading healthy and active lives.

Goals

- Create a culture of health and well-being
- Build healthy communities through coordinated action
- Create policies and programs that make it easier for Ontarians to be healthy
- Enhance the capacity of community leaders to work together on healthy living

Healthy Communities Fund Components

<p>Grants Project Stream</p> <p>A cost-sharing grant program that supports eligible organizations to develop and deliver non-capital health promotion initiatives in partnership with other organizations.</p>	<p>Partnership Stream</p> <p>Promote coordinated planning and action among community partners to create policies that make it easier for Ontarians to be healthy.</p>	<p>Resource Stream</p> <p>Provides training and support to build capacity for those working to advance health promotion in Ontario, including local Partnerships and organizations that apply for funding through the HCF Grants Project Stream.</p>
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- Guiding Principles**
- Empower communities using a shared decision-making model
 - Strengthen partnerships within and between communities and between local and provincial partners
 - Mobilize a variety of community partners and sectors for change
 - Focus on those at-risk for poor health to reduce disparities
 - Build on research, evidence and experience
 - Accountable to communities and the ministry through measurable outcomes
 - Work toward sustainable programs and strategies

Priorities and Objectives

<p>Physical Activity, Sport and Recreation</p> <ul style="list-style-type: none"> • Increase access to physical activity, sport and recreation • Support active transportation • Encourage life-long participation in sport and recreation 	<p>Healthy Eating</p> <ul style="list-style-type: none"> • Increase access to healthier food • Develop food skills and healthy eating practices 	<p>Reducing Tobacco Use and/or Exposure</p> <ul style="list-style-type: none"> • Increase access to tobacco-free environments • Engage youth in tobacco use prevention strategies 	<p>Injury Prevention</p> <ul style="list-style-type: none"> • Promote safe environments that prevent injury • Increase public awareness of the predictable and preventable nature of most injuries 	<p>Substance and/or Alcohol Misuse Prevention</p> <ul style="list-style-type: none"> • Support the reduction of binge drinking • Build resiliency and engage youth in substance misuse prevention strategies 	<p>Mental Health Promotion</p> <ul style="list-style-type: none"> • Improve knowledge and awareness of both positive and poor mental health • Reduce stigma and discrimination • Foster environments that support resiliency
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Appendix L: Section of Transcript from Ministry of Health Promotion and Sport

HP&S: Before we do that let's take it back. I'm going to ask you a question. You've got to understand you've got a semi-academic here. Why does Government create policy statements in the first place?

Mike: I would say to create change or to promote a value or a goal, but I would say change, in this case anyway.

HP&S: Yeah, so if you go back to 2004 we were in a state of transition at that point of time and there's an election that's come through and there's a sense that with the new Liberal Government that they had a Policy Statement that they ran on, or Policy Platform that they ran on in order to get elected the first time around with Premier McGuinty and they were looking for a new approach to handling some of the issues and problems. At that time the people like Russell, and I was involved in it at that time, that Sport Canada and Provinces and Territories were look at, I'm going to say harmonizing approaches. The bid for the Olympics was either just completed or was just on the horizon, and winning that bid focuses on Canada having been the only country to never win a Gold Medal having hosted two Olympics [inaudible] an embarrassment or to be heavily criticized through the sport system if we weren't successful. And at the same point in time we have Health Ministers talking about the need for a Pan Canada Healthy Living Strategy and where does that fit both from the health side and from a Sport, Physical Activity Recreation because there were those thankfully who felt that Physical Activity Recreation Sport has a certain role to play in disease prevention. So that's our world of 2004. And so typically what happens is you get asked to say alright going forward what are these objectives and goals and what are we going to do and how are we going to actually translate all of that into a policy document that we can throw out there that a) people would understand, and would be willing to buy into and [inaudible] 'cause government never does anything by itself other than tax. So the whole area of building the key partnerships through the articulation of the policy statement is where we went. So if we can look at it in all honesty, you don't see school in there anywhere.

Mike: No, not until you get into the nitty gritty of it, except Education.

Appendix M: Regional Government Recommended Action Statement Chart

System	Community	School	Workplace
Establish policies to encourage active transportation	X	X	X
Establish policies that reduce barriers to participation in physical activity ensuring affordability and accessibility			
Create a coordinated community physical activity policy that support collaboration between recreation/sport providers, community groups, and school boards to ensure that all children and their families have access and opportunity to participate in a wide range of physical activity programs throughout the year (look to the big players with existing infrastructure first e.g. schools, local university, YMCA)	X	X	
Encourage policies that support work/life health			X
Create an active transportation charter with school boards to guide transportation decisions and to support active modes of transportation			
Integrate the promotion of physical activity into existing programs for children and youth e.g. after school and Early years programs	X	X	
Sports equipment exchange	X	X	X
Create and promote walking clubs	X		X
Create and promote programs that use active transportation	X	X	X
Create and promote corporate challenges			X