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AND ITS APPLICATION TO CANADA.

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THE DEVELOPMENT OF A THEORETICAL FRAMEWORK FOR ANALYZING THE ROLE OF NATIONAL GOVERNMENT INVOLVEMENT IN SPORT AND PHYSICAL EDUCATION AND ITS APPLICATION TO CANADA

Dissertation
Presented in Partial Fulfillment of the Requirements for the Degree Doctor of Philosophy in the Graduate School of The Ohio State University

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1970

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CHAPTER I

INTRODUCTION

Within the last decade, there has been an upsurge in both individual and collective efforts aimed at defining precisely the body of knowledge that comprises, or should comprise, physical education as an academic discipline. The question raised by Franklin Henry\(^1\) as to whether or not physical education is an academic discipline has stimulated considerable discussion and informal debate, special convention sessions, a number of articles, and even special conferences, each concerned with one or more facets of the subject. The group of scholars accepting the discipline concept generally adhere to the basic premise that a discipline and a profession are not one and the same thing. Kenyon, in a recent article, supports such a distinction and discusses it in some detail by stating that "a profession concerns itself with altering aspects of reality with a view to improving mankind whereas a discipline has as its primary focus the understanding of a

portion of reality through processes of description, explanation and prediction."\(^2\) Van Dalen makes a similar distinction, but is very careful to add that the two groups of workers are interdependent and mutually supportive.\(^3\)

Henry\(^4\), Kenyon\(^5\), Fraleigh\(^6\), Alley\(^7\), Van Dalen\(^8\), Zeigler and McCristal\(^9\) and Rarick\(^10\) have all contributed to the discipline discussion by presenting very thought-provoking, stimulating ideas on the subject. Their views


\(^4\)Henry, op. cit., 32-33.

\(^5\)Kenyon, op. cit., 34-45.


\(^8\)Van Dalen, op. cit., 21-28.


\(^10\)Lawrence Rarick, "The Domain of a Discipline," Quest, IX (Winter, 1967), 49-52.
concerning the nature of the body of knowledge appear to be consistent with the original one outlined by Henry. In his article he stated, "there is indeed a scholarly field of knowledge basic to physical education....it is constituted of certain portions of such diverse fields as anatomy, physics and physiology, cultural anthropology, history and sociology, as well as psychology."¹¹

The discipline-profession controversy has served as a catalyst in the re-awakening of an interest, as Daniels adequately describes it, "in the potential of physical education as an area of research and scholarly effort."¹² He is very critical of the failure of individuals to exploit this potential and openly suggests that a greatly expanded program of scholarly activities in a variety of areas be undertaken. Zeigler¹³ shares the same opinion regarding the limitless possibilities for pure and applied research in physical education and sport. He believes that this is especially true because of the nature of the field

¹¹Henry, op. cit., 32-33.


and its relationships with other disciplines. Daniels calls attention to the necessity of investigating the social significance of sport and physical education in a culture, as well as further comparative studies indicating the contribution of physical education and sport to international cooperation and understanding.

Despite the significance of sport in society, it would appear that inquiries dealing with a socio-cultural interpretation of this phenomenon are more characterized by neglect than by scholarly and scientific treatment. Recent efforts by McIntosh (1963), Kenyon and Loy (1965), Daniels (1966), Kenyon (1966), Zeigler (1968), Ulrich

14 Daniels, op. cit., 32-33.
19 Earle Zeigler, op. cit., p. 150.
(1968),20 Howell (1969),21 and Weiss (1969)22 prove to be indicators that there is a growing awareness in the importance of studying the relationships that exist between sport and physical education and the culture involved.

Frederickson believes that a greater emphasis should be placed on the study of sport and physical education in the culture of man for the following reasons:

1. to broaden the perspective of the common ethnocentric attitude,
2. to fill a gap in the kinds of research being undertaken,
3. to promote a deeper understanding of variations in cultural definitions of work and play, and
4. to seek an understanding of causes, effects and social controls in the sports scene.25

She further adds that it lends a perspective to an examination of the meaning of sports and physical education in one's own culture.


No doubt, there is a need for a far greater understanding of the interrelations of sport and physical education with other elements of the culture. Within the complex framework of the total society, sport and physical education have influence upon, and in turn are influenced by politics, social structure, economics, religion, the military, education, technology, music, art, science and literature. It is apparent that one cannot study sport in society without investigating the interrelationships with the major social institutions as an integral social force. One of the areas which seems, at present, to be most worthy of further investigation is that of examining the role of national government involvement in and sponsorship of programs of sport and physical education. Wills makes mention of the extensive growth of governmental activity in sport and physical education in the 20th century in a controversial article entitled "The Subtle Revolution." In his estimation, the true meaning of this subtle revolution is merely a reflection of the profound social, economic and political changes presently taking place. Wills' quarrel

is not with the change as such, but with the seeming inevitability of some of these changes, and that little is being done to guide the modifications along desirable lines. Thus, questions dealing with the role that national governments should take with respect to sponsoring programs of sport and physical education have been raised. Indeed, the implications are many.

Nixon,\textsuperscript{25} at Stanford University, is currently in the process of conducting a study dealing with examining the role of sports as an instrument of national policy in selected countries. He expressed concern at the lack of systematic data available that would assist in identifying and evaluating the different roles of sport and physical education as they contribute to national purposes.\textsuperscript{26} In view of these observations, it is very doubtful if we realize fully the extent and influence of sport and physical education in the formulation and conduct of national policy. According to Nixon, national governments attach


\textsuperscript{26}Ibid.
a great deal of importance to their sponsorship and involvement in programs of sport and physical education. In order to investigate this particular phenomenon, some kind of instrument, model, theoretical framework, or conceptual structure must be developed to facilitate systematic analysis of the available data. Such an instrument would incorporate all spheres of governmental activity in sport and physical education and will give rise to intensive investigations of individual countries or areas, and eventually lead into more comprehensive cross-cultural treatments. Johnson,27 Morrison,28 Bucher29 and Sturzebecker30 have attempted to develop a format which could be utilized in comparative investigations. Johnson and Bucher have neglected to incorporate


the political or governmental factor in their treatment and Sturzebecker only briefly mentions it. The work of Morrison which incorporates conceptual schemes from such related areas as comparative education, geography, cultural anthropology, and sociology is by far the most sophisticated attempt yet made. Such study is of immediate value, for it is instrumental in providing a solid foundation upon which theoretical concepts and methodology can be based.

Kenyon, in speaking of the nature of sport sociology, made an observation which certainly has implications for the future of comparative and international investigations:

Work of this kind requires both vigor and rigor, particularly rigor—we need to be rigorous in our definitions, in the formulation of our constructs, hypotheses, and theories, in selecting measuring devices that have some semblance of validity, in treating our data, and in interpreting our findings.31

Statement of the Problem

The problem to be investigated is twofold in nature. The initial phase of the study will be concerned with the development of a theoretical framework that can be

31 Kenyon, op. cit., p. 179.
utilized to analyze the role of national government involvement in and sponsorship of programs of sport and physical education. The second aspect of the investigation will focus on the application of the developed framework to the selected national governmental system of Canada.

Several hypotheses will be examined within the study.

1. It is hypothesized that a theoretical framework can be developed that will facilitate a systematic analysis of the nature and role of national government involvement in sport and physical education.

2. It is hypothesized that national governments are involved in promoting programs of sport and physical education and that the degree of involvement and sponsorship is dependent on numerous factors.

3. It is hypothesized that the national government's involvement and sponsorship is multidimensional in nature (Figure 1).

Significance of the Study

Recently, there has been an awakened interest in examining the role of sport and physical education in society. The desire to view sport and physical education
Figure 1. A Preliminary Model Hypothesizing the Multi-dimensionality of National Governmental Involvement in and Sponsorship of Programs of Sport and Physical Education.
phenomena in a cultural, sociological, and comparative perspective has led to the development of a field of study within physical education that is pregnant with fascinating research possibilities. In order to illustrate the significance of further investigations in these areas, it is necessary to point out some of the valuable contributions that they can make to the future development of the total field. Thus, the study can be justified by being subjected to the following criteria:

1. The contribution to the body of knowledge and literature available on comparative sport and physical education.

2. The need to view sport and physical education in a socio-cultural perspective, by examining the complex interrelationships that do exist.

3. The need to deal with present deficiencies in the advanced theoretical, conceptual, and methodological aspects of comparative physical education. The development of a valid framework will facilitate systematic description, analysis, and interpretation of the data.

4. The need to expand current views on the values of interdisciplinary or eclectic study.
5. The need for conducting research that will facilitate further research. In this respect, this study will enable the future investigator to use the results of previous work in order to provide a sounder theoretical basis for either adding or deleting research techniques and procedures. The framework developed will readily lend itself for use in more comprehensive cross-cultural investigations. Further study and analysis is required to point out the similarities and differences that do exist.

6. As there has been an extensive growth of governmental activity in sport and physical education, evidenced in such countries as France, Britain, and Canada, it would appear that there is an immediate need to examine, interpret, and discuss the nature and the role of national government involvement in programs of sport and physical education. Preliminary observations indicate that great diversity exists from country to country.

Scope of the Study

In its proper context, the broad definition of the field of sport and physical education must be a very inclusive one. In this respect, the study is delimited
to include aspects of the field such as athletics, sports, games, play, fitness, recreation, outdoor activities, contests, and festivals.

The theoretical framework to be developed will examine the role of national government involvement in, and sponsorship of programs of sport and physical education.

The development of the framework will take into consideration concepts and approaches from the areas of education, sociology, political science, and cultural anthropology. This approach to research is limited by the author's background in the related fields, and by his ability to cover all the relevant materials in those fields.

The framework will be applied to examine the role of national government involvement in Canada. The selection of Canada as the country for investigation is based upon the following criteria:

1) the author's personal interest and association with Canada,
2) the availability of data in the English and French languages, and
3) the changing nature and role of Canadian national government involvement over the past decade. The concern for a low standard of physical fitness of the Canadian
population and Canada's failures in international athletic competition resulted in the passage of Bill C-131, *An Act to Encourage Fitness and Amateur Sport* on September 29, 1961. The primary objectives of the Act are "to encourage promote, and develop fitness and amateur sport in Canada." The Act, whereby up to five million dollars per year may be expended, has provided a remarkable stimulus to fitness and amateur sports in Canada. Though it is difficult to estimate its ultimate effect on Canadian sport, it is quite possible that the Act may affect both the quality and the quantity of participation in sports and games. The activities and dispersion of finances by the Fitness and Amateur Sport Directorate during the first eight years of operation have been called into question by the *Report of the Task Force on Sports for Canadians* (1969). In effect, the Report has recommended a redistribution of the financial grants to provide more support for athletic competition at the national and international level. At present, the Fitness and Amateur Sports Program is under review.

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Definition of Terms Used

The following operational definitions have been established in order to provide a frame of reference upon which the numerous interpretations may be based:

**Comparative Physical Education.** A field of study which has as its focal point, a systematic analysis of problems and programs of sport and physical education through comparison of two or more countries, in order to reveal similarities and differences.

**Involvement and Sponsorship.** Involvement is the state or fact of being involved by obliging to become associated with a particular phenomena. Sponsorship, on the other hand, implies the state of being a sponsor in which an institution or agency assumes responsibility for some other thing or person. Used in conjunction with one another, the terms imply, and to a certain degree denote financial support, administrative and organizational assistance, endorsement of specific functions and activities, and additional service in an advisory capacity.

**National Government.** The national government is the officially recognized social institution responsible for representing and conducting the affairs of a country in the international community.
Sport and Physical Education. The terms sport and physical education will be used in the broadest sense. In this respect, it will include aspects of the field, such as athletics, sports, games, play, fitness, recreation, outdoor activities and contests. It will refer to formal school programs, as well as those available outside of the schools.

Theoretical Framework. A conceptual scheme, structure or system proposed or followed as the basis of action that has been developed by abstraction and generalizations from fact. It limits, or outlines a frame of reference based upon a particular set of circumstances. Its value lies in the contribution it makes to assisting in analyzing, synthesizing, and organizing data and facts into appropriate, meaningful relationships.

Limitations of the Study

1. The study is limited by the procedures and instruments that will be utilized and by the small amount of material now available in the area of comparative sport and physical education.

2. The investigation is based upon the assumption that the information disclosed by the national governments
is accurate and reliable, and does, in fact, reflect the attitude of that agency.

3. The study is subjected to the limitations of cross-cultural or comparative investigations, including the lack of a consistent international terminology and the possible misinterpretation or loss of meaning that might occur during translation from one language to another.

4. The study is further limited in that the final theoretical framework will necessarily be limited to interpretation within the definition of terms outlined.

5. The study is subject to the limitations of the survey technique which will be utilized to solicit the opinions of agencies and individuals not directly affiliated with the Canadian national government. In addition, only a sample taken from special populations responded to the questionnaire.

Methods and Procedures

The investigation was divided into two distinct stages, a preliminary or developmental stage, and an investigative or applicative stage. The very nature of the study necessitated that such a distinction be made.
Preliminary or Developmental Stage.

The initial aspect of the investigation was concerned with collection of the data, analysis of the data, and the subsequent development of the theoretical framework.

Data Gathering — A number of prominent physical educators (N = 28) who have expressed an interest in comparative physical education and sport were contacted for suggestions and comments concerning the nature and scope of the proposed study (see Appendix A). Their reactions to and comments on the proposal were taken into consideration in finalizing the procedure to be utilized in the investigation. Twenty-five individuals responded to the initial correspondence. In all but a few instances, the need for studying the role that national governments play in promoting sport and physical education was reiterated. Several individuals suggested a number of bibliographical sources that could be utilized for further reference.

Twelve national and international organizations related to sport and physical education were contacted (see Appendix A). These organizations furnished information on the previous research conducted in the area of national government involvement. In addition, some agencies provided
suggestions concerning reference materials. One organi-
ization responded by providing a comprehensive list of
physical educators in various countries that might be
contacted concerning the study.

The third phase of the data gathering process in-
volved contacting one hundred and twenty foreign embassies
located in the United States. The correspondence with the
embassies requested information and materials dealing with
the culture, the government, and sport and physical educa-
tion of the individual country concerned. In addition to
providing the above service, each embassy was requested to
furnish the author with the name and mailing addresses of
the governmental agencies responsible for sport and physi-
cal education within their country. Upon receipt of this
information, a letter was sent directly to the governmental
agency requesting further materials on national government
activity in promoting sport and physical education.

Data Analysis -- Prior to analyzing the data, the
library sources at the Ohio State University were utilized
in order to obtain a deeper understanding of the theoretical
basis underlying the development of a framework, and to
assess concepts and ideas from related fields.
Theoretical frameworks, models, conceptual structures, and schemes from physical education, education, political science, sociology, and cultural anthropology were examined. In this respect, consideration was given to cross-application of theory and method from related fields of study. In reality, an eclectic or interdisciplinary approach which attempts to benefit from the years of experience in these other disciplines was utilized.

The responses and literature received from comparative physical educators, national and international organizations, foreign embassies, and national governmental agencies responsible for sport and physical education were analyzed. Embassy sources available concerning national government activity in sport and physical education were also analyzed. Examination of the data led to the formation of tentative categories which indicated the areas of national government involvement. The categorization of areas of government activity provided a foundation upon which a technique or method to systematically investigate or analyze this phenomenon could be derived.

Theoretical Framework Development — Utilizing the data collected from various sources, the theoretical framework itself was developed. The framework that was eventually
derived was based upon previously established and tested conceptual schemes as well as an analysis of literature in comparative physical education and related fields of study.

Included in the final structure were four different phases: (1) the general background information of the country being examined; (2) an analysis of the national political system; (3) national government involvement in sport and physical education; and (4) summary, conclusions and recommendations.

The inclusion of sections on the general background of the country and an analysis of the system of government were deemed necessary. It was assumed that knowledge of other aspects of the total culture would facilitate a more concise, well-founded interpretation of the nature and extent of national government involvement.

The first phase of the framework has taken into consideration essential background information dealing with the individual country being treated, thus providing a historical, sociological, cultural, educational and economic perspective. Theoretical frameworks, models, conceptual schemes and structures from sociology, education, and cultural anthropology were examined. Consideration was given
to cross-application of theory and method from other disciplines.

The second phase of the framework included a section which would facilitate a comprehensive analysis of the national system of government of the country being examined. Further consideration was accorded theoretical frameworks, models, conceptual schemes and structures from political science.

The third aspect of the total framework was concerned with the construction of categories which would facilitate a more systematic analysis of national government involvement in sport and physical education. Initially, the motives underlying national government participation were isolated. These included individualizing, socializing or nationalizing, international goodwill, national prestige, military, labor, economic, legislative and political indoctrination. Secondly, a framework for assessing the nature and extent of national government involvement was developed. Five areas of analysis were included in this phase: historical considerations, administrative and organizational structure, the program, national government financial support, and recent developments and future projections. In order to provide a historical perspective, the origin and evolution
of national government involvement was described. Events leading up to and subsequent to the passage of significant legislation were discussed and evaluated. The present administrative and organizational structure was examined focusing attention on such areas as national government departments involved, specific agencies, relationships with nonpolitical organizations, relationships with other levels of government, and unique features. A section which included the program of the national government was presented. The program areas delineated were amateur sport, educational-information services, facilities construction and maintenance, international representative teams and delegations, leadership development and training, national awards program, national athletic competitions, nonpolitical organizations and professional associations, other levels of government, planning, technical and advisory services, professional sport, research and sports medicine, sport and physical education for the disabled and physically handicapped, sport and physical education within the schools and miscellaneous (special games, public relations, etc.). A framework for analyzing national government support to sport and physical education was developed and examined aspects such as sources of revenue, funds available for distribution, and the machinery for distribution. Finally,
a section for discussing recent developments and future projections was presented.

The fourth and final aspect of the framework made provisions for summarizing, drawing conclusions, and making recommendations concerning national government involvement.

In developing the total framework, the concepts of flexibility and adaptability were adhered to. The framework was structured in such a manner so that it would readily accommodate structural and functional differences that might occur from system to system.

The theoretical framework, upon its completion, was submitted to a panel of judges for scrutiny. The ten individuals who made up the panel were selected on the basis of their knowledge contact with programs of sport and physical education in countries through the world. Their comments, suggestions, additions, revisions, deletions and changes were taken into consideration in the construction of the final framework. Members of the panel who participated in the validation process included: Dr. Bruce Bennett (The Ohio State University), Dr. Herbert Haag (West Germany), Dr. Maxwell Howell (Canada), Dr. William Johnson (University of Illinois), Dr. Gerald Kenyon
(University of Wisconsin), Dr. Nicolaas Moolenijzer (The University of Missouri), Dr. John Nixon (Stanford University), Dr. Annie Clement (Bowling Green), Dr. Uriel Simri (Israel), and Dr. Earle Zeigler (University of Illinois).

Investigative or Applicative Stage.

The second aspect of the investigation involved the application of the developed framework to a selected national governmental system. The criteria for the selection of Canada as the country to be analyzed has been previously outlined in the Scope of the Study. In order that full value be obtained from the study of national government involvement within a given country it is essential that the investigator possess a working knowledge of the components of the culture being examined. No doubt, the need to know the language of the country being investigated and the desirability of remaining in that country for an extended period of time should be recognized as a very important and integral part of the research. The author, being a Canadian citizen and having resided in Canada for twenty-three years and possessing the ability to handle both the English and French languages fulfilled these criteria.
In applying the developed framework, the following investigative procedure was given consideration.

Prior to the actual systematic analysis, preparations involving a familiarization with literature pertaining to previous and present Canadian national government participation in programs of sport and physical education were undertaken. This involved analyzing numerous books, government reports, documents, and texts of speeches available in the Ohio State University's libraries. Additional materials forwarded to the author by the Educational Services Division of the Fitness and Amateur Sport Directorate within Canada's Department of National Health and Welfare were also examined. Thus, prior to the actual application of the framework, a cursory overview of the national government's activity in sport and physical education was obtained.

In researching the historical aspect of the Federal government's involvement, the events leading up to and subsequent to the passage of relevant Acts of Parliament imposing duties or conferring powers on Government Departments or local authorities in connection with the promotion of sport and physical education were analyzed. Significant legislation included the establishment of the Strathcona Trust Fund (1909); the Provincial-Recreation Act (1930);
the Youth Leadership Training Act (1937); the Physical Fitness Act (1944); and Fitness and Amateur Sports Act (1961).

Correspondence with Mr. Tom Bedecki, Assistant Director of the Fitness and Amateur Sports Directorate, and Mr. Stanley Spicer, Educational Services Consultant of the Fitness and Amateur Sports Directorate, gave rise to a personal visitation to the central offices in Ottawa from December 13 to 20, 1969. At this time, library research, utilizing the sources of the Canadian Documentation Centre, whose services are national in scope, was conducted. The Centre collects, classifies and makes available factual information concerning fitness, recreation, and sport in Canada. The materials are somewhat limited to technical, professional and historical documents which come under the Fitness and Amateur Sport Act. The Centre was of considerable assistance, for its files contained much information on the Federal and provincial governments' programs in the fitness field since 1943. Government reports, documents, publications and texts of speeches directly or indirectly related to the national government's involvement in sport and physical education were analyzed.
In addition to conducting the library research at the Documentation Centre, the author interviewed a number of national government officials to ascertain the present and future role of the government in promoting sport and physical education. Structured interviews were utilized to query officials in the Fitness and Amateur Sport Directorate. Each of the individuals interviewed responded to questions concerning the following topics: motivation for national government participation; purposes and objectives of the Fitness and Amateur Sports Program; scope of the program; machinery for the administration of the program; an evaluation of the strengths and shortcomings of the Fitness and Amateur Sports Program since its inception in 1961; suggestions or recommendations for change or new direction; financial aspects of the program (sources, machinery for distribution, etc.); and opinions concerning The Task Force Report on Sports For Canadians. Interviews with individuals in Departments other than the Fitness and Amateur Sport Directorate were also conducted to ascertain the purposes, nature, and the scope of the involvement of that particular department. Interviews were conducted with officials from the Departments of National Defence and Indian Affairs and Northern Development.
Another dimension was added to the investigation by soliciting opinions concerning national government involvement in sport and physical education from individuals and agencies not associated with the national government. A questionnaire designed to obtain information on the present status and future role of national government involvement was forwarded to three different groups of individuals. Provincial authorities responsible for promoting sport and physical education, amateur sports organizations, and heads of university physical education departments participated in the study (see Appendix B). Selection of individuals representing a variety of orientations within programs of sport and physical education broadened the scope of the investigation. The constructed questionnaire, validated by a board of experts and officials of the Fitness and Amateur Sport Directorate, was divided into two sections. (see Appendix B). Section A determined the respondent's opinion concerning the motives for national government participation in sport and physical education. Section B was designed to obtain an evaluation and assessment of the Canadian Government's Fitness and Amateur Sports Program. A question eliciting a positive, negative or undecided response was utilized to determine whether or not the passage of the
Fitness and Amateur Sports Act has, in fact, provided impetus to the fitness and sports movement in Canada. Respondents were asked to check off areas within the Fitness and Amateur Sports Program which have been successfully promoted and received thus far, as well as those which have been unsuccessful. In concluding this section, the respondent was asked to comment on the problems facing the Fitness and Amateur Sports Program. The final section of the questionnaire sought to obtain information on administrative and financial considerations related to national government involvement. Questions eliciting a positive, negative or undecided response were utilized. It should be noted that in each section additional space was provided so that the respondent could provide further comments if he so desired. The questionnaire required approximately ten to fifteen minutes to complete. In all, 60 questionnaires were mailed to participants in the study. A 57-percent return (N = 34) was received. An additional follow-up raised the percentage return to 68 percent (N = 41).

Because the data received from the questionnaire was mostly descriptive in nature, the results were presented in tables showing the frequencies and percentages of the three groups and the total sample.
CHAPTER II

NATIONAL GOVERNMENT INVOLVEMENT IN SPORT AND PHYSICAL EDUCATION: A HISTORICAL PERSPECTIVE

Literature in the area of comparative and international sport and physical education has generally been characterized by neglect rather than by scholarly, systematic treatment. This becomes obvious when one is assessing literature about the relationship between national governments and programs of sport and physical education. Few studies have dealt with this question so it is essential that a frame of reference be established to provide a suitable background for a contemporary interpretation of governmental activity in programs of this nature. The literature to be examined will represent a brief overview of the subject rather than a comprehensive analysis.

National governments have historically been concerned with the area of sport and physical education. In order to demonstrate this, certain cultures and chronological periods have been selected. These are consistent with the topical headings outlined by prominent historians in the field of physical education. Viewing sport and physical education
against such a historical backdrop will enable the reader to assess the relatedness of such programs to political institutions during different stages of development and sophistication. At this time, a word of caution must be issued, for it is essential that this relationship be viewed in its truest form. That is, the relationship that exists must take into consideration the political, social, economic and educational background of the society being examined. Sport and physical education, like all human endeavors, is unequivocally a part of man's cultural development and cannot exist out of this context.

Based on the findings of archeologists and present-day physical and cultural anthropologists, primitive man performed functions and activities which were directly related to his very survival. Both Van Dalen,¹ and Arrowwood and Eby² agree that early man was confronted with the problem of making the most of his environment. The constant struggle for existence leads us to believe that the relationship between conformity and security dominated primitive society.³ Arrowwood and Eby believe that primitive


³Van Dalen, et al., loc. cit.
people have been able to survive "by subordinating the interests of the individual to the interests of the group."\(^4\) Out of this loosely-organized social unit, there arose an obvious need for social organization and public control of conduct. Government, interpreted in its broadest sense, became the institution for social control. As the function of preserving and perpetuating the culture became the sole responsibility of tribal leaders and chieftains, it can be argued that this may be interpreted as government involvement in sport and physical education in its simplest form. No doubt the ruling authorities endorsed, promoted, and encouraged physical efficiency for survival (proficiency in acquiring food, clothing, and shelter, and protection from his enemies).

The evolution from a savage state of existence to an early form of civilization took place in China about 2500 B.C. The Chinese sacrificed their nomadic habits and developed an identifiable cultural pattern founded upon the concept of social class differentiation.\(^5\) Stability of the State based upon a rigid social class structure was the

\(^4\) Arrowwood and Eby, *op. cit.*, p. 6.

central theme which permeated the ancient Chinese culture. Maintenance of social order necessitates the formation of an institution whose primary function is to guide, control, and protect the population within its boundaries. As the geography of China offered a natural barrier which discouraged foreign invasion, and the Chinese people expressed very little desire or ambition to extend its boundaries by conquering others, it would appear that very little emphasis would have been placed on the military. However, activities and functions directly related to the military aspect did, in fact, exist and occupied a dominant position in the Chinese culture. In this respect, many games and sports that developed were devised for their military usefulness. Evidence seems to indicate that the national government was involved in sport and physical education in two fronts: first, in promoting physical education through its highly organized national school system and, secondly, by encouraging activities closely related to military training.

In ancient Greece, the high degree of advancement attained in areas such as art, drama, architecture, science, philosophy, and education gives rise to its recognition as

one of the greatest cultures in the history of mankind. The mountainous character of Greece can be considered as the important single factor which led to the formation of small governmental units called city-States. Although these city-States later consolidated into leagues, for the most part, they chose to remain independent and self-supporting. Of these states, two stood out above the rest: Athens and Sparta. These city-States, because of their opposing political ideologies, are usually studied as two distinct and contrasting cultures. As Van Dalen described it: "Athens was a government that advanced the farthest toward democracy and individual freedom, while Sparta was representative of a totalitarian government."

Obviously, both governmental systems were unique in their own right, and each promoted sport and physical education in a manner which best met the objectives of that State. A cursory examination of governmental involvement in sport and physical education will illustrate this point.

Athenian society sought to develop the all-round man, balancing all potentialities and powers within the individual by harmonizing the intellectual and physical aspects. Responsible citizenship — effective direct participation,
intelligent and lifelong service in the affairs of govern­ment and society, including defense of the homeland -- was another goal of the Athenian individual. In light of these objectives, the government recognized the value of sport and physical education in its contribution to the harmonious development of the individual, as well as the importance of physical fitness for military efficiency.  

Spartan society, in contrast, was molded into a military caste exclusively devoted to maintaining political and social order. Here, primary consideration was given to measures which would insure that a constant supply of man­power be made available for the purpose of perpetuating and protecting the State. Thus, the State was supreme, and accepted all responsibilities for sport and physical edu­cation. The type of program which was promoted consisted almost entirely of military training.

Freeman believed that Hellenic education in theory and practice was alike in Sparta and Athens because the aim was to produce the best possible citizen. He argued that it sought the good of the community and not the good

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9 Van Dalen, et al., op. cit., p. 58.
of the individual, and that the only difference lay with the conception of good citizenship held in each locality.

The Spartan believed that the whole duty of man was to be brave, to be indifferent to hardships and pain, to be a good soldier and to be always in perfect physical condition.\textsuperscript{11}

The Athenian conception of the perfect citizen was much wider and much more difficult to attainment. He demanded of the ideal citizen perfection of body, extensive mental activity and culture and irreproachable taste.\textsuperscript{12}

Another area where evidence of national government involvement in sport and physical education exists within the structure of Panhellenic festivals. With the advent of increased athletic competitions attention focused on participation in national festivals and competitions. Here a new element was introduced, for the athlete competed not merely as an individual but as a representative of his State. No doubt, it was the city-State system that made the national athletic festival possible. Competition was intense as indicated by a comment by Gardiner: "Between the city-States of the Greek world,

\textsuperscript{11}\textit{Ibid.}

\textsuperscript{12}\textit{Ibid.}, p.276.
rivalry was keen and this rivalry was the life of the athletic festival." 13 One can certainly sympathize with the point of view expressed by McIntosh when speaking of the political nature of sport, "Sparta used victories at the Olympic Games as tests of her vitality and prestige." 14 It is quite conceivable that the use of festivals from a local to a national gathering gave an impulse to "city-State nationalism" as well as to the feeling of nationality, or Panhellenism.

These Panhellenic festivals were much more than athletic meetings. Numerous city-States sent official deputations to represent them at the games. Gardiner, 15 Harris, 16 and Hackensmith 17 mention the inherent political value of such meetings and believe that it was natural that records of agreements and treaties between States should be set up at such a sanctuary. Gardiner

13 Gardiner, op. cit., p. 29.
makes reference to "ambitious politicians like Alcibiades and Dionysius of Syracuse who sought to further their own ends and win popularity by the magnificence of their displays at Olympia while others more patriotic sought to revive the spirit of national unity."\(^{18}\)

During the Olympic Festival, the judges requested a truce among the warring Greek city-states.\(^{19}\) For an armed force to set foot on the soil of the district of Elis within that period, or for anyone to do violence to travellers on their way to or from Olympia, was considered sacrilege.\(^{20}\) Safe passage was guaranteed by the power of Zeus and the proclamations of all Greek heads of State.

Closely allied with the participation in Hellenic festivals was the manner in which successful athletes were excessively honored.\(^{21}\) Plummer\(^{22}\) and Robinson\(^{23}\) cite

\(^{18}\)Gardiner (1930), *op. cit.*, p. 44.

\(^{19}\)Hackensmith, *loc. cit.*


\(^{21}\)Gardiner (1930), *loc. cit.*; and Harris, *loc. cit.*

\(^{22}\)Edward M. Plummer, "The Olympic Games in Ancient Times," *The American Physical Education Review*, III (March, 1898), 1-18; III (June, 1898), 93-106.

examples where the State made concessions to athletes who have been victorious in national festivals. Hackensmith cites the example of "Solon awarding Athenian athletes 500 drachmae for a victory in the Olympic Games."\(^{24}\) Athenian Olympic victors were given a place of honor at public events, provided with free grain from the State's warehouses, and exempted from taxation. Indications are that governments of ancient Greece either directly or indirectly subsidized athletic competition.

The State also offered full support to the construction and maintenance of the gymnasium.\(^ {25}\) This was a very important institution in most Greek city-States. This may be viewed as government involvement in sport and physical education. Forbes lent support to this contention by stating, "no self-respecting city was without gymnasium and Pausanias expresses doubt whether it was proper to call a place a city at all if it lacked one."\(^ {26}\) Gardiner added, "every State encouraged athletics, and in the public gymnasia opportunities for practice and training were provided for all at little cost."\(^ {27}\)

\(^{24}\)Hackensmith, op. cit., p. 52.
\(^{25}\)Van Dalen, et al., op. cit., p. 59.
\(^{26}\)Forbes, op. cit., p. 5.
\(^{27}\)Gardiner, (1930), op. cit., p. 42.
Zeigler appropriately described the Roman ideal as preparation of the citizenry to bear arms for his nation. As a result, the national government's involvement in sport and physical education was utilitarian in nature with the primary emphasis being placed on activities in which one learned to use the tools of war. Sport and physical education in the service of a militaristic function was a recurrent theme throughout the history of the Roman civilization. Special facilities were constructed and controlled by the government in order to provide a place and opportunity for the conduct of military exercises and maneuvers. The most notable of these was the Campus Martius, so named in honor of the God of War, Mars.

The government provided magnificent baths, palaestras and gymnasia for its populace. Such facilities appeared in increasing numbers and occupied an important place in the daily life of the Roman citizen. Subsequently, Roman emperors undertook a program of extravagant games and entertainment to gain the approval of the population. McIntosh refers to this political involvement when he mentions the

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29 McIntosh, op. cit., p. 9.
imperial government's concern for providing elaborate facilities for physical recreation and sport for the citizens of Rome.

Government became involved during the reign of Augustus, with the formation of the Juvenes, clubs organized for the purpose of training the sons of patri- cians for civil and military service. In organization and spirit they resembled to some extent the modern Boy Scouts, and bear some semblance to the youth clubs to be found in socialistic countries. Although the basic instruction was geared to physical and military education, political overtones were obviously present.

One author, in commenting on the decline of the Roman Empire delineated two significant factors. First, he mentioned that the type and extent of physical education programs was dependent on the political system, and second, the changing political and social conditions produced a culture which could not cope with its leisure time. The implications of these developments to the role of national government involvement in sport and physical education are many.

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30 Hackensmith, op. cit., p. 61; and Gardiner (1930), op. cit., pp. 46-51.

31 Zeigler, op. cit., p. 29.
Zeigler views the eighteenth century as a period of change to what would today be called more up-to-date political, social, and educational ideals. The questioning of the existing relationship between church and State and the denunciation of the existing social and educational patterns brought about ruination of the existing social order, and contributed to its reconstruction in the next century.

After the religious wars, there was a rise in the number of independent sovereignties. New ecclesiastical systems were organized on a national basis. These developments resulted in the loss of international character. The change from international character to national character had a profound effect upon the development of national differences.

During this period, some States forged ahead and, in time, aroused the admiration, and sometimes the envy of States which had been less aggressive. Through a series of circumstances, Prussia, early in the nineteenth century, developed a system that came to attract the widest attention. The implementation of two major policy changes in the eighteenth century (institution of a program of compulsory military training and a policy of universal education)

32 Zeigler, op. cit., p. 32.
led to the achievement of military superiority, a strong economy, and an effective administrative organization.

Reisner, in isolating social movements which have conditioned educational developments, speaks of the increasing importance of nationalism as a form of political organization. In his opinion, "nationalism calls for universal education in order that there may be a general development of individual power - physical, mental, and moral - so that the nation composed of individuals may realize its full military and economic strength."

Zeigler adds that "the word 'nationalism' itself might apply to a feeling, attitude or consciousness that persons might have as citizens of a nation - citizens who hold a strong attitude about the welfare of their nation, about its status in regard to strength or prosperity." Perhaps nationalism may be defined as a political philosophy in which the good of the nation is supreme.

Authorities agree that sport and physical education in modern Europe have been very closely connected with emerging nationalism. Thus, programs of sport and physical education...
education, as they contribute to the broad concept of nationalism, have either directly or indirectly involved national governments. Governmental systems have recognized the utilitarian value in such activity and have accepted it as a vital means for promoting citizenship and thus, indirectly, economic and political stability. The influence of nationalism is readily observable. The desire for a strong, superior nation requires the development of a strong, healthy population.

Perhaps the emergence of nationalism in the eighteenth and nineteenth century marked the true beginnings of national government involvement in sport and physical education. As policies of compulsory military training and universal education began to take hold, national government activity in sport and physical education began to increase substantially.

The late eighteenth and early nineteenth century in Europe was a period characterized by turmoil and conflict. Nations obviously began to realize the importance of physical fitness as it contributed to military efficiency and eventually national security. Denmark, under the leadership of Nachtegall, emphasized physical education programs
which led to the development of good soldiers. Sweden, like Denmark, "began with the military motive for national participation in gymnastics, and when the immediate danger of foreign attacks slackened, she continued physical training as a means of increasing national welfare and policy."

Closely aligned with the political climate of the times was the formation of numerous sports and gymnastic societies and clubs with nationalistic and political overtones. Perhaps the most vociferous individual was the founder of the German Gymnastic Societies, Friedrich Ludwig Jahn. In his early years Jahn compiled a book entitled "German Nationality." Quoting from Leonard:

> Its central thought is the unity of Germany, and in its pages his controlling passion for the German language, customs and history, his intense love for the fatherland, and his desire to see it bound together into one strong nation, able to throw off the foreign yoke, found full and forcible expression.

The movement itself underwent periods of popularity and disfavor throughout the nineteenth century.

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36 Ibid., p. 115.


38 Ibid., pp. 82-101.
The Sokol movement of physical training, founded in 1861-62, evolved under similar circumstances. The movement, encompassing Czechoslovakia and other Slavic countries, was born out of strong national aspirations. "The leaders conceived the idea that in preparation for national freedom, it was necessary to have a body of people physically strong, mentally alert and spiritually disciplined. . . . the emblem of the Sokol is the falcon which in Slav mythology signifies hardiness and heroism."\(^{39}\)

France also followed the pattern of other European countries and developed numerous sports and gymnastic societies and clubs. Rice, Hutchinson and Lee\(^{40}\) mentioned that these clubs often included training in preparation for military service in order to gain financial support from the government. This aid assisted in the development of playing fields, stadiums, swimming pools, and other related sports facilities.

During this period of time, national governments showed an interest in the nature of sport and physical education programs to be found in other countries. Most


\(^{40}\) Rice, Hutchinson, and Lee, *op. cit.*, p. 137.
modern nations have benefited positively by adopting and modifying the practices of their neighbors. An example of national government concern is documented by Hartwell:

At the request of the Vice-Minister of Education in Japan, Mr. Janaka - Frijimaro, who visited Amherst in 1876, Dr. G. A. Leland, Captain of the Class of 1874, was designated by President Seelye to introduce the Amherst system of gymnastics into the government schools of Japan. For three years Dr. Leland was engaged in that work to the "high satisfaction of the Government," as was officially communicated to President Seelye. \(^41^\)

Education was another field in which governmental activity increased substantially. As the concept of universal education began to take root, educational opportunities no longer were restricted to the select few. Parallelizing this development, was the expansion of the school curriculum to include sports, games, and physical education which had previously been neglected.

Through the efforts of individuals such as Adolph Speiss in Germany and Hjalmar Ling in Sweden, these programs gradually attained a degree of acceptance in the formal program of education.

The Industrial Revolution with its subsequent increase in leisure time for the working classes, along with the

economic development and prosperity marked the beginning of a new area which the government had to concern itself with—that of mass leisure.

With the expansion of interests in international athletic competition during the latter half of the nineteenth century, the national governments were presented with still another sphere in which support, guidance and control could be offered. The rebirth of the Olympic Games in Athens in 1896 "sought to cut across the lines of modern nationalism with an athletic spirit and creed of true sportsmanship." Although these games and others still flourish, often the ideals are abused as various countries use such contests as grounds in which national prestige is further enhanced through the prowess of their athletes.

In summary, the nineteenth century showed the national government's concern for sport and physical education as it was related to the military, to the occupation of the masses, to programs of education, and to the concept of national prestige associated with international competition.

The twentieth century has brought with it new conditions which have influenced the cultural development of

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*Van Dalen, et al., op. cit., p. 277.*
all nations. Rapid advances in the technological sphere, especially in transportation and communication, have facilitated international contacts, broadened international perspectives and increased the exposure to other peoples and cultures. The twentieth century has also witnessed an extensive growth in national government participation in programs of sport and physical education. Although it is not within the scope of this presentation to deal with these developments in great detail, several significant trends will be discussed.

National governments continued to expand upon previous areas of involvement. The global conflicts of World Wars I and II gave impetus to the physical fitness phase of physical education as it is related to military preparation. Recreational facilities and opportunities were increased to meet the challenge of mass leisure. Physical education began to make substantial inroads in the educational programs in numerous countries as the concept of universal education continued to broaden in scope. National and international athletic competitions came of age with the remarkable improvements in transportation and communication.

In 1933, when National Socialism came to power in Germany, the national government dissolved and reorganized
the existing programs of sport and physical education.\textsuperscript{43} Substituted in its place, was a program designed to attain objectives of physical fitness and the political indoctrination of the Nazi Party.\textsuperscript{44} A similar development occurred in Italy approximately ten years earlier where the Fascist Party devised means for organizing the youth for eventual political purposes.\textsuperscript{45} A Department of Physical Education, which was directly controlled by the national government, was established to conduct both in and out-of-school activities as one means of inculcating the Fascist spirit in the youth.

Morton speaks of the specific political tasks assigned to the Soviet sports program when he quoted from a Communist Party resolution:

\begin{quote}
Physical culture must be considered not only from the point of view of physical training and health but should also be utilized as a means to rally the broad working masses around various Party, Government and trade union organizations through which the masses of workers and peasants are drawn into social and political life. Physical culture must play an integral part in the general political and cultural training of the masses.\textsuperscript{46}
\end{quote}

\textsuperscript{43}Weir, op. cit., pp. 537-570.

\textsuperscript{44}Rice, Hutchinson, and Lee, op. cit., p. 141.

Thus, sport is used as a lever for social control in which genuine enthusiasm is exploited and directed to politically inspired goals. Morton adds, "Development of physical culture has also figured prominently in two major concerns of the Party: heightening labor productivity and military preparedness."\(^{47}\)

Another prominent feature of national government's relationships with sport and physical education in this century was the evolution of a variety of differing administrative patterns. Within some governmental organizations, control of sport and physical education shifted away from military supervision.\(^{48}\) National governments took the initiative to create central bodies within the administration which were responsible for promoting and controlling sport and physical education. Official departments came under Ministries of Education,\(^{49}\) Ministries of Health and Welfare,\(^{50}\) and Ministries of War.\(^{51}\) Literature indicates that great diversity does exist, and that no singular dominant administrative pattern is to be found.

\(^{47}\)Ibid., p. 24.

\(^{48}\)Van Dalen, et al., op. cit., p. 281.


\(^{50}\)M. L. Van Vliet (editor), Physical Education in Canada (Scarborough: Prentice-Hall of Canada, Ltd., 1965), pp. 293-296.

\(^{51}\)Van Dalen, et al., op. cit., p. 281.
The twentieth century has witnessed an upsurge in sporting competition between nations. Although sports can serve as an excellent medium for cultural exchange in promoting international goodwill, governments often seize the opportunity to use such competition for political propaganda and national prestige. In most countries the national government is the major agent of control and the primary source of financial support. A number of authorities are most critical of this political involvement in international sport. Bucher, in making an observation about the modern Olympic Games, stated: "this great festival is becoming common fodder in the Cold War, with major stress being put on national pride. . . . it is not an event to bring athletes together to foster nationalism."\(^{52}\) Zeigler offers a less vocal reflective comment, "Competition in a wide variety of sports among nations can be thrilling, adventurous, and educative. . . . but to over-emphasize it to the extent of maintaining that we must win to prove our way of life is best and to introduce the cold war into sports and athletics, merely defeats our purpose."\(^{53}\)

A direct outcome of the technological advance has been the emergence of economic prosperity. The presence


\(^{53}\)Zeigler, op. cit., p. 33.
and availability of funds since World War II has given rise to a greater governmental financial commitment to various programs of sport and physical education. For example, in Canada, up to five million dollars per year is provided, "to assist in the promotion of physical education, leisure-time activities, and amateur sports." 54 In Britain, during 1967, direct government expenditure on sport totalled 2 million English pounds. 55 Financial support to sport in France rose from 8,750,000 francs in 1958 to 70,699,000 francs in 1968, an increase of over 707% in ten years. 56 There is an obvious trend towards increased financial support on the part of national governments.

In summary, a number of generalizations may be drawn after historically tracing the role of national government involvement in sport and physical education.

1. Throughout the history of man, national governments have been involved in organizing, encouraging, and promoting programs of sport and physical education. In most instances, this involvement gave the appearance of being pragmatically oriented. The dominant theme was

54 Hackensmith, op. cit., p. 237.
utilitarian in nature - concern for physical fitness as it related to a militaristic function. Thus, governments have readily supported activities which would be of value in preparation for war.

2. Each of the societies share similar points of view on the role of national government involvement. Although considerable consensus seemingly exists, the relationship between the government and sport and physical education was unique in each society, for it was a product of the social, political and economic conditions of the times.

3. The degree of national government involvement has been related directly to an expressed political ideology; thus giving rise to diverse programs of sport and physical education. Some systems focused on the development of the individual, while others placed emphasis on its function as service to the State.

4. National government participation in sport and physical education has been used to promote nationalism and pride in one's country. Athletic contests and military undertakings that have been successful, serve as powerful forces in creating a bond between peoples of the same nation.
5. Technological advances and economic development have further enhanced the amount and degree of national government involvement in sport and physical education.

6. National government participation in sport and physical education has been a recurrent theme that appears to be directly related to the preservation and propagation of the culture concerned.
CHAPTER III

NATIONAL GOVERNMENT INVOLVEMENT IN SPORT AND PHYSICAL EDUCATION: A CONTEMPORARY INTERPRETATION

On the basis of previous discussion, it would appear that national government involvement is more of a nineteenth and twentieth century phenomenon closely paralleling developments in emerging nationalism. This section will provide a contemporary interpretation of the role of governmental activity by presenting differing viewpoints, by discussing the relationship between a political ideology and types of organizational structure, and by providing an assessment of the research completed thus far.

Points of View.

The literature indicates that numerous authors have discussed the relationship that exists, or should exist, between sport and politics. Frequently, the positions taken are diametrically opposed to one another. Even though very little empirical evidence is utilized to support a particular viewpoint, reactions that range from conservatism to extremism can be cited.
Avery Brundage, President of the International Olympic Committee, in his inaugural address in 1952, commented: "Sport must remain free from dollar signs, and from political intrigue. . . it must not be used by any individual, by any group, or by any nation for his or its selfish purpose." The stand that Brundage has taken, namely, that sport should be completely free of politics, is representative of a conservative or even idealistic point of view.

Peter McIntosh, the celebrated English physical educator, has expressed a more realistic interpretation: "Sport, like other spheres of human activity, has its political aspect. . . . a superficial glance into the past is enough to show that very seldom has sport been free of politics." An extremist point of view, rather provocative and emotional in nature, is held by Natan:

Sport has long since become a means of propaganda and has therefore assumed a continually increasing political significance. . . today, it has become everywhere - whether openly or secretly - a propaganda weapon in world affairs which through the incitement of

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2Peter McIntosh, Sport in Society (London: C. A. Watts Company, Limited, 1963), p. 9, p. 188.
inherent nationalist instincts points ways and means to new methods of psychological warfare.

Even though the comments above are directed primarily towards national government involvement in international competition, a consensus of opinion seemingly exists: sport is not free from political interference.

Political and Organizational Differences.

Within the complex and diversified structure of the present-day state system, we find that the national State is still the dominant political institution. The modern national State system can be subdivided into two groups: one denoted as an open political society, in which the citizens are actively concerned with the political process, and the other a closed society in which participation is extremely limited. In both structures, attention must be focused on the relations between the individual and the State. Does the individual exist for the State, or does the individual exist for himself in service of the State? Although it is not within the scope of this treatment to


provide a philosophical interpretation of the differences in ideologies, the presence of a particular political philosophy is closely related to the types of sport and physical education programs to be found in that society.

Zeigler discusses the implications of State involvement in physical education under various systems. In a State where only one philosophy of education is permitted, the school is the agency which exerts the greatest amount of influence on the child. Zeigler makes a distinction between a totalitarian State and a democratic State: "in a totalitarian State, a realistic type of physical, health, and recreation education may exist.... in a society where pluralistic philosophies exist, and where the government perhaps adopts a laissez-faire attitude, the resulting educational product in our specialized area will tend to be quite uneven."5

Pierre Seurin acknowledged that his investigation into the organization of physical education and sports in western countries was impeded by the great diversity that was found to exist among the countries.6 Confronted with such a

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dilemma, he proceeded to analyze the essential data and group together certain countries which have established a more or less similar organization. Based on philosophical, political and educational principles, he distinguished three categories:

1. The countries which have an essentially State organization in which all systems of physical education and sport are directed by the State.

2. The countries with a free Federal organization in which each Federation of Physical Education and Sport, every school or university, every technical or religious group etc., organizes itself freely without intervention of the State (or with a very limited intervention).

3. The countries of mixed organization: State-Federations in which the State directs, advises, subsidizes, while leaving to sportive Federations a certain doctrinal and administrative independence.7

It would appear that a direct relationship exists between a political ideology and the manner in which programs of sport and physical education are controlled by the national government.

7Ibid., pp. 142-143.
The Question of National Government Involvement.

Strong arguments supporting or rejecting the idea of national government involvement in sport and physical education can be made. Answers must be sought to such questions as: should the government exercise control over sport and physical education? If so, why? Do we want political participation in sport?

Today, the nations of the world differ according to the amount of interest their governments take in the organization of sport. On one hand are those states where sport is fully integrated in the political system, and thus becomes an important factor in government policies. On the other hand are found those countries in which sport is organized by independent bodies and is itself free of any political influence save when it involves international competition. The difference lies not only in the organization and the nature of the aim, but is also due to differences in national purposes and ideological attitudes.

The relationship between sport and politics is an unbalanced one, for it would appear that politics have much more influence on sport, than sport does on political policy. Thus, the utilitarian theme presents itself once
again, whereby sport and physical education can be effectively utilized as a means to achieve a political end.

Supporters for increased national government involvement voice strong opinions on the positive feedback that may be obtained through such participation. A number of Federal Governments, in unprecedented moves away from traditionalism, have initiated and expanded current national programs of sport and physical education. The governments are continuing to view the total well-being of the nation's population as too important a matter to be neglected. The direct relationship to national welfare and security is also taken into consideration. Thus, the benefits of health and fitness to be realized through participation in physical activity can be accepted as a valid reason for government involvement in sport. The concept of individual health and fitness has further application in service of the State. In this respect, most socialistic States recognize the importance of a healthy populace as it contributes to military preparedness and labor productivity.8

Zeigler sees value in national government participation in sport as a means of social control in regulating

the actions of persons and groups. Such intervention and control may increase the organizational and administrative efficiency by co-ordinating the various programs of sport and physical education.

McIntosh isolated still another important reason for government participation in sport, when he stated:

Sport has certain characteristics which perhaps impel it more readily than other human activities towards an association with politics...sport, especially competitive sport tends to identify the individual with some group....even the lone runner cannot escape his association with club or town, county or country.

Bouet, in agreement with McIntosh, believes that sport and physical education can be effectively used by national governments to achieve national unity and feelings of patriotism. John Munro, the Canadian Minister of National Health and Welfare, recently made a speech pointing out the necessity for "a renewed national effort to make sport and sport development an integral part of

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9Zeigler, loc. cit.
10McIntosh, op. cit., p. 190.
Establishing the premise that excellence is a worthy national objective, he adds, "Excellence must become a national goal in sports as well as in education, the arts, and all other fields of human achievement... and government has a moral duty to assist in the development of excellence."\textsuperscript{13}

Several countries have seized the opportunity to expand upon the utilization of sport as a political tool in enhancing one's nation at home and abroad. National prestige can be gained by victories in international sports competition. A similar viewpoint is provided by Natan: "In a world where success in sport and play is considered as a measure of national vitality and national prestige, one must be reconciled to the fact that sport has become the tool of politics."\textsuperscript{14} The sporting successes of one nation are often enviously viewed. Success of this nature is frequently associated with a way of life. Thus, nations often consider their sporting representatives as political emissaries, responsible for gaining publicity and for spreading the political ideology of their country.\textsuperscript{15}


\textsuperscript{13}Ibid.


\textsuperscript{15}Bouet, \textit{op. cit.}, p. 583.
On the other hand, several authorities vociferously oppose the very idea of national government intervention in sport. Their opposition is based upon the assumption that government involvement in sport readily lends itself for attaining political ends. McIntosh feels that the relationship between sport and politics may turn bad, "by too much interaction and by the debasement of either one of the two agents. . . the injection of too much sport into politics might reduce the most serious of human activities to puerilism, while the seriousness of politics, if carried into sport in too great measure could destroy its playfulness and so change its very nature."\(^{16}\) Wills also argues that the two are incompatible, "whereas politics seeks to maintain contact with reality, games belong to the world of play, of make-believe."\(^{17}\)

McIntosh adds that "corruption in sport might lead to corrupt pressure being brought to bear upon local or national politicians which could harmfully affect the life of the community. . . on the other hand, if political life of a community is corrupt or is organized for unworthy or inhumane ends then it will hardly be possible for sport to remain unaffected; it will be harnessed, however loosely,\(^{16}\)

\(^{16}\)McIntosh, \textit{op. cit.}, pp. 188-189.

to the same unworthy ends." Naturally, the latter situation is of more consequence than the former.

One author has based his argument against national government involvement in sport, "on the inalienable rights of the individual whereby the powers of the State over the person are limited to the requirements of law, order and security." The growth of government activity in this century has meant its intrusion upon many aspects of life once solely considered the realm of the private individual. No doubt, one of the liberties man has left is the right to use his leisure time in the way he sees fit.

An Assessment of the Research.

Significant investigations into the relationship between national government and sport and physical education require further elaboration at this point. The utilization of a variety of approaches in researching this phenomena presents a problem of categorizing studies. A classification scheme based upon the writings of Bereday and Cirigliano

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18 McIntosh, loc. cit.
19 Wills, op. cit., p. 27.
will be employed. This scheme will facilitate the organization of literature in the area and will include four categories: intuitive-philosophical; historical-descriptive; analytical-explicative, and; systematical-methodological-comparative. As in most classification schemes, a certain degree of duplication and overlapping may be evident.

Intuitive-Philosophical -- Interest in systems of sport and physical education in countries other than one's own, has motivated several writings which can be classified in this category. To a large degree, these writings have been impressionistic, based upon either reminiscences and recollections of experiences abroad, or by knowledge of foreign practices. Such investigations are not usually scientifically conducted, are frequently biased, and often attempt to stimulate controversy and public reaction.

Paul Governali, in 1965, prepared a report that gave an account of his impressions of sport and physical education in several European countries. Included in this unpublished report were several observations on national government participation in sport and physical education.

Wills, a physical education professor from New Zealand, adamantly opposes political involvement in sport.\textsuperscript{23} His quarrel is not with the social, economic and political changes as such, but with the fact that little is being done to guide the necessary modifications along desirable lines. Wills' discussion primarily focuses on the populace as a whole and concludes by stating, "we must ensure as far as possible that the powers of the State over the person are limited to requirements of law, order and security."\textsuperscript{24} McIntosh expresses a similar point of view on the question of government involvement in mass leisure, in an article entitled "Means and Ends in a State of Leisure."\textsuperscript{25}

Zeigler\textsuperscript{26} and Weiss\textsuperscript{27} have philosophically discussed the nature and role of governmental involvement in sport and physical education. The difference between the two lies in the fact that Zeigler approached the problem from the educational philosophy point of view, whereas Weiss' treatment utilized the techniques employed by speculative philosophers.

\textsuperscript{23}Wills, loc. cit.

\textsuperscript{24}Ibid.

\textsuperscript{25}Peter McIntosh, "Means and Ends in a State of Leisure," Quest, Monograph 4 (Spring Issue, April, 1965), 33-36.

\textsuperscript{26}Zeigler, loc. cit.

Several authors, including Natan and Bucher, have used the political implications of international sport as a central theme. Both expressed their dissatisfaction at government involvement in this area. This is born out by Bucher's statement: "Keep games free of politics, government subsidy, and professionalism." Natan, in a similar vein, adds, "Nationalism is sport's deadliest enemy."

In numerous accounts, obvious biases, usually political in nature, can be detected. Lunn, based upon his personal experiences, makes the following suggestion:

I have been at pains to discover whether a boycott of Communist countries in sport until such time as they are prepared to show respect for human rights would achieve anything, and all those who are in a position to know assure me that such a boycott would achieve surprising results.

We find another example of political bias in the publication Sport in the U. S. S. R. Here, Verein vehemently attacks the work of the Peace Corps of the United States in an article entitled, "The Poisoned Lances of the Peace Corps." The theme of the presentation is disclosed by the


29 Natan, op. cit., p.205.

following statement: "... the sports batallions of the Peace Corps march in battle formation under the guise of 'aid to developing countries,' their political aims concealed by such slogans as 'Sport is Non-Political.'"\textsuperscript{31}

Historical-Descriptive -- This approach includes studies that examine sport and physical education from a historical point of view, as well as the description of selected features within the system. It is perhaps the most common approach used, as evidenced by the amount of literature available in this area.

Studies of this nature most often include an identification and description of the institutions and functions of a given system of sport and physical education. In some cases this is extended further by identifying and describing relevant socio-cultural factors in the cultural context.

Investigations in this category frequently employ the stages of interpretation and explanation in their analyses. In most instances, discussions concerning the nature of governmental activity in sport and physical education are implicit rather than explicit.

Three types of historical-descriptive works can be isolated: general textbooks in historical and comparative sport and physical education; government reports and documents, and publications of national and international organizations.

A number of general physical education texts, particularly those with a historical orientation, provide a valuable source where information on government participation in sport and physical education may be obtained. The publications of Van Dalen, Leonard, Rice, Hutchinson and Lee, Weir, Bucher, and Hackensmith can be most useful. An unpublished bibliography dealing with historical sources for comparative and international sport


36 Bucher, loc. cit.

and physical education compiled by Semotiuk\textsuperscript{38} can be of additional assistance.

Government reports and documents describing the nature of its activity in sport and physical education are still another useful source. Here, examples of committee investigations within the individual country are to be found.\textsuperscript{39, 40, 41} Perhaps the most frequently referred to document of this kind is The Central Council of Physical Recreation's \textit{Sport and the Community: The Report of the Wolfenden Committee on Sport}.\textsuperscript{42} National governments, in order to gain insight into the functions of their administrative counterparts in other countries have sponsored investigations for the primary purpose of obtaining such data.\textsuperscript{43}


\textsuperscript{40} Paul Vermet, \textit{A 'Intervention de L'État Dans le Sport} (Paris: Commissaire à la Jeunesse et aux Sports, 1963).


Several national and international organizations have undertaken investigations aimed at alleviating deficiencies in the knowledge of existing practices of sport and physical education. The government's involvement in this area is frequently referred to. The Council for the Cultural Co-operation of the Council of Europe has produced a series of publications on Education in Europe which includes a section on Out-of-School Education and Youth. The committee produced three publications: Youth and Development Aid (1963); Physical Education and Sport: Information and References (1963), and Training the Trainer (1964) which provided data on physical education, sport and recreation in member countries. Physical Education and Sport provides a valuable source book for anyone intending to do comparative research and briefly outlines the structure and governing lines of public organizations concerned with physical education at national, provincial and municipal levels.\footnote{Council for the Cultural Co-operation of the Council of Europe, Youth and Development Aid (1963); Physical Education and Sport: Sources and References (1963), and; Training the Trainer (1964) (Strasbourg: Libraire Berger-Levrault, 1964).}

\footnote{Tbid.}
In 1956, UNESCO undertook a comparative study of *The Place of Sport in Education* that involved fourteen member-States which had shown interest. The questionnaire study identified some of the goals of physical education in participating countries, disclosed some common problems that had been experienced, and provided some descriptions of courses of action that have been undertaken to overcome them. The UNESCO study raises a variety of questions related to the place of sport in education, but it generally fails to provide the scope and detail that is necessary to fully understand the topic and the problems encountered in each of the countries investigated.

More recently, the International Council for Sport and Physical Education (ICSPE) sponsored a symposium with a central theme of *Sport and Leisure*, the proceedings of which have been published under the same title. Several of the presentations made some reference to national government involvement in sport and physical education.

In 1963, The International Council for Health, Physical Education and Recreation (ICHPER) conducted a questionnaire

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survey involving some eighty countries. The topics investigated were: Physical Education and Games in the Curriculum; Teacher Training for Physical Education, and; Status of Teachers of Physical Education. All of these studies, originally published in 1963, have been revised following a second survey in 1967. These three reports have done much to stimulate interest in comparative study and have made encouraging steps towards improving communication amongst the various countries.

An international conference on Sport and Education, held in Mexico City in 1968, was organized by ICHPER, ICSPE, and International Federation of Sports Medicine in co-operation with the Mexican National Commission for UNESCO. A working paper entitled, Physical Education and Sport in Schools was prepared as resource material for use at the conference. This paper presented facts about the present situation, indicating those trends that appear significant, and makes recommendations for the future.

Analytical-Explicative -- Several investigations dealing with national government activity in sport and physical

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education have utilized an analytical-explicative approach to treating the phenomenon. Such treatments are characterized by the isolation of a single problem or a single area. The area or problem delineated is subjected to an intensive, in-depth description and analysis of the factual material followed by an explanatory interpretation.

Fuoss, in 1951,\textsuperscript{50} and Dekoff in 1962\textsuperscript{51} completed doctoral dissertations that examined the role of government in the Olympic Games. Bedecki\textsuperscript{52} recently completed a study of the concept of amateurism in Canada. One of the areas which he directed attention to was the role that the national government should assume in assisting to resolve the existing conflict.

A study of the general organization of physical education and sports in Japan with some annotations regarding other countries in Asia was completed by Miyahata.\textsuperscript{53} His

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\begin{itemize}
  \item\textsuperscript{50} R. E. Fuoss, "An Analysis of the Incidents in the Olympic Games From 1924 to 1948, With Reference to the Contribution of the Games to International Goodwill and Understanding" (Unpublished Doctoral dissertation, Columbia University, 1951).
  \item\textsuperscript{51} Irving Dekoff, "The Role of Government in the Olympics" (Unpublished Doctoral project, Teachers College, Columbia University, 1962).
  \item\textsuperscript{52} Thomas Bedecki, An Examination of the Amateur Code in Canada (Ottawa: Department of National Health and Welfare. Fitness and Amateur Sport Directorate, 1968).
\end{itemize}
}
discussion evolved around Japanese government involvement in sport, education, and recreation in the community.

Some authors have used the analytical-explicative approach in discussing the extent of the United States Federal government involvement in sport and physical education. Drew investigated, from a historical point of view, the concern of the Federal government for the physical fitness of youth. The study examined the formal proposals made to the Senate and the House of Representatives, and analyzed these bills as to time, nature, and outcome.\(^\text{54}\) The investigation was limited to Federal legislative proposals relative to the physical fitness of youth through the program of the schools, and to a historical treatment and analysis of proposed military and physical training legislation from 1790-1941. Flath,\(^\text{55}\) in analyzing the relationships between the NCAA and the AAU, included a section on government intervention to resolve the differences. Flath states: "Failure of the coalition to unite the warring amateur sports bodies led President Kennedy to


appeal to the sports leaders to submit their dispute to an arbitration panel." MacArthur accepted a request that he offer his services to end the dispute. An agreement was finally reached, known subsequently as the "MacArthurian Plan" which concerned American participation in the 1964 Olympic Games. In May of 1966, the United States Olympic Development Committee sponsored a National Conference on Olympic Development. A number of the participants analyzed single aspects of the total development program and made reference to Federal Government involvement. Included in the final publication were the following articles: "Foreword," by Hubert Humphrey; "A National Sports Development Foundation," by Franklin Orth; "Federal Assistance in Facilities Development," by Heaton Underhill; "Financing Sports Development Programs," by Justin Strunk, Jr., and "Current Trends in European Olympic Development" by Raoul Mollett.

Morton conducted an extensive investigation of sport and physical education in the Union of Soviet Socialist Republics. His fascinating treatment is perhaps the

56 Ibid., p. 258.
58 Morton, loc. cit.
best-researched document available on the Soviet system. The fact that sport and physical education are interpreted from the point of view of a political scientist and that he translated Russian sources add to the investigation.

Bouet in his publication, *Signification du Sport*, devotes considerable space to analyzing the relationship between sport and politics from a sociological perspective. 59 McIntosh includes a similar section in his book *Sport and Society*. 60

Systematical—Methodological—Comparative -- In recent years, more attention has been focused on examining the relationship between sport and politics through the use of a different orientation. While the traditional historical-descriptive approach is still popular, more investigations of a systematical, methodological and comparative nature have begun to appear in the literature. The need for more vigorous, scientific research in this area is demonstrated by Nixon when he stated: "We are aware of our present deficiencies in advanced theoretical, conceptual and methodological preparations. . . . we are

60 McIntosh, *op. cit.*, pp. 188-203.
No doubt, the significant increase in research of this type is concurrent with the growth and acceptance of comparative and international sport and physical education as a field of study worthy of scholarly pursuit.

A number of models of conceptual schemes, very broad in their scope, have been developed. In each case, the political aspect, although not the central feature of the scheme, is given consideration. Morrison, in presenting a rationale for comparative physical education, developed an elaborate conceptual structure which would facilitate an in-depth analysis of sport and physical education within a given country. Within a section outlining sociocultural systems affecting physical education, Morrison has included a framework that can be utilized to examine the political organization under the headings of common membership and loyalty, shared traditions and symbols, internal government and external government.

The author suggested the utilization of a structural-functional approach in analyzing the political


63Ibid., p. 123.
institution within the system of physical education.\textsuperscript{64} Foster, in comparing programs of physical education in the United States of America and the Union of Soviet Socialist Republics, used political concepts as a framework of reference to show the relationship of physical education to the culture.\textsuperscript{65} Sturzebecker advocates that "a study of comparative physical education must include a scholarly comprehensive view of all aspects in each nation."\textsuperscript{66} He proceeds to delineate certain underlying factors which directly or indirectly control the nature and extent of programs found within a country, including the political aspect.

Some authors have used a more narrow approach in investigating the relationship between national government and programs of sport and physical education. A specific scheme is utilized to examine an isolated topic. Jernigan conducted an international study of Olympic sports

\textsuperscript{64}Ibid., p. 127.


development programs in selected countries. The author utilized sixteen categories to facilitate the organization, description, and interpretation of the data received. The study highlighted the diversity that existed from country to country and indicated the multi-dimensional nature of national government involvement in sports development programs.

Molyneux, in response to the Wolfenden Report, Sport and the Community, undertook a comprehensive investigation to determine the amount of central government aid to sport and physical recreation in countries of Western Europe. He described the extent of direct financial assistance to sport and physical recreation to be found in Sweden, Finland, Spain, Norway, Denmark, Austria, Netherlands, Italy, Belgium, Switzerland, Federal Germany, France, and Great Britain. The author determined the areas in which the central government directed finances. These included multi-purpose sports centers, the outdoor movement, loans, grants to national governing bodies of


69 Ibid., pp. 11-20.
sport, sports medicine, sport among the disabled and physically handicapped, and international and representative teams and delegations. Another dimension was added to the presentation in the form of discussion centering around the machinery for distribution of the government monies. Molyneux's study is perhaps the most outstanding single document available dealing with the topic of national government involvement in sport and physical education. His scholarly, precise treatment provides useful guidelines that can be effectively incorporated into further research in this area.

Where Molyneux dealt with the question of financial involvement, Seurin attempted to examine the organizational and administrative aspects of sport and physical education in Western countries. Recognizing the fact that diversity exists from country to country, Seurin "analyzed essential data which permitted the grouping of certain countries which had established a more or less similar organization." In his investigation, Seurin delineated

70 Ibid., pp. 21-29.
71 Seurin, op. cit., p. 141.
72 Ibid.
three categories. Seurin's proposed categorization of the organizational sphere of national government involvement reduces a rather complex phenomenon to a remarkably simple form.

Nixon is currently engaged in a research study on the role of "Sports as an Instrument of National Policy in Selected Countries." He has expressed the concern that "systematic data is lacking concerning the identification and evaluation of the several roles of sports as they contribute to the achievement of specified national purposes." The author has established tentative categories to facilitate systematic analysis of available data: politics, propaganda, international understanding and goodwill, education, health, economics, militarism, crime, recreation and ritual and ceremony. The project is an imaginative and creative one that will, no doubt, assist us in understanding the importance national governments place on sports as an instrument of policy and a means of achieving national goals.


\[74\] Ibid.

\[75\] Ibid.
Jean Meynaud, a political scientist from the University of Montreal in France, has written a book entitled Sport et Politique. The publication, thoroughly researched and documented, systematically examines the relationship between sport and politics under the following headings: dimension of sporting activity, organization of sporting bodies, involvement of public authorities, incidents of international conflict, mass leisure and political attitudes, and the sporting doctrine and its limits. Meynaud's book must be regarded as the most significant treatment of this phenomenon currently available.

Green, in a book entitled Recreation, Leisure and Politics, presents a series of penetrating essays examining the many relevant issues on leisure and recreation. Its main theme is that as a modern industrial society develops, the government -- particularly the Federal government -- is limited as the appropriate agency to direct and control the recreation and leisure of its citizens. The author directs his observations and comments

77Ibid., pp. 319-321.
to the situation as it exists in the United States.

In summary, the majority of research has been conducted to create interest by pointing out the similarities and differences that do exist and by highlighting problems and attempted solutions. The literature on the role of national government activity in sport and physical education is incomplete and requires further attention. Of the studies completed, very few have approached the topic in a scientific manner giving attention to the theoretical and methodological considerations underlying such investigations and a good portion of the research has been conducted by European scholars.
A new field of study benefits by endeavors to formulate its purposes. These can serve as guidelines for further research and for the gradual development of the field itself. Considering that comparative and international sport and physical education is at an embryonic stage, scientific research in this area is of rather recent origin. The deficiencies in the advanced theoretical, conceptual and methodological phases of research are gradually being eliminated. Several scholars have extended the scope of their interests by assessing the work done in related areas such as comparative education, comparative political science, comparative sociology, and comparative anthropology. Comparative and international sport and physical education requires further organization in its attempt to isolate a body of knowledge. At present, it would be difficult to ascertain the immediate benefits to be derived from outlining the purposes of this field of study or from dealing with questions of a theoretical and
methodological nature. However, the measurable consequences of such inquiry would have considerable impact on the future development of the field itself. It is reassuring to know that research techniques and other tools of inquiry, though still imperfect, are being improved. Even the present lack of precise delimitations of the field of study should challenge, rather than discourage, those who are willing to accept the invitation to further study. A concept of flexibility, for the purpose of accommodating new knowledge essential to the field of study, should permeate such research.

This chapter highlights some of the major thoughts and ideas of those individuals who have focused their attentions to theoretical and methodological questions as they relate to international aspects of physical education. For the most part, this section serves as an overview for the purpose of stimulating further discussion and debate.

The compilation of a total history of comparative studies in physical education would be a monumental task embracing much of what has been written on general education. Surprisingly enough, literature on the history of comparative physical education is limited. An exception to this is an excellent article written by Anthony entitled
"Physical Education as an Aspect of Comparative Education." In addition to presenting an historical overview, the author examined the works of three comparative educationists who made significant contributions to physical education, including Leopold Barchtold, Cesar Auguste Basset, and Marc Antoine Jullien. The theoretical basis underlying their interpretation of physical education as an integral aspect of general education was not fully developed. Reference was made to the extensive usage of the survey technique, incorporating a written questionnaire, as a method for gathering data on physical education for comparative purposes. Anthony also makes brief mention of the contributions to comparative physical education made by contemporary comparative educators (Hans, Arnold, Sadler, Kandel, and Holmes).

The literature reviewed in this chapter will be restricted to more recent interpretations. In order to systematically organize the literature, three categories

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2 Ibid., 4.
3 Ibid.
4 Ibid.
Development of Frameworks for Classification of Data for Comparative Analyses in Physical Education

The terms classification scheme, conceptual structure, and theoretical framework are used interchangeably to describe the act of systematically collecting, describing, analyzing, interpreting and comparing certain facts. Thus, by definition, the implication is made that it refers to a structure that may be utilized to systematically investigate systems of sport and physical education and factors relating to, or having an effect on it.

Most comparative physical educators will readily admit the necessity for the development of suitable frameworks to facilitate consistent study. All seem to recognize the importance of such a structure, but very few co-ordinated efforts have resulted. The classification schemes presented here do not, in fact, represent a consensus of thought and opinion. On the contrary, they are as individual as the person who is responsible for proposing them.
Van Dalen, Mitchell and Bennett, in a cultural, historical, philosophical, and comparative interpretation of physical education throughout the world, utilized a topical pattern for each chapter. The authors introduced each chapter by providing a brief account of the multiple forces that have exerted marked effects upon the evolution of physical education, on the assumption that it is imperative to be conversant with the cultural characteristics. Following a preview of the historical background, the material was arranged in terms of selective topics: aims of education, aims of physical education, promotion of physical education, program of physical education, and methods of physical education. The authors indicated that the topical pattern was adhered to for several reasons:

To orientate the student in the essential unity of the professional field. ... to more clearly reveal how program, methods, and promotion are governed by the aims of education, which, in turn, are responsive to cultural forces. ... to see physical education within the total educative process. ... and, to enable the reader interested in one particular

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6Ibid.

7Ibid., p. 2.
field of physical education to easily follow its historical development without having to cull materials from lengthy, generalized discussions.

Sturzebecker, in outlining a rationale for comparative physical education, emphasizes the need to delineate certain underlying factors which directly or indirectly control the nature and extent of programs found in a country. Modifying a previous typology proposed by Cramer and Browne, Sturzebecker isolated seven areas which should be investigated prior to examining the system of physical education to be found within the country. These included: 1) ecology, 2) economic factors, 3) racial-linguistic factors, 4) beliefs, traditions and ideals, 5) status of general education, 6) attitude towards international co-operation, and 7) political factors.

The author strongly believes that a study of comparative physical education must include a scholarly, comprehensive view of all aspects in each nation. As Sturzebecker stated, "No avenue should remain unexplored or uninvestigated in

\[8\] Ibid.


\[11\] Sturzebecker, loc. cit.
terms of discovering the nature and extent of interest and participation in physical educational activities by all levels of society in each country.¹²

In a recent article by Nixon, a significant contribution was made to the growing body of knowledge in the area by his brief analysis of the current status of comparative, international, and developmental studies in physical education. He discussed criteria for research in these areas and offered selected suggestions for interested physical education investigators.¹³ His division of studies into these three areas appears to be consistent with new trends and changing emphases in the original concept of comparative education. Although the research literature indicates a lack of total agreement, two major branches of traditional comparative education now hold prominence on the world scene: international (study of intellectual, cultural, and educational relationships among individuals and groups in two or more nations) and developmental (study of the dynamics and the interactions

¹²Ibid.

of relevant variables which presumably promote modernization in developing nations).

Charles Bucher, in discussing international physical education in the contemporary world, suggests the utilization of a framework in analyzing a system of physical education within a given country. His proposed framework consists of nine categories: general background information, educational structure, philosophy of education, philosophy of physical education, physical education in infant's schools, physical education in secondary schools, physical education in higher education, physical education facilities, and teacher training.\footnote{Charles Bucher, \textit{Foundations of Physical Education} (5th Edition), (St. Louis; C. V. Mosby Company, 1968), pp. 398-399.}

Several prominent comparative physical educators who have authored or edited publications dealing with systems of sport and physical education in different countries have evolved individual structures which can be effectively utilized in classifying, analyzing and comparing collected data. Seurin, the senior editor of the book, "L'Éducation Physique Dans le Monde" encouraged the contributing authors to adhere to an established format in writing their assigned sections. Basically, the framework consisted...
of three component parts: the historical development of physical education, the present status of physical education, and professional preparation. This type of presentation facilitates a comparative approach when viewing two or more countries simultaneously. Perhaps the broad scope of each of the components of the framework is a shortcoming. The inclusion of an additional substructure within each of the components would facilitate a more comprehensive analysis of a system of physical education.

Vendien and Nixon co-authored a lengthy comparative publication on health, physical education and recreation programs in twenty-six representative nations throughout the world. This publication was largely based on first-hand reports by recognized foreign national leaders in the field. Although the authors indicated that some sort of structure, historically, philosophically and culturally-based, would be followed, such was not the


17 Ibid.
case. On the contrary, the lack of a consistent, prescribed format in analyzing each of the countries detracts a great deal from an otherwise relatively good publication. On the positive side are to be found two introductory sections prior to the analysis of the country — one dealing with the general background of the country, and the other concerned with an interpretation of the educational system. As only two authors were held responsible for presenting this information on each of the countries, a small degree of consistency appears to be evident.

Johnson, in a recent article, and in the Preface of the Monographs which were completed under his editorship, suggested the utilization of a specified topical outline for analyzing physical education within a given country. Topics included within his suggested framework were: 1) general background information, 2) history background — physical education, 3) kindergarten-elementary—physical education, 4) secondary school—physical education and sport, 5) college—university—physical education


and sport, 6) teacher education in physical education, and
7) special characteristics such as sport clubs, facilities,
Olympic Games emphasis, etc. For the most part, graduate
students at the University of Illinois authored sections
on the different countries. As might be expected, the
quality of presentation varied considerably, and the pro­
posed topical outline was not strictly adhered to.

Foster in an investigation completed in 1967,
utilized a research method which warrants further consider­
ation. In comparing physical education in the United States
of America and the Union of Soviet Socialist Republics, the
author incorporated a method which combined the benefits to
be derived from library research with a travel-study phase.
Through contacts with libraries, embassies, information
centers, and through personal correspondence, personal
experiences and interviews with knowledgeable people,
Foster was able to skillfully display a research technique
which can make a significant contribution to future com­
parative studies. The comparative method which she employed
involved the stages of description, analysis and comparison,
similar to one advocated by Bereday.

20Ibid.

21Mildred Foster, "A Comparison of the Programs in Phy­
sical Education in the United States of America and the
Union of Soviet Socialist Republics" (unpublished Master's
thesis, Springfield College, Springfield, Massachusetts,
1967).
Rao, in dealing with comparative education as a branch of study, supports the study of sport and physical education in cultural perspective. The country is considered in the context of political philosophy, social organization, and technological development. An interesting aspect of his treatment is the distinction that he makes between history of physical education and comparative physical education.

... even though they have overlapping areas of study, the former delineates growth of movement and factors facilitating such growth, whereas the latter evaluates the relative strengths and motivating powers of those factors with special reference to what such evaluations to the program planning in one's own country.

Howell disagrees and argues that both fields of study are closely allied and have as their focal point the place of sports and games in a particular cultural setting. In preparing the sports historian, Howell advocates the inclusion of a course which is "... a cross-cultural comparison of the various systems of physical education and

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23 Ibid.

sport as viewed within a context of historical and sociological forces."²⁵

Allardt, in an article dealing with basic approaches in comparative sociological research as applied to physical education, illustrates how three different major schools of sociological thought can be utilized in conducting comparative research in sporting activities.²⁶ Using Marsh's²⁷ textbook Comparative Sociology, as a point of departure, Allardt proceeded to develop and apply the schools of 1) structure-functionalism, 2) neo-structuralism, and, 3) Talcott Parson's evolutionary functionalism to sport sociology.²⁸ The author delineated three basic problem areas within the area of sociology of sport which called for different comparative sociological approaches.²⁹ The author concludes his discussion by making a case for the need of a typology in the comparative study of sports.

²⁵Ibid., 79.


²⁸Allardt, op. cit., 90-91.

²⁹Ibid.
The extrinsic and intrinsic values of systematic efforts to relate propositions to each other are self-evident.

To date, the most elaborate, sophisticated attempt to develop a framework to serve as a basis for research in comparative physical education has been proposed by Morrison. In his investigation, the author reviewed selected literature from the fields of comparative education, cultural anthropology and sociology in order to determine concepts and classification schemes which would be relevant or could be adopted for the study of systems of physical education. A conceptual structure was developed which included the four stages of description, explanation, juxtaposition, and comparison. Classification schemes were presented for assessing the relevant ecological, social, and cultural factors that interact with the system of physical education; for describing the historical development and dynamic processes of the system; for identifying the various institutions which provide opportunities for physical education; and for analyzing the structures and functions of these institutions.  

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Considerations From Comparative Education.

Comparative education is considered by its scholars to be a young discipline. As yet, a clearly defined methodology has not evolved although several concentrated efforts have been made in that direction. Thus, a survey of some of the current approaches and methodologies in education may provide insights for the development of a theoretical framework in comparative physical education. The assumption being made is that the fields of education and physical education are closely related and similar in their function, for the knowledge employed in both fields has been taken from such basic disciplines as anthropology, sociology, history, economics, and political science. This section reviews the main approaches employed by comparative educators.

The definition of comparative education outlined by Mallinson provides an adequate frame of reference:

We mean a systematic examination of other cultures and other systems of education deriving from those cultures in order to discover the resemblances and differences, and why variant solutions have been attempted (and with what result) to problems that are common to all.31

In assessing research in comparative education, several approaches can be isolated. Although a certain degree of overlapping occurs, each approach has a uniqueness of its own characterized by a particular theory or methodology. Comparative studies in education fall into the following categories: 1) historical-descriptive approach, 2) national character approach, 3) problems approach, 4) philosophical approach, 5) social-cultural approach, 6) education as an instrument of national policy approach, and, 7) other approaches.

Historical-Descriptive Approach — This approach includes studies that view education in different cultures from a historical point of view as well as studies which include the description of selected features within the educational system. Literature in the area indicates that this is the most common approach used.

The descriptive approach has been used extensively over the past few centuries. Studies of this nature most often include an identification and description of institutions and their functions in a given system of education. In some cases, this is extended further by identifying and describing relevant social-cultural factors in the cultural context. The second stage for this type of study is that
of explanation in which an attempt is made to interpret or explain the reasons for the character of education and the way it functions. The final stage is that of comparison which highlights the similarities and differences and comments on the reasons for them.

The historical approach represents one of the earliest attempts to establish comparative methodology in the twentieth century.

As both approaches employ the stages of description, explanation, and comparison which are characteristics of the comparative method, it can be argued that both would share a similar classification. Examination of published materials utilizing such an approach to studies in comparative education indicates that a high degree of sophistication has been reached.

National Character Approach -- Although this approach cannot be considered as being new, it does represent a unique way of examining systems of education. In this type of study, the major emphasis is placed on examining the educational system as part of the cultural setting in which it is found. Some investigators, including Hans, 32

Kandel,\textsuperscript{33} and Mallinson\textsuperscript{34} have identified cultural roots of each system of education, and have carried it further by relating various characteristics of education to the unique "national character." Mallinson believes that comparative studies of education should be based on "national character," which he defined as:

\ldots the common identity of ideas, desires, and ambitions is achieved through the development of what can be best described as 'a material character.' It has occurred through the building up over the centuries of a kind of fixed mental constitution that guarantees a common purpose and a common effort from the whole group.\textsuperscript{35}

It has the appearance of large scale sentiment and results from the qualities needed by the whole group, as a group for the attainment of the group ideal. National character is based on heredity, natural environment and physical surroundings. In the determination of national character, a flow seemingly exists. One must, at all times, bear in mind that the national character of a given group is never determined by one factor alone, but rather

\textsuperscript{34}Mallinson, \textit{loc. cit.}
\textsuperscript{35}Mallinson, \textit{op. cit.}, p. 4.
by an intricate combination and interweaving of all factors, some being dominant in one particular group, recessive in another.

Cramer and Browne\(^{36}\) have also based their approach to comparative studies in education on the idea of national character. They have, however, divorced themselves from the sweeping generalizations attributed to the interpretations given by Hans, Kandel and Mallinson. They have been able to accomplish this by dividing 'national character' into component parts, and conducting investigations using the derived structure as a point of departure.\(^{37}\)

Problem Approach — The problem studies approach to comparative education focuses on a specific need such as curriculum, organizational structure, preparation, etc. An investigation of this type usually involves an examination of certain aspects which have a direct bearing on the problem at hand. Since the circumstances under which the problem arises and the practices that are employed to cope with it have an impact upon society as a whole, some individuals feel that such cross-national studies should

\(^{36}\)Cramer and Browne, *loc. cit.*

\(^{37}\)Ibid.
be firmly grounded in the research methodologies developed by social scientists. Thus, the disciplines of sociology, anthropology, economics and political science appear to be especially valuable for these purposes.

Holmes, at the University of London, strongly advocates such an approach, and his book\(^{38}\) and numerous publications\(^{39}, 40, 41\) encourage the adoption of this method. In discussing the problem studies approach Holmes stated:

\[\ldots \text{the problem approach is forward-looking} \ldots \text{it represents an attempt to make the study of education scientific and holds that this is possible through the careful analysis of problems and social patterns.} \ldots \text{specifically, a comparative study might seek to trace out the possible effects on these patterns of some social innovations - whether educational or otherwise... material will be drawn from all the social sciences and particularly from history which is essential in any analysis since it throws light on the complexity of contemporary problems.}^{42}\]

Philosophical Approach — Another group of scholars stresses the influence of a dominant philosophical


\(^{39}\)Brian Holmes, "Courses in Comparative Education For Intending Teachers," *Education Abstracts* XV (No. 4, 1963).


\(^{41}\)Brian Holmes, "Social Change and the Curriculum* Yearbook of Education* (1958), 368-381.

\(^{42}\)Ibid., 8.
commitment. Lauwreys wrote:

\[\ldots\text{men who have been brought up and educated in centuries where Platonic Ideologies or at least systems of philosophy affiliated to them are powerful and persuasive. . . will tend to think 'naturally' that human beings are classified into at least three types, and that heredity matters a great deal.}^43\]

The suggestion here is that comparative studies concentrate on the philosophical and particularly epistemological aspects. Lauwreys believes it is possible to establish "national styles" in philosophy or "different styles of arguing."44 Using this basic assumption as a starting point, he can categorize national life styles such as British empiricism, French nationalism, Cartesianism, and perhaps existentialism, German idealism and romanticism, and American pragmatism.

Social-Cultural Approach — Still another group of scholars is inclined to think that studies of comparative education should be approached from a sociological and even anthropological point of view. This group, usually employing the techniques of the sociologist, looks for more narrow, definitive aspects of society as possible


\[^{44}\text{Ibid., p. 34.}\]
determinants of educational forms and practices. This relatively new approach relies on the basic assumption that an educational system should be viewed as part of the cultural setting in which it is to be found.

Bereday discusses comparative education in terms of four stages: description, explanation, juxtaposition, and comparison. The explanatory stage, according to Bereday, should make application of methods of other social sciences. Although he does not provide a precise set of categories to identify relevant factors, he highly recommends that sufficient attention be given to history, economics, philosophy, psychology, sociology, anthropology, political science, and science.

Anderson supports the use of sociology in comparative education. He maintains that sociology, rather than assuming a monopolizing role, can make a significant contribution by providing direction to research in comparative education. Anderson believes that a methodology,


46 Ibid., pp. 7-10.

utilizing societal typologies, must be designed to 
mobilize the resources of social sciences in order to 
relate educational characteristics to other features of 
different societies.  

Foster, in an article dealing with comparative 
methodology makes a plea for a more rigorous approach 
to methodology and research techniques. He believes 
that if comparative education wishes to be treated as a 
serious discipline by other social scientists, "it must 
rest its claim, not upon an honorable historical ancestry, 
but upon a more explicit adherence to the criteria of 
method accepted by the disciplines of sociology and 
anthropology."  

A similar view is held by Samonte who 
also subscribes to the principle of promoting selective 
interdependence among disciplines. 

The relationship that exists between sociology and 
comparative education can be observed in an article

48 C. Arnold Anderson, "The Utility of Societal Typo-
logies in Comparative Education," Comparative Education 
Review III (No. 1, 1959), 20.

49 Philip Foster, "Comparative Methodology and the 
Study of African Education," Comparative Education 
Review IV (No. 2, 1960), 117.

50 Quirco Samonte, "Some Problems of Comparison and 
the Development of Theoretical Models in Education," 
Comparative Education Review VI (No. 3, February, 1963), 
177-181.
written by Bone. The author developed a sociological framework to be used for comparative study of educational systems. The structure proposed centered around three major aspects: content and goals, methods, and organizational structure.\textsuperscript{51}

Another growing area of interest in comparative education is that of conducting investigations whose primary concern lies in the examination of educational systems in cultural perspective. Taba believes that education is a social institution which is ultimately bound with the culture in which it functions, and that the processes and the forms of its organizations are not even comprehensible without reference to their cultural context.\textsuperscript{52}

Generally speaking, the social cultural group, perhaps more than any other has pioneered in the use of techniques designed to quantify relationships between education and specific cultural factors. While these attempts, understandably have been cautious, more sophisticated statistical methods and research techniques may prove to be highly useful in future studies.


\textsuperscript{52}Hilda Taba, "Cultural Orientation in Comparative Education," \textit{Comparative Education Review} VI (No. 3, February, 1963), 171-176.
Education as an Instrument of National Policy — Another approach which seems to be gaining popularity as a method is that of examining the relationship of education to national policy. This group, headed by Paul Hanna and his associates in the Comparative Education Center at Stanford University, believes that education should be treated as an investment — a long-range investment by society to assure its survival and progress. In this case, the investment is in human resource development to be achieved through the universal education of the populace with a concentration accorded to educating the gifted for their potential leadership contributions. This school of thought assumes that human resources creatively determine the subsequent nature and behavior of society, and that if the knowledge and skills are inadequate to take advantage of the potentials of society, then the society will fall behind other societies which invest more intelligently in human development. Proponents of this viewpoint conclude, "that if growth rates are important for a nation's survival and advance, then planned investment in education becomes a crucial factor." 


54 Ibid., p. 2.
Many now suggest that national survival and progress demand that education be used deliberately by the nation as an instrument to impart to the younger generation an awareness of such national goals. Hanna reflects such an attitude when he states, "... education -- both general and technical -- has become a major weapon in the struggle of economic growth. . . similarly in changing old customs and in developing new political and social institutions and mores, the school plays an increasingly crucial role." 55

Other Approaches -- Within this category are a variety of studies that differ somewhat in their purpose, nature, and methodology. Most studies classified in this category have attempted to examine the relationship between a field of study (comparative law, 56 educational philosophy, 57 comparative religion, 58 and social-psychology, 59)

55 Ibid., foreword.
comparative education. Each of the authors has developed a rationale which supports the inclusion of a particular area of interest within the scope of comparative education.

Classification Schemes From Comparative Education — Moehlman in one of his earlier works, discussed the utilization of classification schemes and their inherent values.

It is necessary to study a system of education in its own cultural pattern using a check list or morphology covering philosophy, people, land, historical determinants and technology in relation to educational development. The use of such a morphology facilitates a comparative study of education which is not dogmatic or narrow, a study in which a wide variety of the patterns is examined from the point of view of relativism.60

A later publication of Moehlman's proceeded one step further by being more specific in outlining categories of education. In the preliminary stage, he suggested that analysis be conducted in three general areas:

1. Orientation: factors of law, philosophy, finance, etc. that give direction to the system.

2. Organization: general structure of educational system with various levels and departments.

3. Operation: to include students, teachers, curricula, methods of instruction, instructional materials, evaluation and testing, guidance, supervision, and administration. 61

Moehlman believes that it is not sufficient enough to compare these systems on the basis of these three categories and that it was necessary to give special consideration to the interaction of what he termed "long-range factors." These factors make up various sectors of the nation's culture, and their impact determines the profile of education. The factors are continuously undergoing the process of interaction and have an eventual effect on the efficiency of education.

Hans recognizes that comparative education consists of certain categories that provide a basis for analysis. His classification scheme is based upon these conditions:

1. National conditions: race, language, and environment.


3. Secular conditions: humanism, socialism, and nationalism. 62


62 Hans, loc. cit.
All these conditions react with one another to lead to the development of what Hans refers to as a typical national character. Mallinson continued the work of Hans in this area by pointing out the determinants of national character which are: (1) geographical and economic factors, (2) historical factors, (3) political factors, and (4) social factors.

An excellent source dealing with classification schemes is the publication Relevant Data in Comparative Education by Holmes and Robinson. The book came out as a result of a meeting of experts in comparative education in Hamburg in 1963. The conference, sponsored by the UNESCO Institute for Education brought together 24 participants from fifteen different countries. The purpose of the conference was to "identify and classify background data as they bear upon the formulation of educational policy and upon its outcomes." These outstanding

63 Mallinson, loc. cit.

64 Ibid.

leaders discussed classification schemes and categorized relevant data into three areas: 1) description of institutions of education, 2) causal explanation of educational systems in terms of educational success, and, 3) planning and evaluation of educational success. 66

The results of the conference are of considerable importance to comparative educators. The schemes of Hilker, dealing with a classification of the organization of school systems (Classification of Vertical and Horizontal Relationships), and of Hoz, dealing with the comparison of schools (Classification of Data for the Comparison of Schools) are of particular value. 67

Thut and Adams presented a general framework that could be used in analyzing systems of education. Their classification relies on focal points for discussion of educational systems, each of which constituted a basis for making comparisons. Features for comparison include the following:

1. Social Role - studies must begin with an inquiry into the social philosophies of the supporting groups. The primary

66 Ibid.
67 Ibid., Hilker (p. 57), Hoz (p. 55).
question to be kept in mind is what the educating society hopes to achieve through its educational activities. In other words, what is the role of the school?

2. Power Structure and Administrative Control: what forms of administrative controls are thought necessary to make sure that the educational system will play the role it has been assigned?

3. Educational Institutions: nature and number of institutional types and instructional programs that are employed to achieve the ends sought.

4. Educational Opportunity: asks what types of opportunities, and how many opportunities are provided, and for what classes of individuals.

Rossello in an article dealing with the structure of comparative education put forth a proposal for the classification of research in comparative education. The value of the presentation lies in the clear, rather simplified manner in which it is set forth. Rossello divides the scheme into four major areas.

I. SUBJECT OF THE COMPARISON

Comparison is made between:
- Educational systems
- Educational structures
- Curricula and syllabuses
- Methods
- Educational theories

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II. RANGE OF THE COMPARISON

Comparison is made between:
- Towns
- Districts, provinces, or constituent states
- Nations
- Regional groups of countries

III. NATURE OF THE COMPARISON

Data are compared
or
Causes are investigated
Descriptive
Explanatory

IV. ANGLE OF THE COMPARISON

Comparison is made between situations
or
Between Educational trends
Static
Dynamic

Another group of scholars, viewing comparative education from a sociological perspective, have formulated classification schemes utilizing the techniques of sociology and other related disciplines. The frameworks of Anderson, dealing with societal typologies, and Bone, dealing with a sociological interpretation of educational content, methods, and structures.


70 Anderson, loc. cit.

71 Bone, loc. cit.
A very progressive attempt at the development of a classification scheme characterizes the work of Carey. The uniqueness of his approach warrants attention, for it represents one of the very few times that comparative educators have actually utilized schemes from other disciplines. Carey obviously believes that research in this area should be conducted with conceptual tools which have already demonstrated their usefulness in another field of study. Establishing this premise as a basic assumption, Carey's total classification scheme represents a pooling of conceptual schemes and frameworks from several disciplines. The final structure contains a framework from educational planning and development, a technological-economic schemata, a conception from social anthropology, a model from professional education, and a conceptual framework from political science.

Theoretical and Methodological Considerations on the Relationship Between Sport and Physical Education and Government.

The purpose of this section is to review the literature with the intent to isolate theoretical and

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73Ibid.
methodological treatments which have examined the relationship between sport, physical education, and national governments. The need for further investigations in this area has been recognized by numerous authorities. The late Arthur Daniels, in identifying areas and problems which merit investigation posed the following questions:

What effect will world-wide and strong governmental support have on the status of sport? . . . what is the role of sport in emerging countries? . . . does it have value in contributing to unification, identity, recognition, control and/or support of the masses, national security, promotion of the general welfare, and wholesome catharsis.74

The nature of the queries reinforces his concern for researching the ties between sport, politics and government (including nationalism). John Loy, the outstanding sport sociologist, expressed a similar concern when he stated "... I have been amazed for sometime that so little research has been done on the relationships between sports and politics - either nationally or internationally."75


75 Statement by John Loy, personal correspondence, October 29, 1969.
Sturzebecker described certain underlying factors which directly and indirectly controlled the nature and extent of physical education to be found within a given country. The author comments that "The nature of the political milieu in any country is a determining factor controlling the total use of physical education by a society." Further examination of his article reveals that the attainment of government stability over a period of time will lead to accomplishments in the area of mass physical culture. Sturzebecker's work represents contribution to opening avenues for continued exploration of the complex relationships that do exist between sport and politics.

The framework for comparative studies of systems of physical education developed by Morrison contained a conceptual scheme outlining the numerous socio-cultural systems affecting physical education. In one aspect, the political organization, the author suggested that factors such a common membership and loyalty, shared traditions and symbols, internal government and external relations be investigated, as they relate to physical education.

76 Sturzebecker, loc. cit.
77 Ibid., 49.
Another aspect of Morrison's framework centered around a structural-functional analysis of institutions within the system of physical education. The author proposed a scheme which demonstrated the need to examine the role of governments in developing, supporting, and promoting programs of sport, physical education and recreation. This aspect of the framework was narrow in its scope, and lacked sufficient depth to be of adequate assistance in guiding research in this area. The cursory treatment accorded the relationship between programs of sport, physical education and recreation and the government does not do justice to the complexity of this phenomenon. 

Seurin developed a generalized framework for classifying the organizational aspects of physical education and sports in Western countries. The author attempts to isolate certain types of data which would facilitate the grouping of certain countries which have established a more or less similar administrative structure. The

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78 Morrison, loc. cit.

dominant criteria for distinguishing different organizational patterns appeared to be the degree and extent of governmental involvement and control. Although Seurin's investigation fails to provide the depth and scope that is required to fully understand the national government's role, it does provide a starting point for other studies in this area.

The concern for sports by national governments has provided stimulus for John Nixon, of Stanford University, to examine the phenomenon of sport, as an instrument of national policy.\(^8^0\) In his unpublished investigation, Nixon has adopted an approach similar to the one employed by Hanna.\(^8^1\) Recognizing the paucity of systematic data concerning the identification and evaluation of the several roles of sports as they contribute to the achievement of specified national purposes, Nixon established tentative categories in order to facilitate analysis of the available data. The categories included: politics, propaganda, international understanding and goodwill, education, health, economics, militarism,

\(^{8^0}\)Vendien and Nixon, op. cit., pp. 47-48.

\(^{8^1}\)Hanna, loc. cit.
crime, recreation, and ritual and ceremony.\textsuperscript{82} One cannot help being impressed with the diversity of the above list, as well as gaining a new understanding of the importance national governments place on sports as a means of achieving national goals. Nixon very appropriately labels this area as "virgin territory."\textsuperscript{83}

In summary, a number of observations on the present status of comparative studies of physical education and related areas can be made. The rapid growth of comparative studies has been catalyzed by the emergence of new, self-conscious nations, by a growing sense of the interdependence of societies, and by evolution of an acceptable concept of cultural empathy. This rapid growth has instituted a need for theoretical and methodological frameworks to consolidate the abundance of empirical findings. The literature reviewed, demonstrates that physical educators have used classification schemes, frameworks, and numerous research techniques to systematically analyze, interpret, and discuss the nature and role of sport, physical education and recreation within a given culture.

\textsuperscript{82}Vendien and Nixon, loc. cit.

\textsuperscript{83}Ibid.
Because of the relative immaturity of this field of study, the research tools that have been utilized in the past have lacked the preciseness and explicitedness required for rigorous investigation. Classification schemes have employed broad, generalized categories as frames of reference for their investigations. There is a pressing need for research instruments (based on sound, theoretical concepts) that will isolate relevant factors in the structure and function of systems as well as assist in the analysis of these systems. The quest for theoretical order in comparative physical education must continue.

Because of the close relationship between physical education and education, it is quite conceivable that useful information and frameworks derived from comparative education could be applied to comparative physical education. Because of the recent emphasis on the development of classification techniques and application of techniques from related social sciences, comparative education can be very helpful in stimulating a more rapid creation of mature methodology in comparative physical education. It should be pointed out that most studies of comparative education make very little mention about physical education. The neglected treatment accorded physical education by comparative educators defies logical explanation.
The literature indicates that few research techniques and instruments have been developed to explore the interrelationships between sport and physical education and the other elements within a culture. Assuredly there is a need for greater understanding of the relationship that exists between sport and physical education, and the social institution of government. Comprehension of the role played by sport and physical education within the complex fabric of total society should be based upon sound, scientific inquiry.

What seems to be urgently needed at present is a critical examination and enlargement of the current body of comparative physical educational theory; a broader, more valid and realistic formulation of aims, values, and techniques on the basis of new knowledge and contemporary problems and practices. The adoption of an interdisciplinary approach utilizing concepts and methods from several fields of inquiry exemplifies the eclectic nature that comparative physical education must assume in the future.

Nixon concluded:

It is clear that physical education is in an early stage of growth in research in comparative, international and developmental studies... we are aware of our present deficiencies in advanced theoretical, conceptual, and methodological preparation
... we are moving confidently ahead to remedy those deficiencies ... the future is indeed bright!^{84}

CHAPTER V

THE DEVELOPMENT OF A THEORETICAL FRAMEWORK: GENERAL BACKGROUND INFORMATION AND THE POLITICAL SYSTEM

As most of the research completed thus far indicates, it is possible to conduct empirical investigations in comparative physical education without defining the concepts upon which the approach to the research is based. Numerous authors appear to assume that their completed empirical reports are written in such a manner that the concepts employed are implied, and, therefore, they do not feel obligated to make explicit statements revealing their theoretical framework.

As the eminent cultural anthropologist, Bronislaw Malinowski, indicated:

There is no such thing as description completely devoid of theory. Whether you reconstruct historic scenes, carry out a field investigation in a savage tribe or a prehistoric find - every statement and every argument has to be made in words, that is, in concepts. Each concept, in turn, is the result of a theory, which declares that some facts are relevant and others adventitious; that some factors determine the course of events and others are merely accidental by-play; and, that things happen as they do
because personalities, masses, and material agencies of the environment produce them.¹

Nevertheless, when a number of scholars commence to study phenomena from different starting points with different intellectual tools and somewhat different objectives, problems arise. Frequently confusion mounts rapidly and the communication between scholars becomes difficult, with the end result being an accumulation of fragmented data. Such problems would be alleviated somewhat, if authors would make an attempt to outline, in a logical manner, the basic framework they are utilizing in their research. The delineation of a framework would show that a number of frameworks, representing various perspectives, do exist for studying cultural and social phenomena and special aspects of these phenomena.² Elaboration on a particular framework is of further value for it provides other researchers with the opportunity to critically examine the basic assumptions and central concepts associated with each approach. Further empirical studies would serve to test the framework, reveal its inconsistencies, and thus provide valuable feedback for the development of sounder...


Conceptual frameworks are a useful first step in theory-building in that they introduce an element of orderliness into research processes and findings. They are a useful tool in the development of propositions which will stand the tests of replication by other researchers and application to other populations with different cultures or sub-cultures. In short, we suggest that frameworks are necessary for good research and that good research is, in turn, necessary for the development of valid theory.

Wohl, in urging the formalization of a field of study investigating the social significance of sport, has stated:

The momentous development of the sports movement, its universal character, its growing importance and role in the world of our times, its inter-relation with various momentous problems of our epoch, make it necessary to pass over as far as social problems are concerned from vague augmentation to systematic analyses, based on verified methods and research techniques.

It is obvious that comparative physical education cannot proceed ahead without a clearly defined set of theoretical and operational terms. The selection, definition and classification of our terms of reference will permit the formulation and testing of useful hypotheses and theories. When that stage in the field's development is reached, sport and physical education will become the subject of very serious theoretical and empirical studies -- a subject for scientific research.

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3Ibid., p. 6.

The assumption must be made that the domain of truth has no fixed boundaries within it, for within the world of ideas, there are no barriers to cross-application of theory. Each discipline may take from others techniques, laws, data, models, theories or explanations - in short, whatever it finds useful in its own inquiries. Kaplan commits himself to a concept of eclecticism when he states, "The autonomy of inquiry is in no way incompatible with the mature dependency of the several fields of study on one another."^5

Fraleigh provides an excellent overview of the nature of theory-building in physical education. Logistically analyzing the literature, the author was able to observe three differing approaches to the development of theory in physical education: 1) application approach - data and concepts from "foundational fields" (physics, physiology, psychology, sociology, and anthropology) are directly applied to physical education; 2) implication approach - similar to the application approach with the difference being that its "foundational field" is usually philosophy rather than science; and, 3) translation approach - adopting a particular theoretical form as the structure appropriate to physical education and then pouring into it, content

derived from the specific analysis of human movement activities. Each of the three approaches is of merit in its own right, and provides a sound foundation upon which valid theory may evolve.

The intent of this chapter is to present some concepts and classification schemes, in the form of a theoretical framework, for the expressed purpose of examining the role of national government involvement in sport and physical education. Where applicable, the concepts, classification schemes, and frameworks developed in the related fields of comparative education, cultural anthropology, sociology and political science were utilized. A brief explanation in summary form accompanies each aspect of the total framework. Perhaps the constructive and developmental aspect of this study will help narrow, by the process of elimination, the number of alternative paths towards the goal of providing a logical basis for the systematic investigation of national government involvement in sport and physical education.

Significance of a Theoretical Framework.

The idea of a theoretical framework has been variously defined and employed. Currently, it is referred to by

Zetterberg as a group of concepts employed principally as a classification scheme or taxonomy, the specification of "a small number of definitions which delineate the few aspects of reality with which sociology deals. . . these definitions, broadly speaking, tell the researcher what is important for him to pay attention to when he views a human relationship, a group, or a society." Proponents of this school of thought accept the fact that such taxonomies are limited to encouraging the expansion of studies that are descriptive in nature.

Nye and Berardo are careful to add that a framework includes the basic assumptions which underlie the structure and, to a degree, integrate them into a meaningful configuration. The framework serves as a frame of reference for guiding the researcher in isolating the types of data and phenomenon which are pertinent to his investigation.

The theoretical orientation suggested here is the study of sport and physical education as a social and cultural phenomenon. This is facilitated by the use of


8 Nye and Berardo, op. cit., pp. 2-3.
empirical and theoretical concepts and frameworks. Sport and physical education can be represented as a large socio-cultural system which is comprised of several sub-systems at various levels of generalizations. Each system involves a number of personalities and acquires certain social and cultural characteristics which help to distinguish it from other systems. These characteristics may be material, behavioral, or ideological.

The primary function of a framework is to identify, simplify and order the concrete data so that it may be described in comparable terms. A framework can be utilized with respect to problems varying from a limited to a broad scope. In addition, frameworks assist in determining knowledge of mechanisms and structural relationships, providing further clarification of the operational meaning of relevant definitions and statements. Within the theoretical framework, the elements are identified, selected, articulated and simplified into the structure according to the researcher's interests, knowledge and abilities. One author makes reference to framework-type schemes as "standing at the juncture of vision and precision."9

Jerome Bruner, in completing one of the most influential works on education, discusses the importance of

structure in the educational process. A number of the themes he developed are relevant, for they support the argument favoring the over-all utility of theoretical frameworks. Bruner believes that understanding fundamentals or concepts within a given structure, makes a subject more comprehensible.\textsuperscript{10} Secondly, Bruner argues that the presence of a structured pattern dealing with the detail of specific subject matter can be more readily retained by human memory.\textsuperscript{11}

The extrinsic and intrinsic values to be derived from the utilization of theoretical frameworks in conducting research in comparative physical education may be summarized as follows:

1) The contribution obtained in developing a theoretical framework as an academic exercise and scholarly endeavor must be recognized.

2) Certain values can be derived in outlining the basic assumption underlying the theoretical framework and logically determining the elements that should comprise the structure of the framework. The process of ordering


\textsuperscript{11}\textit{Ibid.}, p. 24.
the knowledge provides further insights into understanding the complex nature of the relationships that exist within the structure.

3) The task of developing and testing a theoretical framework encourages interdisciplinary co-operation where fields of study share ideas, research instruments, and investigative procedures.

4) The employment of a theoretical framework serves as a guide in directing systematic research and analysis of a particular phenomenon; the end result being the contribution to the development of sounder theory.

5) Finally, the functional utility of incorporating theoretical frameworks in comparative research must be recognized. The use of a consistent framework, in inter- or intra-oriented-cultural comparisons, provides a rational frame of reference for highlighting the similarities and differences that do exist.

The theoretical framework presented in this investigation is not purported to be the final answer. On the contrary, one must fully realize that the development of this intellectual approach is still in its formative stages and that the following attempt is a pioneer one with the shortcoming of such an enterprise. The author is convinced,
however, that the utilization of theoretical frameworks will bring some order from the chaos that has characterized the study of sport and physical education and its interrelations with various socio-cultural elements.

A Comparative Approach and Method.

Numerous comparative approaches and methods have been proposed. There is no universal agreement as to what systematization should be followed, only an understanding that one should be looked for. For our purposes here, Bereday's\textsuperscript{12} four stages of description, interpretation, juxtaposition, and comparison, and Durkheim's\textsuperscript{13} three applications of the comparative method have been adopted.

Bereday presents a systematic comparative classification scheme which is derived from what seems to be a consensus of historical and current authorities. The four stages of comparative analysis established by Bereday have been widely and popularly received. The emphasis in this presentation is on the first two stages (description and interpretation), as the latter two (juxtaposition and comparison).


comparison) are only necessary in actual empirical studies which compare two or more systems.

The initial stage, that of description, permits the investigator to systematically describe the system and practices related to the phenomenon being researched. According to Bereday, "proper preparation" must be made prior to the orderly collection of data. The preparation should include a familiarity with current and historical printed matter directly and indirectly concerned with the phenomenon and culture being examined. A second aspect of the investigator's preparation involves travel and personal visitation. Here observation, interviews, questionnaires, and other techniques related to the systematic collection of data should be used in order to facilitate comparability.

The second stage of comparative analysis is that of interpretation or explanation. According to Bereday, this phase assumes that the phenomenon being investigated is directly influenced by and, in turn, influences the components of society of which it is a part. The interpretation of the information and factual material collected in the descriptive phase consists of subjecting the data to

\[14\] Bereday, op. cit., p. 11.
scrutiny in terms of other social sciences.\textsuperscript{15} In order to fully understand the interrelations between a particular phenomenon and society, further exploration of relevant socio-cultural elements (education, philosophy, psychology, sociology, anthropology, political science, science, history and economics) must be conducted. Bereday is careful to point out that no phenomenon can be adequately explained without reference to the ultimate philosophical commitment of the society it serves.\textsuperscript{16}

The true comparative approach begins with the third stage, juxtaposition, in which the data from two or more countries is systematically arranged around common topics. This phase involves the establishment of criteria upon which a valid comparison can be made between countries on each topic being analyzed. Eventually, hypotheses for comparative analysis evolve. The final stage of Bereday's approach is comparison, "which is a process of technical comparison involving simultaneous analysis across several countries."\textsuperscript{17}

\textsuperscript{15}Ibid., p. 19.
\textsuperscript{16}Ibid., p. 19.
\textsuperscript{17}Ibid., p. 10.
Durkheim\textsuperscript{18} distinguished three applications of the comparative method or the method of co-variations: 1) the analysis of variations within one society at one point in time, 2) the comparison of societies generally alike, but differing in certain aspects (these may be different societies, or the same society at different periods), and, 3) the comparison of societies generally dissimilar yet sharing some feature, or different periods in the life of one society showing radical change. The close relationship that exists between Durkheim's three applications is revealed by Nadel.

Even if we are initially concerned only with a single society and with the appearance in it of a particular social fact, our search for co-variations capable of illuminating our program will often lead us beyond that society to others, similar or diverse, since the given society may not offer an adequate range of variations. Also, the re-qualities which we can extract from narrow-range comparisons are themselves of narrow applicability, they would exhibit specific phenomena present only in a limited number of societies. . . while in far-flung comparisons we deal with the ubiquitous classes of social facts, which are features of human society writ large.\textsuperscript{19}

\textsuperscript{18}Durkheim, loc. cit.

The close link between cross-societal analysis and studies limited to a single society can also be seen in terms of the logic of scientific method. According to Marsh, "a science strives to formulate universal propositions. ... once a proposition has been tentatively formulated the task of research is to replicate it, attempt to state limiting conditions and intervening variables, and analyze exceptional cases."\(^{20}\) In the process, therefore, cross-societal comparative analysis becomes a necessary extension of intra-societal comparative analysis.

The types of analysis applicable to comparative sport and physical education are limited to the second and third of Durkheim's three applications.

A Structural-Functional Approach.

Rather than utilizing numerous "theories" of society in developing the framework, a single theoretical approach has been adopted -- structure-functional analysis or functionalism. The justification for this choice, is that functionalism, in one form or another, has been most instrumental to contributing to the rapid growth of empirically-oriented sociological analysis. Such an approach has

relevance in analyzing the role of national government involvement in sport and physical education. Before proceeding further, a brief account of the concepts and assumptions underlying the structural-functional approach will be given.

One of the early definitions of structure and function as they are used in structure-functional analysis was that set forth by Radcliffe-Brown in 1935. Using the analogy between social life and organic life, he said:

As the terms are here used, the organism is not itself the structure; it is a collection of units arranged in a structure, i.e., in a set of relations; the organism has a structure. . . The structure is thus to be defined as a set of relations between entities. As long as it lives, the organism preserves a certain continuity of structure although it does not preserve the complete identity of the constituent parts. . . Over a period its constituent cells do not remain the same. But the structural arrangement of the constituent units does remain the same. The process by which this structural continuity of the organism is called life. . . as the word function is here being used, the life of an organism is conceived as the functioning of its structure. . . If we consider any recurrent part of the life-process, such as respiration, digestion, etc., its function is the part it plays in the contributions it makes to, the life of the organism as a whole.21

Thus, the function of a social institution becomes the correspondence between it and the needs of society.

In spite of the various usages to which this concept has been put since Radcliffe-Brown defined it, there has been continuity in the core meaning of function: the contribution that an item makes to the maintenance of the whole.

While it may be agreed that functional theory has failed in its lack of explanatory power at the same time, it is recognized that it has sensitized researchers to a wide range of empirical problems, produced some impressive research, and provided a convenient conceptual framework for discussing and describing social data. Moreover, the empirical success of the structural-functional approach has had an observable effect in isolating many 'facts' which require further explanation, particularly the interrelations of structural elements.

The incorporation of the structural-functional approach in this investigation requires the delimitation of a suitable frame of reference. For our purposes here, sport and physical education are viewed as being one of several systems within the society. In effect, the primary concern is to examine the structural and functional relationships between the system of sport and physical education and the system of national polity. The task is not a simple one, for it
requires further knowledge and understanding of the complex interactions amongst all social systems to be found within society.

Towards a Theoretical Framework.

To facilitate the initial stages of description and explanation when analyzing the role of national government involvement in sport and physical education, a number of frameworks are provided. First, frameworks which will assist in the systematic analysis of pertinent ecological and socio-cultural factors are presented. The general background information revealed provides a frame of reference upon which interpretations of the nature of the system of sport and physical education to be found within a particular society can be made. Second, a framework for analyzing the national political system is described. The framework for analyzing national government involvement in sport and physical education is presented in Chapter VI.

The theoretical framework being suggested here is much broader in scope than just the classification schemes which are presented. Included are the basic underlying theories and assumptions that provide the understanding and rationale for the use of certain frameworks, and for
the organization of specific factors in them. It also implies the future adoption and utilization of the basic approach to comparative research. Thus, the theoretical framework is viewed as encompassing concepts that will be of value in assisting the researcher to investigate the nature of national government involvement in sport and physical education in any country.

General Background Information.

In order to understand the system of sport and physical education, it is necessary to go behind the scenes and examine the ecological, political, economic, religious, educational, and cultural and social values at work; for the system of sport and physical education generally reflects the overall social philosophy of that country, whether or not that philosophy is clearly stated. (See Figure 2). Nor is there any sort of uniform pattern. Some systems are the expression of a long, slow evolution and can be understood only by the study of the history and traditions of the country concerned. Others are the result of a sudden revolution and are then used by the revolutionary government to further the ideals of the new regime. Still others are imposed upon, or suggested to, defeated nations.
Figure 2. Structure of a Model for the Characterization of Factors Affecting the System of Sport and Physical Education in Society.
with the idea of re-establishing these nations along lines acceptable to the victors. Whatever pattern is to be found, one can safely say that the system of sport and physical education is a product of the society in which it is found.

A general overview of the ecological, economic, educational, historical, political, religious, social and cultural factors provides essential background information upon which our interpretation of sport and physical education can be based. (See Figure 2). The model indicates that these factors, either individually or collectively, influence the type of program to be found in a society. In turn, sport and physical education exert a certain degree of influence in modifying a number of these factors. Thus, the interaction is not entirely directional, but rather it is viewed as a mutually supportive proposition.

In order to ascertain the role that these factors assume in molding the program of sport and physical education, relevant data, primarily of a descriptive nature, must be made available. Several frameworks from geography, sociology, education, and anthropology can be utilized.
The Ecological System.

Nature provides the setting in which culture develops and functions. Man's biological and geographic environment have provided limitations on the nature of his activities. Man has been quick to accept this challenge. Numerous examples of his inventiveness demonstrate his ability to overcome these human biological and natural environmental limitations. One illustration would be the development and refinement of pieces of equipment that have assisted him in coping with the difficulties of effective travel over snow and ice (i.e., skis, skates, snow-shoes, sleighs, etc.). Because there are elements and processes in the natural and geographic environment that interact with the system of sport and physical education, a framework for these types of factors in the ecological setting is necessary. The framework outlined below is based upon a modification of concepts and principles previously proposed by Huntington and Cushing,\(^22\) Bevis,\(^23\) Money,\(^24\) White


A. GEOGRAPHICAL FEATURES.

1. Territorial Factors - the spatial features of the cultural area under study.
   a) area size or space.
   b) boundaries - physical and political.
   c) relative location - proximity to other cultures.

2. Weather and Climatological Factors.
   a) type - as classified by general conditions.
      i) tropical
      ii) subtropical
      iii) temperate
      iv) polar
      v) undifferentiated
   b) temperature.
      i) seasonal variations
      ii) day-to-day changes
   c) precipitation
      i) average annual amount
      ii) seasonal distribution
      iii) form of occurrence

3. Physiographic Factors - the major surface features or land forms.
   a) plains (prairies - steppes - tundras)
   b) mountain

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4. Hydrographic Factors - primarily surface water features.
   a) streams
   b) lakes
   c) oceans

5. Biotic Factors - biological features of flora and fauna.
   a) natural vegetation
   b) native animal life

B. BIOLOGICAL FEATURES OF MAN.

1. Physical Characteristics - anthropometric measurements.

2. Racial Characteristics.

In order to understand a culture's structure, appearance, and behavior one must view it against its environmental background, namely, the location which it enjoys, the space which it occupies, and the natural resources which it utilizes. But the traits of a culture are never wholly understandable in terms of environmental relationships. Instead, they are partly to be understood in terms of the kind and character of the people which compose the culture in question. In this respect, because man becomes so integrated with the space he occupies, some have regarded mankind itself as an environmental factor. It is an obvious biological fact that some groups of humans differ greatly
from other groups, and that these are inherited physical differences. (This should not be confused with the socio-logical fact that there are great cultural differences among the peoples and regions of the earth). Frequently, human biological characteristics occupy a prominent role in determining the types of physical activities that will be participated in.

By projecting into the future, it is quite conceivable that increased technological and economic developments may help overcome limitations that have been imposed by the natural environment.

The Demographic System.

Another aspect which should be included in the analysis of a culture is the nature of human population, its distribution, composition, and change. As Tomlinson indicated: ". . . two words are paramount: 'population' and its rough synonym 'demography' (with its derivative forms 'demographic' and 'demographer'). . . population refers to the thing being studied, demography to the specialty proper."[^27]

Generally, the study of population seeks to define the number and types of people in an area, their distribution throughout the area, the changes in population size and variety, and the factors contributing to such change. Number, simply means the total population; types, refers to the classification of the total into such groupings as male or female, married or single, and so forth. Population distribution, is indicated by variations in density or clustering of people around urban centers as opposed to rural scattering. Changes are instituted by many factors, of which three are so important they have come to be called the three fundamental demographic variables: fertility, mortality, and migration.

The demographic framework outlined below, in part derived from one previously proposed by Marsh, will facilitate a systematic analysis of the nature of human population in a given society.


2. Population pattern -- density, distribution, ethnic pattern.


Culture and Its Relationship to Society -- The concept of culture, which Clyde Kluckholm has defined as all the "historically created designs for living, explicit and implicit, irrational and non-rational, which exist at any given time as potential guides for the behavior of men," helps to understand human behavior. The diversity of human behavior is also clarified by this concept with the realization that each human society has a distinctive culture, or to quote Kluckholm again, "a historically derived system of explicit and implicit designs for living, which tend to be shared by all or specifically designated members of a group (that is, a society)."

Lundberg, et al. define society as "a relatively self-sufficient unit that consists of a number of persons carrying on a common, interdependent life that has continuity through successive generations."

Frequently, the concepts of culture and society are used interchangeably, with the differentiation between the two being very fine indeed. Both entities are reciprocal in their function. If one were to draw an

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30 Ibid.

31 Lundberg, et al., op. cit., p. 6.
analogy between the concepts of culture and society and a theatrical presentation, culture would be viewed as the script, whereas society would assume the role of the actor.

Sorokin and Parsons, two prominent contemporary social theorists, share similar beliefs on the interrelationships that exist among culture, society and personality. The recognition and acceptance of the trinity of culture, society and personality, and their resultant interactions, has implications for the study of a system of sport and physical education. Before one can fully understand and appreciate a system of sport and physical education, an examination of these different dimensions and their relationships with one another must be undertaken. As all social systems in society have cultural, social and personality aspects, these are often referred to as socio-cultural systems. The socio-cultural system usually has numerous influences on the program of sport and physical education, some obvious and direct, others overt, indirect, and subtle. Sorokin supports an eclectic position for investigating socio-cultural phenomena when he stated: "The socio-cultural reality is indivisible, and no one can make

\[\text{32} \text{Sorokin, op. cit., p. 421.}\]
a special science of one aspect of it, ignoring the other aspects."^{33}

The preceding discussion has dealt with concepts and frameworks from anthropology and sociology which have relevance to the study of systems of sport and physical education as a cultural and social phenomena. As indicated earlier, the study of sociology and anthropology is, in many ways, closely related. In some cases, concepts of the two fields overlap. One must recognize the fact that the study of the same phenomenon from two different perspectives can result in a clearer understanding of it. Where the overlap and resulting duplication occurs, there is a need for theorists to agree on key definitions. Concepts must be functional in terms of scientific analysis, explanation, and prediction. Many of the concepts and frameworks presented here can be applied in the development of a theoretical framework.

The Socio-Cultural System.

Researchers investigating the numerous cultures throughout the world have been on the watch for behavioral categories and elements which appear to have universality. To the extent that such cultural universals, constants, or common denominators, as they have been variously called, have been isolated, they have challenged explanation. A number of so-called major aspects of culture may be delineated for the expressed purpose of logically organizing, synthesizing and presenting relevant data. The need to be sensitive to the cultural structures, traditions and functions must be acknowledged for these factors - whether they be latent or discrete - contribute to the variance of sport and physical education in different cultures.

Before proposing a socio-cultural framework, the contributions of the disciplines of anthropology, sociology and education will be briefly discussed. A number of the conceptual tools taken from each of these areas have practical application for understanding the culture and its impact on the system of sport and physical education.
Contributions from Cultural Anthropology — Anthropology itself is not a neat division of interests and problems; rather, it is a sprawling and diversified field. Traditionally, this field of study has been made up of four major divisions: cultural or social anthropology, linguistics, archaeology and physical anthropology. For our purposes here, developments in the area of cultural anthropology appears to have useful concepts for analysis of sport and physical education as a cultural phenomena. Schwartz and Ewald have defined cultural anthropology to be "... the study of social man, of social relations and human society." In the past, anthropologists have not emphasized the development and extensive use of theoretical frameworks. Instead, most tended to stress empirical observations which they felt were not distorted by any preconceived concepts and inflexible methods. The present trend appears to be toward general theoretical frameworks which guide further studies of man in different cultures and societies.34, 35, 36


Keesing has produced a series of general headings which represents different dimensions of culture.\textsuperscript{37} These include:

1. Material Culture: food, clothing, housing, and so on.
2. Economic Organization: production, exchange, property concepts and so on.
3. Social Organization: age, sex, marriage and family and so on.
5. World View: knowledge, philosophy, religion and magic.
6. Art and Play.
7. Language.
8. Education or Cultural Transmission: either treated separately or with age or family.

The categorization of cultural components, as outlined in the above scheme, provides direction in further isolating essential aspects of a universal cultural pattern.

Another group of anthropologists, headed by Beal and Hoijer,\textsuperscript{38} have divided the content of culture into its


\textsuperscript{38}Ralph Beals and Harry Hoijer, \textit{An Introduction to Anthropology} (New York: The MacMillan Company, 1965).
substantive categories. The categories of culture are those commonly used by anthropologists and may be roughly defined as follows:

1. Technology: the ways of behaving by means of which men utilize natural resources to secure food and to manufacture tools, weapons, clothing, shelters, containers, and many other artifacts necessary to their ways of life.

2. Economics: the patterns of behaving and resultant organization of society relative to the production, distribution, and consumption of goods and services.

3. Social Organization: the ways of behaving and the resultant organization of society relative to the maintenance of orderly relations between individuals and groups within a society and between a society or its segments and other societies.

4. Religion: the patterns of behaving relative to man's relations to unknown forces and the resultant systems of belief and ritual in respect to such forces.

5. Symbolic culture: systems of symbols and techniques of using them relative to the acquisition, ordering, and transferring of knowledge. Language is clearly the most important of these systems of symbols, but there are also others, such as the arts (e.g., drama, painting, music and literature), and play.39

39 Ibid., pp. 287-288.
Another concept from cultural anthropology that may have relevance in providing necessary background information is a proposal by White which is concerned with the evolution of culture as a whole. White is interested in general levels of cultural development, rather than with specific differences between cultures within each level. White shows how his simple formula may be modified to read:

\[ E (\text{energy}) \times T (\text{technology}) \times V (\text{environment}) = P (\text{productivity}). \]

Thus, the form taken by any culture in its development is a matter of cultural-ecological adaptation is, of course, the group's technology, which will play a powerful, determining role in the level of social, political, economic, and religious organization that is achieved. However, other factors, such as climate, the nature and distribution of natural resources, and the nature of contacts with other human groups will influence the ways in which specific adaptation is made. Through a combined process of subjective and objective observation incorporating White's formula, cultures may be assigned


\[ ^{41}\text{Ibid., p. 49.} \]
to one of three categories: underdeveloped, developing, and developed. (See Figure 3).

Contributions from Sociology -- Just as anthropologists have provided useful conceptual tools for understanding aspects of the "cultural system" of sport and physical education, so too, have the sociologists developed concepts about society and human social action which have merit in the analysis, explanation, and control of certain social phenomenon.

The basic point of reference of sociology, as outlined by leading theorists, is the meaningful interaction of two or more individuals or organized groups of human beings. Thus, when reference is made to a social system, we view it in terms of being composed of identifiable elements and patterns of regularities which appear with such frequency that "structures" may be attributed to the social system.

Loomis develops sociology's frame of reference by stating, "The discipline's particular phenomenon is interaction, characterized by patterned social relations that display in their uniformities social elements, articulated by social processes, the dynamics of which account for the
The Demographic System

The Socio-Cultural System

The Ecological System

\[ E (\text{energy}) \times T (\text{technology}) \times V (\text{environment}) \rightarrow P (\text{productivity}) \]

Figure 3. Schema for Ascertaining the Level of Cultural Development*

*Cultural development proportional to the level of productivity achieved (subjectively + objectively assessed.*)
emergence, maintenance, and change of social systems.\textsuperscript{42} In order to analyze social phenomena, the author developed a conceptualized social system as a basic research model which he called the Processually Articulated Structural Model (PAS Model).\textsuperscript{43} In the model, Loomis classified social processes under two headings: "the specialized elemental processes which articulate the separate elements and the comprehensive or master processes which articulate or involve several or all of the elements."\textsuperscript{44} The comprehensive or master processes, each of which activates many or all of the elements, can be of general utility in the analysis of social action and particularly in the development, persistence, and change of social systems. Each of the major concepts are presented and elaborated upon below as follows:

1. Communication: Communication is the process by which information, decisions, and directives are transmitted among actors and the ways in which knowledge, opinions, and attitudes are formed or modified by interaction.


\textsuperscript{43}Ibid., p. 8.

\textsuperscript{44}Ibid., p. 7.
2. Boundary Maintenance. This is the process whereby the identity of the social system is preserved and the characteristic interaction pattern maintained.

3. Systemic Linkage. Systemic linkage may be defined as the process whereby one or more of the elements of at least two social systems is articulated in such a manner that the two systems in some ways and on some occasions may be viewed as a single unit.

4. Socialization. Socialization is the process through which the social and cultural heritage is transmitted.

5. Social Control. Social control is the process by which deviancy is either eliminated or somehow made compatible with the functioning of the social groups.

6. Institutionalization. Institutionalization is the process through which organizations are given structure, and social action and interaction are made predictable.\(^{45}\)

The above criteria are presented as being requisite processes or functions that a social system must perform in order to persist.

Another sociological concept which warrants consideration is that of social grouping. Humans seek groups in

\(^{45}\)Ibid., pp. 30-37.
which to live because they have found that group living not only helps them to sustain and maintain themselves, but it also permits and encourages efficiency of operation and personal excellence with regard to tasks. As Ulrich has stated, "... the social groups of man are imperative to the social order. ... they maintain the institutions of marriage and family, religion, government, education and social conscience." The universal bases upon which groups are structured are sex, age, kinship, common residence, and voluntary association. These universals are found in all societies, and it is to be expected that they will exist whether they are overtly acknowledged or not. Ulrich suggests a topical outline which has implications for studying sport and physical education in the setting of social grouping. Headings such as group characteristics, types of groups, group organizations, group structure, group classification, group behavior and personality, group interaction, and group leadership may be fruitful in analyzing both the specific and general interactions which occur between social groups and sport and physical education per se.


47 Ibid., pp. 41-59.
The concept of social stratification also may have relevance when reference is being made to social organization. Lundberg, et al. have said that social stratification is "a division of a population into two or more homogeneous layers, between which there are differences in privileges, restrictions, rewards and obligations." Ulrich refers to stratification as being the product of geographic conditions, of feudal systems, of the 'hero concept' and of certain philosophic commitments.

Societies identify the sort of stratification that they use by assigning characteristics to their social order. The forms of social stratification are usually identified as caste, estate and open class. Each of these forms is related to the others, yet each has unique features which distinguish it from the others. Closely aligned with the basic concept of social stratification in an open society is the opportunity for mobility from one status to another. Mobility is the flow, either upward or downward, between higher and lower classes. Such mobility occurs because of interaction and because the society permits the movement.


49 Ulrich, op. cit., p. 61.
Ulrich discussed the importance of social processes and their implications for physical education. She stated:

The social process always involves values, which have been fostered by the culture, and it is toward those values that actions are directed. The actions are structured with respect to people who must be related to each other in some degree in order for the values to be achieved. This relationship of person to person with regard to a cultural value culminates in an actional pattern of behavior which can be defined and studied.\(^50\)

Social processes are classified according to the number of people involved, the degree of intimacy between individuals, and the nature or pattern of the process. All social interaction lies along a continuum which extends from disassociation to association including the basic social processes of competition, conflict, co-operation, accommodation, and assimilation.

The sociological concepts of (1) social change and (2) social control warrant further consideration. Gerth and Mills have defined social change as "whatever may happen in the course of time to the roles, the institutions, or the orders comprising a social structure: their emergence, growth, and decline."\(^51\) Change in society

\(^{50}\)Ibid., p. 74.

occurs when an event or series of events happen at a particular time and place in such a way as to call for adjustment or modification so that equilibrium can be maintained. One must be cognizant of the fact that social change is not a singular, isolated process, but rather a pluralistic one.

The causes of social change may be technological, industrial, economic, ideological, or religious. A number of theories related to causation of social change have been postulated; including divine determination, deviation from the original, evolution, cycle, challenge, and response, technological culture contact and social movements.\(^{52}\) It would appear that there is no single material or functional system which can be identified as the single cause of social change: there is plurality in the origin of change.

Of considerable import in the development of the framework is the acknowledgement of the fact that social change comes about as a result of either diffusion or invention. Diffusion has been defined as, "the movement of a pattern of culture from one society to another or from

\(^{52}\) Ulrich, *op. cit.*, pp. 89-90.
one segment of a society to another segment of the same society." On the other hand, invention occurs "when there is a combination of two or more existing culture traits into something different that is greater than the sum of its parts and serves a new purpose."^54

The concept of social control has relevance and should be mentioned. Once social order is established, life proceeds in a more or less orderly manner. However, social roles and social definitions are frequently challenged. The ensuing difficulty makes it necessary for a society to establish ways in which social controls can be established. It becomes necessary for one to understand the functioning of groups responsible for maintaining social order.

Contributions from Education -- Among the more significant trends in education, in particular comparative education, is an attempt to combine the benefits of historical research with scientific advantages of methods employed by social scientists in a number of fields. On the whole, an increased emphasis on the need for expanded inter-disciplinary

^53 Ibid., p. 91.
^54 Ibid., p. 92.
co-operation is clearly evident. Recent developments in comparative education, international education, and developmental education have created a need for a theoretical framework for comparative studies which will not only assess the historical determinants, but also assist in the analysis of the present functioning of the educational system. This type of research may make it possible for one to predict some of the problems which will face education in the future.

A number of educators have made significant contributions to expanding the theoretical basis underlying national systems of education. Moehlman provides a broad set of three categories to identify factors relevant to a national system of education: 1) orientation, 2) organization, and 3) operation.\(^5\)

Moehlman's initial category of orientation concerns those factors within the cultural system (physical and human) which give direction to the system of education. Here, the understanding of the interaction of the educational system with ecological, socio-cultural and demographic systems is of considerable import, for it is these factors

which influence the very character of the system of education to be found in a culture. Cramer and Browne, in dealing with this question, have isolated and described seven distinct influences which affect the character and development of national systems of education. These include:

1. Sense of National Unity.
2. General Economic Situation.
3. Fundamental Beliefs and Traditions.
5. Language Problems.
6. Political Background.
7. Attitude Toward International Co-operation.\(^5\)

Moehlman's second category in his schema is organization. To the author, this is interpreted as being the general organizational structure of the system of education, with its allocation of authority at the various levels. In most cases, the structure of the national system is overriding the social and political philosophy of the culture, and as a result, mirrors this philosophy. Cramer and Browne have provided a framework which indicates

possible ways of administering, controlling and financing education. Their classification scheme can be most useful in determining the nature and extent of national government involvement in education.

1. Strong local responsibility and decentralized control (e.g., United States).

2. Strong national or state control - centralization (e.g., France).

3. Responsibility divided between national and local units (e.g., England).

4. National control of policy, but decentralization of administrative detail (e.g. U.S.S.R.).

Both authors are careful to add that although "... educational systems are influenced by social and political forces, one must be wary of assuming a correlation between types of educational administration and types of political systems."58

A conference held in Hamburg in 1963, sponsored by the UNESCO Institute of Education, resulted in the publication of a document that is of considerable value to the researcher in comparative physical education. The focal

57 Ibid., p. 4.
58 Ibid.
point of the discussions centered around the presentation of frameworks which would facilitate the systematic identification and classification of relevant background data as they bear upon the formulation of educational policy. Some of the frameworks, particularly those employed to describe institutions of education, appear to have application for studies in comparative physical education.

One of the working groups, chaired by Brian Holmes, developed a scheme which would guide systematic description of educational systems in their social context.60

CLASSIFICATION OF SCHOOL SYSTEMS FOR COMPARATIVE DESCRIPTIVE PURPOSES

<table>
<thead>
<tr>
<th>A. Regulatory Factors.</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Legal basis.</td>
</tr>
<tr>
<td>2. Administration and finance.</td>
</tr>
<tr>
<td>3. Organization.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>B. School Practice.</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Internal organization.</td>
</tr>
<tr>
<td>2. Content and method.</td>
</tr>
<tr>
<td>3. Teaching aids.</td>
</tr>
<tr>
<td>4. Guidance and psychological services.</td>
</tr>
<tr>
<td>5. Evaluation and certification.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>C. Out of School Activities.</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Activities.</td>
</tr>
<tr>
<td>2. Institutions providing opportunities for out of school activities.</td>
</tr>
</tbody>
</table>

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60 Ibid., pp. 45-61, 50-54.
1) Social/Cultural.
2) Economics.
3) Politics.

D. Education For Physically, Mentally and Morally Handicapped Children.

E. Ancillary Services (Welfare Services, Libraries and Museums, Transport Facilities, etc.).

F. Conditions of Service of Teachers.

G. Adult Education.

In arriving at the classification scheme outlined above the conference members considered the proposals outlined by Hoz and Hilker. These warrant further consideration. Hoz proposed the following framework.\textsuperscript{61}

\textbf{CLASSIFICATION OF DATA FOR THE COMPARISON OF SCHOOLS}

1. Origin and Evolution of the Schools.
2. Aims and Objectives.
3. Personnel (Teachers, Technicians and Pupils).
5. Organization (Plan of Work, Curriculum and Methods, Guidance and Counselling, Extra-Curricular Activities, and Control).
6. The School's Social Relations (With the Parents, With the Community.)
7. Educational Policy.

\textsuperscript{61}\textit{Ibid.}, p. 63.


Hilker suggested this schema. 62

CLASSIFICATION OF VERTICAL AND HORIZONTAL RELATIONSHIPS

<table>
<thead>
<tr>
<th>Level</th>
<th>Age Range</th>
<th>Stages</th>
</tr>
</thead>
<tbody>
<tr>
<td>IV</td>
<td>25+</td>
<td>Stage 6</td>
</tr>
<tr>
<td>III</td>
<td>21/22</td>
<td>Stage 5</td>
</tr>
<tr>
<td></td>
<td>18/19</td>
<td>Stage 4</td>
</tr>
<tr>
<td>II</td>
<td>14/15</td>
<td>Stage 3</td>
</tr>
<tr>
<td></td>
<td>10/11</td>
<td>Stage 2</td>
</tr>
<tr>
<td>I</td>
<td>5/6/7</td>
<td>Stage 1</td>
</tr>
</tbody>
</table>

62 Ibid., p. 57.
The preceding provides an overview of certain trends and methods of comparative education. Much of the material obviously has relevance for comparative studies in sport and physical education. For the most part, comparative educators recommend that an evaluation of the influence of other systems in the social and cultural context in which the system of education functions, be undertaken. No doubt, this information from comparative-education can be very helpful in stimulating more rapid development of mature methodology in comparative physical education.

The preceding pages have illustrated some ways in which cultural anthropology, sociology, and education might provide useful concepts for describing and analyzing sport and physical education as an aspect of culture. Further research in anthropological, sociological, and educational theory should provide additional information to increase the effectiveness of analytical studies of sport and physical education as a social and cultural phenomenon.

The Political System.

As the focal point of the study is concerned with ascertaining the role that national governments assume in
sponsoring programs of sport and physical education, considerable attention must be directed towards the adoption of a theoretical framework from political science.

In all societies certain categories of behavior can be isolated which are discussed collectively as the political aspect of culture. They are, basically, the cultural arrangements by which a group shares rights in a territory and organizes for mutual services, including the defense of that territory. Features of systems of political behavior, both latent and observable, have counterparts in all societies.

Keesing has defined the characteristic features of political organization as a) common membership and loyalty, b) shared traditions and symbols, c) internal government for group control and welfare, and d) a system of external relations. Each of these characteristics is directly affected by the central theme or concept underlying the philosophical basis of political organization: that of the exercise of power. Almond further suggests that there are four characteristics which all

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63 Keesing, loc. cit.
political systems have in common, and in terms of which they may be compared.

1. First, all political systems, including the simplest ones, have political structure. They may be compared with one another according to the degree and form of structural specialization.

2. Second, the same functions are performed in all political systems, even though their functions may be performed with different frequencies and by different kinds of structures.

3. Third, all political structure, no matter how specialized, whether it is found in primitive or modern societies, is multifunctional.

4. Fourth, all political systems are "mixed" systems in the cultural sense. There are no "all-modern" cultures and structures, in the sense of rationality, and no all-primitive ones, in the sense of traditionality. They differ in the relative dominance of the one as against the other, and in the pattern of mixture of the two components.64

Almond, in speaking of the universality of political structure, states: "There is no such thing as a society

which maintains internal and external order, which has no 'political structure' — that is, legitimate patterns of interaction by means of which this order is maintained."

Bierstedt, et al. present a schema which can be utilized in distinguishing between the political practices of two different states. The schema is based upon polarization of political practices.

1. Pluralism — Monism (P = Political Practices Related to Power)
2. Decentralization—Centralization
3. Individualism — Collectivism

When we discuss centralization, unification, or collectivization of authority in society, we are in fact discussing the manner in which sovereign authority is exercised. To the degree that a social system is unified, centralized, and collectivized, sovereignty is exercised by a smaller group on behalf of the whole society, or to look at the same point another way, the sovereign authority of the individual is minimized. Where the system is characteristically dispersed, decentralized, and individualistic, the authority of the individual is maximized.

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65 Ibid.
In an effort to achieve greater realism in comparative studies, political scientists have begun to employ methods largely from sociology, known as structural-functional analysis. Essentially, this perspective sees the entities of political study not as states or as governments, but as political systems, comprising all the interacting structures engaged in political activity. Within the political system, various structures perform differing functions essential to its 'vitality.' Structural-functional analysis aims at a systematic determination of the functional requisites of any society, and of their relationships. It seeks not only a better understanding of the nature of political systems, but a more effective method for their comparison.

More nearly a perspective than a specific procedure, the method is based upon the question: What are the functional requisites of every political system? The results have been varying conceptions of the system and its functional requisites. David Easton sees the main functions of a political system as receiving "inputs" in the form of demands and supports, and producing "outputs" in the form of authoritative decisions and policies. Roy C. Macridis

suggested four basic concepts for a classification of comparative politics: decision-making, power, ideology, and political institutions. Harold Lasswell developed seven functional categories: intelligence, recommendation, prescription, invocation, application, appraisal and termination. Samuel H. Beer distinguished the basic elements, or main variables, of a political system in terms of its political culture, power, interests and policy. Gabriel A. Almond, seeking out the structures that perform political functions in the political system, lists the input functions as political socialization and recruitment, interest articulation, interest aggregation, and political communication; the output functions as rule-making, rule application, and rule adjudication. The differing views presented above indicate that the introduction of a variety of techniques and concepts to be used in political analysis has begun to produce some fresh insights and perspectives.


71 Almond, et al., op. cit., p. 17.
On the classifying of national political systems there appears to be no end. Since every political system is at once unique and in flux, all classification is at best partial and temporary. As Curtis observes, "Regimes exist in a continuum, somewhere between total reliance on either persuasion or coercion, differing in the amount of power exercised and the way it is distributed; they do not fit neatly into rigid categories." Nevertheless classification schemes are of immediate utility, for they serve to illuminate the major politically meaningful similarities and dissimilarities between political systems.

The classical division of political association was developed by the Greek philosopher, Aristotle (Table 1). In a book entitled Politics, Aristotle divided all governments into three basic types: 1) rule by one person, 2) rule by a few persons, and, 3) rule by many persons. Each type had two alternate forms, one "good" and one "perverted." Thus, the good form of rule by one man he termed kingship; the perverted form he called tyranny.

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Rule by the few could be aristocratic (good) or oligarchic (bad).

Table 1

THE ARISTOTELIAN DIVISION

<table>
<thead>
<tr>
<th>Number of Rulers</th>
<th>Rule in the General Interest</th>
<th>Self-Interest Rule</th>
<th>Social Group</th>
</tr>
</thead>
<tbody>
<tr>
<td>One</td>
<td>Monarchy</td>
<td>Tyranny</td>
<td>King</td>
</tr>
<tr>
<td>Few</td>
<td>Aristocracy</td>
<td>Oligarchy</td>
<td>The Wealthy</td>
</tr>
<tr>
<td>Many</td>
<td>Polity or Democracy</td>
<td>Ochlocracy</td>
<td>The Poor</td>
</tr>
</tbody>
</table>

Using this classification system, Aristotle produced a detailed and often astute analysis of the changes that occurred in the political societies of his day, and many of his comments are still useful and penetrating.

More recently the political scientist, Michael Curtis, developed a typology for classifying contemporary political systems.

74 Curtis, op. cit., 47.
1. Monarchies and Republics.
3. A Marxist Classification.
5. Non-Constitutional Regimes.
   a) Authoritarian regimes.
   b) Military dictatorships.
   c) Guided democracies.
   d) Reforming dictatorships.
   e) Totalitarian regimes.\(^7\)

In discussing the problems facing the utilization of classifications and typologies of political systems, Curtis concludes: "... no one classification can capture in any permanent manner the kaleidoscopic characteristic of a large number of different systems, but the most useful typology is one that, for the observer, illuminates the largest number of features in the regime, economic, social and cultural, as well as political."\(^7\)

Kousoulas, in undertaking a venture similar to the one completed by Brogan and Verney, developed a framework in

\(^7\)Ibid., pp. 44-67.
\(^7\)Ibid., p. 69.
which "its approach is pragmatic and its design introductory."\(^{77}\)

PART ONE: FREEDOM AND SOCIAL CONTROL

1. The Element of Power.
2. Authority and Power.

PART TWO: PARTICIPATION IN THE POLITICAL PROCESS.

1. Representation.
2. Selecting the Decision-Makers.
3. Political Parties.
4. Pressure Groups and the Political Process.
5. Public Opinion as a Political Factor.

PART THREE: THE MACHINERY OF GOVERNMENT.

1. The Making of Rules.
2. Legislative Assemblies.
3. The Executive.
4. The State Bureaucracy.

PART FOUR: RELATIONS AMONG GOVERNMENTS.\textsuperscript{78}

A number of the concepts and basic ideas to be found in the frameworks related to the analysis of the political systems have implications for the study of the national government's involvement in sport and physical education. Out of necessity, the final theoretical framework will be limited to those aspects of the political system which are relevant to the program of sport and physical education. Central issues such as type of national political system, allocation of power and authority, participation in the political process, machinery of government, and international political role will be examined.

\textsuperscript{78}Ibid., pp. 3-379.
CHAPTER VI
THE DEVELOPMENT OF A THEORETICAL FRAMEWORK: NATIONAL GOVERNMENT INVOLVEMENT IN SPORT AND PHYSICAL EDUCATION

The development of a theoretical framework to facilitate the systematic analysis of national government involvement in sport and physical education requires that a number of basic assumptions be made. A model delineating interactional and directional patterns of relationships amongst the ecological, demographic and sociocultural systems, the national political system and the national system of sport and physical education (as it relates to the national political system) is presented (See Figure 4). Within the structure of the projected model, the ecological, demographic, and sociocultural climate influences the development and evolution of a national political system, and its philosophical commitment. Concurrently the systems of stage one perform an interactional function with stage four in determining the nature of the program of sport and physical education to be found in that culture. Once a clearly defined national political system (Stage two) has evolved, a definite
Figure 4: A Model Delineating Interactional and Directional Patterns Among the Ecological, Demographic and Sociocultural Systems, The National Political System, and National System of Sport and Physical Education.
pattern of the nature and extent of national government involvement in sport and physical education (Stage three) can be ascertained. A final assumption is that the proposed model applies to all cultures.

The task of developing a theoretical framework for systematic analysis of the nature of national government participation in sport and physical education has several difficulties. First, there is little previous research on this topic and, as a result, the diversities that exist among national systems of sport and physical education are not as well understood as they might be. Second, the diversity of cultural patterns throughout the world presents a problem in developing a framework that can be universal in its application. A third limitation is the lack of a precise, clearly defined international terminology. A standardization of technical terms and norms for universal intelligibility would make international collaboration more meaningful. Differences do exist, and these must be recognized and pointed out. For example, the terms sport, physical education and recreation do not convey identical meanings in various countries throughout the world.

In order to facilitate the stages of description and interpretation (and eventually comparison) when analyzing
national government involvement in sport and physical education, several classification schemes are provided. First, the motivational reasons underlying national government participation in sport and physical education are assessed. Second, a framework used to describe the nature and extent of national government involvement is provided. Topical headings dealing with historical considerations, organizational and administrative structure, program commitment, an analysis of national government support and a section dealing with recent developments and future projections are included. Finally, a framework for summarizing discussions, and making concluding observations on the role played by national governments is provided.

Motives Underlying National Government Involvement.

In trying to illuminate the relationships that exist between the national government and the system of sport and physical education, several poignant, penetrating questions arise concerning the nature of this connection. Why are national governments involved in sponsoring programs? For what purposes? Why are some national systems more involved than others? Is their degree of involvement dictated by a philosophical orientation of individualism
or collectivism? These questions are very obviously loaded and succinctly point to the need for a schema to determine reasons for involvement. The motives underlying governmental participation must be isolated and better understood. Further, one must realize that some of the reasons are openly proclaimed and obvious, whereas, some are more subtle, and consequently more difficult to detect.

A perusal of the literature providing a historical perspective on the role of national government involvement, and the scrutiny of contemporary documents obtained from different countries resulted in the exposure of several motives underlying the commitment of a national government to support sport and physical education (See Figure 5). A brief discussion and further elaboration of each of the functions is in order.

National governments are motivated to participate in programs of sport and physical education for specific reasons. The motives that will be outlined here are those which explain or justify a permanent intervention by the government into the domain of sport and physical education. Meynaud isolates three major reasons for government involvement. They are concern for the maintenance of public
Figure 5: A Model Characterizing the Motives Underlying National Government Involvement in Sport and Physical Education.
order; concern for the physical condition, and affirmation of national prestige. Using an expanded version of Meynaud's classification scheme, the motives underlying government involvement in sport and physical education can be further divided. It should be emphasized that each of these functions is not exclusive of the others, but they are often closely aligned and interrelated.

Individualizing Function — In some cultures, we can observe that national governments promote sport and physical education and associated learning primarily for the contribution it makes towards the total development of the individual. Thus, the national political system assumes the moral and ethical responsibilities of this charge by providing opportunities for each member of its populace to achieve certain levels of physical fitness, should they be desired. This concept of total development or fitness for life, is frequently achieved through the government's provision of facilities and programs for sport, physical education, and related activities. It should be noted that, the individualizing function, as a motivational factor,

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is more prevalent in democratically-oriented societies, in which the worth of the individual is recognized more than that of the state.

Socializing or Nationalizing Function — The use of sport and physical education as a means of adjusting individuals to accepted social patterns and standards can be viewed as another reason for national government involvement. Here, physical activity can be utilized in achieving social stability and maintaining social order. National government interest then becomes concerned with the fitness and well-being of the entire population as it contributes to national vitality and even survival. It is doubtful if we fully realize the extent and influence of sport and physical education in the formulation and conduct of national policy. As has been demonstrated, sport and physical education can be utilized in the development of a new social or political system. To condition people to become disciplined, strong, and effective for one political ideology can be a powerful force in unifying the peoples of a nation. ² Whether the final outcome is obtained through a program of national

fitness or through success in international competition, governments shall usually be concerned with promoting programs associated with nationalistic feelings. ³

National Prestige Function -- Competition in sport between countries has given rise to still another factor which provides motivation for national government involvement. McIntosh observes that "sportsmen are under pressure to vindicate the ideology of their country. . . and, there are very few governments in the world which do not accept the political importance of success in international sport." ⁴ Victories in international athletic competition have been interpreted as meaning a superior vitality, or way of life, and has led to heavier subsidization by national governments. The pressure for excellence in international competition has led one author to comment that "this disease of preserving national prestige is running amok." ⁵

International Goodwill Function -- National governments have used sport and physical education in further promoting

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cultural empathy and understanding between nations. De Coubertin, in the initial stages of the Olympic movement, had hoped that sporting activities might improve political relationships among the diverse cultures of the world. Within the past century governments have recognized the potential of sport and physical education as medium for cultural interchange and have sponsored athletic teams, student and teacher exchanges for the purpose of accomplishing international co-operation.

Military Function -- Nations, in order to protect their political independence, must take steps to ensure that this sovereignty is not challenged. National governments assume this responsibility by maintaining a military force for the purpose of protecting its population against the possibility of external invasion. In order to undergo the rigors of conflict, the physical fitness level of the military becomes an important factor. Historically speaking, a number of physical activities, such as boxing, wrestling, swimming, skiing, etc. have been encouraged for their contribution to physical fitness and physical courage -- prime requisites for the fighting soldier. The connection between sport and physical education and military preparedness, as it is
related to national security, has implications for the role national governments should assume in such a situation.

**Labour Productivity Function** -- A number of national systems have long since recognized the importance of health and physical fitness as it contributes to labour productivity. The basic assumption is that a healthier person will be able to perform tasks associated with his job with greater efficiency. Hence, the quality and quantity of the work is increased, resulting in increased production and prosperity through the sale of the goods. Morton mentions, in *Soviet Sport*, that on-the-job calisthenics is greatly encouraged by the party for this reason. The rationale underlying government promotion of sport and recreation within industry is consistent with basic economic principles.⁶

**Economic Function** -- The economic importance of sport and physical education lies not merely in its absorption of surplus wealth and leisure. In a number of modern societies, the financial structure of a country has effectively used sport as an important supporting member. A number of national governments control the gambling associated

with sporting contests. The considerable income that is realized from such a venture is recirculated into the country's economy in the form of financial and promotional assistance to the total program of sport and physical education.

Legislative Function — In order to ensure the stability of the social system, the government assumes the responsibility of developing and enforcing the laws designed to protect the public at large. Several national systems have introduced legislation whereby areas of land have been set aside for recreational purposes. Often disputes involving athletic teams, amateur and professional, have to be settled in courts of law. Government participation in sport and physical education, through legislative enactments, is usually positive in nature, for decisions are usually made in the best interests of the public.

Political Indoctrination Function — History indicates that national governments have used, and are still using, sport and physical education as a tool for indoctrinating their youth with a particular political philosophy. The

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D. D. Molyneux, Central Government Aid to Sport and Physical Recreation in Countries of Western Europe (Birmingham: University of Birmingham, 1963), p. 11.
Juvenes in the Roman Empire, the nineteenth century Turner and Sokol movements, and the activities of the youth groups in Nazi Germany, Italy and the U.S.S.R. during this century support such a claim.

The diversity of purpose attached to national government involvement, as indicated above, suggests that this phenomenon is indeed, more complex than one would be led to believe. The differentiation in direction and degrees of emphasis appears to vary considerably from culture to culture. An analysis of some national systems will indicate that a wide range of purposes characterizes the nature and degree of government involvement, whereas, in others, perhaps only a single dominant reason may be isolated. Further, one must be cognizant of the overlap that occurs. Each function must not be viewed as a singular entity, but rather as interacting elements -- each of which adds another dimension to the knowledge required in understanding why governments participate in sponsoring programs of sport and physical education.

The nature of governmental activity, as determined by organizational and administrative structure and program commitment, appears to be closely aligned with the political and educational philosophy of the individual culture. For
example, in a political system characterized by centralized authority, we find that the administrative structure of sport and physical education is concentrated in a similar manner.


This aspect of the framework provides a classificatory scheme which will facilitate systematic analysis of national government activity in sport and physical education. First, a perspective for contemporary interpretation of the phenomenon is provided by determining the origin and tracing the evolution of national government involvement. Second, after the historical basis has been established, a scheme for guiding the analysis of the administrative and organizational structure is developed. Third, a typology for determining the nature and scope of the program activities sponsored by the national government is presented. Fourth, a set of guidelines for analyzing the amount and the direction of national government support to sport and physical education is suggested.

Historical Considerations.

Before an accurate assessment of the current activities of the national government can be made, familiarity
with the government's past involvement is essential. Research in this can be guided by posing the following questions: Has the national government maintained a program of sponsorship over an extended period of time? Or, is its activity of recent origin? Can certain events be isolated which have led to an expansion of programs in this area? What significant pieces of legislation have been passed to promote sport and physical education? Have these acts met with success, or with failure? Why?

Historical data can be categorized in the following manner:

1. Determination of the origin of national government involvement.

2. Tracing the evolution of national government involvement up to the present day.

3. Highlighting significant national legislation.
   a) Events preceding its passage.
   b) Events subsequent to its passage.

4. Ascertaining success or failure of programs.
   a) Why?
   b) Public acceptance.
   c) Program development and continuity.

Analysis of historical data may provide further insights into the functioning of the present program.
Administrative and Organizational Structure.

In order to fully appreciate the program of activities which they sponsor, one must ascertain how sport and physical education fits into the total organizational scheme of the national government. In some countries the role assumed is more prominent than in others. This is due, in part, to the degree of centralization of administrative authority and usually results in a legislative rather than an advisory orientation. In developing the classification schema, attention must be focused upon several general categories. Initially, the departments within the national government which sponsor programs of sport, physical education and related activities (indirectly) must be isolated. The nature and scope of the programs conducted by each of the departments must be analyzed, and the general objectives assessed. Further, the degrees of centralization, decentralization, and co-ordination of program activities must be determined. Second, departments within the national government whose sole responsibility lies in the fields of sport and physical education must be isolated. Third, the relationships between departments within the national government and non-governmental organizations (amateur sports organizations, multiple sports governing bodies, professional
associations, and private agencies) must be examined. Fourth, the relationships among all levels of government (local, provincial or state, regional, national, and international) on matters concerning sport and physical education is described. Finally, a category which will take into account any unique features of organizational structure is offered which cannot be classified in any of the above categories.

In addition to discussing the topical headings outlined above, an organizational chart, indicating lines of communication and positions of authority is provided.

1. National Governmental Departments Sponsoring Programs of Sport and Physical Education.
   a) Nature and Scope of the Program.
   b) Types of Groups for which Programs are Provided.
      i) Populace in general.
      ii) Federal employees.
      iii) Specific groups, such as native populations.
      iv) Industry.
      v) Miscellaneous.

2. Specific Departments of the National Government Solely Responsible for Sport and Physical Education.
   a) Organizational Scheme.
   b) Objectives and Purposes.
   c) Nature and Scope of the Program.

3. Relations Between Departments of the National Government and Non-Governmental Organizations.
   a) Amateur Sports Organizations.
   b) Multiple Sports Governing Bodies.
c) Professional Associations.
d) Private Agencies.
e) Industry.

4. Relations Between the National Government and Other Levels of Government.
   a) Local Level.
   b) State and Provincial.
   c) Regional Level.
   d) International Level.

5. Unique Features of Administrative and Organizational Structure.

The Program of the National Government.

When reference is made to the actual meanings of national government sponsorship and involvement in programs, four possibilities exist. First, sponsorship can take the form of direct or indirect financial assistance. Second, it can be found in the form of administrative and organizational assistance. Third, involvement can occur through the endorsement of specific functions and activities, and fourth, by the provision of additional service in an advisory capacity. One central issue remains. Although it may be a difficult assessment to make in some instances, a distinction between the concept of complete government control, as opposed to government involvement through promotion and encouragement, must be made. The question must be posed: Is the philosophical direction of the program one of control or promotion?
When examining the sport and physical education program conducted by the national government, there appear to be a number of areas which have universal applicability. (See Figure 6). In some cultures, certain aspects of the program receive wider support than others. As with the administrative structure, a variety of program patterns can be observed. National government's involvement in program is multidimensional, with activities ranging from promotion of fitness research to sponsorship of national championships.

A brief discussion of the nature of the total program in which national governments have expressed interest follows:

Amateur Sport (National Governing Bodies) — Financial and advisory assistance is frequently made available to national sports governing bodies and multiple sports governing bodies. This aid enables amateur sporting organizations to function at local, regional, national and international levels. Grants are utilized in the total development of the program. They are designed to encourage the quality and quantity of leadership, strengthen the administrative structure and contribute to the development
### Historical Considerations

1. Origin
2. Evolution
3. Significant Legislation
4. Evaluation

### Administrative and Organizational

1. National Government Departments
2. Specific Agencies
3. Nonpolitical Organizations
4. Other Levels of Concernment
5. Unique Features

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**Figure 6.** A Chart Delineating the Nature and Multidimensionality of National Government Involvement in Programs of Sport and Physical Education.
and expansion of the program. The national government's role can be viewed as that of a catalyst in assisting the organizations to improve in the general administration of their sport.

Educational-Information Services — Another feature of the national government's program is that of the maintenance of information service through which the general public is kept informed about the total program of sport and physical education. This type of service is two-fold. First, an active program of public relations, utilizing the various media (press, radio, and television) is conducted. Second, the national government frequently employs an educational materials program which produces printed materials, films, and filmstrips of a technical nature designed to assist in the promotion and instruction of various fitness, recreation, and amateur sporting activities. In several countries governments provide advisory assistance, in helping amateur sports organizations with their work in the area of educational materials, and information services. In addition, some countries have a national library which serves as a clearinghouse of information on topics related to fitness, recreation and amateur sport through the country.
Facilities Construction and Maintenance -- One of the primary objectives established by national governments in relation to sport and physical education, is the construction and maintenance of facilities. However, the manner in which this aid to sport is presented frequently conceals the full extent of assistance given. National and regional sports centers figure prominently in the type of facility or facilities being wholly or partly subsidized. Many of these facilities take the form of multiple purpose sports centers. National governments, through co-operative cost-sharing agreements with other levels of government and private agencies, also encourage construction at the community level. In addition to providing financial impetus to expansion of sports facilities, some national governments have enacted legislation designed to set aside certain parks and recreation areas for recreational and outdoor pursuits. Some governments give money directly to organizations such as schools for the sole purpose of sports facility construction.

International Teams and Delegations -- There is widespread assistance from national government resources for international athletic competition, not only to assist in the
preparation of representatives to Games such as the Olympic, Pan-American, British Commonwealth, but, in most countries, for other international meetings also. In some cases, the full extent of this aid is concealed amid figures of grants distributed by the national federations, or their equivalents to governing bodies of sport; on the other hand, this is sometimes more explicit. One must distinguish between training expenses and those funds made available for the purpose of travel to and from international competitions. It should be pointed out that this aspect of the program is not necessarily limited to teams and officials competing at international sports contests. Involvement in this sphere frequently extends to delegates attending physical education and sports conferences outside the country and is referred to under the appropriate term of international contacts.

Leadership Development and Training -- This aspect of the program usually embodies two groups: amateur sports and physical education. Governments provide financial aid and technical assistance for the purpose of developing coaches, trainers and administrators for amateur sport. Coaching clinics, leadership training, attendance at sports
training schools are designed to strengthen the total program of amateur sports at the local, regional and national levels. The second aspect of the program provides assistance in the continued improvement of the professional contributions of those in physical education and recreation. Here, aid is directed to the preparation of individuals for roles as teachers, administrators in the school and university system, public and private recreation, and government. Assistance can be provided directly to the individual, or funds can be made available to institutions or organizations for this purpose. National governments have long since recognized the positive benefits -- the improvement of the level of sport and physical education -- through the development and training of properly qualified personnel.

National Awards Program -- In numerous countries there are national awards programs which are initiated and co-ordinated by the national authorities in close co-operation with other levels of government and professional associations. These are utilized to provide the general public with an incentive to participate in physical activity. In addition, provisions are usually made so that outstanding accomplishments in
sport do not go unrecognized. A carefully planned and articulated program of this nature could provide a useful means of encouraging greater interest and participation in numerous sporting activities. Evidence to support this contention can be found in several national systems where such a program has been successfully promoted and received. Perhaps the example most frequently mentioned is the Soviet G.T.O. system.

National Championships — Another aspect of the national government's total program is allocation of funds for the purpose of national athletic competitions for individuals of all ages, and both sexes. Support for such contests is frequently taken out of the total grant made to the national sports governing bodies. Although national championships are usually sanctioned by the individual sport involved, aid for such competition, in some instances, is not channelled through the national sporting association. Sometimes special national festivals, assisted in some form or another by the national government, are held.

Non-Governmental Organizations and Professional Associations — Another feature of national government involvement is that of the provision of financial and consultive
assistance to national agencies (non-political in their affiliations) operating programs related to sport, physical education and recreation, and to professional associations. The resources made available assist these organizations in conducting their programs, improving their administration, and, in general, improving overall efficiency.

Other Levels of Government -- As the national government represents only one aspect of the total political system, it is reasonable to assume that relationships with other levels of government are made for the purpose of promoting and encouraging programs of sport and physical education. Through the incorporation of cost-sharing schemes, the cooperative efforts of local, regional and national authorities can make significant contributions in the areas of facilities development and program expansion. Agreements of this type are necessary, if the total program of sport and physical education is to reach all levels of the population. The national government, through its initiatives and resources, can play an active role in the growth and expansion of programs at the community level.
Planning, Technical and Advisory Services -- The national government, by maintaining close-working relationships with the various levels of government, amateur sports organizations, non-political organizations, and professional associations, can provide useful planning, technical and advisory services. With an effective communication link established, officials in the national government can draw on their valuable background of knowledge of needs and developments in sport and physical education and apply them to the specific problems of each organization. Technical and advisory assistance in the evolution of long-range development plans, as well as technical advice on the planning of facilities are two additional services which can be provided.

Professional Sport -- Although considerable controversy exists over the conception and distinction between amateurism and professionalism, relationships between professional sport and national governments do exist. The analysis of this aspect of the program is most difficult, for it entails the establishment of operational definitions of what exactly constitutes an amateur and a professional. However, certain interactional patterns
are evident. For example, some governments utilize the profits received from gambling on professional sport for the furtherance of sport and physical education in general. Also, governments have allowed professional sport to provide leadership and assistance in the development of their respective amateur counterparts. In this respect, governments have been quick to intervene when this involvement takes a course which no longer has the best interests of amateur sport in mind.

Research and Sports Medicine -- A further common feature, made possible by national government interest and aid, is the development of programs of research and the medical supervision of sports. The areas of research and sports medicine are usually viewed as being independent. Several countries regard research as an important aspect of their total program and provide financial assistance for the investigation of problems related to both fitness and sports. In some countries, for the purpose of co-ordinating all investigations, the concept of a national research center for sport and physical education has been adopted.

Sport and Physical Education for the Disabled and Physically Handicapped -- Another area of support through government aid, is the assistance given to sport for the physically handicapped. National systems frequently use sport and
physical education in the rehabilitation of mind and body of the physically handicapped. Much of this international attitude can be attributed to the universal recognition of the benefits that individuals, of such circumstances, can derive through participation in physical activity.

Sport and Physical Education Within the Schools -- In countries where a national ministry of education exists and the system of education is controlled by Federal authorities, the national government assumes an active role in promoting sport and physical education. In this respect, educational institutions are acknowledged as being the main contributors to the total system of sport and physical education, and the expenditures on facilities, personnel and program substantiate this contention. In most cases, the degree of centralization of educational control is the key issue which determines national government involvement in this sphere.

Miscellaneous -- Inclusion of this topical heading within the classification scheme considers other aspects of the national government's program which cannot be categorized into one of the areas outlined above. Unique features such as special games and public relations would come under this heading.
National Government Support to Sport and Physical Education — Having once determined the scope of the program, a framework for analyzing financial support to sport and physical education is required. In some instances, this information is not readily available. In order to determine the extent of national government aid, three issues are relevant. First, the source of revenue for government expenditure must be determined. Second, the total amount of aid available and a distributional and directional analysis of the manner in which funds are dispersed is needed. Third, consideration is given to the machinery for distribution. In this aspect of the framework we are concerned with these questions: Where does the money come from? How much money is made available? Where does it go? Who decides where the funds will be directed? How is the decision or allocation of grants arrived at?

NATIONAL GOVERNMENT SUPPORT TO SPORT AND PHYSICAL EDUCATION

1. Sources of Revenue
   a) Revenue received from State-controlled sports, pools and lotteries.
   b) Revenue from public funds (taxation).
   c) Revenues from operation of facilities and programs.
   d) Other revenues.
2. Finances Available for Distribution.
   a) Total government expenditure on sport and physical education.
   b) Analysis of the distribution of funds.

   a) Who makes the decisions as to which programs should receive support, and to what degree? Decision-makers.
   b) How are the decisions made? What are the criteria that are used? Decision process.

In analyzing the financial commitment to sport and physical education, one assumes that the financial reports and statements released are accurate, and do reflect the activities of the national government. As the expenditures of some countries are considerably higher than in others, one must consider the level of economic development achieved by each nation. In addition, one must be aware of the distinction between direct and indirect support. By direct financial support reference is made to monies made available solely for programs of sport and education. In contrast, indirect aid refers to allocation of funds to programs which indirectly benefit sport and physical education. For example, the government through its various media may further promote certain recreational activities.
Recent Developments and Future Projections.

The question of national government involvement occupies a point on a continuum that is constantly in a state of flux and frequently subject to change. So that the phenomenon can be fully understood, the investigator must have feelings of the past, and of the present so that simple projections into the future can be made. The framework can be of assistance in evaluating recent developments. Obviously, abrupt changes in the political order and social order will affect the program orientation of the national government. Sometimes, occurrences of a more subtle disposition will result in the government's changing of its attitude, its direction, and program emphasis. These developments, and their ramifications, must be assessed, so that realistic projections can be made as to the impact they will have on the future program.

Summary, Conclusions and Recommendations.

After the descriptive and interpretive phases of the framework application have been completed, a section for summarizing, drawing conclusions, and making recommendations (where applicable), is presented. Within this section, all aspects of the theoretical framework
are brought together. For the sake of continuity and clarity, the topical headings within the framework serve as guidelines for the presentation of the data.
CHAPTER VII

A THEORETICAL FRAMEWORK FOR ANALYZING THE ROLE OF NATIONAL GOVERNMENT INVOLVEMENT IN SPORT AND PHYSICAL EDUCATION

The results in Table 2 provide a complete overview of the theoretical framework developed in Chapters V and VI. Four basic elements constitute the framework: (1) the general background information of the country being examined; (2) an analysis of the national political system; (3) national government involvement in sport and physical education; and (4) summary, conclusions and recommendations.

Table 2

A THEORETICAL FRAMEWORK FOR ANALYZING THE ROLE OF NATIONAL GOVERNMENT INVOLVEMENT IN SPORT AND PHYSICAL EDUCATION

I. General Background Information

A. The Ecological System

1. Geographical Features

a) Territorial Factors—the spatial features of a culture under study.

  i) area size or space
  ii) boundaries—physical and political
  iii) relative location—proximity to other cultures
Table 2 (Continued)

<table>
<thead>
<tr>
<th>b) Weather and Climatological Factors</th>
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<tbody>
<tr>
<td>i) type— as classified by general conditions</td>
</tr>
<tr>
<td>ii) temperature— seasonal variations, day-to-day changes.</td>
</tr>
<tr>
<td>iii) precipitation— average annual amount, seasonal distribution, form of occurrence</td>
</tr>
<tr>
<td>c) Physiographic Factors— major surface features or land forms</td>
</tr>
<tr>
<td>i) plains (prairies-steppes-tundra)</td>
</tr>
<tr>
<td>ii) mountain</td>
</tr>
<tr>
<td>iii) hill country</td>
</tr>
<tr>
<td>iv) plateau</td>
</tr>
<tr>
<td>d) Hydrographic Factors— primarily surface water features</td>
</tr>
<tr>
<td>i) streams</td>
</tr>
<tr>
<td>ii) lakes</td>
</tr>
<tr>
<td>iii) oceans</td>
</tr>
<tr>
<td>e) Biotic Factors— biological features of flora and fauna</td>
</tr>
<tr>
<td>i) natural vegetation</td>
</tr>
<tr>
<td>ii) native animal life</td>
</tr>
</tbody>
</table>

2. Biological Features of Man

| a) Physical Characteristics — anthropometric measurements |
| b) Racial Characteristics |

B. The Demographic System

1. Population Size

2. Population Pattern— density, distribution, ethnic pattern
Table 2 (Continued)

3. Vital Rates—birth rate, mortality rate, emigration, immigration, sex ratio, age distribution, life span and expectancy

C. The Sociocultural System

1. Economic Perspective

a) Production
b) Distribution
c) Consumption

2. Educational Perspective

a) The Control of Education

i) decentralization
ii) centralization
iii) shared responsibility
iv) national control of policy, decentralization of administration

b) Classification of School Systems for Descriptive Purposes

i) origin and evolution of the system of education
ii) aims and objectives
iii) regulatory factors
   - legal basis
   - administration and finance
   - organization
iv) personnel
   - teachers
   - technicians
   - pupils
v) material elements
   - buildings
   - equipment
   - teaching materials
vi) school practice
   - internal organization
   - content and method
   - evaluation and certification
   - extra-mural activities
Table 2 (Continued)

vii) out of school activities
viii) education for physically, mentally and morally handicapped children
ix) adult education
x) attitude toward international cooperation

3. Historical Perspective
   a) Origin and Evolution of the Culture

4. Political Perspective
   a) Common Group Membership and Loyalty
   b) Shared Traditions and Symbols
   c) Government for Group Control and Welfare
   d) System of External Relations

5. Religious Perspective

6. Social Organization Perspective
   a) Man's Social Groups
      i) age and generation
      ii) sex
      iii) family
      iv) kinship
      v) voluntary associations
   b) Social Stratification
   c) Master Social Processes
      i) communication
      ii) boundary maintenance
      iii) socialization
      iv) institutionalization
   d) Social Control
      i) social conformity
      ii) response to breaking of rules
Table 2 (Continued)

    e) Social Change

7. Symbolic Culture Perspective
   a) Language—written and spoken
      i) human communication
      ii) distribution and dynamics of language
   b) Art and Play
      i) arts—drama, painting, music, literature, etc.
      ii) play

8. Technological Perspective
   a) Food and Food Customs
   b) Clothing
   c) Shelter—Housing and Community Settlement
   d) Travel and Transportation
   e) Tools, Weapons and Machines

9. Level of Cultural Development

II. The Political System
   A. Classification Scheme for Contemporary Political Systems
      1. Monarchies and Republics
      2. Federal and Unitary Systems
      3. A Marxist Classification
      4. Constitutional Democracies
Table 2 (Continued)

5. Non-Constitutional Regimes
   a) Authoritarian regimes
   b) Military dictatorships
   c) Guided democracies
   d) Reforming dictatorships
   e) Totalitarian regimes

B. Freedom and Social Control
   1. Authority and Power
   2. The Diffusion of Power: Models of State Systems
   3. Constitutional Foundations

C. Participation in the Political Process
   1. Representation
   2. Selecting the Decision-Makers
   3. Political Parties
   4. Pressure Groups and the Political Process
   5. Public Opinion as a Political Factor

D. The Machinery of Government
   1. The Making of Rules
   2. Legislative Assemblies
   3. The Executive
   4. The State Bureaucracy
Table 2 (Continued)

5. Justice and Coercion
6. Government and the Economy

E. Relations Among Governments
1. International
2. Regional
3. Local

III. National Government Involvement in Sport and Physical Education

A. Motives Underlying National Government Involvement in Sport and Physical Education
1. Individualizing Function
2. Socializing or Rationalizing Function
3. International Goodwill Function
4. National Prestige Function
5. Military Function
6. Labor Function
7. Economic Function
8. Legislative Function
9. Political Indoctrination Function

B. Nature and Extent of National Government Involvement in Sport and Physical Education
1. Historical Considerations
   a) Origin
   b) Evolution
Table 2 (Continued)

<table>
<thead>
<tr>
<th>c) Significant Legislation</th>
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<td>d) Evaluation</td>
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2. Administrative and Organizational Structure
   a) National Government Departments
   b) Specific Departments
   c) Non-Governmental Organizations
   d) Other Levels of Government
   e) Unique Features

3. The Program of the National Government
   a) Amateur Sport
   b) Educational-Information Services
   c) Facilities Construction and Maintenance
   d) International Representative Teams and Delegations
   e) Leadership Development and Training
   f) National Awards Program
   g) National Athletic Competitions
   h) Non-Governmental Organizations and Professional Associations
   i) Other levels of government
   j) Planning, Technical and Advisory Services
   k) Professional Sport
   l) Research and Sports Medicine
Table 2 (Continued)

m) Sport and Physical Education for the Disabled and Physically Handicapped

n) Sport and Physical Education Within the Schools

c) Miscellaneous (Special Games, Public Relations, etc.)

4. National Government Support to Sport and Physical Education

a) Sources of Revenue

   i) state controlled pools and lotteries
   ii) public funds
   iii) revenue from operations of facilities and programs

b) Funds Available for Distribution

   i) total government expenditure
   ii) distribution of funds

c) Machinery for Distribution

   i) decision-makers
   ii) decision process

5. Recent Developments and Future Projections

IV. Summary, Conclusions and Recommendations
CHAPTER VIII

THE APPLICATION OF THE FRAMEWORK TO CANADA: GENERAL BACKGROUND INFORMATION AND THE POLITICAL SYSTEM

The purpose of this Chapter will be to apply the general background information and political system sections of the theoretical framework to the national governmental system of Canada. The selection of Canada as the system to be investigated is based upon several reasons. These include the author's familiarity with Canadian culture and system of sport and physical education; the availability of data in the English and French languages; the changing nature of the role assumed by the Federal government in encouraging programs of sport and physical education over the years; and, the uniqueness of the program of sport and physical education associated with a decentralized system of education.

As the primary focus of this investigation is concerned with examining the role of national government activity in sport and physical education, this aspect of the study will be discussed in greater detail. To gain a perspective for understanding the nature and extent of the program of
sport and physical education in Canada, a brief overview of the general background of the country and its national political system is undertaken. This overview takes the form of a cursory description of each phase and, demonstrates, to a certain degree, how the system of sport and physical education is a product of its physical and human environment. A considerable amount of the discussion in this area has relevance to the question of governmental participation, for certain aspects within the ecological, demographic and socio-cultural system markedly influence program emphases and the philosophical commitment of the national government.

I. GENERAL BACKGROUND INFORMATION

The format adopted for presenting the sections on the general background information and the national political system consists of two distinct phases. Initially, a brief description of the relevant features of Canadian culture is undertaken. This is followed by an interpretive phase which indicates how these factors affect the system of sport and physical education in Canada.
A. The Ecological System

Elements and processes in the natural or geographic environment interact with the system of sport and physical education. Sometimes this interaction facilitates the development of the program, sometimes it imposes restrictions.

1. Geography

a) Territorial Factors -- Today, Canada is second only in extent to the vast territories of Russia. It has an area of 3,851,809 square miles; is bounded by three oceans, the Atlantic, Pacific and Arctic. On the fourth side, it shares an unfortified frontier of almost 4,000 miles with its southern neighbor, the United States. Its physical and political boundaries, and its close geographical proximity to the United States have played influential roles in shaping the program of sport and physical education.

The vast, territorial expanse enjoyed by Canada, encourages the development of open spaces and areas for recreational purposes, and has led to an extensive park system maintained by Federal and Provincial authorities.

Within the context of a large area a wide spectrum of geographical features are found to exist. The presence

of variety encourages the evolution of a program of sport and physical education characterized by diversity. Such is the case with Canada.

The question of territorial vastness has negative effects in some instances. The expenses resulting from high costs of travel, often restrict regional and national athletic competitions, coaching clinics, professional conferences, etc. On the other hand, areal vastness is a factor which contributes to the development of regionalism, which, in turn, can be an important motivational factor in national athletic competition.

b) Weather and Climatological Factors -- Canada's climate, with temperatures ranging from -81° F. to 115° F. is greatly influenced by its mountain ranges, plains and water surfaces. The presence of regions whose climates vary considerably has been an important factor that has contributed to development of a broadly based sport and physical education program.

Seasonal temperature variations have resulted in the promotion and encouragement of specific activities for a particular time of the year. Canada's northern orientation, accompanied by longer winters, has produced a

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2Department of External Affairs, Facts on Canada (Ottawa: Queens Printer and Controller of Stationery, 1968), p. 4.
program which centers around such wintertime activities as ice hockey, skiing, skating, curling, bobsledding, and snowshoeing. Precipitation, during the winter months, resulting in a heavy snowfall, becomes a factor necessary for the survival of the winter sports program. The extended period of cold weather creates a need for expansion and development of indoor space, gymnasia and the like. The finances required for the construction of suitable facilities for indoor activities frequently act as a deterrent to programs of sport and physical education.

The relatively shorter summer in Canada often curtails the nature and extent of the outdoor program.

c) Physiographic Factors — A number of authors have divided the major surface features and land forms of Canada into five distinct geographical regions: the Appalachian region (Maritime provinces), the St. Lawrence Lowlands, the Canadian Shield, the Interior Plains and the Cordilleran region. 3 Canada's mountains, plains, hill country and plateaus have facilitated, as well as limited, its program of sport and physical education. Different surface features influence activities or sports that require

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a certain terrain. For example, in the foothills and mountainous regions in parts of Eastern and Western Canada, we find that activities such as climbing, hiking and skiing are popular.

d) Hydrographic Factors -- Canada has had the good fortune of having both a quantity and variety of surface water features. In addition to having coastlines on three different oceans, numerous fresh water lakes, streams and rivers are in abundance throughout the country.\(^4\) The presence of surface water encourages the development of interest and participation in aquatic activities such as swimming, boating, skin diving, canoeing, and sailing. The extensive coastlines bordering the Atlantic and Pacific Ocean provides Canadians with further opportunities for engaging in aquatic recreational pursuits. Although the relatively short summers curtail this aspect of the program to a certain degree, it still is regarded, by many Canadians, as an integral part of the total system of sport and physical education. When winter arrives and many of these surface waters freeze over, a natural facility for skating and ice hockey is provided.

\(^4\)Facts on Canada, loc. cit.
e) Biotic Factors -- The program of sport and physical education to be found in Canada is also influenced by its flora and fauna. The extensive forests which dominate the Cordilleran and Canadian Shield regions provide a natural habitat for numerous species of wildlife. The vast territorial area, coupled with a relatively small, urbanized population has created an environment conducive to outdoor recreational pursuits. Thus, hunting, fishing, camping and other related activities have become a popular choice of activity amongst Canadians.

2. Human Biological Characteristics.

It would be most difficult to generalize a characteristic physique unique to the Canadian populace. Up to the present very little research has been completed to determine the effect of national tendencies in physiques upon interest or success in certain types of physical activities. With respect to race, in recent years a number of studies have been carried out to determine whether there are anthropometric differences between the races, which may affect physical performances in certain athletic events.

It has been demonstrated that Canada's national environment influences some aspects of sport and physical education. However, the rapid technological and economic
development may help overcome limitations imposed by the natural environment.

B. The Demographic System.


As of July 1, 1969, Canada's population was estimated at 21,089,000, an increase of 317,000, or 1.5 percent, since July 1, 1968. Thus, there are approximately 5 inhabitants per square mile. Some demographers have estimated that Canada's population will total 28.2 million in 1981.

The presence of a small population obviously limits the numbers that participate in physical activity. The size factor often restricts the development of quality national teams. These teams must frequently compete in international competition against countries which have a larger population from which their athletic talent may be drawn.


Although Canada's population was primarily rural-oriented in the formative years of the nation, industrialization has had a marked effect. At present, almost 70 percent of Canada's population lives in urban areas.

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concentrated within 100 miles of the United States border. In Canadian cities, because of the concentration of people, we find that athletic competition in the form of organized leagues is more feasible. Facilities are located centrally, and in close proximity, so that maximum efficiency of their use can be realized. Rural communities, on the other hand, are beset with problems which restrict, to a certain degree, the functioning of their program of sport and physical education.

The distribution of Canada's population points to another factor which has had considerable influence on that country's program. The geographical proximity of a majority of Canada's populace to the United States, has resulted in extensive cross-cultural contact and interaction with another system of sport and physical education. Without a doubt, this southern orientation has had visible effects on Canadian programs.

Definite ethnic patterns exist in Canada. Over 40 percent of the population is of British stock. French-speaking descendents of the original French colonists constitute about 30 percent. The rest are of other origins, including large groups of native populations (Indian and Eskimos),

7Facts on Canada, p. 12.
Germans, Ukrainians, Italians, Scandinavians, Netherlanders and Poles.  

Because the French retained their language, culture and traditions after the British conquest of Quebec, French Canada has a distinct cultural life of its own. Most French-speaking Canadians live in Quebec, but there are also many in other parts of the country, notably New Brunswick, Ontario and Manitoba.

The present ethnic pattern has led to the comment, "... the emphasis on the differences between people rather than on their similarities as human beings, has led to the 'mosaic' rather than to the 'melting pot' as the basis of social integration."  

The very nature of Canadian society, characterized by its fragmentation, indicates that by increasing the number of ethnic groups we increase the range and diversity of sports and games that are within the total program. Contributions to the Canadian sporting scene have been made by the British (rugby, soccer, cricket), the Scots (golf, curling), and numerous other populations who have ethnically-based activity. Canada's native populations have made similar

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8 Ibid.

9 Carless, op. cit., p. 386.
contributions to the overall program (e.g. the game of lacrosse which was developed by the Indians).


Birth and mortality rate, emigration and immigration, age distribution, and life span and expectancy have some implications for sport and physical education. Porter indicates that falling birth and death rates in Canada have resulted in a higher rate of natural increase -- a product of western industrial societies. The increase in population, although seemingly small, requires advanced planning in program expansion, facilities construction, and preparation of properly qualified personnel to meet the demands of population growth.

European immigrants to Canada in early half of the twentieth century added another dimension to the total program by introducing the sports, games and activities that represent a unique part of their cultural heritage. Emigration of athletes out of Canada has had considerable impact on sport and physical education. Most notable among these is the attraction of outstanding Canadian athletes, through athletic scholarships, to educational institutions in the United States. The financial rewards offered by the lucrative professional golf tour has also

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Porter, loc. cit.
lured a number of outstanding Canadian golfers to the United States and Asia.

The age distribution of the Canadian population should be considered. Porter indicates that Canada has a relatively young population. Thus, a program of activities designed to challenge the youth of the nation is evident. The age distribution of the population requires that a diversified program be offered to individuals at all levels, whether he be a participant (skilled or unskilled) or a spectator.

Keyfitz and Flieger point out that life expectancy at birth for Canadian males is 68.75 and for females is 76.03. These figures indicate that recreational programs to meet the needs of the aged are required.

C. The Sociocultural System.

1. Economic Perspective.

The type of economic organization, whether capitalistic, communistic, or socialistic has important ramifications for the organization of sport and physical education. Canada's materialistically-oriented system and relatively

11 Ibid.

high level of economic development have had positive influences on the human, technical and material resources that can be allocated to sport and physical education. A recent survey indicates that Canada has achieved, through its expanded programs of production, distribution and consumption, a relatively high level of prosperity. To a certain degree, this prosperity directly affects the standard of living enjoyed by the Canadian people, and the standard of living has a direct bearing on the availability of leisure time for participation in physical activity.

The impact industrialization has had on changing the nature of the Canadian sporting scene is clearly evident. With the advent of the technological era, the work-week has decreased appreciably, thus providing Canadians with opportunities to participate in physical activities during their leisure time. The advanced stage of economic development attained by Canada makes it possible for more financial assistance to be directed to improving, developing, and maintaining sport and physical education at different levels. Public, private and

commercial investments for the construction of facilities continue to increase. Frequently, these facilities are used on a year-round basis. For example, the building of enclosed ice rinks with artificial surfaces has enabled the Canadian populace to participate in such winter activities as ice skating, figure skating, and ice hockey during the summer months.

A contention expressed by one author that a certain level of economic development is essential before professionalism can be supported, has implications for the status of professional sport in Canada. Although, in some cases, it is in direct competition with its United States counterpart, professional sport continues to maintain the interest and spectator appeal of the public at large.

2. Educational Perspective.

a) The Control of Education.

In 1867, the British North American colonies that entered into Confederation insisted, as a condition of union, that education be strictly a provincial matter. Section 93 of the British North America Act provided that educational legislation should be the exclusive responsibility of each provincial government. There is no


Federal department of education; the ten provincial departments exercise exclusive jurisdiction over education in their respective provinces. Originally, these provincial departments exercised a highly centralized control over three particular spheres of public education: curriculum and textbooks; supervision or inspection; and, examinations. However, the mid-twentieth century has witnessed a trend towards a decentralization of control in all three areas. In all provinces, school laws provide for the establishment and operation of schools by local education boards, which are held responsible to the provincial government and resident ratepayers for the actual operation of the local schools. Through this delegation of authority, education becomes a provincial-local partnership. Although considerable diversity exists in the multiplicity of educational systems and authorities, a general feeling exists that a co-operative effort has produced more uniformity than might be expected.\textsuperscript{16}

Applying the Canadian system of education to the classification scheme outlined by Cramer and Browne, the national system would fall into the category of decentralized administrative and organization control.

\textsuperscript{16}Facts on Canada, p. 44.
The fact that provincial autonomy exists does not necessarily mean that the Canadian Federal government is not involved in education. On the contrary, in Canada today, the Federal government provides for the education of Indians, Eskimos, children in the Territories, inmates of Federal penitentiaries and children of members of the Armed Forces on National Defence Stations. The Federal government also provides grants to each province to be divided among its universities and other post-secondary institutions and participates to a considerable extent in informal education. It makes grants in aid for research personnel and equipment that assist educational institutions indirectly.

The scope of the educational system is evidenced by the fact that more than six million full-time students were enrolled in Canadian educational institutions at all levels during 1967-68. Of this total, ninety percent of these were in elementary and secondary schools. Current developments have led Whitworth to comment, "... Canadian education is undergoing change in response to social,


economic, and political pressures. . . it is involved in economic advance and social change through the full development and utilization of manpower. . . emphasis is directed towards keeping young people in school longer and in having them complete a vocational academic course.¹⁹

The education system owns and operates the largest accumulation of facilities for sport, physical education and recreation in Canada. Perhaps more so than any other singular agency, it provides more financial assistance in total to physical activity in the form of personnel, equipment, facilities, administration, etc. Because of the decentralized allocation of educational authority, the direct involvement of Canada's Federal government in sport and physical education within the system of education is minimized.

Due to the restricted participation of the national government in matters of education, the aspect of the framework dealing with the classification of school systems for descriptive purposes is not applicable and will, therefore, not be included in this discussion.

3. Historical Perspective.

The name "Canada," believed to have derived from the Huron-Iroquois Indian word Kanata, meaning a village or

community, first appears in a narrative by Jacques Cartier (1535) and a century later in Robert's Merchants' Map of Canada, 1638. Thereafter, the name became the popular designation for the colony of New France and ultimately for the whole country. 20

Although Canada's recorded history is rather brief, a number of significant dates and events serve to highlight the origin and development of the nation.

<table>
<thead>
<tr>
<th>Date</th>
<th>Event</th>
</tr>
</thead>
<tbody>
<tr>
<td>4000(?) B.C.</td>
<td>Canada first inhabited by Indians and Eskimos, believed to have migrated from Asia across the Bering Strait.</td>
</tr>
<tr>
<td>1497</td>
<td>Official discovery of Canada by John Cabot.</td>
</tr>
<tr>
<td>1534</td>
<td>Jacques Cartier plants the flag of France on Canadian soil.</td>
</tr>
<tr>
<td>1604-1634</td>
<td>French (Samuel de Champlain) and English settlements begin.</td>
</tr>
<tr>
<td>1759</td>
<td>Conclusion of Seven Year's War -- total conquest of colonies by the British.</td>
</tr>
<tr>
<td>1770-1880</td>
<td>American Revolutionary War -- United Empire Loyalists arrive.</td>
</tr>
<tr>
<td>1780-1840</td>
<td>Colonization continues.</td>
</tr>
<tr>
<td>1867</td>
<td>British North America Act (Confederation) created a new Canada.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Date</th>
<th>Event</th>
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<tbody>
<tr>
<td>1900</td>
<td>Influx of settlers, an increase in foreign investment, capital, financial and industrial development and the emergence of a manufacturing industry.</td>
</tr>
<tr>
<td>1914-1918</td>
<td>Canadian participation in World War I.</td>
</tr>
<tr>
<td>1931</td>
<td>Statute of Westminster -- Canada becomes a completely autonomous nation as far as its domestic and international policies are concerned.</td>
</tr>
<tr>
<td>World War II</td>
<td>Canadian participation in World War II.</td>
</tr>
<tr>
<td>1945-present</td>
<td>Emergence of Canada as a highly industrialized, urbanized nation.</td>
</tr>
</tbody>
</table>

Champion has isolated the significant developments which indicate how the industrial and social milieu of the country has changed since Confederation: the Canadian economy continues to rely heavily on the manufacturing industry with less emphasis on staple products; cities and towns have expanded into a multiplicity of metropolitan areas; communication and transportation facilities have surmounted difficulties of terrain and distance to provide modern services; and, education is advancing, and the arts continue to flourish.\(^{21}\)

\(^{21}\)Champion in *Canada One Hundred - 1867 - 1967*, p. 2.
It should be pointed out that the amount of literature dealing with sport and physical education in Canadian society, providing both a historical and contemporary interpretation, is not very extensive. At present two major works exist. An anthology of readings prepared by outstanding Canadian physical educators comprises the publication *Physical Education in Canada*, edited by M. L. Van Vliet. A shortcoming of the book is that it fails to adequately treat the relationship that exists between physical education and society and culture of Canada. A husband and wife team recognized this most apparent deficiency and after five years of extensive research published *Sports and Games in Canadian Life - 1700 to the Present*. This volume marks the first serious attempt to collate information dealing with the role of sports and games in Canadian life, and to relate it to the society of the time. Although occasional works have appeared studying various periods, specific sports, or regional developments, no previous attempt has been made to study sports and games in the culture of Canada from


1700 to the present. The volume is intended as a general survey and makes a significant contribution to filling a vacuum in the knowledge of Canada's sports development. It is rather interesting to note that the co-authors are Australian-born Canadians.

4. Political Organization.

Although this aspect of the framework is covered in greater depth elsewhere in this chapter, a brief discussion of the relationship between the characteristic features of a political organization and Canadian sport and physical education is presented.

The feeling of loyalty and common membership is closely aligned with local, national and international athletic competition. Often, the success or failure in competition becomes a direct reflection of the intense pride exhibited by a political unit. This is evident in Canada where we see strong loyalties toward the popular national sport of ice hockey.

Shared traditions and symbols such as the national anthem, flags, emblems, and colors identify Canadian athletic teams with a political unit. National sports festivals in both amateur sport (Canada Games, Allan Cup, Memorial Cup) and professional sport (Grey Cup, Stanley Cup), serve a similar function.
The government has responsibilities at a number of different levels. Internal government, especially at the national level, has recently assumed a very responsible role in conducting, planning, and co-ordinating sport and physical education in Canada. External government in the form of contact at the international level continues to play an increasingly significant role. Examples and incidents related to the complex interaction between sport and politics are becoming more prominent.

5. Religious Perspective.

In a number of cultures, religious beliefs frequently determine the types of physical activities that are participated in, along with the acceptable behavior. In some societies, religion assumes a more influential role than in others.

Much of what has been said of ethnic groups can also be applied to religious groups, since they often overlap considerably. Because of the heterogeneous structure of Canadian society, we find that a variety of religious denominations exist. Roman Catholics have always been Canada's largest single religious group, making up 45 percent of the population according to the 1961 Canadian census. Other religious groups which have popular

\[\text{Page 252}\]

\[\text{Note:}\]

\[24\] Porter, op. cit., p. 19.
support include the United, Anglican, Presbyterian, Baptist, Luteran and Greek Orthodox churches.

Many churches include sport and physical education as a part of their total program and sponsor leagues for athletic competition in sports such as basketball, badminton and softball. Some Canadian churches also encourage summer camp experiences and maintain community recreation centers for members of their congregation. Church participation in promoting activities in this area is varied, with a number of the religious groups, such as the Mormon Church, assuming a more active role than others.

In some areas of the country religion has exercised a restraining role on sports participation. This is particularly true on the question of Sunday sport, with the participant and the spectator alike being affected.

In general, however, the contribution of the church is relatively small and the potential appears to be limited, particularly in comparison to other agencies.


Factors of social organization in a country often play a role in determining the acceptance or rejection

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of certain types of physical activities.

a) Man's Social Groups.

i) Age and Generation. In most countries specific activities are deemed suitable for different age levels, and groups for certain generations. In Canada, we find that the young are involved in basic movement activities such as beginning ice skating. As the child gets older, team activities and contact sports are introduced. Upon leaving the educational system, the activity program becomes less strenuous with more emphasis being placed on maintenance of physical fitness, rather than development. In Canada, curling and golf appear to be the activities which attract this latter age group.

ii) Sex. Sex serves as a basis for prescribing certain physical activities. In some instances, the activity is acceptable for both, while in others it is limited to only one. In Canada, for example, we find that ice hockey and Canadian football have been traditionally male-oriented, whereas synchronized swimming has been restricted to female participation. On the other hand, figure skating, speed skating, and skiing have been acceptable to both.
iii) Family. Although it would be difficult to make a generalization on the Canadian population, we find that close-knit families participate together in family activities such as hiking, camping, cycling, skiing, and numerous other sports. No doubt, the Canadian landscape provides a more than adequate environment for promoting and encouraging familial participation.

iv) Kinship. In Canada, kinship structures maintain sport and physical education functions. For example, Scottish clans throughout the various regions of Canada participate as units in inter-clan sports competitions (Highland Games).

v) Voluntary Associations. Voluntary associations in the form of clubs, public and private, which include persons interested in similar sports or activities, are prominent in Canadian society. In this respect, a variety of amateur sporting organizations, provide Canadians with an opportunity to select a wide range of activities. Local community programs also provide an outlet for participation. In addition, private agencies26 and private clubs (for golf, tennis, physical education in Canada (edited by M. L. Van Vliet) (Scarborough, Ontario: Prentice-Hall of Canada, Ltd., 1965), pp. 216-237.

squash, etc.), whose membership is often restricted, are quite popular.

b) Social Stratification.

As is the case in most cultures, particular social classes participate in certain types of activities, and we find that each class has a tendency to group together and share similar interests. In Canada, for example, the upper classes appear to gravitate to activities such as yachting, sailing, equestrian events, and hunting. Middle and lower classes lend support, as participant and spectator, to activities such as golf, tennis, skating, ice hockey and Canadian football.

Because Canada can be best described as an open class society, the concept of social mobility through achievement of athletic success is applicable. Although this phenomenon is not as prominent in Canadian society as it is in others, examples from professional ice hockey can be delineated.

c) Master Social Processes.

The master social processes of communication, boundary maintenance, socialization and institutionalization

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permeate, and affect the development, evolution and change of programs within the system of sport and physical education.

d) Social Control.

i) Social Conformity. In some countries, a prevailing attitude exists which positively affects population participation in physical activity. Although the prescribed purposes may vary, social pressures may be applied on the individual in a subtle manner to keep fit for both individual and collective benefits. This "keep-fit" attitude contributes to shaping the national character of a country. Social conformity for physical fitness is not as evident in Canada as it is in some of the European cultures.

ii) Responses to Breaking of Rules. Because of the universal nature of rules that are established to deal with those that deviate from acceptable behavior, we find that there is a definite carryover into the realm of athletics. In Canada, the courts of law have been confronted with decisions regarding the rights of professional athletes, eligibility for participation, and the relationships between amateur and professional sport. Some feel that the judicial system has been
negligent in its duties by failing to deal with the violence in ice hockey.

e) Social Change.

The dynamic processes of social change have been instrumental in evolving a system of sport and physical education that is uniquely Canadian. Some of these processes contribute to the systems, while others are a result of adjustments to new conditions in the external and internal context. Often changes are forced by other systems of culture. In Canada, the inventive ability of man resulted in the development and refinement of ice hockey. Canadian Rules Football, derived from English Rugby and American Football, serves as another illustration of this innovative process. The process of social change which has had considerable impact on Canada's system of sport and physical education is that of cultural transfer -- the transference of ideas and practices from one country to another. For example, golf and curling were introduced from Scotland; soccer, cricket and rugby from England; skiing and other winter activities from the Scandinavian countries; and basketball, volleyball, baseball and American football from the United States. In addition, the British, German, Swedish and American systems
of physical education all have had a marked influence on the development of physical education in Canada. 29

7. Symbolic Culture Perspective.

a) Language - Written and Spoken.

i) Human communication. A very important element of sport and physical education which relates primarily to structures and organization is that of communication through the use of written and spoken languages. One must recognize that good communication is essential to the proper functioning of systems of sport and physical education. In Canada, human communication has been a problem area. The diversity of organizational and administrative structures controlling sport and physical education, along with the geographical problems of regionalism, have placed definite limitations on the amount of contact and interchange of ideas to be found among agencies sponsoring programs of sport and physical education in Canada.

ii) Distribution and Dynamics of Language.

The existence of two or more languages in a country or area frequently creates administrative problems.

Canada, historically speaking, is a bilingual nation, with English and French being the dominant language patterns. Often, a number of the difficulties in Canadian sport and physical education can be attributed to differences in language. The difficulties experienced in communication at the national level have implications for the international community, for such dilemmas point to the need for the development of a more precise international terminology for sport and physical education.

b) Art and Play.

Some authors contend that a relationship exists between sport and physical education and the major arts including drama, painting, sculpture, music and literature. Although this topic has yet to be researched to the extent that it should, some examples can be isolated. Most notable, in Canada, are the outstanding works of sculpture depicting athletic figures and events created by Dr. R. Tait McKenzie.

8. Technological Perspective.

Technology is a major factor in determining the nature and extent of programs of sport and physical education.

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Paralleling an advanced level of technological development is an increased amount of leisure time. In addition, technology produces better equipment for athletic competition, improves facilities construction, and provides further opportunities for the development of sound leadership through the incorporation of refined training techniques. An examination of the technological aspect is vital in distinguishing programs of sport and physical education among underdeveloped, developing and developed nations.

a) Food and Food Customs. Because of Canada's relatively high level of prosperity, as measured by its standard of living and G.N.P., the availability of proper foods to the general population ensures normal bodily growth and development. As a result, few restrictions are placed on sport and physical education activities.

b) Clothing. Customs of dress also affect sport and physical education. For example, the Canadian Eskimo, in his northern environment, is somewhat restricted in the movements he can perform because of the bulky, heavy clothing that he wears. Other evidences of customs of dress can be seen in the requirement of protective equipment for such activities as ice hockey, Canadian football, and lacrosse.
c) Shelter — Housing and Community Settlement. Community recreation centers, arenas, stadia, pools and other facilities are readily available to well-developed countries. In addition, an important facet of Canada's total program is the construction and maintenance of indoor facilities — which enables the populace to participate in physical activities on a year-round basis. Further, the presence of a predominantly urban population usually results in a centralization of facilities.

d) Travel and Transportation. Well-developed air, railroad and auto networks facilitate interchange in the form of athletic competition, clinics, and conferences. The geographical vastness and the resulting expense of travel has, at times, acted as a deterrent in the development of sport and physical education in Canada.

e) Tools, Weapons and Machines. Technologically advanced countries such as Canada utilize tools and machines in the production and refinement of sports equipment and facilities.
9. Level of Cultural Development.

Upon applying the schema for ascertaining the level of cultural development, Canada appears to meet the criteria ascribed to a developed culture. Canada has achieved a high level of technological development as evidenced by her industrially-based economy. The population has utilized its energies and talents to combine the technology with the richness of the environment (natural, material and human resources) in order to become a very productive society. This can be attested to by the fact that Canada's Gross National Product -- which is perhaps the best measure of productivity -- was 61,437 millions of Canadian dollars in 1967.  

The high standard of living achieved by Canadians, as indicated by a recent economic survey, along with the general level of prosperity of the nation enables that culture to share the benefits that are to be found in developed societies.

II. THE POLITICAL SYSTEM.

The data presented in this section have been compiled from the following sources: Canadian Social Structure:

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31 OECD Survey, op. cit., p. i.
32 Ibid.
A Statistical Profile (Porter), Canada One Hundred - 1867 - 1967 (Department of Trade and Commerce), The Analysis of Organization in the Government of Canada (Organization Division of the Civil Service Commission), Comparative Government and Politics (Curtis), and Contemporary Canada (Chapin).

A. Classification Scheme for Contemporary Political Systems.

According to a classification scheme for contemporary political systems proposed by Curtis, Canada fulfills the criteria assigned to a Federal system. Curtis states: "A Federal system is one in which the functions of government are shared between a central authority and regional authorities, both sets being autonomous in certain areas and deriving their respective powers from the constitution of it, not from each other."33 Canada's Federal system stands somewhere between a unitary regime and a confederation in which the power of the individual exists is safeguarded to a greater degree. Although differing degrees of central power among Federal systems are evident, they all share a common characteristic, in that they are all marked by this co-ordinate

sharing of power between the central and regional authorities.

Federalism in Canada was created to preserve strong existing diversities while maintaining sufficient unity to ensure that limits were put on the power of the central authority.

In Canada's Federal system the crucial characteristic is the relationship between the national and provincial governments and the relative powers exercised by both. Usually the function of foreign affairs and defense belong to the national government although sometimes a provincial government may concern itself with these subjects as was the case when Quebec established its own foreign ministry in 1967.

Canada's Federal system is also plagued by the two major difficulties experienced by all Federal regimes: the uncertainty about final power (the concept of sovereignty is ambiguous) and possible inequities in the way which units are treated. In reference to the latter point, we find considerable animosity in Canadian Federal-provincial relationships due in part to the larger provinces making the claim that they are subjected to unfair treatment.
B. Freedom and Social Control.

The British North America Act in 1867 provided for the establishment and functioning of political institutions at three levels of representative governments in the Canadian Federation - the national, provincial and local or municipal. For our purposes here, the discussion will be limited to the national government.

At the national level, Canada has a parliamentary system of government, established with the adoption of the British North America Act which stated that "there shall be one Parliament for Canada, consisting of the Queen, an Upper House styled Senate, and the House of Commons."\textsuperscript{34}

The Canadian Constitution, establishing the Government of Canada and the framework within which the Federal and provincial governments share their respective responsibilities, is not incorporated in a single written document. It is rather a combination of enactments, beginning with the B.N.A. Act of 1867, of statutes and orders in council and, more significantly, the adherence to parliamentary customs and practices inherited from

\textsuperscript{34}Facts on Canada, p. 33.
the British system, upon which Canada's parliamentary
government was modelled.

Queen Elizabeth II is Queen of Canada, symbolizing
the continuity in the Canadian Constitution of the tradi-
tions of the British constitutional monarchy and the
free association of member countries of the Commonwealth
of which she is head. The Queen's representative in
Canada is the Governor General, who is appointed on the
recommendation of the Prime Minister, generally for a
five-year period. It should be noted that the "Crown"
is the unifying symbol in the three spheres of power
(the executive, the legislative, and the judicial) and is
the legal point of reference for State authority.35

C. Participation in the Political Process.

The 265-member House of Commons which includes the
Prime Minister, his Cabinet colleagues and members of
his party, and members of opposing parties, is an elected
body based on representation by population. Federal
elections are generally held every four or five years,
but may be called at any time. The right to vote is
conferred upon all Canadian citizens or British subjects,

35Ibid.
male or female, of the age of 21 or over, who have been resident in Canada for 12 months prior to polling day.

Five political parties are at present represented in the House of Commons – the Liberal Party, the Progressive Conservative Party, the New Democratic Party, Le Ralliement des Creditistes, and the Social Credit Party.

By tradition, the leader of the party winning most seats in the House is asked by the Governor General to form the Government and thus becomes Prime Minister. He then proceeds to select his Cabinet, which is the executive of the government, from elected members of his party.

D. The Machinery of Government.

The House of Commons and the Senate constitute the legislative arm of the Canadian Government. Where the House of Commons is an elected body, the Senate, or Upper House, consisting of 102 members is appointed on a regional basis by the Governor General on the recommendation of the Prime Minister. The Senate may initiate minor legislation that does not involve expenditure of public funds. The Senate is required to examine, pass, or reject all legislation sent up from the House of Commons.
The Cabinet, the executive arm of the Government, is selected by the Prime Minister from among the elected members of the House of Commons. The Cabinet is responsible for determining all important policies of the government and securing the passage of such legislation, financial measures, and administrative provisions as their supporters may approve. They are chosen generally to represent all regions of the country and its principal cultural, religious and social interests. Cabinet Ministers are also heads of executive departments of the government, for the work of which they are responsible to the House of Commons.

While the Cabinet Ministers carry the political responsibilities of their respective departments, the Federal Civil Service forms the staffs of 20 departments and of various boards, commissions, corporations, bureaus and other agencies of the government. The day-to-day administration of a department is handled by a permanent head, usually known as a deputy minister. It is not surprising that the Canadian National government has become the largest employer in the country.\(^{36}\)

Approval or disapproval of proposals generally in the form of bills introduced by the Government and

\(^{36}\)Canada One Hundred - 1867-1967, p. 27.
sometimes by private members, is determined in the House by vote. Should the number of members voting against an important government proposal outnumber government supporters, the Prime Minister and his Cabinet (i.e., the Government) are obliged to resign.

All government bills are read three times in both the House of Commons and the Senate before becoming legislation or law. If a bill passes the House of Commons, it may be altered or rejected by the Senate, however, important measures cannot be held up indefinitely by the Upper House. All bills are given Royal Assent by the Governor General.

The Canadian judiciary is responsible for interpreting and administering the law. The judiciary, which consists of the Supreme Court of Canada, the Exchequer Court, and several minor courts appointed by the Governor General, is independent of both Houses of Parliament.

E. Relations Among Governments.

Brief mention should be made of the structures and functions of provincial and local governments. Similar political institutions and constitutional usages operate
in the government of the ten provinces as in that of the nation as a whole.

As local government at the municipal level falls under the jurisdiction of the provinces, there are ten distinct systems of provincial government in Canada as well as many variations within each system, attributable to differences in historical development and in area and population density of the incorporated municipalities.

Lingard comments on the changing structure of Canadian Federalism in the area of Federal-provincial relationships. He refers to the concept of "co-operative federalism, which in practice permits the central and regional legislatures through a truly common effort of co-operation to retain their separate jurisdictions over different aspects of the same subject, while facilitating close contact and discussion between ministers and civil servants at both levels of government so that even legislative enactments may be made as the result of joint decisions."\(^{37}\)

Specific powers enumerated as being within the exclusive legislative authority of the national government include: the control of the Armed Forces, the regulation

\(^{37}\)Ibid., p. 33.
of trade and commerce, banking, credit, currency and
bankruptcy, criminal law, postal services, patents and
copyrights, the Indians and lands reserved for them,
the census and statistics, navigation and shipping,
railways, canals and telegraphs and the raising of money
by any mode of taxation.

The bases of Canadian foreign policy are its membership
in the Commonwealth, the United Nations, and the
North Atlantic Treaty Organization, and its relations
with the United States.
CHAPTER IX

THE APPLICATION OF THE FRAMEWORK TO CANADA: NATIONAL GOVERNMENT INVOLVEMENT IN SPORT AND PHYSICAL EDUCATION

The purpose of this Chapter will be to apply the national government involvement in sport and physical education section of the theoretical framework to Canada. Initially, the motives underlying Canadian government participation are isolated. Secondly, an assessment of the nature and extent of national government involvement is made including: historical considerations, administrative and organizational structure, the program, national government financial support, and recent developments and future projections.

A. Motives Underlying National Government Involvement.

Initially, one must recognize that it is a most difficult task to determine why a national government is involved in sponsoring programs of sport and physical education. The task is compounded somewhat more in that frequently a multiplicity of reasons exist. Some purposes
are directly and explicitly stated, whereas others are difficult to detect because of the subtle implications which surround them.

So that a point of view concerning the motives underlying the participation of Canada's national government in sport and physical education could be determined, a variety of research techniques were utilized. Literature and materials from the files of the National Documentation Center were examined; structured interviews with officials in the Fitness and Amateur Sports Directorate were conducted, and questionnaires were forwarded to agencies and individuals involved in sport and physical education, but not directly affiliated with the national government.

Examination of the literature indicated that the national government is involved for numerous reasons. Zeigler, in discussing the influence of politics on sport and physical education, implies that democratic regimes consider the worth of the human personality and give each individual the opportunity to develop his potentialities to the fullest.¹ Within a democratic society such as Canada, the national government has a moral obligation

to ensure the health, fitness and well-being of all members of its population. Thus, a characteristic feature of purposes for national government involvement in democratic societies is that of an individualizing function. The crucial question is whether or not the government is, in fact, meeting this obligation.

Additional evidence in a similar vein comes from a famous speech given by the Duke of Edinburgh before the Canadian Medical Association on June 30, 1959. He said: "There is evidence that despite everything, people in Canada are not as fit as they might be... some scheme, therefore, which exists to encourage participation in all sports and recreation, for all ages and sections of the community is absolutely essential to any modern community with a high standard of living." The speech was a timely one and contributed to Bill C-131, An Act to Encourage Fitness and Amateur Sport, which was passed on September 29, 1961. The objectives of the Act were "to encourage, promote and develop fitness and amateur sport in Canada."


The concern of the government for the individual's well-being appears to permeate these developments. A statement by the Honorable J. Waldo Monteith, Minister of National Health and Welfare on the resolution relating to fitness and amateur sport in Canada (September 22, 1961) supports such a contention.

There seems to be no doubt that participation in amateur sport and recreational activities does have a beneficial effect on an individual's well-being, particularly with respect to his emotional and social outlook. . . besides affording pleasure, participation in competitive games teaches valuable lessons in the exercise of personal powers to the full, and in learning to respect and make friends with one's opponents. 4

In the same presentation to the House of Commons, the Minister made reference to the international goodwill function that could be realized through contact with other countries in athletics.

In a world which is being constantly reduced more and more to neighborhood proportions, such qualities can have a vital bearing on the achievement of understanding and friendship among nations and peoples. . . indeed this is where I see the greatest contribution of international competitions. 5


5 Ibid.
The question of national prestige, to be achieved through success in international competition, appears to be a primary factor which motivates the national government's participation in amateur sport. During the 1950's, amateur sport was experiencing financial problems, which most likely had an influence on Canada's poor showing in international events. This lack of international success and resulting criticism of Canadian athletics in general, contributed significantly to pressures exerted by sporting bodies to have the Government of Canada do something about the problem. Persistent lobbying by this faction hastened the passage of the Fitness and Amateur Sport Act to "provide assistance for the promotion and development of Canadian participation in national and international amateur sport."6 Through the program, an endeavor is made to strengthen Canada's performance abroad by providing expenses for national teams to train together for several weeks before departure from Canada. Federal financial assistance has enabled a number of amateur sports to realize the concept of a national team for their activity. More recently, The Task Force Report recommends "... where possible, that the concept of a Canadian National

6Fitness and Amateur Sport Act, p. 421.
Team in being, be implemented. . . . The government should provide every assistance possible through its facilities and expertise to ensure that the teams which enter international competition are worthy representatives and well-prepared and advised."7

The present National Minister of Health and Welfare, the Honorable John Munro, in speaking of Canada's sports potential unequivocally stated: "Make no mistake, I consider it essential to build Canadian excellence in international amateur athletics."8 The Minister expressed concern over the inability of Canadian teams to maintain a high level of success when competing against countries of comparable populations.9 His statements suggest that the Canadian government should assume a more active role in promoting international amateur athletics for the purpose of boosting the country's status in the international community.

Another example of the national government's concern for the national prestige element can be found in the


9 Ibid.
implementation of the recommendation of The Task Force Report that a non-profit corporation, to be known as Hockey Canada, be established for the purpose of managing and financing the National Hockey Teams of Canada. The corporation, headed by a group of political, business, and interested hockey men was formally established on February 20, 1969. One source isolates the over-riding purpose as being "to develop a national team to beat the Russians and bring the World Hockey title back to Canada."^11

Closely related to the national prestige function is the nationalizing or socializing function. Considerable overlap exists, for national prestige achieved through success in international competition serves as a further manifestation of nationalism. The Report of the Task Force on Sports For Canadians recognizes international and nationalistic aspects of sport: "... competition among countries has become inextricably entwined with matters of national prestige abroad, and national pride at home."^12


A nationalistic attitude is expressed by the Honourable John Munro when he made a plea for "a renewed national effort to make sport and sport development an integral part of Canadian life."\(^{13}\) By adopting his proposed course dedicated to excellence as a worthy national objective, Canadians stand to gain from the benefits of national unity in which the populace is drawn closer together and given renewed confidence.

A recent development which will have considerable impact on breaking down the barriers of cultural and geographical regionalism is the establishment of the Canada Games. The success of the Canadian Winter Games in Quebec City (1967) and the Summer Games in Halifax-Dartmouth (1969) indicate that Canadians have finally been provided with a truly national sports festival. Of the ten stated aims of the Canada Games, probably the two most important and enduring are those which say the purpose is to stimulate enthusiasm for amateur sports throughout the country and to strengthen mutual understanding and friendship among athletes from different areas of Canada.\(^{14}\) In

\(^{13}\)Munro, loc. cit.

\(^{14}\)Canada Games Handbook, An Outline of Policies and Organizational Procedures, A Publication of the Canada Games Council (no place or date given).
addition to serving the function of Canadian unity through sport, the Canada Games may well generate the movement towards a more rational and symmetrical sports structure in Canada by stimulating co-operative efforts on the parts of those that have an input into the system.

The national government involvement in sport and physical education for a military function was evident with the enactment of the National Physical Fitness Act in 1943. The measure was prompted by the wartime discovery of the large number of men and women classified as unfit for active military service, and by the realization that some action was necessary to drastically improve the level of physical fitness of Canadians.

Opinions concerning the reasons for national government involvement were obtained from structured interviews with officials of the Fitness and Amateur Sports Directorate, an agency within the Department of National Health and Welfare. The individuals indicated that national government participation in Canada is of recent origin.


16 Statements by Mr. Lou Lefaive, Mr. Tom Bedecki, Mr. Stan Spicer, Mr. Bud Fraser and Mr. Cor Westland, personal interviews, Ottawa, December 13, 1969, to December 21, 1969.
and that a diverse number of purposes have contributed to this involvement.

Many expressed the opinion that the low physical fitness level of Canadians, pointed out in an address by the Duke of Edinburgh, was an instrumental factor which led to the passage of Federal legislation for sport and physical education. In addition, the presence of an increased amount of leisure time, a by-product of the industrialization occurring in Canada, stimulated the desires of Canadians to participate in sport at all levels. Both of these factors can be interpreted as being directly concerned with the health and well-being of the individual.

Some felt that the failure of Canada's ice hockey team in international competition provided an additional impetus for the passage of the Fitness and Amateur Sport Act in 1961. On the other hand, one member indicated ice hockey was not a major factor at the time, but recognized that this situation was growing in importance. From discussions with these officials, it was inferred that the national government has recognized the substantial political value of national and international prestige attached to sport. A member of the Directorate reinforced this
observation by stating that "politically and publicly, there is a great deal of support for programs that will enhance Canada's stature in international competition." Concrete evidence of the government's philosophical position on international athletics can be seen in the initiative and financial role she assumed in the formation of Hockey Canada. Another official accepted the fact that sport could be used as an instrument for obtaining national prestige, but was careful to add that this was dependent on "the longevity of the country."

An opinion was expressed that contact with other cultures through international competition provided still another motive for national government involvement: that of the spread of goodwill and friendship, using sport as the medium.

Citing the Canada Games as an example, one individual very strongly felt that sport could be utilized as an effective means for unifying the nation. In addition to accomplishing a nationalizing objective, such a program could also be used in the service of raising the morale levels of certain regions.

Discussions with members of the Fitness and Amateur Sports Directorate indicated government participation
was based on a variety of functions: primarily individualizing, socializing or nationalizing, national prestige, and international goodwill.

A questionnaire was sent to sixty individuals and agencies connected with sport and physical education in Canada, but not directly affiliated with the national government (See Appendix B). In addition to questions related to national government involvement, the participants were asked to express their opinions on the motivations underlying government participation in sport and physical education. The sample consisted of three representative areas within the total program: provincial authorities, heads of departments of physical education in Canadian universities, and amateur sports governing bodies. Forty-one questionnaires (68%) were returned of which four indicated, for various reasons, that they did not wish to participate in the investigation. This left a final total of thirty-seven comprised of nine responses from provincial authorities, eight responses from physical education department heads, and twenty from amateur sports governing bodies.
<table>
<thead>
<tr>
<th>Motivation for Participation</th>
<th>Provincial Agencies Response</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Yes</td>
</tr>
<tr>
<td>1. Individualizing</td>
<td>9</td>
</tr>
<tr>
<td>2. Socializing</td>
<td>8</td>
</tr>
<tr>
<td>3. Military</td>
<td>0</td>
</tr>
<tr>
<td>4. Labor</td>
<td>0</td>
</tr>
<tr>
<td>5. Economic</td>
<td>1</td>
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<td>6. Political</td>
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<tr>
<td>7. Prestige</td>
<td>9</td>
</tr>
<tr>
<td>8. Goodwill</td>
<td>5</td>
</tr>
<tr>
<td>9. Legislative</td>
<td>2</td>
</tr>
</tbody>
</table>

The results in Table 3 show that provincial agencies feel that motivation underlying national government participation in sport and physical education is in service of an individualizing function (100%), a national prestige function (100%), a socializing or nationalizing function (89%), and to a certain degree, a goodwill function (56%).
The military function (0%), labor productivity function (0%), economic function (11%), and political indoctrination function (11%) elicited primarily negative and undecided responses.

Table 4

OPINIONS OF HEADS OF DEPARTMENTS OF PHYSICAL EDUCATION IN CANADIAN UNIVERSITIES CONCERNING THE MOTIVATION FOR CANADIAN NATIONAL GOVERNMENT INVOLVEMENT IN SPORT AND PHYSICAL EDUCATION

<table>
<thead>
<tr>
<th>Motivation for Participation</th>
<th>Heads of Departments of Physical Education in Canadian Universities Response</th>
</tr>
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<td>2. Socializing</td>
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<td>4. Labor</td>
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<td>5. Economic</td>
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<td>6. Political</td>
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<td>8. Goodwill</td>
<td>4</td>
</tr>
<tr>
<td>9. Legislative</td>
<td>2</td>
</tr>
</tbody>
</table>


The heads of the departments of physical education (Table 4) indicated that national prestige (100%), a socializing or nationalizing function (88%), an individualizing function (75%), and a goodwill function (50%) are purposes for national government involvement in sport and physical education. This group indicated that the other functions were not as prominent as the ones previously mentioned.

Table 5

OPINIONS OF CANADIAN AMATEUR SPORTS BODIES CONCERNING THE MOTIVATION FOR CANADIAN NATIONAL GOVERNMENT INVOLVEMENT IN SPORT AND PHYSICAL EDUCATION

<table>
<thead>
<tr>
<th>Motivation for Participation</th>
<th>Canadian Amateur Sports Bodies Responses</th>
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<tbody>
<tr>
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<td>4. Labor</td>
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<td>5. Economic</td>
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<tr>
<td>6. Political</td>
<td>3</td>
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<tr>
<td>7. Prestige</td>
<td>19</td>
</tr>
<tr>
<td>8. Goodwill</td>
<td>14</td>
</tr>
<tr>
<td>9. Legislative</td>
<td>2</td>
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</tbody>
</table>
The results in Table 5 show that amateur sports bodies that national government involvement is motivated by a national prestige function (95%), an individualizing function (85%), a socializing function (80%) and a goodwill function (70%). The military, labor, economic, political indoctrination, and legislative functions elicited little positive response.

Table 6
OPINIONS OF AGENCIES AND INDIVIDUALS CONCERNING THE MOTIVATION FOR CANADIAN NATIONAL GOVERNMENT INVOLVEMENT IN SPORT AND PHYSICAL EDUCATION

<table>
<thead>
<tr>
<th>Motivation for Participation</th>
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<td>8. Goodwill</td>
<td>23</td>
</tr>
<tr>
<td>9. Legislative</td>
<td>6</td>
</tr>
</tbody>
</table>
Individuals and agencies (Table 6) indicated that the primary motive underlying national government involvement in sport and physical education is national prestige (97%). This is closely followed by an individualizing and a socializing function (87% each). They also felt that the international goodwill function (62%) was a motivating factor. The military, labor productivity, economic, and legislative functions were considered insignificant.

Summary.

A collective analysis of the literature, the interviews with F.A.S. officials, and the questionnaire responses of individuals and agencies not directly affiliated with the national government indicates that three dominant purposes permeate the involvement of Canada's national government in sport and physical education: an individualizing function, a national prestige function, and, a socializing or nationalizing function.

The very nature of the philosophy underlying the political structure in Canada (one founded upon democratic principles) ensures that the national government has a moral responsibility to look after the rights and development of the individual. At times, because of Federal structure of
Canada, considerable controversy arises as to which level of government (local, provincial or national) should assume this responsibility. Problems of jurisdiction and the allocation of power and authority in the area of sport and physical education can be dealt with if the concept of "co-operative federalism" is made functional.

Under the agreement of the B.N.A. Act, the Federal government, among other things, was given the control of national defense and foreign affairs. Under these terms, the government became concerned with national programs (sport and related activities included) and international contacts (through the sending of representative teams abroad). In such situations, success in athletic competitions is frequently viewed as being a direct reflection on the Canadian way of life; hence, the national prestige factor appears. Indeed, one must be very careful in utilizing success in international sport as a barometer for the vitality of the nation.

The Canadian national government is motivated by the role that sports play in unifying the country. Sport can make valuable contributions in breaking down the numerous cultural and geographical barriers that exist.
Evidence exists that the government is motivated to a lesser degree in service of an international goodwill function. Economic, political indoctrination, labor, military legislative functions do not appear to be significant factors in Canada.


1. Historical Considerations.

It is the purpose of this study not to present a detailed history of Canada's national government involvement in sport and physical education, but merely to shed some light on the origin and evolution of this phenomenon. For this purpose, an overview and evaluation of significant developments in the form of legislative enactments and the like should suffice.

One could trace the origin of the involvement of the Federal Government in the area of sport and physical education to the passage of the British North America Act in 1867. Under the terms of the Constitution, authority for national defense was vested with the central government. As the industrial era was being ushered in, military functioning still relied heavily on the maintenance of a mobile ground force. Hence, physical training in the form
of military activities was an integral part of the government's program for national defense. This phase of the government's involvement has continued to the present day.

The Strathcona Trust Fund -- Perhaps one of the earliest developments was the establishment of the Strathcona Trust Fund on April 17, 1909. Lord Strathcona, a Canadian statesman and High Commissioner for Canada, became much interested in a proposal for physical and military training in the schools of the nation. In order to supplement the work of the Dominion and Provincial Governments, he entered into an agreement with the Government of Canada whereby $500,000 be placed in trust for this purpose.17

The administration of this Fund was placed in an Executive Council composed as follows: the Minister of Militia Defence, the members of the Militia Council, the officers commanding the Military Districts, and representatives of each province named by the respective Ministers of Education.

Leonard interpreted the aims and purposes of the Fund in the following manner:

The improvement of the physical and the intellectual capabilities of the children, while at school, by means of a proper system of physical training, and . . . the fastening of a spirit of patriotism in the boys, leading them to realize that the first duty of a free citizen is to be prepared to defend his country to which end all boys should, so far as possible, be given an opportunity while at school with military drill and rifle shooting.  

Although the concept of the Fund was militarily-oriented, it provided a stimulus to incorporate physical training as an integral part of the curriculum in all schools above the primary grades, and to provide teacher training in physical education.

Dominion-Provincial Youth Training Program — The years of unemployment and severe economic depression provide a backdrop for the next stage of government involvement. Beginning with the inauguration of the Recreational and Physical Education Program known as "Pro-Rec," in 1934, in the Province of British Columbia, provinces began to instigate plans which would raise the standard of physical fitness and provide leadership and recreation opportunities for those not gainfully employed. Following the example of British Columbia, the Federal Government entered into a cost-sharing agreement with the provinces with the passage of a law for the provision of physical education.

of the Youth Training Act in 1937.\textsuperscript{19} This is frequently referred to as the Dominion-Provincial Youth Training program. The Act provided for the training of young people between the ages of 18 - 30, to fit them for gainful employment and was administered by the Department of Labor in agreement with the government of the province. One of the four categories for expenditure under the act was "physical training programs to maintain health and morale."\textsuperscript{20} The provinces of British Columbia and Quebec, which had operative programs in this area, received assistance for allowance for trainees, travelling expenses, appointment of personnel, compensation for accidents, provision of equipment and supplies, publicity, organized recreation, physical education and health education rentals and training wages.\textsuperscript{21} The Youth Training Act provided $1,500,000 for a period of three years, with the Federal assistance designated not to exceed 50 percent of the cost. Upon termination of the Youth Training Act in 1942 (due to increased employment), the Vocational Training Co-ordination Act, which provided for the

\begin{itemize}
  \item \textsuperscript{19}Department of National Health and Welfare, \textit{Summary of Youth Training and Recreation Programs 1936-1945}, (Ottawa: no author or date given), p. 2.
  \item \textsuperscript{20}Ibid., p. 1.
  \item \textsuperscript{21}Ibid.
\end{itemize}
continuation of Youth Training Act projects on a reduced scale, was passed. Under this agreement, projects for physical training and recreation in all provinces were discontinued on March 31, 1944.

After that time, any work of that nature was to be carried on by the Department of Pensions and National Health under the National Fitness Act.

The Act influenced and assisted other provinces in furthering their programs. Munro refers to the province of Manitoba as having gained greatly from this legislation.  

The National Physical Fitness Act — Medical examinations at the beginning of and throughout World War II revealed that many Canadians, of both sexes, were unfit for military service. This Act, coupled with the government's realization that some action was necessary to improve the level of physical fitness of Canadians, resulted in the passing of Canada's National Physical Fitness Act on October 1, 1943.  

This was followed on February 15, 1944, by the appointment of a National Council on Physical Fitness


23The House of Commons of Canada, National Physical Fitness Act, loc. cit.
consisting of a Director and nine other persons, each to represent one of the provinces of Canada participating in the National Physical Fitness Plan.

The object of the Act was to promote the physical fitness of the people of Canada by:

a) Assisting in the extension of physical education in all educational and other establishments;
b) Encouraging, developing and correlating all activities relating to physical development of the people through sports, athletics and other similar pursuits;
c) Training teachers, lecturers, and instructors in the principles of physical education and physical fitness;
d) Organizing activities designed to promote physical fitness and to provide facilities therefore; and,
e) Co-operating with organizations engaged in the development of physical fitness in the amelioration of physical defects through physical exercise. 24

A Fund of $250,000, of which $25,000 was designated for the administration of the National Physical Fitness Council, was provided to provincial governments on a matching basis with a per capita quota for each province. Major Ian Eisenhardt, the National Director of the program, envisioned the primary objective of the Act as being "the creation of a desire in all Canadians for the well-being

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24 Ibid., p. 158.
associated with physical fitness," for he recognized that national fitness is the result of individual fitness.\textsuperscript{25}

The American Academy of Physical Education meeting in St. Louis in April, 1946, cited the \textit{National Physical Fitness Act} as being the foremost democratic legislation in the field. In a telegram to the Honorable Brooke Claxton, Minister of National Health and Welfare, dated April 11, 1946, the Academy cited the Canadian \textit{Physical Fitness Act} as "pioneering legislation in interest of human fitness."\textsuperscript{26}

John Probe, a Member of Parliament, in 1949, urged increased Federal action on recreation. He made reference to the National Council on Physical Fitness as doing a "grand job," but he urged the government to carry it a step further to "build to reality a wholesome and healthy Canada."\textsuperscript{27} His proposal, in effect, was a plea for the extension of the Federal program to include such areas as providing free courses in hobbies, arts and skills of a recreational nature; providing grants for the building of community halls and playground facilities in

\textsuperscript{25}Major Ian Eisenhardt, "Canada's National Physical Fitness Act" (reprinted from the \textit{Journal of Health and Physical Education}, April, 1954) Ottawa, Ontario: p. 3.

\textsuperscript{26}Telegram addressed to the Honorable Brooke Claxton from the American Academy of Physical Education, Ottawa, April 11, 1946.

\textsuperscript{27}\textit{The Ottawa Journal}, March 8, 1949, p. 11.
towns and villages; and providing instructor coaches of
team games and training facilities for Canadian entrants
in international competition. Although the concern was
expressed, nothing concrete came of this proposal.

The entrance of the provinces as participants in
the program were well received:

It is gratifying that Ontario has at last
joined the ranks of the co-operators in
this field. . . it is hoped this province
will continue to co-operate with the rest
of Canada and thus help to advance social
security for all Canadians. 28

On the other hand, critics of the Act, its structure
and its administration were evident in the formative
years. An editorial in The Toronto Financial Post on
July 12, 1947, raised several questions.

Is the Government justified in spending
from $30,000 to $200,000 of Federal tax-
payer's money in a field that under our
present constitution, belongs to the pro-
vinces, and in which provincial govern-
ments representing only a third of the
Canadian people are participating? 29

Criticism continued to mount, and on November 16,
1951, an open letter issued by the Citizen's Research
Institute "recommended that the Act be revoked and the

29The Toronto Financial Post, July 12, 1947, p. 23.
whole scheme be abandoned." The extensive report suggested that this program was providing services for which there is no real call, and that the Federal Government was encroaching on an area that called for provincial supervision. The letter concluded by stating:

... back in 1943, all parties united in endorsing the National Fitness plan... at the time, there was some suggestion that it was a trial undertaking... the Institute urges members of all parties to study the record and join forces once more to end the experiment.

With the passage of Bill 475, An Act to Repeal the National Physical Fitness Act on June 15, 1954, the program came to an official end. A number of factors appear to have contributed to its eventual demise. The program had been without a Director for more than half the time, so the question of inadequate leadership arises. The restrictions placed on the program due to the limited financial assistance provided must be considered as a major factor in its repeal. In addition, one must realize that it was not truly a national program,

30 "Abolish the National Physical Fitness Undertaking?" An Open Letter Issued by the Citizen's Research Institute of Canada (November 16, 1951), p. 5.

31 Ibid.

32 The House of Commons of Canada, Bill 475 - An Act to Repeal the National Physical Fitness Act, as passed by the House of Commons, 15th June, 1954 (Ottawa: Queens Printer, 1954).
for at no time during the ten-year life span of the Act did all the provinces participate. Perhaps the decrease in wartime activities contributed to its eventual demise.

The Act itself was an awkward piece of legislation, full of contradictions. Due to the lack of specific guidelines, programs were not always geared to activities in the area of physical fitness. Another shortcoming was in its failure to clearly define the functions of the Fitness Council. Legally, it seemed, that the National Council had been given executive powers, but in reality these could not be exercised.33

On the positive side of the ledger, there is no doubt that Act provided worthwhile services. Through its efforts, a number of the smaller provinces were encouraged to establish programs on a cost-shared basis. The Act also made provisions for supplying consulting services and program aids, through direct financial aid to community recreation programs, through the organizing services of many competent area representatives, and through the instructional courses in both physical and cultural activities.34

34 Ibid.
The Physical Fitness Division of the Department of National Health and Welfare which had its beginning with the National Physical Fitness Act, continued to operate under the able leadership of Dr. Doris Plewes. This office primarily served as a clearing house for information, in a co-ordinating and advisory capacity, and did not operate an activity program.

Another program sponsored by the Federal government was the Veterans' Training Course for Recreation Leaders held in Halifax in 1946-47 at the Nova Scotia Technical College. 35

Another important Federal contribution in the late 1950's and early 1960's was made through the Municipal Winter Works Program in the construction of recreational facilities across Canada. Through the co-operative efforts of the various levels of government, the Department of Labour approved projects covering the construction of community rinks, community swimming pools and playgrounds, stadia and playing fields, as well as other recreational facilities. During the fiscal year ending March 31, 1961, outlays under this program amounted to

some $15,000,000 of which the Federal Treasury paid $3,800,000. While the main objective of the program was to provide useful employment for persons out of work, it also had as an important by-product the increase in community recreational facilities across Canada. This program has since been discontinued.

The Fitness and Amateur Sport Act (Bill C-131) — The Federal Government resumed its role in the fitness fields, and made its first move into the field of sport, with the passage of the Fitness and Amateur Sport Act on September 29, 1961. The over-riding purpose of the Act is to "encourage, promote and develop fitness and amateur sport in Canada." 

A number of factors played a significant role in influencing the enactment of this legislation at the national level. Notable among these are the remaining impetus from the old National Physical Fitness Act; the 1959 speech of the Duke of Edinburgh criticizing the low standard of


38 Opinion of Mr. Stan Spicer, personal interview, December 15, 1969.
physical fitness of the Canadian population; and growing representations by amateur sports groups for national assistance for their programs.

The objectives of the Act were the following:

a) Provide assistance for the promotion and development of Canadian participation in national and international sport;
b) Provide for the training of coaches and such other personnel as may be required for the purposes of this act;
c) Provide bursaries or fellowships to assist in the training of necessary personnel;
d) Undertake or assist in research or surveys in respect of fitness and amateur sport;
e) Arrange for national and regional conferences designed to promote and further the objects of this act;
f) Provide for the recognition of achievement in respect of fitness and amateur sport by the grant or issue of certificates, citations or awards of merit;
g) Prepare and distribute information relating to fitness and amateur sport;
h) Assist, co-operate with and enlist the aid of any group interested in furthering the objects of this Act;
i) Co-ordinate Federal activities related to the encouragement, promotion and development of fitness and amateur sport, in co-operation with any other departments or agencies of the Government of Canada carrying on such activities;
j) Undertake such other projects or programs including the provision of services and facilities or the provision of assistance therefore, in respect of fitness and amateur sport as are designed to promote and further the objects of this Act.

39 The Duke of Edinburgh's Presidential Address to the Canadian Medical Association, loc. cit.

40 The House of Commons of Canada, An Act to Encourage Fitness and Amateur Sport, loc. cit.
An annual grant to a maximum of $5 million was authorized, to be administered by the Minister of National Health and Welfare. For the first year of operation, the budget was fixed at $1 million and that amount was increased by $1 million annually until the full allocation of $5 million became available in 1966-67.

In order to carry out the objectives of the Act, two administrative bodies exist to advise and assist the Minister. The National Advisory Council on Fitness and Amateur Sport consists of thirty members representing the fields of sport, physical education, and recreation. The Council structure provides geographical balance for all regional interests. The Act empowers the Council to advise the Minister on all matters he thinks fit to refer to it.\textsuperscript{41} The executive function and the responsibility of carrying out the provisions of the Act are vested with the Directorate of Fitness and Amateur Sport. The Directorate is staffed with full-time civil servants, expert in the fields of physical education or public administration, and knowledgeable in the field of sport.

\textsuperscript{41}Ibid.
An examination of the annual reports of the Fitness and Amateur Sport Program indicates that a number of specific programs can be identified:

1. Grants to national associations concerned with fitness, recreation and amateur sport. These grants are usually used for the staging of national and international competitions, and for leadership training and administration.

2. Research in fitness.

3. An information service and educational materials program. Closely related to this, is the provision of a consultant service for individuals and agencies carrying on programs related to the purposes of the Act.

4. A scholarship, fellowship and bursary program in physical education and recreation.

5. A federal-provincial cost-sharing program.

6. A special activities program - for example, assistance for the staging of World Championships, special games, etc.

The net result was that the Act has provided a remarkable stimulus to fitness and amateur sports in

Canada. The responses of individuals and agencies involved in sport and physical education, but not directly affiliated with the national government, reflect a similar attitude.

In response to the question, "Do you feel that the passage of Bill C-131, in 1961, has provided an impetus for promoting 'physical fitness and amateur sport' in Canada?" (Table 7) 89% of the total sample felt that it had, 3% responded negatively, while 3% of the sample were undecided. The results overwhelmingly indicate that this Act has provided a positive stimulus to improving existing programs of fitness and amateur sport.

Howell and Howell, the outstanding sports historians, comment that "it is quite possible that the Act may affect both the quality and the quantity of participation in sports and games, and may ultimately have more effect than any other single factor in the twentieth century." 43

A Period of Introspection — The commissioning of a three-member Task Force by Health and Welfare Minister John Munro to investigate amateur sport in Canada marked the beginning of a new period in the area of national

43 Howell and Howell, op. cit., p. 162.
Table 7
RESPONSES CONCERNING THE IMPETUS OF THE FITNESS AND AMATEUR SPORT ACT

<table>
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<tr>
<th></th>
<th>Yes</th>
<th></th>
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<td></td>
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<td>%</td>
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<td>%</td>
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government involvement. The committee was composed of W. Harold Rea (a prominent businessman), Dr. Paul Des Ruisseaux (a medical doctor), and Nancy Greene (an international skier). With the appointment of the Task Force in August of 1968, the Federal Government began an introspective analysis of its philosophy, structure, and program activities. The Task Force was commissioned for the purpose of inquiring into and reporting on the following:

1) Prevailing concepts and definitions of both amateur and professional sport in Canada and the effect of professional sport on amateur sport;
2) The role of the Federal Government in relation to non-governmental national and international organizations and agencies in promoting and developing Canadian participation in sport;
3) Ways in which the Government could improve further the extent and quality of Canadian participation in sport both at home and abroad.  

The Task Force reported back to the Minister of National Health and Welfare in February of 1969, and the document was released for public consumption in the spring of the same year. The report, an excellent study within its frame of reference, outlined certain deficiencies to be found in the Canadian sport's system and made numerous recommendations for improvement. Because of the controversial nature of the Task Force Report, the attention of public opinion has been sharpened, and if its only contribution lies in stimulating debate and public interest, then The Report has been beneficial to the development of sport.

Concurrently, the Fitness and Amateur Sport Directorate has begun to critically examine its organization and function, and, in general, question its own existence.

In late summer of 1969, the services of a management consultant firm were obtained to compile a report on

\[\text{Report of the Task Force on Sports for Canadians, p. 89.}\]
physical recreation, fitness and amateur sport in Canada. The P.S. Ross Report recommended a set of national objectives studied the role of the Federal Government and, more specifically, programs and organization for the Directorate of Fitness and Amateur Sport. The Report is a confidential, internal document given to a department in order for it to make its own plans. Canadian sport and physical education has reached a crossroad in its development. No doubt, the recommendations of the Report of the Task Force on Sports for Canadians and the P. S. Ross Report will play an influential role in determining the future of sport, physical education and recreation in Canada.

2. Administrative and Organizational Structure.

Utilizing the theoretical framework developed, the organizational structure of the Canadian government's program involvement in sport and physical education is outlined. Information for this section was derived from three major sources: an analysis of annual reports and other documents published by the various departments; interviews with departmental employees, where possible, and; correspondence with information division personnel within each department.
a) National Government Departments.

At the time of writing, twenty-three departments and agencies of the National Government conduct programs and activities which fall within the broad scope of sport and physical education (Table 8). No agency has these functions as their primary responsibilities, with the exception of the Fitness and Amateur Sport Directorate in the Department of National Health and Welfare.

The agencies and departments, in providing programs of such a diverse nature, employ a variety of methods in accomplishing pre-determined objectives. The methods frequently utilized include the provision of grants; the provision of facilities; the sponsoring of research; the direct undertaking of research; cost-sharing agreements; and informational and promotional programs in the form of speeches, press releases, publications, films, etc.

Generally speaking, three agencies of the government the Department of National Defence, the National Parks Branch, and the Fitness and Amateur Sport Directorate, dominate in terms of size and finances expended on activities related to sport and physical education. Defence programs are, obviously, directed towards members of the Armed Services and their dependents. On the other hand,
## Table 8

**AGENCIES AND DEPARTMENTS OF THE CANADIAN GOVERNMENT CONCERNED WITH SPORT AND PHYSICAL EDUCATION**

*(In Order of Precedence in the Privy Council)*

<table>
<thead>
<tr>
<th>No.</th>
<th>Agency</th>
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<tbody>
<tr>
<td>1.</td>
<td>Department of External Affairs.</td>
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<td>2.</td>
<td>Solicitor General of Canada.</td>
</tr>
<tr>
<td></td>
<td>a) Royal Canadian Mounted Police.</td>
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<tr>
<td></td>
<td>b) Canadian Penitentiary Services.</td>
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<tr>
<td>3.</td>
<td>Department of Public Works.</td>
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<tr>
<td>5.</td>
<td>Department of Industry Trade and Commerce.</td>
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<tr>
<td></td>
<td>a) Dominion Bureau of Statistics.</td>
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<tr>
<td>6.</td>
<td>Department of Regional and Economic Expansion.</td>
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<tr>
<td>8.</td>
<td>Department of Indian Affairs and Northern Development.</td>
</tr>
<tr>
<td></td>
<td>a) Native Populations.</td>
</tr>
<tr>
<td></td>
<td>b) National Parks.</td>
</tr>
<tr>
<td></td>
<td>a) Fitness and Amateur Sport Directorate.</td>
</tr>
<tr>
<td>10.</td>
<td>Secretary of State of Canada.</td>
</tr>
<tr>
<td></td>
<td>a) Canadian Broadcasting Corporation.</td>
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<td></td>
<td>b) National Film Board of Canada.</td>
</tr>
<tr>
<td>11.</td>
<td>Department of Fisheries and Forestry.</td>
</tr>
<tr>
<td>12.</td>
<td>Department of Agriculture.</td>
</tr>
<tr>
<td></td>
<td>a) Queen's Printer.</td>
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</tbody>
</table>
the National Parks Branch, which promotes outdoor recreation, provides numerous opportunities for the general populace. The third agency, the Directorate of Fitness and Amateur Sport and the National Advisory Council, conduct a broad program in encouraging, promoting and developing fitness and amateur sport. Each of these three agencies is discussed in greater detail later on in this chapter. It should be noted that most of the relevant programs of other agencies concerned are small and extremely diverse in both nature and purpose.

So that an overview of the government's involvement may be ascertained, the programs can be best described in terms of the segment of the population at which they are directed. In this respect, four basic populations can be delineated: Federal employees, special populations, the general populace, and industry.

The Department of National Defence and the Royal Canadian Mounted Police provide programs for Federal employees. Defence provides fitness and recreation programs for members of the Armed Services and dependents, and the RCMP conducts fitness and sports programs for its recruit trainees.

Programs for special populations are provided by the Department of Indian Affairs and Northern Development, the
Solicitor General Department and the Department of Regional Economic Expansion. Indian Affairs and Northern Development provides limited leadership and instruction through the primary school system to Indians and Eskimos, in addition to making available recreational grants for programs and facilities to Indian Bands. Through the Canadian Penitentiary Service, physical recreation and sports programs are made available to all inmates of Federal Penitentiaries. The Department of Regional Economic Expansion conducts development programs with recreational implications for backward regions.

Through direct activities, indirect activities, and information and promotion, certain agencies offer programs for the general public. Direct activities in the form of provision of physical facilities, parks, camping grounds, waterways, wharves and marinas are conducted by the Department of Transport (Canals), Department of Indian Affairs and Northern Development (National Parks, Historic Sites Branch and Canadian Wildlife Service), and the Department of Regional and Economic Expansion. Indirect activities such as influencing recreational and physical planning, gathering data for recreational planning and researching, regulating and publicizing
activities related to fishing and hunting are conducted by the Department of Regional Economic Expansion, the Department of Indian Affairs and Northern Development, the Dominion Bureau of Statistics, the Canadian Government Travel Bureau and the Department of Fisheries and Forestry. Informational and promotional services related to sport and physical education, through the production and distribution of literature, films, radio and television programs, are provided by the Canadian Broadcasting Corporation, the National Film Board of Canada, and the Queen's Printer. In addition to these specific agencies, each individual department maintains an information division.

For the purpose of promoting sport and physical education in Canadian industry, the Department of Industry, Trade and Commerce and the Department of Regional Economic Expansion conduct research and planning studies, provide grants, and enter cost-sharing agreements.

A number of miscellaneous programs exist. For example, the Dominion Bureau of Statistics, the Department of Energy, Mines, and Resources, the Department of National Health and Welfare and the Department of Public Works provide statistical and demographic information only indirectly concerned with sport and physical education. The Department
of Agriculture occasionally provides facilities for physical activity. Through the maintenance of preventative health programs, the Department of National Health and Welfare is concerned with fitness in the broadest sense.

Department of National Defence -- This Department maintains the most extensive programs for sports, physical fitness and physical recreation of any Federal Government Department. Relative to other agencies, its budget is quite large, it employs a greater number of personnel engaged in physical recreation programs, and its physical facilities are extensive.\(^{45}\) The program is directed towards members of the Armed Services and their dependents which includes a population of less than 100,000 military personnel plus 160,000 dependents.

The objectives of the program are twofold in nature:

\[...\text{ }\]
\[
\text{to create and maintain a high degree of physical fitness among members of the Armed Forces, and to ensure adequate recreational facilities for the use of the members of the Armed Forces, and their dependents, with the end objective of providing for the development and maintenance of stable and fit personnel.}\]^{46}\]


Sports championships are sponsored throughout the Forces, and there are a number of Force-wide championship competitions conducted on an annual basis. In addition to this, the Department promotes a recreational policy which includes a wide range of activities aimed at maximizing participation in leisure-time activity. Whereas, the athletic competitions are conducted and organized from a central office, the operation of the recreational program is highly decentralized.

While the Department of National Defence does not engage heavily in informational and promotional activities for the general public at large, they have developed and produced a number of booklets and manuals which have had considerable impact throughout Canada and the United States. Most notable of these are the Canadian 5 BX Plan (Five Basic Exercises for Physical Fitness) which was developed by the Royal Canadian Air Force in 1956, and the R.C.A.F. Hockey Series publications.


The National Parks Service -- The National Parks Service, an agency within the Department of Indian Affairs and Northern Development, fosters a program of outdoor recreation which may well have the greatest impact on the total Canadian population. A recent statement on National Parks Policy states:

The basic purpose of the National Park System is to preserve for all time areas which contain significant geographical, geological, biological or historic features as a national heritage for the benefit, education and enjoyment of the people of Canada.\textsuperscript{49}

The statement added that "the provision of urban-type recreational facilities is not part of the basic purpose National Parks. . . such recreation facilities in harmony with the purpose and preservation of a park may be introduced as required to meet recreational needs."\textsuperscript{50}

The Service does not sponsor or conduct programs of sport and physical education directly, but it does, by its very character, provide space for outdoor recreation. Canada's national parks provide an opportunity to enjoy a wilderness experience. Such activities as camping,

\textsuperscript{49}Canada, National Parks Policy (Ottawa: National and Historic Parks Branch, Department of Indian Affairs and Northern Development, 1969), p. 5.

\textsuperscript{50}Ibid.
hiking, canoeing, swimming, fishing, skiing and the visual satisfaction of the scenery are encouraged, while recreation that might just as profitably be found outside a national park is discouraged.

At the present time, there are twenty national parks in existence, five more are to be developed in the near future and six additional sites are being considered. In Canada, there are 29,744 square miles of National Parks, including the 17,300 square miles which make up Wood Buffalo Park. Although the system is extensive in scope, some obvious deficiencies exist. For example, in the past, National Parks have not been established near large population centers. This is particularly evident in the provinces of Quebec and Ontario, where no major Federally-owned parks can be found. On the other hand, British Columbia and Alberta with their relatively smaller populations are well-served in total park area.

Within the parks are shelters, camp grounds, picnic areas, boat launching facilities, horseriding facilities and beach areas. A number of the National Parks maintain gold courses.

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The National Parks Service has recognized the need for co-operative and systematic planning in evolving a parks system for Canadians. Concurrent with this, is the recognition by the Federal government that outdoor recreation areas are of vital importance to the Canadian people and should be thus developed. A former Minister of Indian Affairs and Northern Development presents the Government's position when he stated "... such areas would have to be quite separate from and in addition to the National Parks which fulfill an entirely different purpose. ... they might, however, be related to them regionally." Within this department, the conservation viewpoint, as opposed to the leisure-recreation viewpoint remains a delicate issue.

b) Specific Departments of the National Government.

The Directorate of Fitness and Amateur Sport and the National Advisory Council -- The third agency of the Federal Government which is active in the area of sport and physical education is found under the Welfare Branch of the Department of National Health and Welfare. (Figure 7) Consisting of the National Advisory Council and the

\[^{52}\text{Ibid., p. 19.}\]
Directorate of Fitness and Amateur Sport, this agency owes its existence to the Act to Encourage Fitness and Amateur Sport, approved in 1961. That act outlined a broad program, established an Advisory Council to the Minister, and prescribed the activities and programs that could be carried out under the Act.

The Minister of National Health and Welfare is advised on policy matters by the National Advisory Council on Fitness and Amateur Sport. The council consists of 30 persons appointed for terms of up to three years. Council membership includes persons with experience in national and international competition, physical educators, physicians, leaders in community recreation, and others whose special experience can be an asset to its work.

Until recently, the Council examined applications for government grants to agencies and associations and made recommendations on them. Within the last year, this function has been modified to the extent that it is

53 The House of Commons of Canada, An Act to Encourage Fitness and Amateur Sport, loc. cit.

Figure 7. An Organizational Chart of the Directorate of Fitness and Amateur Sport.
no longer concerned with recommendations on grant requests. The Directorate has since assumed these duties.

The committee structure of the Council has recently been changed to include five committees: finance, communications, fitness, sports, and recreation. Through these committees, the Council maintains continual liaison with national agencies concerned with amateur sport, fitness and recreation.

The Task Force Report, in its investigation into Council's activities, attacked the National Advisory Council on two major fronts. Initially, the Report expressed concern over the general make-up of that body and its primary orientation toward fitness and recreation. The Report also disclosed that the Council, in addition to fulfilling its legal function of providing advice, has played an additional role in the vital policy-setting area, both in the determination of the mode of expenditure of the annual parliamentary grant, and in shaping the day-to-day operations of the Directorate of Fitness and Amateur Sport. The Report strongly recommended that policy formulation be lodged with the responsible body, the Directorate of Fitness and Amateur Sport.

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56Ibid.
The Directorate is staffed with full-time civil servants, expert in the fields of physical education or public administration, and knowledgeable in the field of sport. The permanent staff of the Directorate is twenty-one. In addition, there are eight other full-time "temporary" staff operating on contracts.

Some effort has been made to structure the organization on the basis of activities. Due to the large number of activities undertaken in the small Directorate, several staff members are charged with more than one responsibility. In addition, all full-time professional staff are concerned with the grants program and rendering advice on a consulting basis. Added workload has been placed with the Directorate since the Advisory Council no longer has the role of studying grant proposals.

The program of the Directorate is a very general one. Activities include direct grants to national organizations; fellowships, scholarships or bursaries for professional study; grants to the provinces on a cost-sharing basis; research; consulting and advisory services; information, publicity, and educational materials program; demonstration projects; and grants to national and international games.  

The Directorate is the victim of a severe staff shortage. The Task Force Report pointed this out and recommended that a corps of accomplished athletes and specialized coaches be added to the staff, as well as specialists in the area of public relations. As a possible solution, the Report recommended that the serious understaffing could be met in part by an immediate increase in the administrative expense appropriation to a minimum of 10% of the expenditures on the total program. A further recommendation, that of bringing in a management consultant firm to re-evaluate the administration of the Directorate, has already been implemented.

At the time of writing, several aspects of the program require special mention. First, the cost-sharing agreements expire on March 31, 1970, and discussions are now taking place with the provinces with respect to future Federal-provincial co-operation. Second, a moratorium is in effect on the research and scholarship programs; and third, new ventures in the information program are now being considered. This review has been caused by a number of factors: reconsideration of the programs in the light of progress and changing conditions; the views of the


Perhaps the most striking feature of the Federal government's total program involvement in sport and physical education is that the structure for carrying out these activities is completely decentralized: that is, each agency or department is directly responsible for its own program. There appears to be no relationship, formal or informal, between the majority of these elements. However, some informal committees do exist for certain spheres of activity, usually at the civil servant level. These have generally been created for specific tasks. The lack of a centralized agency for co-ordinating sport and physical education developing policy at the national level has created numerous problems of communication within the Federal government. These difficulties in communication and interchange are evident within the Directorate itself, within the Department of National Health and Welfare, between the Directorate and the Advisory Council, and amongst all other Federal Government Departments involved in sport and physical education.
c) Non-Governmental Organizations.

In the field of sport and physical education, no formal organizational pattern exists between the agencies and departments of the Federal Government and non-governmental bodies. This philosophy is consistent with principles underlying the existence of a democratic society. Foremost among these is that the rights and autonomy of individuals and private agencies must be respected. In Canada, the Federal Government provides grants, and furnishes consulting and informational services to games associations, sports governing bodies, agencies and associations, professional associations and educational athletic associations. Each of these bodies is represented on the National Advisory Council and other governmental committees whose specific task lies in the area of sport and physical education. For the most part, it is through this medium that the viewpoints and opinions of the non-governmental organizations may be voiced. At present, no single structure exists where activities of the Federal Government can be co-ordinated with programs of non-governmental organizations. In a situation where a co-operative effort on the part of all agencies is required, a centralized umbrella structure must exist.
d) Other Levels of Government.

No formal structure for sport and physical education exists among the local, provincial and Federal levels of government. In the past, the Federal Government has entered into cost-sharing agreements with individual provinces. The Federal-provincial agreement of the Fitness and Amateur Sport Program has made available $1 million annually to the provinces and territories. With the exception of Quebec, all the provinces and territories have participated in the program. For the most part, Federal government assistance has played an important role in stimulating and encouraging the provinces to expand their program offerings in this area. Due to general governmental policy, the federal-provincial program will be terminated on March 31, 1970, when the current agreement expires. Grants and financial assistance to the provinces will then be treated on a special project basis.

The results of cost-sharing programs entered into by the different levels of government are particularly evident in the area of facilities construction. A number of communities have benefited considerably through their efforts in staging national and international athletic competitions.

The stadia, tracks, gymnasiums, swimming pools, etc. built for the competition provide the host area with additional opportunities for participation in physical activity for many years to come.

The Federal Government also enters into agreements with local authorities, usually on an individual project basis.

e) Unique Features.

Within the realm of the Federal Government organizational structure, two unique bodies exist. As both are of recent origin, they are perhaps indicative of the future role that the Federal Government will take in the field of sport and physical education.

In 1962 and again in 1963 events progressed to a point where Federal grants were approved for the Canadian Amateur Sports Federation to study the feasibility of holding national amateur games. The net result was the acceptance of a proposal for staging dual Canada Games, summer and winter, in alternating four-year cycles.60

The First Winter Games were held in Quebec City in 1967 and the First Summer Games were held in Halifax-Dartmouth.

60 Canada Games Handbook, p. 2.
in 1969. The organization of the Canada Games rests with the Canada Games Council, a permanent body comprising three representatives from the Canadian Amateur Sports Federation, four representatives of the National Advisory Council, three members of the Fitness and Amateur Sport Directorate, and two representatives of the provincial and territorial Fitness and Amateur Sport Directors.61 The Federal Government through the Department of National Health and Welfare, is prepared to underwrite, within an approved ceiling, all operating costs of the Games.62 In addition, the Directorate assumes responsibility for initiating negotiations with co-sponsors, financial arrangements as well as approving methods of budgetary control regarding the expenditure of Federal funds approved to support the Games. To illustrate the degree of involvement, the Government of Canada provided $1,138,000 of the total of $1,738,000 to cover capital and operating costs for the 1969 Canada Games.63

61 Ibid., p. 4.
62 Ibid., p. 8.
Another structural entity related to the Federal Government's program is Hockey Canada. Implementing the recommendation of the Task Force Report, a non-profit corporation headed by a group of political, business and interested hockey men was incorporated in February, 1969. The organization, known as Hockey Canada, took over the operations of the Canadian National Hockey Team.

In summary, Figure 8 provides an organizational overview of the total Federal effort in sport and physical education by outlining the administrative relationships that exist with other levels of government, and non-governmental organizations.

3. The Program of the Canadian National Government.

The participation of the Government of Canada in the field of sport and physical education is extensive in its scope, and varied in its nature. A large number of Departments and agencies are involved, either directly or indirectly, in sponsoring programs in this area. Adhering to the topical headings presented in the theoretical framework, the activities of the Federal Government will be examined. Unless otherwise mentioned, the discussion
Figure 8. An Organizational Overview of the Total Federal Effort in Sport and Physical Education.
refers to program activities which come under the jurisdiction of the Fitness and Amateur Sport Directorate - the only agency of the Government whose primary responsibilities lie in the area of sport, physical education and recreation.

a) Amateur Sport -- Through the Fitness and Amateur Sport Program, direct grants are made available to national sports governing bodies and multiple sports organizations. The basic principle of Federal assistance to such groups is self-help. The funds expended are aimed at strengthening the administrative structure, expanding the quality of leadership, and developing programs. Among other things, the finances go to leadership training programs, general office expenses of national associations, and to assisting participation in national and international competition.

Recently, the Directorate instituted a program of developmental planning in which associations were encouraged to plan ahead and develop three-year programs.

Government policy on this aspect of the program has been appropriately described as a "welfare approach" in which all sporting organizations have received some

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assistance. Indications are that this policy will be replaced by a grant system based on established priorities. 65

b) Educational-Information Services — All Departments and Agencies of the Federal Government maintain information on that department’s activities to the general public. Within some departments, such as the Canadian Broadcasting Corporation, the National Film Board of Canada, and The Queen’s Printer, this is a primary responsibility.

An educational-information services program, serving two important functions, is conducted by the Directorate. The first function is the maintenance of public relations program to inform Canadians about the FAS program and the services it provides. Secondly, the Directorate, in cooperation with the National Film Board and Queen’s Printer, produces printed materials, films and filmstrips of a technical nature designed to assist in the promotion and instruction of various fitness, recreation and amateur sport activities. 66

In addition to the above services, the Directorate operates The Canadian Documentation Center, located in

65 Opinion of Mr. Tom Bedecki, personal interview, December 15, 1969.

Ottawa, which is said to be the most complete library on sports and recreation in Canada. The Center, whose services are national in scope, collects, classifies, and makes available factual information concerning fitness, recreation and sport. Unfortunately the existence of this library is not widely known, and as a result, relatively little use is made of this facility.

c) Facilities Construction and Maintenance —
As mentioned previously, a number of Federal Departments provide physical facilities such as parks, camping grounds, waterways, wharves, and marinas. The National Parks Service with its vast parks system for outdoor recreation, and the Department of National Defence with its facilities for members of the Armed Services and their dependents dominate. In most instances these facilities are staffed and maintained by employees of the Federal Government.

The Municipal Winter Works Program, administered by the Department of Public Works, encouraged the construction of sports facilities for local and community use.

More recently, the Federal Government has extended its involvement in facility construction by entering into cost-sharing agreements with provincial and municipal

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governments. Through Federal financial participation in the staging of regional, national and international athletic competitions, several communities have been left with a legacy of excellent sports facilities. The city of Winnipeg and the Province of Manitoba, hosts of the 1967 Pan American Games, benefited from the competition being staged there.

It may be of interest to note that the Task Force Report viewed Canada's lack of facilities as a serious problem, and further commented that, "the Federal Government has not been sufficiently vigorous in this field."68

d) International Representative Teams and Delegations — Through direct grants to amateur sports associations and multiple sports governing bodies, such as the Canadian Olympic Association, international athletic competitions receive some support from the Federal Government. For example, a direct grant was made to the Canadian Olympic Association for the purpose of sending athletes to the 1968 Olympic Games in Mexico City.

Although not to a comparable degree, the Government has also provided financial assistance to international

conferences and symposiums in physical education, recreation, and sports medicine. One such example is the partial sponsorship of an international sports symposium held in conjunction with the 1967 Pan American Games.

Another agency, the Department of External Affairs, operates within the scope of this program area. When international teams and professional delegations travel abroad, this agency performs a number of administrative services.

According to Howell and Howell, the involvement of the Federal Government in assisting international competition has resulted in the introduction of new concepts, the most notable one being national teams training together at selected centers. The Task Force Report shared a similar view and recommended to the government that ",... where possible, the concept of a Canadian National Team in being be implemented... that the government should retain the right to certify a team competing in international competition as Canada's National team."
e) Leadership Development and Training — The Directorate, until recently, has operated three programs in this area. First, through the provision of grants to national associations and agencies, funds were channelled into programs designed to improve the quality and quantity of leadership in amateur sports. Leadership training for coaches and administrators alike exist in most amateur sports. Second, under the Federal-provincial program, the Federal Government provided funds to the provinces for awarding undergraduate scholarships and bursaries in physical education and recreation. The third aspect of the program includes scholarships and fellowships that have been made available to physical educators and recreation leaders to improve their professional competence by pursuing advanced degrees. The leadership development program continues in amateur sport. However, this is not the case with the other two areas: the undergraduate bursary program will be phased out when the Federal-provincial agreement terminates on March 31, 1970, and the post-graduate scholarship program is currently under review and will not likely continue in its present form.

Other departments conduct similar programs in this area. For example, the National and Historic Parks Branch of the Department of Indian Affairs and Northern Development announced that nine scholarships worth $2,000 each for graduate work in planning and management of national parks and outdoor recreation areas are being offered to Canadian citizens.73

f) National Awards Program -- At present, a national awards program, as such, does not exist in Canada. The Directorate in 1968 commenced to develop a National Incentive Awards Program which was to succeed the Centennial Athletic Awards Program. The program was co-ordinated by several agencies, including the national government, and was directed towards school-age youth. Some feel that the program was only moderately successful in achieving the objectives it set forth. It was hoped that the program, to be planned in close-co-operation with the provinces, would provide a useful means of encouraging greater interest and participation in activities within the scope of the Act.74 This opinion was re-echoed by the findings of the Task Force committee when they recommended that "... the


Government establish a national system of awards to encourage Canadians to aim for specific standards of fitness and athletic levels and that part of the system focus on suitable recognition of our outstanding athletes. 75

g) National Athletic Competitions — Through the direct grants provided to the amateur sports associations and multiple sports governing bodies, national competitions in athletic events have been sponsored by the Federal Government. The Government's role has been brought out into the open with its efforts in promoting the concept of the Canada Games. Through its representation on the Canada Games Council, the Federal Government has assumed a major role in subsidizing, planning, and co-ordinating amateur athletic competition at the national level.

h) Non-Governmental Organizations and Professional Associations — Another feature of the Fitness and Amateur Sport Program is the allocation of grants to national agencies and professional associations operating programs related to fitness sport and recreation. 76 Recipients

75 Report of the Task Force on Sports For Canadians, p. 66.

of such funds include organizations such as Boys' Club of Canada, Boy Scouts of Canada, Royal Canadian Legion, Y.M.C.A., Y.W.C.A., etc. and professional associations such as the Canadian Association of Health, Physical Education and Recreation and the Parks and Recreation Association of Canada. The funds expended are used for administration, training programs and special studies or surveys.

   i) Other Levels of Government -- Since the passage of Bill C-131 in 1961, a renewable Federal-provincial agreement has been in effect. Under this agreement, $1 million is made available annually to the provinces, with each province or territory eligible to receive a basic amount of $35,000 and the remainder of the $1 million being distributed according to population.77 Through this program, the Federal Government pays 60 percent of the cost of approved provincial projects while the province pays the remaining 40 percent. Through this cost-sharing agreement contact is made between the Federal Government and the local government, with the provincial authority acting as the liaison. In the past, the Federal funds have been used to support such projects as undergraduate

77Ibid., p. 8.
scholarships and bursaries, leadership, recreation and amateur sport programs, provincial competitions, conferences and seminars, and provincial administration.

This program has been well received, and has assisted all the participating provinces and territories in program expansion and improvement. In some respects, the Federal assistance has served a catalytic function in stimulating provincial authorities to organize sport, physical education and recreation at that level. British Columbia (B.C. Sports Federation), Ontario (Sport Ontario) and New Brunswick have adopted an organizational structure for the purpose of co-ordinating programs within their province.

Presently, the Federal Government feels that the time has come to shift emphasis in Federal-provincial cooperative programs from mainly provincially directed to more nationally-oriented involvement. The result of this is the discontinuation of the Agreement as it is in its present form in which the fiscal year 1970-71 is considered as being a phase-out year as far as the present commitments are concerned. In effect, the reduction of Federal expenditure in this sphere, will enable the Directorate to channel additional funds into other program areas.

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Co-operative efforts between national governments in sport and physical education also exist. This is evidenced in an exchange program between Canada-United States Parks staff which "... enable staff in various aspects of national and historic park administration to gain a knowledge of the other country's procedures and policies and, where feasible, to apply that knowledge to their own park system. 79

j) Planning, Technical and Advisory Services -- The Directorate provides consulting services as part of their regular liaison activities with national associations. 80 Special consultants offer technical and advisory assistance in such areas as program planning, promotion, public relations, facilities construction, etc. The appearance of specially constituted bodies such as Canada Games has resulted in an expansion of this service.

k) Professional Sport -- Professional sport in Canada is flourishing and continues to make strides in attracting an even wider following. For the most part, contact between the Federal Government and professional sport is limited. First, the Government of Canada through its


various statutes and laws provides a legal framework in which professional sport must function. Second, through radio and television contracts, the Canadian Broadcasting System enters into agreements with the Canadian Football League and the National Hockey League. Through such arrangements, the Federal Government provides an additional medium for bringing professional sport to the general public.

For the most part, football and other forms of professional sport (excluding ice hockey) handle their own affairs with a minimal amount of government interference.

Recently, the Federal Government has expressed some concern over the existing relationships between amateur and professional ice hockey. In 1967, a Report on Amateur Hockey in Canada completed by the Study Committee on Hockey of the National Advisory Council was made public. This document analyzed the amateur-professional relationship and made numerous recommendations for improvement.\textsuperscript{81} In order to strengthen the vulnerable position amateur hockey found itself in, the committee strongly recommended that

\textsuperscript{81}Report on Amateur Hockey in Canada by the Study Committee on Hockey of the National Advisory Council on Fitness and Amateur Sport (Ottawa: 1967), pp. 9-21.
the "Federal Government of Canada initiate legislation in whatever form it deems most suitable which will achieve the purpose of guaranteeing to amateur hockey freedom from any kind of interference from the National Hockey League or its agents." The net result of this study was that in May of 1967, the CAHA and NHL entered into a new agreement. The new agreement corrected many of the conflicts and cleared up much of the disagreement between the professional and amateur bodies.

1) Research and Sports Medicine — Most Departments and agencies of the Federal Government are active in the area of research. This takes the form of either sponsoring research or directly undertaking research itself.

Through the Fitness and Amateur Sport Program, financial assistance is provided for the investigation of problems related to both fitness and sport. Grants have been made to assist individual research projects and have helped to operate three university research units. Since its inception, the research program has born the brunt of

82 Ibid., p. 33.
a number of criticisms. Many feel that program has placed
considerable emphasis in the area of physiology of exercise
and that the immediate results of such investigations were
of little practical value. Many concur with the Task
Force Report's position on this matter:

Our prime need is for practical research
oriented toward improvement techniques
and methods in all areas of sport -- from
conditioning procedures to the fine psy­
chological areas of competition, training
and coaching problems.84

Research at the Federal level in sport has not been
restricted to the FAS Program. The National Research
Council of Canada, in co-operation with the Canadian
Amateur Ski Association, conducted tests in a wind
tunnel to find ways of reducing "drag" or wind resistance
experienced by skiers competing in downhill races.85

Through the initiative of several sports-minded
doctors and a recommendation of the Task Force Report86
the Federal Government provided financial assistance in
order to convene a conference for the establishment of a
Canadian Sport Medicine Association in 1969.

84Report of the Task Force on Sports for Canadians,
p. 68.

85Department of External Affairs, Canadian Weekly

86Report of the Task Force on Sports For Canadians,
p. 70.
m) Sport and Physical Education for the Disabled and Physically Handicapped — Two departments of the Federal Government are concerned with recreation as a rehabilitative method. Under the terms of the Vocational Rehabilitation of Disabled Persons Act, 1961, the Department of Manpower and Immigration shares equally with nine provinces the cost of co-ordination, assessment and provision of any needed services to disabled persons, and of staff training and research. Further impetus has been given under the Medical Rehabilitation and Crippled Children Grant available to all provinces under the National Health Grants program by which some $2.8 million is allocated to extend and improve medical rehabilitation services for the chronically ill and disabled and to support the training of rehabilitation personnel.

The Directorate has provided some direct support for promoting sport and physical education among the handicapped. In 1967, Federal funds were made available to assist in the staging of the First Pan-American Paraplegic Games held in Winnipeg.

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88 Ibid., p. 12.
n) Sport and Physical Education Within the Schools —

Under the terms of the British North America Act, the jurisdiction over education rests with the individual provinces. However, there are instances where some contact has occurred between Federal officials and educational institutions. The Department of Indian Affairs and Northern Development provides services in sport and physical education in Indian and Eskimo populations through its program of primary school education. An agreement has been reached between the Canadian Intercollegiate Athletic Union and Canadian Broadcasting Corporation for television and radio rights to national intercollegiate contests.

In addition to the above programs, the Directorate was instrumental in laying the foundational framework for a national high school athletic association. In order to avoid direct encroachment on an area of provincial jurisdiction, the Federal Government had to channel its efforts through the Canadian Association of Health, Physical Education and Recreation. The net result was the


91 Opinion of Mr. Tom Bedecki, personal interview, December 15, 1969.
birth of the Canadian Federation of High School Athletic Associations in 1969.

o) Miscellaneous — The Federal Government has undertaken a number of special projects which require further mention.

During Canada's Centennial year in 1967, the Directorate supported the Yukon Alpine Centennial Expedition. The three-phase program, involving nearly 250 climbers, had as its primary purpose, the scaling of unclimbed peaks in the Yukon Territory.\textsuperscript{92}

Another aspect of the program is the involvement of the Federal Government in the operations and management of Canada's national hockey team by Hockey Canada.

With the appointment of Canada's track and field champion, Harry Jerome, to undertake special studies in conjunction with the national FAS program,\textsuperscript{93} the Government embarked on still another venture in programming. Jerome is presently serving as technical director of the Cross Canada Sports Demonstration, which is a cross-country sports clinic designed to increase participation.

\textsuperscript{92}Annual Report of the Fitness and Amateur Sport Program 1967-68, loc. cit.

Under the sponsorship of the Directorate, a group of six outstanding Canadian track and field and gymnastic athletes will visit some 300 elementary and high schools to speak with teachers and students, demonstrate techniques, and show how track and field sports can be developed indoors.\footnote{Sports Canada Interview, "Get Kids Involved First - We'll Win Medals Later," \textit{Sports Canada} I (No. 4, November, 1969), pp. 14-15.}

Another special project undertaken by the Directorate is related to the psycho-sociological aspects of Indian and Eskimo participation in strenuous fitness activity in the Arctic.\footnote{Annual Report of the Fitness and Amateur Sport Program 1967-68, p. 6.} Classified as action research, the program is attempting to evaluate the effectiveness of competitive sports in motivating Indian and Eskimo students to higher achievement. The project, financed by FAS grants, is a cross-country ski-training program, called Territorial Experimental Ski Training (TEST). The remarkable thing about the experiment is that youngsters in the program have achieved immediate recognition and acclaim as a result of their triumphs in national and international competitions. For example:
a team of young Canadian skiers has cracked the Scandinavian cross-country monopoly by taking top honors in the Swedish National Nordic Championships at Hassala, Sweden.96

More recently, a grant of $140,000 to assist in promoting, organizing and staging the first Arctic Winter Games was made by the Directorate.97 The Games, which were held in Yellowknife, Northwest Territories, from March 10 to 14, 1970, involved some 800 athletes from the Northwest Territories, the Yukon, the Eastern Arctic and Alaska. The Games included sports and cultural activities (the latter being restricted to Indian and Eskimo participation) for competitors from areas that lie entirely north of the 60th parallel.

The Arctic Winter Games were extremely well received, and plans to hold them once every two years have been adopted. Some believe that these Games may lead eventually to World Arctic Games, since Arctic Communities in Europe have shown interest in the project and some of them have already sought an invitation to participate.


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The Results of the Questionnaire.

A complete accounting of all collected data from the questionnaires circulated has been included in this section and has been organized as follows: an evaluation of the Fitness and Amateur Sport Program, and administrative and financial considerations related to national government involvement.

A perusal of the data in Table 9 indicates that the total sample felt the following areas of the Fitness and Amateur Sport Program have been successfully promoted and received: national championships (70%), leadership training in amateur sport (57%), administrative grants to sports governing bodies (54%), grants to the provinces (54%), grants to national organizations (49%), scholarships and fellowship programs (46%) and international competitions (46%). Smaller percentages of the total sample indicated that fitness research (27%), information-education materials program (24%), grants for the construction of facilities (19%), consultant services (16%), and national awards program (14%) were less successfully promoted. A further analysis of the responses of each of the sub-samples reveals that a definite pattern exists. Those programs which directly affect a sub-sample population
Table 9

AREAS OF THE FITNESS AND AMATEUR SPORT PROGRAM SUCCESSFULLY
PROMOTED AND RECEIVED

<table>
<thead>
<tr>
<th>Program Areas</th>
<th>Provincial Agencies</th>
<th>P.E. Department Heads</th>
<th>Amateur Sports Organizations</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>N</td>
<td>%</td>
<td>N</td>
<td>%</td>
</tr>
<tr>
<td>1. Administrative Grants to Sports Governing Bodies.</td>
<td>4</td>
<td>45</td>
<td>5</td>
<td>63</td>
</tr>
<tr>
<td>2. Consultant Services.</td>
<td>2</td>
<td>22</td>
<td>1</td>
<td>13</td>
</tr>
<tr>
<td>3. Fitness Research</td>
<td>2</td>
<td>22</td>
<td>6</td>
<td>75</td>
</tr>
<tr>
<td>4. Grants for the Construction of Facilities.</td>
<td>2</td>
<td>22</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>5. Grants to National Organizations.</td>
<td>33</td>
<td>3</td>
<td>38</td>
<td>12</td>
</tr>
<tr>
<td>6. Grants to the Provinces.</td>
<td>9</td>
<td>100</td>
<td>3</td>
<td>38</td>
</tr>
<tr>
<td>7. Information-Education Materials Program.</td>
<td>6</td>
<td>67</td>
<td>1</td>
<td>13</td>
</tr>
<tr>
<td>8. International Competition.</td>
<td>2</td>
<td>22</td>
<td>4</td>
<td>50</td>
</tr>
<tr>
<td>9. Leadership Training in Amateur Sports.</td>
<td>56</td>
<td>3</td>
<td>38</td>
<td>13</td>
</tr>
<tr>
<td>10. National Awards Program.</td>
<td>2</td>
<td>22</td>
<td>0</td>
<td>0</td>
</tr>
</tbody>
</table>
elicited a more favorable response from that group. For example, the provincial agencies felt that the grants to the provinces (100%) and the scholarships and fellowship program (78%) have been successful. Physical education department heads indicated that the scholarships and fellowship program (100%) and fitness research program (75%) have been well received. Whereas, amateur sports organizations rated national championships (80%), leadership training in amateur sport (65%) and grants to national organizations (60%) quite high.

An analysis of the percentage responses of the total sample indicates that most areas of the fitness and amateur sport program have been well received (Table 10). However, 54% of the total sample felt that grants for the
construction of facilities was a shortcoming of the present program. In addition, 46% of the total disclosed their dissatisfaction with the information-education materials program. Areas receiving smaller percentage responses included: national awards program (32%), fitness research (30%), administrative grants to sports governing bodies (30%) and consultant services (27%). Once again, programs closely related to the interests of the sub-sample groups elicited a particular response pattern.

A comparison of the results of Table 10 with Table 9 serves as a measure of internal consistency. Generally speaking, the areas with the higher percentages in Table 9 received the lower percentages in Table 10.

The respondents were asked to elaborate on problems facing the Fitness and Amateur Sport Program, and to offer their suggestions as to how these may be alleviated. The problems expressed fall into three broad categories: general philosophy, administration, and program.

Under general philosophy, a number of the respondents expressed reservations on the over-involvement of the political element. Several statements reflect this attitude "government should be more involved in helping,
Table 10
AREAS OF THE FITNESS AND AMATEUR SPORT PROGRAM NOT SUCCESSFULLY PROMOTED AND RECEIVED

<table>
<thead>
<tr>
<th>Program Areas</th>
<th>Provincial Agencies</th>
<th>P.E. Department Heads</th>
<th>Amateur Sports Organizations</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>N</td>
<td>%</td>
<td>N</td>
<td>%</td>
</tr>
<tr>
<td>1. Administrative Grants to Sports Governing Bodies.</td>
<td>3</td>
<td>33</td>
<td>2</td>
<td>25</td>
</tr>
<tr>
<td>2. Consultant Services.</td>
<td>3</td>
<td>33</td>
<td>2</td>
<td>25</td>
</tr>
<tr>
<td>3. Fitness Research</td>
<td>5</td>
<td>56</td>
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<td>0</td>
</tr>
<tr>
<td>4. Grants for the Construction of Facilities.</td>
<td>4</td>
<td>44</td>
<td>5</td>
<td>63</td>
</tr>
<tr>
<td>5. Grants to National Organizations.</td>
<td>0</td>
<td>0</td>
<td>1</td>
<td>13</td>
</tr>
<tr>
<td>6. Grants to the Provinces.</td>
<td>0</td>
<td>0</td>
<td>2</td>
<td>25</td>
</tr>
<tr>
<td>7. Information-education Materials Program.</td>
<td>2</td>
<td>22</td>
<td>4</td>
<td>50</td>
</tr>
<tr>
<td>8. International Competition.</td>
<td>0</td>
<td>0</td>
<td>1</td>
<td>13</td>
</tr>
<tr>
<td>9. Leadership Training in Amateur Sport.</td>
<td>1</td>
<td>11</td>
<td>4</td>
<td>50</td>
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</table>
Table 10 (Continued)

<table>
<thead>
<tr>
<th>Program Areas</th>
<th>Provincial Agencies N</th>
<th>%</th>
<th>P.E. Department Heads N</th>
<th>%</th>
<th>Amateur Sports Organizations N</th>
<th>%</th>
<th>Total N</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>10. National Awards Program.</td>
<td>3</td>
<td>33</td>
<td>3</td>
<td>38</td>
<td>6</td>
<td>30</td>
<td>12</td>
<td>32</td>
</tr>
<tr>
<td>11. National Championships.</td>
<td>1</td>
<td>11</td>
<td>1</td>
<td>13</td>
<td>1</td>
<td>5</td>
<td>3</td>
<td>8</td>
</tr>
<tr>
<td>12. Scholarships and Fellowship Program.</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>8</td>
<td>40</td>
<td>8</td>
<td>22</td>
</tr>
</tbody>
</table>

less involved in interfering. . . political interference should be avoided at all cost. . . leadership of a technical nature should be provided, not a political one. . . the present program is too involved in politics, not sports, and most certainly, not the individual."

Some felt that true spirit of Bill C-131 has never been carried out and that this situation can be attributed to a number of factors including: the lack of an underlying philosophy, the lack of a sense of direction and purpose, and the lack of clearly defined criteria, policies and procedures for program enactment.

A number of agencies indicated that the FAS program had failed to overcome existing economic and geographical
disparities. This group maintained that equalization of opportunity for participation, access to quality leadership and facilities and participation in regional and national level competition has yet to be realized. Some also felt that the program has been unable effectively to raise the stature of amateur sports which are at a lower stage of development.

Within the context of general philosophy, a few agencies mentioned that the Federal Government, through the FAS Program, has not sufficiently dealt with the problem of public apathy. The Government's inability to appropriately cope with this issue has many implications for mass participation in sport and physical education at the grass roots level.

Most respondents pointed out that leadership, in all areas, was a critical problem facing the present program. In addition to commenting on the inadequate staffing (qualitatively and quantitatively) at the Directorate level, several indicated that some amateur sports governing bodies were in need of sound leadership at the national level. The need for co-operation, co-ordination and centralization at the national level was re-emphasized.
The existence of an inadequate budget and a questioning of the most effective use of financial expenditure within the program were mentioned. Several respondents were critical of the procedures utilized for processing grants. Concern was expressed over the length of time it takes to make money available, as well as the time required to receive confirmation of the grant approved.

Communication was cited as another problem area. The comments on this issue indicated that this problem was not just limited to one specific level. On the contrary, communication difficulties exist within, and between each of the following areas: the Directorate, the National Advisory Council, amateur sports organizations, and provinces, national organizations and professional associations, and the universities.

When examining the present program, one must appreciate the difficult task which confronts the national government. The government, by its very nature, must deal with individuals and agencies who have vested interests in particular areas. As these agencies actively promote these interests through lobbying, the government is placed in the untenable position of making decisions that some groups may not be in agreement with.
A number of the respondents expressed concern over several areas within the present program. The most frequently mentioned ones included inadequate provision for facilities at the local, regional and national level; and leadership development and training in amateur sport. Some felt that the public relations and publicity program was not as effective as it could be.

One agency maintained that a critical problem facing the present program lies in a direct conflict in priorities: "... less emphasis should be placed on international success, and more on the natural development of each facet of sport in general."

An analysis of the completed questionnaires provides a number of suggestions as to how some of the problems may be alleviated, or improved upon. These may be summarized as follows:

1. A statement of the philosophy and objectives of the present program is required. . . consideration given to redefining policy and procedure.

2. A greater emphasis in supporting all types of recreation, with more emphasis on education for recreation.

3. A program committed to a sports developmental plan (athlete, club, school, local, provincial, regional,
national and international), broadly based and balanced amongst all levels.

4. The formulation of a national policy on sport, physical education and recreation to be drafted by national and provincial sports governing bodies in conjunction with Federal, provincial, and local authorities.

5. The development and expansion of present leadership training programs for members of the FAS Directorate, and other leadership roles in sport, physical education, and recreation... for the purpose of developing knowledgeable and philosophically sound leadership.

6. The provision of finances for the improvement of the administrative structure of sport in Canada... each organization to be productive individually, and each to collectively co-operate for the common good of sport... strengthening the liaison between governments and voluntary bodies.

7. The strengthening of the structure of sport by centralizing its administration at the national level... for the improvement of communication and co-ordination of all aspects of sport, physical education and recreation.

8. Expanding the scope of the entire program by increasing the amount of financial assistance.
9. Expansion of the public relations and publicity program ... for the purpose of combating public apathy and making the public more aware of the PAS program.

10. The expansion of sports facilities throughout Canada at the local, regional and national levels ... can be achieved through the reintroduction of a winter works program ... enter into more cost-sharing agreements for facilities construction.

11. Expansion of current research program to include studies which have practical application.

Eighty-one percent of the total sample (Table 11) expressed the need for more co-operation between, and co-ordination of national bodies concerned with sport, 8 percent felt that this was not necessary, and 11 percent were undecided. The provincial agencies and the physical education department heads were unanimous in their response, whereas only 65 percent of amateur sports organizations saw need.

The results of Table 12 indicate that 78 percent of the total sample are not entirely satisfied with the level of co-operation that exists between statutory bodies (Government Departments and local authorities) with voluntary sports bodies, national and local. Only 19 percent of the total sample indicated that the co-
Table 11
NEED FOR CO-OPERATION BETWEEN AND COORDINATION OF NATIONAL BODIES CONCERNED WITH SPORT

<table>
<thead>
<tr>
<th>Agencies</th>
<th>Total Responses</th>
<th></th>
<th></th>
<th>Undecided</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Yes</td>
<td>%</td>
<td>No</td>
<td>%</td>
</tr>
<tr>
<td>Provincial Agencies</td>
<td>9</td>
<td>100</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Physical Education Department Heads</td>
<td>8</td>
<td>100</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Amateur Sports Organizations</td>
<td>13</td>
<td>65</td>
<td>3</td>
<td>15</td>
</tr>
<tr>
<td>Total</td>
<td>30</td>
<td>81</td>
<td>3</td>
<td>8</td>
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</table>

The operation was adequate. The physical education department heads unanimously agreed that the level of co-operation was inadequate.

In responding to the question, "Is the best possible use made, locally and nationally, of existing facilities? (Table 13), 70 percent of the total sample responded in the negative, whereas 22 percent responded in a positive manner to the question, and 8.2 percent were undecided. One hundred percent of the provincial agencies saw the
Table 12

ADEQUATE CO-OPERATION BETWEEN STATUTORY BODIES AND VOLUNTEER SPORT BODIES

<table>
<thead>
<tr>
<th>Agencies</th>
<th>Yes</th>
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<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>N</td>
<td>%</td>
<td>N</td>
<td>%</td>
<td>N</td>
</tr>
<tr>
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<td></td>
</tr>
<tr>
<td>3</td>
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<td>0</td>
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</tr>
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<td>7</td>
<td>14</td>
<td>29</td>
<td>78</td>
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Table 13
BEST USE MADE LOCALLY AND NATIONALLY OF EXISTING FACILITIES

<table>
<thead>
<tr>
<th>Agencies</th>
<th>Yes N</th>
<th>Yes %</th>
<th>No N</th>
<th>No %</th>
<th>Undecided N</th>
<th>Undecided %</th>
</tr>
</thead>
<tbody>
<tr>
<td>Provincial Agencies</td>
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<td>9</td>
<td>100</td>
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<td>0</td>
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<tr>
<td>Physical Education Department Heads</td>
<td>2</td>
<td>25</td>
<td>5</td>
<td>63</td>
<td>1</td>
<td>12</td>
</tr>
<tr>
<td>Amateur Sports Organizations</td>
<td>6</td>
<td>30</td>
<td>12</td>
<td>60</td>
<td>2</td>
<td>10</td>
</tr>
<tr>
<td>Total</td>
<td>8</td>
<td>22</td>
<td>26</td>
<td>70</td>
<td>3</td>
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Table 14
NATIONAL GOVERNMENT ASSUMING AN ACTIVE ROLE IN CO-ORDINATING PROGRAMS WITHIN THE FRAMEWORK OF THE EDUCATIONAL STRUCTURE

<table>
<thead>
<tr>
<th>Agencies</th>
<th>Yes N</th>
<th>Yes %</th>
<th>No N</th>
<th>No %</th>
<th>Undecided N</th>
<th>Undecided %</th>
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<tr>
<td>Provincial Agencies</td>
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<td>45</td>
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<td>Physical Education Department Heads</td>
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<td>4</td>
<td>50</td>
<td>1</td>
<td>12</td>
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<tr>
<td>Amateur Sports Organizations</td>
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<td>40</td>
<td>8</td>
<td>40</td>
<td>4</td>
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</tr>
<tr>
<td>Total</td>
<td>13</td>
<td>35</td>
<td>16</td>
<td>43</td>
<td>8</td>
<td>22</td>
</tr>
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</table>
need for improving facility usage for sport and physical education at all levels.

In responding to the question related to the national government assuming a more active role in co-ordinating programs within the framework of the educational structure (Table 14) some interesting results were noted. The responses of the total sample reinforce the point of view that Federal Government encroachment into areas under provincial jurisdiction is, indeed, a delicate issue. The total sample was split on this subject with 43 percent responding negatively and 35 percent positively. The delicacy of this issue is evident in the unusually high percentage that were undecided. It is interesting to note that the provincial agencies' responses were consistent with those of the total sample.

In answering the question, "Is the government providing adequate financial assistance to programs of sport, physical education and recreation?" (Table 15), 70 percent of the total sample responded negatively, 22 percent felt that the funds being provided were adequate, and 8 percent were undecided. A difference of opinion within the physical education department heads sub-sample, with 38 percent responding affirmatively, 50 percent negatively, and 12 percent undecided was observed.
Table 15

NATIONAL GOVERNMENT PROVISION OF ADEQUATE FINANCIAL ASSISTANCE TO PROGRAMS OF SPORT, PHYSICAL EDUCATION, AND RECREATION

<table>
<thead>
<tr>
<th>Agencies</th>
<th>Yes N</th>
<th>Yes %</th>
<th>No N</th>
<th>No %</th>
<th>Undecided N</th>
<th>Undecided %</th>
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<tbody>
<tr>
<td>Provincial Agencies</td>
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<td>0</td>
<td>8</td>
<td>89</td>
<td>1</td>
<td>11</td>
</tr>
<tr>
<td>Physical Education</td>
<td>3</td>
<td>38</td>
<td>4</td>
<td>50</td>
<td>1</td>
<td>12</td>
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<td>Department Heads</td>
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<td></td>
<td></td>
<td></td>
<td></td>
</tr>
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<td>5</td>
<td>25</td>
<td>14</td>
<td>70</td>
<td>1</td>
<td>5</td>
</tr>
<tr>
<td>Total</td>
<td>8</td>
<td>22</td>
<td>26</td>
<td>70</td>
<td>3</td>
<td>8</td>
</tr>
</tbody>
</table>

The results of Table 16 indicate that 84 percent of the total sample wished to see the national government increase its expenditure in sport, physical education and recreation. Only 8 percent felt that this was unnecessary, and 8 were undecided. A similar response pattern between Tables 15 and 16 serves as an internal consistency check.

A majority of the total sample (52%) felt that the monies available to areas within the Fitness and Amateur Sport Program were not distributed in an equitable manner. Twenty-four percent indicated that present funds were equitably distributed, while 24 percent were undecided in
Table 16

OPINIONS CONCERNING INCREASING NATIONAL GOVERNMENT EXPENDITURE IN SPORT, PHYSICAL EDUCATION AND RECREATION

<table>
<thead>
<tr>
<th>Agencies</th>
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<th>%</th>
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<tr>
<td>Amateur Sports</td>
<td>18</td>
<td>90</td>
<td>1</td>
<td>5</td>
<td>1</td>
<td>5</td>
</tr>
<tr>
<td>Organizations</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>31</td>
<td>84</td>
<td>3</td>
<td>8</td>
<td>3</td>
<td>8</td>
</tr>
</tbody>
</table>

their response. (Table 17) It is interesting to note that provincial agencies appear to be the sub-sample group most dissatisfied with the government's pattern of allocating financial assistance. This is probably quite understandable, for the national government has recently decided to terminate the existing Federal-provincial agreement and have specified that 1970-71 will be a phase-out year.

An examination of the data in Table 18 shows that 46 percent of the total sample agree that the machinery for the dispersion of monies is effective. A rather high percentage (41%) indicated that they were not entirely
### Table 17
EQUITABLE DISTRIBUTION OF MONIES TO AREAS IN THE FITNESS AND AMATEUR SPORT PROGRAM

<table>
<thead>
<tr>
<th>Agencies</th>
<th>Yes N</th>
<th>%</th>
<th>Total Responses</th>
<th>No N</th>
<th>%</th>
<th>Undecided N</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Provincial Agencies</td>
<td>0</td>
<td>0</td>
<td>6</td>
<td>67</td>
<td></td>
<td>3</td>
<td>33</td>
</tr>
<tr>
<td>Physical Education Department Heads</td>
<td>2</td>
<td>25</td>
<td>5</td>
<td>63</td>
<td></td>
<td>1</td>
<td>12</td>
</tr>
<tr>
<td>Amateur Sports Organizations</td>
<td>7</td>
<td>35</td>
<td>8</td>
<td>40</td>
<td></td>
<td>5</td>
<td>25</td>
</tr>
<tr>
<td>Total</td>
<td>9</td>
<td>24</td>
<td>19</td>
<td>52</td>
<td></td>
<td>9</td>
<td>24</td>
</tr>
</tbody>
</table>

### Table 18
EFFECTIVENESS OF THE MACHINERY FOR DISTRIBUTION OF MONIES TO AREAS IN THE FITNESS AND AMATEUR SPORT PROGRAM

<table>
<thead>
<tr>
<th>Agencies</th>
<th>Yes N</th>
<th>%</th>
<th>Total Responses</th>
<th>No N</th>
<th>%</th>
<th>Undecided N</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Provincial Agencies</td>
<td>4</td>
<td>45</td>
<td>3</td>
<td>33</td>
<td></td>
<td>2</td>
<td>22</td>
</tr>
<tr>
<td>Physical Education Department Heads</td>
<td>4</td>
<td>50</td>
<td>3</td>
<td>38</td>
<td></td>
<td>1</td>
<td>12</td>
</tr>
<tr>
<td>Amateur Sports Organizations</td>
<td>9</td>
<td>45</td>
<td>9</td>
<td>45</td>
<td></td>
<td>2</td>
<td>10</td>
</tr>
<tr>
<td>Total</td>
<td>17</td>
<td>46</td>
<td>15</td>
<td>41</td>
<td></td>
<td>5</td>
<td>13</td>
</tr>
</tbody>
</table>
satisfied with this facet of the Fitness and Amateur Sport Program, while 13 percent elicited an undecided response.

In summary, a word of caution must be issued in interpreting the findings and drawing conclusions on the basis of the results obtained from the questionnaire. First, although the percentage return was quite high, the N (37) still was relatively small. Secondly, and more important, one must realize that difficulties in interpretation arise when assessing a phenomenon of such complexity. For the most part, the collection of data on national government involvement utilizing a questionnaire as a research technique cannot proceed without considerable explanation and qualifying statements.

The original intent of soliciting the opinions of agencies connected with sport, physical education and recreation was to add still another dimension to the investigation. Therefore, its value lies in the fact that the instrument serves as a means for providing insights and general opinions concerning the question of national government involvement. In assessing the reactions and feelings of these agencies, the instrument developed has been most useful.
4. National Government Support to Sport and Physical Education.

The financial support provided by the Canadian national government is analyzed under the headings of sources of revenue, funds available for distribution, and machinery for distribution.

a) Sources of Revenue -- Funds for capital and operating expenses in sport and physical education are derived from a variety of sources. A majority of the finances used for national government programs are public funds, which are made available to all Departments and Agencies through the Treasury Board. These budgets are supported, to a small degree, by revenue from operations of facilities and programs. For example, the tolls charged by Department of Transport for the usage of its canal system by boating enthusiasts help defray operating costs. A similar situation exists in the National Parks Service where fees, on a daily or yearly basis, are charged for those using the facilities. Within the Directorate, supplementary revenue is derived from admission charges levied at national athletic contests, such as the Canada Games.

The Canadian Government does not have a system of State-controlled pools and lotteries. However, this may soon
change, as the Task Force Report suggested that, "full consideration be given to every means of financing sport including the matters of a sports tax and a sports lottery."\(^{98}\)

b) Funds Available for Distribution -- In examining the Federal Government expenditure on sport and physical education, it is difficult to obtain a completely accurate figure, as the program costs in a number of the Departments are not known with any precision. A perusal of available literature and annual reports would seem to indicate that the total operating expenditures of the Federal Government in physical education are in the vicinity of $20 million per year. This, coupled with the capital expenditures for facilities, represents a substantial investment in sport and physical education on the part of the national government.

As only one agency of the government has primary responsibilities in the broad domain of sport, physical education and recreation, it may be useful to further analyze its financial involvement.

With the passage of the Fitness and Amateur Sport Act in 1961 an annual grant to a maximum of $5 million was

\(^{98}\) Report of the Task Force on Sports For Canadians, p. 84.
authorized for the purposes of carrying out the objectives of the Act. The program, administered by the Minister of National Health and Welfare, had the budget for the first year of operation fixed at $1 million, and that amount has been increased by $1 million annually until the full allocation of $5 million became available in 1966-67.

Table 19

ANNUAL EXPENDITURE FOR PROGRAMS UNDER THE FITNESS AND AMATEUR SPORT ACT FOR THE FISCAL YEARS 1961-62 TO 1967-68

<table>
<thead>
<tr>
<th>Fiscal Year</th>
<th>Expenditure</th>
</tr>
</thead>
<tbody>
<tr>
<td>1961-62</td>
<td>$229,641</td>
</tr>
<tr>
<td>1962-63</td>
<td>981,270</td>
</tr>
<tr>
<td>1963-64</td>
<td>1,549,824</td>
</tr>
<tr>
<td>1964-65</td>
<td>1,996,603</td>
</tr>
<tr>
<td>1965-66</td>
<td>2,508,493</td>
</tr>
<tr>
<td>1966-67</td>
<td>4,665,769</td>
</tr>
<tr>
<td>1967-68</td>
<td>3,655,413</td>
</tr>
</tbody>
</table>

To date, based on the most recent annual report, the sum of $15,587,013 has been expended on the program (Table 19). It is interesting to note that the ceiling
for annual expenditure under the Act has never been reached. One source offered two explanations for this: first, during the early years of operation, expenditures remained low because proper criteria for making grants to program areas were still in the process of being worked out; and, secondly, the annual sum allocated was particularly vulnerable to the onslaught of cost-cutters.99

Table 20
PERCENTAGES OF TOTAL EXPENDITURES ALLOCATED TO AREAS WITHIN THE FITNESS AND AMATEUR SPORT PROGRAM FOR THE FISCAL YEARS 1961-62 TO 1967-68100

<table>
<thead>
<tr>
<th>Program Areas</th>
<th>Percentage of Total Expenditure</th>
</tr>
</thead>
<tbody>
<tr>
<td>Grants</td>
<td>22</td>
</tr>
<tr>
<td>Canada Games</td>
<td>8</td>
</tr>
<tr>
<td>Research and Scholarships</td>
<td>11</td>
</tr>
<tr>
<td>Federal-Provincial Programs</td>
<td>20</td>
</tr>
<tr>
<td>Information and Publications</td>
<td>5</td>
</tr>
<tr>
<td>Non-recurring activities (such as support for Pan-American Games, construction of provincial facilities, support for world hockey championships.)</td>
<td>34</td>
</tr>
</tbody>
</table>

99Ibid., p. 42.
100Ibid.
Table 21 portrays significant program expenditures for 1967-68, the most recent year for which complete figures are readily available. Discussions with FAS officials indicated that there were no major trends in 1968-69.

A perusal of Table 21 reveals that national sports governing bodies are the recipients of the largest grant from the FAS Program. It is followed by grants to the provinces, special projects, research grants, administration, post-graduate scholarships, national agencies, undergraduate scholarships, and professional associations, in descending order.

A further analysis of Federal grants expended by national sports governing bodies on programs or events held during the fiscal year, 1967-68, reveals that some associations are the recipients of a much larger grant than others. For example, the Canadian Amateur Ski Association and the Canadian Amateur Hockey Association were awarded grants in excess of $120,000 whereas for a number of associations, grants were less than $10,000.\textsuperscript{101}

From what can be ascertained, a definite, clear-cut policy does not exist for distinguishing which associations should receive what.

Table 21
SUMMARY OF PROGRAM AND ADMINISTRATIVE EXPENDITURES FOR THE
FISCAL YEAR 1967-68*

<table>
<thead>
<tr>
<th>National Sports Governing Bodies</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>- National Championships $255,000</td>
<td></td>
</tr>
<tr>
<td>- International Competition 130,000</td>
<td></td>
</tr>
<tr>
<td>- Training Programs 390,000</td>
<td></td>
</tr>
<tr>
<td>- Special Programs 380,000</td>
<td></td>
</tr>
<tr>
<td>- Administration 95,000</td>
<td>1,250,000</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>National Agencies</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>- Training Program 178,000</td>
<td></td>
</tr>
<tr>
<td>- Administration 20,000</td>
<td>198,000</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Professional Associations</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>- Special Studies 6,000</td>
<td></td>
</tr>
<tr>
<td>- Administration 20,000</td>
<td>26,000</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Special Projects</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>525,000</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Grants to the Provinces</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>813,000</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Post-Graduate Scholarships</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>240,000</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Undergraduate Scholarships</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>174,000</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Research Grants</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>368,000</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Administration</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>241,000</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Grants to the Provinces</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>3,594,000</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Administration</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>3,835,000</td>
</tr>
</tbody>
</table>

*Rounded off to the nearest $1,000
The Task Force, in its analysis of the expenditures of the Fitness and Amateur Sport Program, recommended that the ceiling be increased from $5 million to $6.2 million. In suggesting this amendment, the Report made mention of the fact that inflation has reduced the effectiveness of the dollar by almost 24 percent.

c) Machinery for Distribution — The procedures for making Federal grants have caused considerable controversy. Until recently, such grants were processed by a procedure that was very awkward and cumbersome. To begin with, individuals and agencies which conducted programs within the scope of the Act were required to submit formal, prepared requests for government funds. These submissions were reviewed by the Directorate and background material supporting or refuting their request was prepared by that body. The grants were then examined collectively, with the Directorate, by the Grants Review Committee of the National Advisory Council. The submissions were then passed along to the Council where they were reviewed once again and then finally recommended to the Minister for final authorization.

This procedure has been questioned on a number of points. Some strongly feel that the Council's review.

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structure introduces another element of rigidity into operations that should be as flexible as possible. In addition, some felt that, because it could review grants and make decisions the Council played an active role in the vital policy-setting area and encroached on the executive functions of the Directorate. As a result of this situation the Directorate has during the last 9 months assumed responsibility of reviewing grants and making recommendations to the Minister. This appears to be the only logical route to take, for the Government of Canada has, within its own structure, a most elaborate procedure for control over expenditure.

5. Recent Developments and Future Projections.

Within the last two years, a number of events and developments have taken place which provide an indication as to the future orientation of the Federal Government's program. Unless otherwise indicated, these are directly related to the activities of the Fitness and Amateur Sport Program.

1. Perhaps the development which will have the greatest impact on the direction undertaken by the Government is the publication of two documents that examine the
deficiencies in Canada's present system of sport and physical recreation. The Task Force Report on Sports For Canadians in 1969, and the P. S. Ross Report (a confidential study undertaken by a management consultant firm in the fall of 1969) have made recommendations as to how the present system may be remedied, and in doing so, have suggested a course of action that the government should follow. The Task Force Report, in particular, was well received by the Minister of National Health and Welfare, and he recently commented, "We are pleased to report that we have implemented or begun the process of implementation on more than 80 percent of the recommendations."\(^{103}\)

The Report has generated considerable reaction and debate from various sectors of the population. For example, Dr. Michael Yuhasz, the President of the Canadian Association of Health, Physical Education and Recreation, stated:

... if the Federal government implements recommendations by the Federal inquiry on sports, fitness and recreation, there could be an 'autocratic' takeover of sports in Canada.\(^{104}\)


\(^{104}\)An address by Dr. Michael Yuhasz at the Ontario Universities Physical Education Seminar, Windsor, Ontario, December 13, 1969.
The Government, in order to obtain more information about the area of recreation, convened the Montmerency Conference on leisure which brought together a greater array of authorities from across a broader range of disciplines than had ever been concentrated in consideration of this subject in a Canadian context.

2. Another significant development is the active role assumed by the Federal Government in financing, planning and providing technical advice for the Canada Games. It is quite conceivable that this involvement in a national athletic festival can be expanded to the regional level. The recent Arctic Winter Games are positive proof that such undertakings can be successful if properly supported.

3. The extensive financial commitment of the Federal Government, utilized in the establishment of Hockey Canada, must also be regarded as a significant event. This non-profit corporation, administered by government officials and business leaders, directs the operations of Canada's National Hockey Team. The government's presence in the functions of this organization introduces a political element into international competition in amateur ice hockey.
This role achieved considerable prominence when the Canadian delegation became embroiled in a bitter dispute with the International Ice Hockey Federation over a reversal of a decision concerning player eligibility. With the World Hockey Championships scheduled for Montreal and Winnipeg in March of 1970, Canada withdrew its team and its sponsorship of the event on January 4, 1970. The Minister of National Health and Welfare defended the Canadian position and indicated that Hockey Canada had decided in advance that there would be no compromise on the federation's previous decision that Canada could use nine professionals.

When the decision was announced, Hockey Canada, a Federal agency, indicated that they would underwrite the approximate $150,000 loss on expenditures in preparation for holding the tournament in Canada. At the time of writing, it is not precisely known what effect, if any, this action will have on Federal funding to other program areas.

4. Within the last few years, the Government has experimented with a developmental policy in approving

106 Ibid., p. 8.
programs and making grants to sports associations. The effect of this policy can only be beneficial, both in terms of stable growth for the sports association and also in terms of the opportunity it provides for progressive and rational planning over a relatively long period.

5. The grants for undergraduate scholarships and bursaries, administered through the provincial agencies, have been discontinued, due in part to general policy of the present government.

6. A moratorium on the scholarship and fellowship program for post-graduate studies is currently in effect. Indications are that this program will be continued, but the qualification structure and directional emphases may change.

7. The research program of Fitness and Amateur Sport is also presently under review. Concern has been expressed that research receiving Federal support has been too narrowly directed, namely to the area of physiology of exercise.

8. The Government has made a venture into the area of direct programming with its introduction of the Cross-Canada Demonstration Project. Outstanding athletes and coaches employed by the Federal Government will conduct sports clinics in their areas of specialization.
9. In its White Paper on Taxation, the Government of Canada has included, within its proposals for reform of the income tax structure, a recommendation which could have positive effect on the growth of amateur sport. The Minister of Finance has proposed that "national amateur athletic associations as prescribed by regulation be added to the list of eligible charitable donations." Thus, under the Income Tax Act, donations made by corporations and individuals, for the furtherance of sport are tax deductible.

10. The Federal-provincial program has been terminated as of March 1, 1970, and the 1970-71 fiscal year will be considered as the phase-out year as far as the present commitments are concerned. Grants for provincial projects, research projects with national implications and facilities construction will be made on an individual basis, with all transactions subject to negotiation.

11. Another development that should be mentioned in the decision reached by the Canadian Radio-Television Commission concerning cable-television systems. The Commission has announced that it will not license cable-television systems based on the use of micro-wave or other

107 Department of Finance, Proposals For Tax Reform, presented by the Honorable E. J. Benson, Minister of Finance (Ottawa: Queens Printer, 1909), p. 17.

108 Westland, loc. cit.
technical systems for the importation of programs from distant United States stations.\textsuperscript{109} This government action has as its primary objective the protection of national programs. The policy will, in effect, curtail the voluminous programming of American professional and amateur sport presently saturating the more densely populated urban areas.

12. Although still very much in the conceptual stage, the Task Force recommendation that "a non-profit corporation, to be known as Sport Canada, be established to provide a focus for the administration, support and growth in Canada,"\textsuperscript{110} is presently being studied by the government. The purpose of such an organization will be to bring together all those that have an input to sport in Canada under a single administrative structure. Sport Canada would facilitate the process of making decisions that are of common interest and directed towards the common good of sport.

13. The extensive investigations into sport, physical education, and recreation commissioned by the Federal Government, have culminated in the presentation


\textsuperscript{110}Report of the Task Force on Sports For Canadians, p. 75.
of *A Proposed Sports Policy For Canadians.* The proposal, presented on March 20, 1970, in the House of Commons by the Minister of National Health and Welfare, reveals the direction that the Federal Government intends to pursue in this area. Some of the more important suggestions may be summarized as follows:

a) Space will be made available in Ottawa providing office space and support staff for sports governing bodies and national comprehensive sports and recreation associations.

b) Grants of up to $12,000 a year will be made available to selected sports to help employ an executive director.

c) The establishment of two priorities for sport, based on three criteria: the nature of the activity, participation, and the potential for competition. Sports receiving priority one grouping are entitled to more financial support than those from priority two.

d) Canada's holding of its own version of the Olympics in the years when the Canada Games are not being held.

e) The formation of a new Organizational Support Services within the Fitness and Amateur Sports Directorate to function as an information-central data-distributing agency.

f) Further support to the promotion of the formation of sports and recreational demonstration projects.

g) A review, with other departments, of certain under-utilized, federally-owned facilities.

h) Initiation of a program of grants-in-aid of up to $2,000 for promising athletes to use as they see fit.

i) Tax deductability for those who make donations to assist sports.

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j) A suggestion that athletes play a more active role in the administration of their own sports.\textsuperscript{112}

The proposal itself, although overwritten, reads extremely well politically and should generate considerable controversy and debate within the private sector.

The recent developments and events previously discussed, in association with the suggestions outlined in \textit{A Proposed Sports Policy For Canadians} indicates that the Federal government is effecting a fundamental change in the role it will assume in the future, as discussed in the following section.

\textbf{a) A Philosophical Commitment} -- To begin with, the Federal Government has introduced a new focus in its policy on sports:

This new policy aims primarily at reinforcing and increasing the administrative strength of Canadian sports. \textellipsis However, it seeks to change the focus of that administrative effort - chiefly by putting the pursuit of international excellence in its proper perspective - as a consequence and \textbf{not as a goal of mass participation.}\textsuperscript{113}

In effect, the national government is committing itself to a program based on the pursuit of excellence at the national and international level, which, in turn, further

\textsuperscript{112}Ibid., pp. 30-45.

\textsuperscript{113}Ibid., p. 23.
encourages mass participation in sport at the grass roots level. Although the philosophies and programs of the two levels differ considerably, and are, at times, in direct contradiction with each other, they can co-exist and provide mutually supportive roles for the common good of Canadian sport. The danger arises when each level is restricted in functioning in its proper perspective, usually as a direct result of program overbalance.

The Prime Minister of Canada, Pierre Elliot Trudeau, has expressed concern over Canada's stature in international athletic competition.

There are a certain number of symptoms which worry me - the fact that hockey is our national sport and yet in the world championships we have not been able, as amateurs, to perform as well as we know we can.\textsuperscript{114}

This concern may very well have served as a catalyst in bringing about changes in the Federal Government's philosophy and orientation in sport.

b) The Federal Government's Role -- The role of the Federal Government, through its Fitness and Amateur Sports Program, is one which is supportive and catalytic

\textsuperscript{114} Text of a speech of Prime Minister Trudeau as reported in the \textit{Report of the Task Force on Sports For Canadians}, p. 89.
in nature. The agency assists, promotes, encourages, and develops programs within the scope of the Act from which it was born. Until recently, it served as a grant-giving agency.

The Task Force, in gathering a massive amount of evidence to support its recommendations, was convinced that many of the problems facing sport in Canada can only be overcome with the assistance of the Federal Government.¹¹⁵ Four significant trends can be recognized:

1) The Federal Government will become more involved in sport and physical recreation.

2) The Federal Government will move away from being primarily a grant-giving agency to one that is more involved in direct programming.

3) The Federal Government will assume a more active role in initiating and planning programs and will expand its technical and advisory services.

4) The Federal Government appears to be moving towards an administrative structure in which it will share responsibilities for sport and physical recreation with the private sector.

¹¹⁵Ibid., p. 5.
c) The Direction of the Federal Government's Program -- Under the present government, the program orientation has changed considerably. The general policy of the government to further absolve itself from program areas which fall within the jurisdiction of provincial authorities and the movement towards terminating cost-sharing agreements will have an impact on the type of program that the Federal Government will sponsor. The terms "national program" permeate this current governmental policy, and the changes in the direction of the fitness and amateur sport program reflect such an attitude. As one official of the Directorate explained it, "we want a national program, not a program dealing with individuals, municipalities and provinces per se."\textsuperscript{116}

1) There appears to be a definite trend away from supporting activities related to fitness and physical education. Two developments may have affected this change. First, the fact that the word "fitness" in the Act can be broadly interpreted (and has been) has led one official to comment, "there is no real meaning for fitness in the type of program we operate."\textsuperscript{117} Secondly, 

\textsuperscript{116}Opinion of Mr. Tom Bedecki, personal interview, December 15, 1969.

\textsuperscript{117}Opinion of Mr. Stan Spicer, personal interview, December 15, 1969.
this may be a backlash against the preponderance of representatives from these fields who occupied positions on the National Advisory Council when it inadvertently assumed a policy-making function.

2) The present program seems to be directed towards strengthening the administrative structure of sport, particularly at the national level. Developmental programs aimed at improving the quality and quantity of participants at the local, regional, national and international levels will be further encouraged.

3) The Federal Government will continue to pursue its course of action in stimulating the growth and evolution of Sports Canada. The need for a centralized agency to facilitate communication within the Canadian sports system has resulted in the Federal Government convening a meeting in June, 1970, for the purpose of discussing possible formats and structures for the organization. It is hoped that something more concrete will be evolved by fall of the same year.

4) The Federal Government is moving away from the welfare approach in providing grants which has characterized the program during the first eight years of its

\[118\] A Proposed Sports Policy For Canadians, p. 43.
operation. A system of priorities is about to be intro-
duced, with larger grants being made available to "selected"
sports organizations.

5) The Government of Canada will seek to develop
national programs in which the Federal and provincial
governments will play their part individually, but co-
operatively.

6) The research projects supported by Federal
funds will have considerably more practical application
and of specific value to athletes, coaches and trainers.

7) The Government will continue to expand its
public relations program and will proceed to conduct a
concerted program to make the public aware of the benefits
to be derived from participation in physical activity.

8) Although the orientation may change, the
scholarship and bursary program will continue to serve
an important purpose. In addition to providing financial
assistance for outstanding Canadian athletes, the program
will provide opportunities for individuals to pursue post-
graduate work in areas such as psychology, sociology,
philosophy, journalism, and sports administration.119

119Opinion of Mr. Lou Lefaive, personal interview,
December 19, 1969.
Direct involvement in sport and physical recreation is a field in which the Canadian Government's interest has been negligible until very recent years. Two major reasons for this being the case appear to exist. First, one must realize that sport, as we know it today, is of rather recent origin having developed concurrently with technological advances and increased leisure time. Second, and more important, is that sport and physical recreation in Canada have a long, historical tradition of being the exclusive province of the private sector. Sports' traditional, autonomous nature has been respected by public authorities.

Because the Canadian political system does not function within the bounds of a rigid ideology, sufficient flexibility exists whereby the government can exercise its moral responsibility to assist those areas in the private sector which are experiencing difficulties. Although this, in itself, does not justify government intrusion, it does demonstrate a concern on the government's part. Obviously, the government has recognized that amateur sport has reached a point on the continuum where it cannot begin to realize its full potential without additional assistance. This being the case, the Government of Canada
has made the decision to come in and provide help for the common good of sport. In some circles, this action has been received with great reluctance and suspicion.

Government assistance, whether it be financial or advisory, which encourages the normal growth of sport and physical recreation is quite acceptable, if sport is allowed to control its own destiny. However, within this context, when a supportive governmental role evolves into a controlling, authoritarian one, conflict arises. The presence of such a situation cannot be discounted altogether, for it is quite conceivable that out of this partnership role, one of the members achieves greater power. And, as a major stockholder in the group, the member does have a major voice in policy and decision-making. The question of the degree of government involvement is, indeed, a delicate issue, and one fraught with a number of perplexing implications.
CHAPTER X

THE APPLICATION OF THE FRAMEWORK TO CANADA:
SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

General Background Information.

The Ecological System.

Several elements within the ecological system have interacted with the system of sport and physical education — sometimes fostering its growth and development, sometimes imposing restrictions on it. Canada's territorial vastness, coupled with a relatively small population, has enabled Canadians to develop an extensive outdoor recreation program within their areas set aside for parks. On the other hand, its size has made communication and intranational athletic exchanges somewhat difficult. The proximity of Canada to the United States introduces still another significant factor which has had considerable influence in shaping Canada's present system of sport and physical education. The presence of a wide variety of geographical forms and surface water features has encouraged the evolution of a program of sport and physical education characterized by diversity. Canada's
northern geographical orientation has produced a program which centers around such winter pastimes as skating, ice hockey, skiing, curling, and snow-shoeing.

The Demographic System.
The country's relatively small population obviously limits the numbers that participate in physical activity and often restricts the development of quality national teams. The population's urban orientation has facilitated the expansion of program opportunities and fostered the centralization of sports facilities. Definite ethnic patterns exist in Canada. However, the descendents of the British and French predominate. All of the ethnic groups, in drawing from their cultural heritage, have influenced the development of sports and games in Canadian life.

The Sociocultural System.
According to a modification of White's formula for ascertaining the level of cultural development, Canada can be classified as a developed nation. The high standard of living enjoyed by most Canadians has considerable impact on the expansion of programs for participant and spectator, alike.

Although Canada is a relatively young nation, sport has occupied an important place in Canadian culture. This
pattern of games, sports and recreational pursuits must be viewed within the context of Canada's social development.

Economic development has had considerable impact on changing the nature of the Canadian system of sport and physical education. Prosperity has significantly increased the amount of leisure time available and has further facilitated the growth of professional sport. The distribution of prosperity across Canada is uneven. Because of the presence of economically deprived regions, uniform programs of sport and physical education are lacking.

The Canadian system of education falls into the category of decentralized administrative and organizational control. Under the terms of the British North America Act, education is the exclusive responsibility of each provincial government. The education system owns and operates the largest sport, physical education and recreation facilities in Canada. Perhaps more so than any other singular agency, it provides more financial assistance in total to physical activity in the form of personnel, equipment, facilities, program, and administration.
The contribution of the religious sector to sport and physical education is relatively small and the potential appears to be limited, particularly in comparison to other agencies.

Fragmentation characterizes Canada's social structure and is reflected in its system of sport and physical education. Agencies, both public and private, have sponsored programs in an ethnocentric manner, paying little attention to co-ordinating their efforts for the benefit of the total program. The dynamic processes of social change, innovation, invention, and cultural transfer, have contributed to the development of a system that is uniquely Canadian.

Canada is a bilingual nation, with English and French being the dominant language patterns. Human communication, written and spoken, between the regions is often restricted because of this situation. Very little evidence exists which indicates that the major arts have significantly influenced the system of sport and physical education.

Technology has been a vital force in molding the present Canadian system. Technological advances have increased the amount of leisure time available, have produced better equipment for athletic competition, and have improved
facilities construction. Canada continues to expand its reasonably well developed networks for travel and transportation. Geographical barriers are being overcome, and interchanges in the form of athletic competition, clinics, and conferences are becoming more frequent.

The Political System.

Canada maintains a Federal system of government. Under such a structure, the functions of government are shared between the Federal authority and provincial authorities, both sets being autonomous in certain areas and deriving their respective powers from the British North America Act, not from each other. At the national level, Canada has adopted a parliamentary system of government modelled after the British system. The House of Commons (elected body) and the Senate (appointed body) constitute the legislative arm of the Canadian Government. The party winning the most seats in the House of Commons is asked to form the Government. The leader of that party becomes Prime Minister and proceeds to select his Cabinet, which is the executive arm of the Government, from elected members of his party. The Cabinet is responsible for determining all important policies of the
government and are the executive heads of various departments. The Federal civil service carries on the day-to-day administration of the department. Approval or disapproval of proposals is determined in the House of Commons by vote.

In theory, the people of Canada, through the election of their representatives, have a voice in the government policy in the area of sport and physical education. The Federal system is plagued by two major difficulties: the uncertainty about final power, and possible inequities in the way which provinces are treated. Each of these has had a marked influence on the nature and extent of the national government's program import and physical recreation. Physical education within the context of the educational system, is the exclusive responsibility of the provinces.

Canadian National Government Involvement in Sport and Physical Education.

Three dominant motives permeate the involvement of Canada's national government in sport and physical education; an individualizing function, a national prestige function, and a socializing or nationalizing function. The Government of Canada is motivated to a lesser degree in service of an international goodwill function, a
military function and a labor productivity function. The functions of economic, political indoctrination and legislative do not appear to be significant factors.

The origin of the involvement of the Canadian national government in sport and physical education may be traced back to the B.N.A. Act when authority for national defence was vested with the central government. Significant developments in the form of legislative enactments and the like include: the Strathcona Trust Fund (1909), Dominion-Provincial Youth Training Program (1937-1944), The Physical Fitness Act (passed in 1943, repealed in 1954), Veterans' Training Program for Recreation Leaders (1946-47), and the Municipal Winter Works Program (1960). The Federal government resumed its role in the fitness fields, and made its first move into the field of sport, with passage of the Fitness and Amateur Sport Act in 1961. The latter piece of legislation has laid the groundwork for much worthwhile effort which has been carried on since its passage. After seven years of operation, the government re-examined its role in the area of amateur sport, fitness and physical recreation and recently embarked on a new course of action.
Twenty-three departments and agencies of the National Government conduct programs and activities which fall within the broad scope of sport and physical education. No single centralized body exists. A variety of methods are employed in accomplishing pre-determined objectives: provision of grants, provision of facilities, sponsoring of research, direct undertaking of research, cost-sharing agreements, and informational and promotional programs. Programs are directed towards different population segments including: Federal employees, special employees, the general populace, and industry.

Three agencies, the Department of National Defence, the National Parks Branch, and the Fitness and Amateur Sport Directorate dominate in terms of size and finances expended. Defense programs are directed towards members of the Armed Services and their dependents. The National Parks Branch promotes outdoor recreation by providing for such opportunities within its parks system. The Fitness and Amateur Sport Directorate, in consultation with the National Advisory Council, is the only agency of the government whose primary responsibility lies in the area of sport, physical education and recreation. No formal organizational pattern exists amongst the Federal
government, non-political organizations and professional associations and different levels of government in the field of sport and physical education. Two unique features are included within the administrative structure: Canada Games and Hockey Canada.

The program of the national government is extensive and multidimensional in nature. Areas which have been supported substantially include amateur sport, educational information services, international representative teams and delegations, leadership development and training, national athletic competitions, non-political organizations, other levels of government, planning, technical and advisory services, research and sports medicine, sport and physical education for the disabled and handicapped, and special projects. Programs which have received considerably less attention include facilities construction and maintenance, a national awards system, and professional associations. Meanwhile, the national government's involvement in professional sport and sport and physical education within the schools is minimal.

The results of the questionnaire forwarded to agencies and individuals not directly affiliated with the Federal government provided some interesting data. In evaluating
the Fitness and Amateur Sport Program, the total sample indicated that national championships, leadership training in amateur sport, administrative grants to sports governing bodies, grants to the provinces, grants to national organizations, scholarship and fellowship programs, and international competitions have been successfully promoted and received. An analysis of the sub-samples revealed the presence of a definite pattern response related to the vested interests of the three populations surveyed. The total sample indicated that grants for the construction of facilities, the education-information materials program, fitness research and a national awards program have not been successfully promoted and well received. The respondents commented on problems facing the Fitness and Amateur Program and provided suggestions as to how they may be alleviated. Under administrative and financial considerations related to national government the total sample indicated that there was a need for more co-operation between, and co-ordination of, national bodies concerned with sport. The sample was not entirely satisfied with the level of co-operation that exists between statutory bodies (Government Departments, and local authorities) and voluntary sports bodies.
A need for improving facility usage for sport and physical education at all levels was expressed. Responses to the question related to the national government assuming an active role in co-ordinating programs within the framework of the educational structure were indecisive. The total sample indicated that the national government was not providing adequate financial assistance to programs of sport, physical education and recreation and expressed a desire to see this expenditure increased. A majority questioned the equitable distribution of monies to areas in the fitness and amateur sport program.

Public funds provide the main source of revenue for the program operations of the Federal government. The budget is supported, to a lesser degree, by revenue received from operation of facilities and programming. Although an accurate figure on funding is not known, the operational and capital expenditures represent a substantial investment in sport and physical education on the part of the national government. Within the fitness and amateur sport program, non-recurring activities have received the largest percentage of the total expenditure. This is followed by grants, Federal-provincial programs, research and scholarships, Canada Games, and information and publications in that order. The effectiveness of the
machinery for distributing finances has been an area of considerable controversy.

A number of recent developments provide an indication as to the future orientation of the Federal government's program. These include the studies undertaken by the Task Force on Sports For Canadians and P.S. Ross and Associates; the government's role in Canada Games and Hockey Canada; the introduction of a developmental policy in approving programs and grants to sports associations; a moratorium on areas of the fitness and amateur sport program; a proposal for income tax deductability for donations to amateur athletic associations; the termination of the Federal provincial program; the decision of the Canadian Radio-Television Commission concerning cable-television systems; the introduction of the Sport Canada concept; and the presentation of A Proposed Sports Policy For Canadians on March 20, 1970.

With the latter proposal, the Federal government is effecting a fundamental change in the role it will assume in the future. Philosophically, the new policy is primarily aimed at reinforcing and increasing the administrative strength of Canadian sports by encouraging mass participation in a program based on the pursuit of
excellence at the national and international levels. The Federal government will become more involved in sharing the responsibilities for sport, physical and physical recreation with the private sector. The government will shift its emphasis away from being primarily a grant-giving agency, and will become more involved in initiating and planning programs. The direction in programming will be affected by the general policy of the government to further absolve itself from areas which fall within the jurisdiction of provincial authorities. The Federal government will combine its resources with the private sector and other levels of government to develop national programs. A shift in program emphasis away from support to fitness related activities to amateur sport will occur. Research and the scholarship program will continue, but will have a different focus.

Direct involvement in sport and physical recreation is a field in which the Canadian Government's interest has been negligible until very recent years. The government has exercised its franchise to interject and assist those areas within the private sector which are experiencing difficulties. In Canada's situation, government assistance which encourages the normal growth and development of sport and physical recreation is quite acceptable, if sport
is allowed to control its own destiny.

Conclusions.

Within the limitations of the theoretical framework application and its subsequent interpretation, the following general conclusions were derived:

1) Geographical, climatological, demographic and sociocultural factors have influenced the development and evolution of a system of sport and physical education uniquely Canadian in character.

2) Geographical and cultural regionalism have contributed to a fragmented, uneven development of sport and physical education across Canada.

3) Responsibility for sport and physical education is divided between governmental and private bodies.

4) The complexity of the organization of the system of sport and physical education presents real difficulties for the Government of Canada in seeking to carry out its duties in allocating funds, disseminating information and assisting in its overall development.

5) The Federal political system creates difficulties when it comes to precisely defining responsibilities and determining which programs come under the jurisdiction of the Government of Canada.
6) Sport and physical education within the context of the educational institutions provides the major input into the total system. The involvement of the Government of Canada in this sphere is almost non-existent as education is the exclusive responsibility of each individual province.

7) The Government of Canada's involvement in the broad domain of sport, physical education and recreation is multidimensional in nature.

8) The Government of Canada sponsors programs for different population segments, including the general populace, Federal employees, and special populations.

9) The Government of Canada's input into the total system is accomplished through the utilization of a variety of techniques: provisions of grants, provision of facilities, sponsoring of research, cost-sharing agreements, and informational and promotional programs.

10) Three agencies or departments dominate in terms of size and finances expended on sport and physical education: the Department of National Defence, the National Parks Branch and the Fitness and Amateur Sport Directorate.

11) The general policy of the Government of Canada affects the types of programs that are supported.
12) The interpretation of legislation concerning the role of the Government of Canada in sport and physical education varies from administration to administration. A consistent, stable policy has yet to be developed.

13) In some programs, the Government of Canada exercises no real degree of control or authority over finances expended.

14) The Government of Canada readily supports those sports and activities which are an intrinsic part of the Canadian culture (i.e., ice hockey, skiing).

15) The orientation of the present Federal administration is directed towards strengthening the administrative structure of sport in Canada. Through a program based on the pursuit of excellence at the national and international levels, mass participation in sport will be encouraged.

16) The Government of Canada is assuming a more active role in initiating and planning programs of sport and physical education.

Recommendations.

In view of the findings of the investigation, the following recommendations are offered:
1) The Government of Canada should undertake a detailed study of the expenditures, personnel and program activities of its departments and agencies which conduct activities in the broad domain of sport, physical education and recreation.

2) The Government of Canada should conduct a comprehensive manpower and resources inventory of the total system of Canadian sport and physical education. Such a survey should include information on personnel, programs, facilities, organization and population physical activity patterns and interests. The results of the investigation can be utilized in developing long-range plans for the total system.

3) The Government of Canada should continue to pursue a course of action designed to centralize all factions that have an input into the system of sport and physical education in Canada. Centralization at the national level will improve communication and serve as a cohesive force in working towards a common goal. In this respect, the Government of Canada should give consideration to forming a Department of Sport and Physical Recreation for the purpose of co-ordinating all activities related to sport, physical education and recreation.
4) A national policy for sport, physical education, and recreation is required and should be drafted collectively by the governmental and private bodies that have an input into the total system.

5) The Government of Canada should undertake an extensive public relations program, utilizing the various media and inform the general populace of the benefits to be derived from physical activity. In addition, an effort should be expended to make the public more aware of the scope and opportunities available within programs of the Federal Government.

6) The Government of Canada should explore the possibilities of incorporating a State-operated lottery system to be used as an additional source of revenue that can be directed into the program of sport and physical education.
CHAPTER XI

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

The purposes of the study were twofold. The initial phase of the study was concerned with the development of a theoretical framework that could be utilized to analyze the role of national government involvement in programs of sport and physical education. The second aspect of the investigation focused on the application of the developed framework to the selected national governmental system of Canada. Several hypotheses were examined within the study.

The investigation was divided into two distinct stages, a preliminary or developmental stage, and an investigative or applicative stage. The preliminary or developmental stage was concerned with collection of the data, analysis of the data, and the subsequent development of the theoretical framework. The theoretical framework was submitted to a panel of judges for validation. The investigative or applicative stage, in which the framework was applied to Canada, incorporated a variety of research techniques. Pertinent literature was analyzed, structured interviews were conducted with government officials, and a questionnaire
was circulated to individuals and agencies not directly affiliated with the Federal government.

Literature dealing with theory and method as they related to comparative and international sport and physical education was also reviewed.

The theoretical framework developed was based upon previously established and tested frameworks, models, conceptual schemes and structures from education, cultural anthropology, physical education, political science and sociology. An analysis of literature in comparative physical education provided an additional dimension.

Four basic elements constituted the theoretical framework developed: the general background information of the country being examined; an analysis of the national political system; national government involvement in sport and physical education; and summary, conclusions and recommendations.

The initial phase of the framework has taken into consideration the essential background information dealing with the individual country being treated, thus providing an ecological, demographic and socio-cultural perspective. A classificatory scheme for ascertaining the level of cultural development was also included.
The second phase of the framework included a section which would facilitate a comprehensive analysis of the national system of government of the country being examined. A classification scheme for contemporary political systems including sections for discussing freedom and social control, participation in the political process, the machinery of government, and relations among governments were presented.

The third aspect of the total framework was concerned with the construction of categories which would facilitate a more systematic analysis of national government involvement in sport and physical education. Initially, the motives underlying national government participation were isolated. These included individualizing, socializing or nationalizing, international goodwill, national prestige, military, labor, economic, legislative and political indoctrination. Secondly, a framework for assessing the nature and extent of national government involvement was developed. Five areas of analysis were included in this phase: historical considerations, administrative and organizational structure, the program, national government financial support, and recent developments and future projections. In order to provide a historical perspective, the origin and evolution of national government
involvement was assessed. Events leading up to and subsequent to the passage of significant legislation were discussed and evaluated. The present administrative and organizational structure would be examined, focusing attention on such areas as national government departments involved, specific agencies, relationships with nonpolitical organizations, relationships with other levels of government, and unique features. A section which included the program of the national government was presented. The program areas delineated were amateur sport, educational-information services, facilities construction and maintenance, international representative teams and delegations, leadership development and training, national awards program, national athletic competitions, nonpolitical organizations and professional associations, other levels of government, planning, technical and advisory services, professional sport, research and sports medicine, sport and physical education for the disabled and physically handicapped, sport and physical education within the schools and miscellaneous (special games, public relations, etc.) A framework for analyzing national government support to sport and physical education was developed. Aspects such as sources of revenue, funds
available for distribution, and the machinery for distribution were examined. Finally, a section for discussing recent developments and future projections was presented.

The fourth and final aspect of the framework makes provisions for summarizing, drawing conclusions and making recommendations concerning national government involvement.

The developed framework was applied to the national governmental system of Canada, the findings of which appear in Chapter X. Based on the experiences derived from this application, a number of observations concerning the utility of the instrument were made.

The success of this theoretical framework was evident in its ability to direct the researcher to many of the elements which were relevant for understanding national government involvement in sport and physical education which otherwise, may not have been considered. The framework has given the investigation additional structure and has displayed the interrelatedness of the various component parts of the instrument. The application of the framework to Canada demonstrated that a familiarity with the culture and a knowledge and understanding of the total system of sport and physical education were regarded as being
essential prerequisites in such a study. In addition, the instrument developed facilitated an orderly, systematic, and perhaps more meaningful, presentation of the data.

The framework application revealed that the scope of the instrument was, in fact, too detailed. The very nature of the problem resulted in the author including several sections which may have detracted from the central issue. The approach to further research, utilizing this framework, must be disciplined with the investigator maintaining the perogative to restrict his discussions. His presentation should include only those materials pertinent to national government involvement in sport and physical education. Further, it was recognized that individual investigator must be familiar with the appropriate research techniques utilized in other disciplines. Proper preparation in related areas prior to the study will enable the investigator to interpret the data with greater accuracy.

More specifically, the application of the theoretical framework to Canada indicated that some areas of the instrument require further examination.

In the general background information section the areas dealing with human biological characteristics, political
perspective (referring to common group membership, shared traditions, government for group control and welfare and system of external relations), and master social processes were of questionable value. The schema for ascertaining levels of cultural development must be improved upon by giving consideration to the adoption of more objective measures.

Certain aspects of the section dealing with the political system may be discarded, i.e. the State bureaucracy, justice and coercion and government in the economy. The relationship between the national political system and the system of sport and physical education (structurally and functionally) warrants further elaboration. Several areas within the national government involvement in sport and physical education require re-examination. The legislative and political indoctrination motives underlying national government participation do not appear to be individual functions. Perhaps both would be more meaningful if they were classified as divisions within the socializing or nationalizing function. Under program, rather than continuing research and sports medicine under a single heading, they should be separated.

Based on the results obtained from its application, it was concluded that the theoretical framework facilitated
the systematic analysis and presentation of data related national government involvement in sport and physical education. Now that the initial attempt to develop a framework has been completed, studies designed to alleviate the deficiencies within the instrument should be undertaken.

In view of the findings of the study, and for a more meaningful utilization of them, the following recommendations are made:

1) The theoretical framework should be applied to different national political systems. Further empirical investigations will make significant contributions in refining the instrument.

2) The theoretical framework should be used to examine two national political systems concurrently in order to determine the utility of the instrument in a comparative situation.

3) Studies, using the theoretical framework, examining the similarities and differences among developed, developing and underdeveloped cultures should be conducted.

4) Detailed investigations into the component parts of the theoretical framework should be undertaken.
5) An effort should be made to further explore literature in related disciplines such as comparative politics, comparative law, and comparative religion, to determine the relevancy of their theory for comparative physical education.

6) The methodology and research techniques used to examine sport and physical education in culture require additional study.

7) The need for the development of an international terminology for relevant terms is apparent and should be investigated.

8) International and regional centers responsible for disseminating information on sport, physical education, and recreation should be expanded. In this respect, the Canadian Documentation Center located in Ottawa could provide this function on the North American continent.

9) For the purpose of improving communication and facilitating idea interchange, an international conference for all comparative physical educators should be convened.
APPENDIX A

Dr. Dorothy Ainsworth
Smith College
North Hampton, Massachusetts

Mr. Donald Anthony
Avery-Hill College
London, England

Mr. Tom Bedecki
Fitness and Amateur Sport Directorate
Ottawa, Ontario, Canada

Mr. Raymond Ciszek
American Association for Health, Physical Education, and Recreation
Washington, D.C.

Dr. Annie Clement
Bowling Green State University
Bowling Green, Ohio

Dr. Reuben Frost
Springfield College
Springfield, Massachusetts

Dr. Patrick Galasso
University of Windsor
Windsor, Ontario, Canada

Dr. Herbert Haag
University of Tübingen
Tübingen, West Germany

Dr. Donald Hellison
Portland State University
Portland, Oregon

Dr. Maxwell Howell
University of Alberta
Edmonton, Alberta, Canada

Dr. Sarah Jernigan
Stetson University
Leland, Florida
Dr. William Johnson
University of Illinois
Champaign, Illinois

Dr. Gerald Kenyon
University of Wisconsin
Madison, Wisconsin

Dr. Attalah Kiddess
Springfield College
Springfield, Massachusetts

Mr. L. E. LeFaive
Fitness and Amateur Sport Directorate
Ottawa, Ontario, Canada

Mr. William L'Heureux
University of Western Ontario
London, Ontario, Canada

Dr. John Loy
University of Massachusetts
Amherst, Massachusetts

Dr. Donald MacIntosh
Queen's University
Kingston, Ontario, Canada

Dr. Ben Miller
University of California at Los Angeles
Los Angeles, California

Mr. O. M. Miller
Department of Adult Education and Youth Activities,
UNESCO
Paris, France

Dr. Nicolaas Moolenijzer
University of Missouri
Columbia, Missouri

The Honorable John Munro
Department of National Health and Welfare
Ottawa, Ontario, Canada

Dr. John Nixon
Stanford University
Palo Alto, California
Dr. Uriel Simri  
Wingate Institute for Physical Education  
Wingate, Israel

Dr. Carl Troester, Jr.  
International Council for Health, Physical Education,  
and Recreation  
Washington, D.C.

Dr. M. L. Van Vliet  
University of Alberta  
Edmonton, Alberta, Canada

Dr. C. Lynn Vendien  
University of Massachusetts  
Amherst, Massachusetts

Dr. Earle Zeigler  
University of Illinois  
Champaign, Illinois
INTERNATIONAL AND NATIONAL ORGANIZATIONS CONTACTED

Council of Europe
Strasbourg, France

Fitness and Amateur Sport Directorate
Ottawa, Ontario, Canada

Institute for Research in Physical Culture (Poland)
Warsaw, Poland

International Bureau for Information and Documentation
for Sport and Physical Education (BIDI-EPS)
Liège, Belgium

International Council on Health, Physical Education
and Recreation
Washington, D.C.

International Olympic Committee
Lausanne, Switzerland

International Federation for Physical Education (FIEP)
Lisbon, Portugal

Phi Epsilon Kappa Fraternity
Indianapolis, Indiana

President's Council on Physical Fitness
Washington, D.C.

International Council of Sport and Physical Education
Paris, France

United States Olympic Committee
New York City, New York
January 3, 1970

Dear

I am currently in the process of completing a Ph.D. dissertation on the involvement of the Canadian national government in promoting programs of sport, physical education and recreation. In order to add another dimension to the investigation, I would like to solicit the attitudes and opinions of agencies and individuals not directly affiliated with the Federal government. In this respect, your cooperation and assistance in completing the attached questionnaire would be deeply appreciated. The questionnaire which will take no longer than 10 to 15 minutes to complete, should be returned to:

Mr. Darwin Semotiuk
The Ohio State University
School of Physical Education for Men
337 W. 17th Avenue
Columbus, Ohio 43210

If you wish to receive a copy of the results of the study, please place a checkmark in the box to be found on the last page of the questionnaire. Thank you again for taking time from your busy schedule to be of assistance in a matter which is of immediate concern to all of us.

Looking forward to your early reply, I remain,

Sincerely,

[Signature]

Darwin Semotiuk
Instructor

Enclosure
Canadian National Government Involvement

In Sport, Physical Education and Recreation

This questionnaire is designed to gather information on the nature and role of national government involvement in sport and physical education. In some cases, open ended questions have been used in order to provide you with this opportunity to furnish any additional comments on the subject.

Name of Person Completing This Questionnaire

NAME___________________________________________________

TITLE_________________________________________________

INSTITUTION OR AGENCY_________________________________

ADDRESS________________________________________________

A. Motivation For National Government Participation

Why do you think the Canadian national government is involved in promoting and sponsoring programs of sport, physical education and recreation? Do you feel that the government is motivated in service of the following functions?

Yes No Undecided

1. Individualizing Function
   (health, well-being of the individual)

2. Socializing or Nationalizing Function (promotion of Canadian identity)

3. Military Function (preparation for the defense of the country)

4. Labor Function (increasing labor productivity)

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5. Economic Function *(source of income)*

6. Political Indoctrination Function *(a particular political philosophy or ideology)*

7. National Prestige Function *(success in international competition)*

8. Legislative Function *(laws - maintain social order)*

9. International Goodwill Function

**ADDITIONAL COMMENTS**

B. Evaluation and Assessment of the Canadian Government's Fitness and Amateur Sports Program.

1. Do you feel that the passage of Bill C-131, in 1961, has provided an impetus for promoting "physical fitness and amateur sport" in Canada?

2. In your estimation, which areas of the Fitness and Amateur Sports Program have been most successfully promoted thus far? You may check more than one category.

   1. Administrative Grants to Sports Governing Bodies
   2. Consultant Services
3. Fitness Research
4. Grants For the Construction of Facilities
5. Grants to National Organizations
6. Grants to the Provinces
7. Information-Educational Materials Program
8. International Competitions
9. Leadership Training in Amateur Sport
10. National Awards Program
11. National Championships
12. Scholarships and Fellowship Program
13. Other

3. In your estimation, which areas of the Fitness and Amateur Sports Program have not been successfully promoted and received? You may check more than one category.

1. Administrative Grants to Sports Governing Bodies
2. Consultant Services
3. Fitness Research
4. Grants For the Construction of Facilities
5. Grants to National Organizations
6. Grants to the Provinces
7. Information-Educational Materials Program
8. International Competitions
9. Leadership Training in Amateur Sport
10. National Awards Program
11. National Championships
12. Scholarships and fellowships Program
13. Others

ADDITIONAL COMMENTS

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C. Administrative and Financial Considerations related to National Government Involvement.

1. Is there a need for more cooperation between, and more co-ordination of the various national bodies concerned with sport?

<table>
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<th>Yes</th>
<th>No</th>
<th>Undecided</th>
</tr>
</thead>
</table>

2. Is there adequate cooperation between statutory bodies (such as Government Departments and local authorities) and voluntary sports bodies, national and local?

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<th></th>
<th>Yes</th>
<th>No</th>
<th>Undecided</th>
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3. Is the best possible use made, locally and nationally, of existing facilities?

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<th>Yes</th>
<th>No</th>
<th>Undecided</th>
</tr>
</thead>
</table>

4. Would you like to see the national government assume a more active role in coordinating programs within the framework of the educational structure, with those programs existing outside the jurisdiction of education?

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<th></th>
<th>Yes</th>
<th>No</th>
<th>Undecided</th>
</tr>
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</table>

5. a) Is the government providing adequate financial assistance to programs of sport, physical education and recreation?

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<tr>
<th></th>
<th>Yes</th>
<th>No</th>
<th>Undecided</th>
</tr>
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</table>
b) Would you like to see this expenditure increased?
   Yes No Undecided

c) Are the monies available to areas within the Fitness and Amateur Sport Program distributed in an equitable manner?
   Yes No Undecided

d) Is the machinery for the dispersion of monies effective?
   Yes No Undecided

ADDITIONAL COMMENTS:

RESULTS OF THE STUDY REQUESTED

THANK YOU VERY MUCH FOR YOUR COOPERATION
AGENCIES PARTICIPATING IN THE INVESTIGATION

A. Provincial Agencies (N = 10)

Alberta
British Columbia
Manitoba
Newfoundland
Northwest Territories

Nova Scotia
Ontario
Quebec
Saskatchewan
Yukon

B. University Physical Education Departments (N = 9)

Memorial University of Newfoundland.
University of New Brunswick.
University of Montreal.
University of Ottawa.
University of Windsor.
University of Manitoba.
University of Saskatchewan.
University of Calgary.
University of British Columbia.

C. Amateur Sports Organizations (N = 22)

Canadian Amateur Sports Federation.
Canadian Olympic Association.
Pan American Games Committee.
Federation of Canadian Archers.
Canadian Badminton Association.
National Federation of Amateur Baseball.
Canadian Canoe Association.
Canadian Cricket Association.
Canadian Figure Skating Association.
Canadian Amateur Football Association.
Canadian Ladies Golf Association.
Amateur Athletic Union of Canada.
Canadian Kodokan Black Belt Association.
Canadian Lawn Bowling Association.
Canadian Lacrosse Association.
Canadian Association of Amateur Oarsmen.
Canadian Rugby Union.
Canadian Amateur Ski Association.
Canadian Soccer Football Association.
Canadian Amateur Synchronized Swimming Association.
Canadian Lawn Tennis Association.
Canadian Volleyball Association.

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THESES AND DISSERTATIONS:


