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Webb, Paul: Mcriarty, Dick TITLE

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ABSTRACT

The organizational development of the Ontario Federation of School Athletic Associations (OFSAA) is given for the period from 1948 to 1975. Based on a theory of crgarization developed ty Daniel Katz and Robert Kahn, the Federation's progress is charted through the primary, stable, and elaborate stages of development. Questions concerning conflict within the OFSAA are examined, and the nature and function of various structural changes are considered. Charts and tables of cluster variable analyses are included. (LH)

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THE ORGANIZATIONAL HISTORY OF THE ONTARIO FEDERATION OF SCHOOL ATHLETIC ASSOCIATIONS (OFSAA) 1948-1975: STATISTICAL METHODS AND MODEL FOR ANALYZING CONFLICT AND CHANGE

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by

Paul Webb, M.H.K. and Dick Moriarty, Ph.D.

University of Windsor Windsor, Ontario, Canada



Times have changed and the realization has grown that there is a need to have a greater understanding of Canada and its historical development. In 1958, there was the feeling that Canada lacked a national history and feeling of the past.

We have as yet no national history, and no genuine consciousness of the past. Even our political biography is sparse because Canadian statemen have succeeded in shrouding themselves in obscurity. . . .What is needed is positive direction in all fields in historical work, archives, libraries, publications, exhibitions, and commemorations.

This resulted in a cause-effect situation. By 1977, there appeared to be a change in direction in this situation due to a greater interest in Canadian studies which has developed over the previous twenty years.

There is probably no more active area of curriculum development in Canada than Canadian studies. In the social science and social studies areas there is substantially more Canadian content and orientation than there was a few years ago. There has been a perceptible increase in the teaching of Canadian literature, music, and art and in interdisciplinary studies. Despite perennial economic and foreign ownership problems, there is a cultural boom in the production of Canadiana in all the media.²

It is timely therefore to undertake a study of the organizational growth and development of the Ontario Federation of School Athletic Associations. The authors hope that a greater understanding may be developed of this sporting organization in particular and other school sporting organizations in general which have their roots in Canada.

Statement of the Problem

The purpose of this study is to investigate and analyze, quantitatively, and qualitatively, the organizational history of the Ontario Federation of School Athletic Associations (OFSAA). Furthermore, this study will attempt to determine whether OFSAA's organizational history follows the same stages of growth or cycles of conflict as the organizations studied



by Daniel Katz and Robert Kahn, and Ralph M. Stogdell, respectively. These studies were based mainly on business and covernment organization studies.

Katz and Kahn⁵ developed the concept that each organization passes through distinct stages of development — the Primary stage, the Stable stage and the Elaborate stage.

The Primary Stage

Common people with a common goal working co-operatively for a common cause. A general grouping of people coming together setting a goal and means for the organization. The major sub-system is Production or Service for the primary beneficiaries of the organization.

The Stable Stage

The difference between the Primary and the Stable Stage is that an umbrella form of management has now come into being. There is a need for a reliable performance and effective co-ordination of roles. A Management subsystem evolves centering on authority structure and/or strong leadership. A Maintenance subsystem develops for socialization, administering rewards and sanctions, and mediating between the demands of the member institutions and the requirements imposed by the heightened production structure. The interface of maintenance and tightened production service clashes with individual needs and produces an informal structure.

The Elaborate Stage

An Elaborate organization develops as a result of the interaction of the management system with the environment leading to the development of Boundary and Adaptive subsystems. The Boundary subsystem is aimed at



procurement, disposal and public relations structures. The Adaptive subsystem conditions the organization to the changing environment through gathering information, research and planning for future development.

After twenty years of intense empirical research on a wide range of organizations and leaders including economic (businesses), maintenance (hospitals), Ralph M. Stogdell and his colleagues in the Ohio State Leadership Institute came to the conclusion that organizations and those involved in them are quite similar in time and over-time. Stogdell and his associates confirmed the theory that:

Organizations, if they survive for any length of time, exhibit cyclical periods of growth and decline. They often experience difficulties and hardship in the early stages of development, then exhibit a period of revitalization, reorganization and growing achievement. After reaching a period of peak achievement, they begin to weaken and experience serious difficulties. Under extreme leterioration they either dissolve, are absorbed, or become rejuvenated and start a new cycle.

Significant Ouestions to be Investigated

- 1. Does OFSAA's organizational history follow the same patterns of growth or cycles of conflict as the organizations studied by Katz and Kahn, and Stogdell?
- 2. What were the significant problems encountered by the members of OFSSA throughout its growth and development?
- 3. Was organizational conflict present within OFSSA, and if so what or who caused it?
- 4. Did OFSSA change organizationally, and if so what caused the change?
- 5. What contribution does the SIR model and CAR methodology make to the study of organizational history when applied to a secondary school athletic association such as OFSSA?



Research Model

The research model utilized for the organizational analysis in the study is a modification of the molar research model conceptualized by Moriarty in his study of the CIAUC. This model can be regarded as:

An holistic model incorporating as causal variables both the humanistic, psychological, and socially induced behaviour, as well as the technological and situationally expedient behaviour.

The molar research model in Figure 1.0 (Molar Research Design) consists of three dimensions:

- 1. The nomothetic, structural, situational dimension.
- 2. The idiographic, people, personal, positional dimension.
- 3. The trends, conflict identification and management of change dimension.

The nomothetic or organizational dimension examines the task, structure and control. The idiographic, personal dimension studies the administrator in terms of traits, the situation, and behaviour as decision-maker and group leader. External variables (society) and institutional variables (associations and/or schools) are considered only insofar as they affect the intraorganizational focus of attention, OFSSA.

An holistic molar longitudinal model does not lend itself to the same analysis and presentation techniques as a fragmented microsectional model analysis and presentation technique. 11 The comparative analysis model lends itself to a two-axis analysis and presentation:

Axis 1 - the vertical variable axis which focuses on (1) ultimate goal (or mission); (2) the interaction of events such as task, structure and control with (3) individual's and group's traits, situation and behaviour; precipitating (4) problems, issues or obstacles in the form of conflict



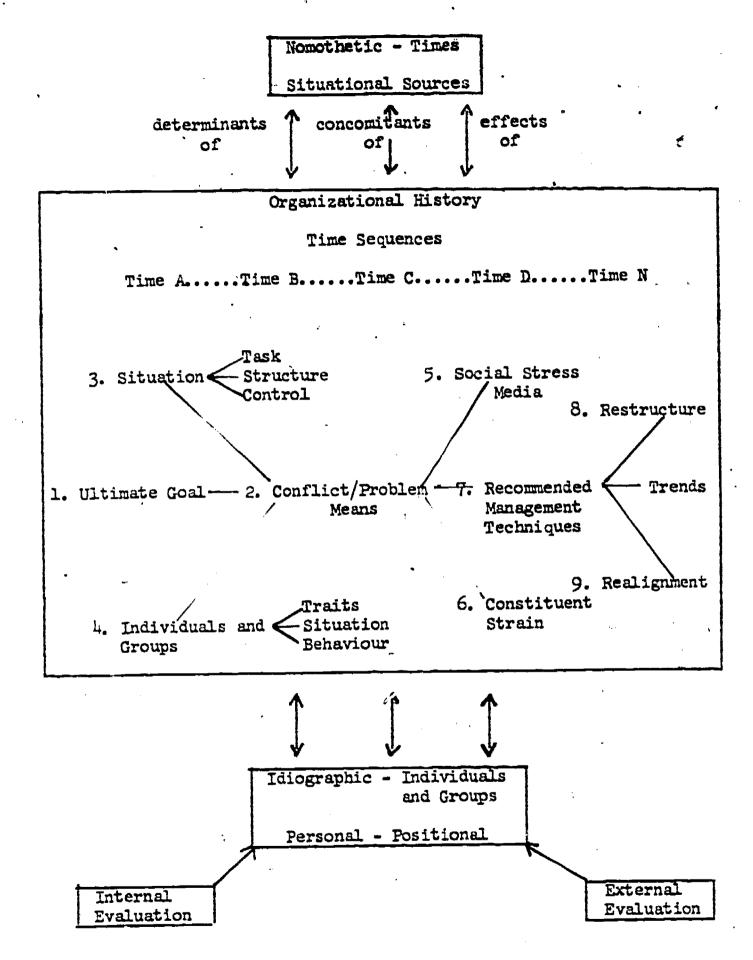


Figure 1.0 Molar Research Design for Organizational History

behaviour frequently augmented by (5) social stress from outside of the organization and (6) constituent strain from within the organization leading to (7) recommended alternate management techniques aimed at (8) realigned structure and (9) reorganized individuals and groups leading to (10) change and trend. This is a cyclic process which returns at this point to (1) ultimate goal.

Axis 2 - the horizontal time sequence axis - deals with identification of eras or stages of organizational growth and development.

This is achieved by analyzing the qualitative data in the following manner:

- 1. By looking at the long term growth or decline occurring within the
- 2. Seasonal variation, or the more or less regular movement within the twelve month period
- 3. Cyclical movement or the swing from prosperity through recession, depression, recovery, and back again to prosperity
- 4. Residual, accidental or random variations including such unusual disturbances as wars, disasters, strikes, fads or other nonrecurring tactors. 12

The quantitative data then gives the clusters of eras of development.

This is achieved through cluster analysis.

The vertical axis provides for analysis and presentation of three basic clusters of organizational analysis:

- 1. the chronicle of events such as task (or aims), structure (or organization) and control (or administration) 13
- analysis of individuals or groups in institutions in terms of traits (or characteristics), situation (or roles), and behaviour (or expectations) and



3. the relationship of ultimate goals (or mission) and means in terms of-conflict resulting from social stress or constituent strain leading ultimately to recommended changes and trends.

Emphasis in the vertical axis is on the analysis of the interface of organizational events and institution, individuals and groups, social stress and constituent strain (independent - predictor or drive variable) as they produce conflict, determine change and result in trends (dependent - criterion or reaction variables). The horizontal time axis provides for analysis and presentation of the basis of clusters of data identifying eras or stages of growth and development with specific focus on the present and future. Selection of eras on the longitudinal time sequence axis is based on:

- 1. empirical observation of the constitution of the organization, movement of individuals and conflict areas and also
- 2. organizational theory identifying cycles of conflict and patterns of growth and development. 16

Cluster Analysis

Cluster analysis was the statistical research technique employed in determining the stages of growth of OFSAA. This provided the quantitative means of analyzing the data. The variables used were the number of members of the Legislative Council, the number of sports, the number of regions, the number of schools, the number of school children and a deflated budget. The deflated budget represented the total revenue taking into account the consumer price index, i.e., allowing for inflation. The variables and their values are given in Table 1: (The Cluster Analysis Variables). For example, in 1952 the number of members of the Legislative

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Council was twenty (20), the number of sports was four (4), the number of regions was seven (7), the number of schools was three hundred and fifty-six (356), the number of people (school children) was one hundred and forty-one thousand and ninety-one (141,091) and the deflated budget was six thousand six hundred and fifty-two dollars (\$6652).

A cluster is a set of entities which are alike, and entities from different clusters are not alike. The cluster analysis technique begins by forming one cluster for each observation in the analysis. The two closest clusters are combined into one cluster, then the two closest of the new set of clusters are combined into a cluster, and so forth. 18

The cluster analysis technique analyzed OFSAA with the years as the dependent variable (criterion or reactor) and the number of members of the Legislative Council, the number of sports, the number of regions, the number of schools, the number of school children and a deflated budget as the independent variables (drive or criterion). The cluster map (see Figure 2: Cluster Map of OFSSA) showed the clusters of these variables. For example, the biggest break in the cluster map appeared between 1962 and 1963, followed by 1968-1969 and then 1957 and 1958. This enabled the researcher to determine the stages of growth of OFSAA.

Analysis Variables). This map is a summary of the cluster analysis performed. For each step, it prints the number of clusters; the maximum distance between two observations in a cluster, called the maximum diameter of a cluster; the number of distances within clusters (these are all less than the maximum diameter); the total number of distances less than the maximum diameter; and the ratio of the last two quantities.

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Table 1

THE CLUSTER ANALYSIS VARIABLES

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If a specific number of clusters is given, the procedure will print the minimum, average, and maximum distances within and between clusters; a listing of the observations within each; and the means of the variables within each cluster (see Table 1: The Cluster Analysis Variables).

For example, the first cluster has six years (points), a maximum distance within the cluster of 4026306304, an average distance of 1146038598400 and a minimum distance of 0.

For the first computer program no specific number of clusters was specified. The author analyzed the printout and found the biggest breaks in the cluster map to be between 1962 and 1963, 1968 and 1969 and 1957 and 1958 in that order. On this basis the stages of growth were determined as 1952-1957, 1957-1962, 1963-1968 and 1968-1975 (see Figure 2: Cluster Map of OFSAA). The most notable break was between 1962 and 1963, followed by 1968 and 1969 and then 1957 and 1958. This quantitative analysis was substantiated by the audio interviews and content analysis but was more definitive and discrete.

The Stages of Growth of the Ontario Federation of Schools Athletic Associations (OFSAA) as Determined by Cluster Analysis

This cluster analysis provided the following stages of growth and development of OFSAA:

1952-1957 The Primary stage

1958-1962 The Stable stage

1963-1968 The Stable-Elaborate stage

1969-1975 The Elaborate stage

The years 1948-1952 did not have complete data and so were not included in the analysis. As OFSAA was only a loose-knit organization at this stage this period was determined as the Embryonic stage. In addition,



qualitative data, such as peoples opinions were used, to support the quantifiable material.

The situation and organization of secondary school sport in Ontario prior to 1948 was established to set the scene for the founding of OFSAA. The formation of OFSAA came about in response to requests from several school athletic associations for the formation of a controlling body to govern Ontario school athletics. The Physical and Health Education Branch of the Department of Education with direction from Gordon Wright, Director of the Physical Education Branch, agreed to convene a meeting on March 30, 1948 at Hart House, Toronto for the purpose of discussing the formation of such a governing body. The significance of this era was that there was a definite need to set up an organization to increase the benefits and reduce the ills of interschool sport.

Structurally, during this time, the administrative authority of the Federation was vested in a Board of Directors which played the same role as the Legislative Council would later assume.

In 1948, OFSAA conducted three sport championships on a provincial basis — cross country, ice hockey and track and field. In 1949 basketball was added and these four sports remained as the only four sports championships conducted on a provincial basis by OFSAA until 1959.

Prominent Leaders were Gordon Wright, as representative of the Department of Education; W. A. McWilliams, the first President of the organization; Alex MacPherson, the first Vice-President; and Dalt White, the first Secretary.

The ultimate goal at this time was to supervise and control interscholastic activities in which the members engaged. Issues of conflict



appeared to be external rather than internal since pressure applied by sports governing bodies was the main concern.

The primary stage of development of OFSAA from 1952-1957 is significant because it represents the formal beginning of the organization authorized by the Ministry of Education. Funds were made available to the organization for the first time from the Ontario Provincial government as of January 1, 1953. This represented Katz's 1 primary stage of development because the organization officially came into being at the beginning of the era with a common goal being agreed upon. The major sub-system was Production or Service for the primary beneficiaries of the organization. During this time period OFSAA worked under a Legislative Council and the first full-time Executive Secretary C. V. 'Charlie' Box was appointed. Two underlying issues faced OFSAA during this period -- firstly, the increase in the number of schools meant new associations applying for status. Secondly, there was a general concern about the role of OFSAA in terms of its member association.

The difference between the Primary and Stable stage was a need for reliable performance and effective co-ordination of roles. The Board of Reference was constituted to fulfill this role, in that it had to deal with the problems and issues that OFSAA had to face. Growth was apparent with the number of sport championships increased by five (5) -- gymnastics, volleyball, skiing, swimming and wrestling and the number of associations grew from nine (9) to twelve (12). N. A. 'Pete' Beach also became the new Executive-Secretary a position he was to hold until 1971. Finally, the ultimate goal and trends remained basically the same with the basic ideal being to maximize the benefits and minimize the ills of interschool sport.



The stable-elaborate stage (1963-68) of growth of OFSAA as an organization was determined as stable-elaborate because although it had developed a strong boundary system aimed at public relations structure as Television coverage of OFSAA events has begun, it had not yet started the adaptive system aimed at planning and research. Steady growth took place with the number of associations having risen to fifteen (15) by 1968 with three (3) new championship sports having been introduced in the form of badminton, golf, and soccer. The ultimate goal remained the same but various issues once more arose with academic eligibility in the forefront along with OFSAA facing various pressures from sports governing bodies.

The final stage of growth dealt with OFSAA as an elaborate organization from 1969-1975. An adaptive system had now also emerged with new planning and research being conducted with high school athletics. The Ontario Ministry of Education had funded a cooperative study analyzing secondary school sport in Ontario. Both, Queen's University at Kingston and the University of Windsor at Windsor have conducted indepth analyses of secondary school sport, a sample survey and indepth study respectively. Structurally, the Legislative Council increased to eighty-one (81) members with the majority of the increase coming from the representatives of each associations women's committee. The formation of the women's committee was undoubtedly one of the biggest structural changes since OFSAA had been formed.

Growth continued with two new Associations -- Peel-Halton Secondary Schools Association (PHSSA) and the North York Secondary School Association (NYSSA) being formed. By 1975, two (2) new sports came into operation -- curling, tennis. Tremendous growth took place in the girls sports with



championships being held in volleyball, basketball, gymnastics, tennis, badminton, cross country, track and field and skiing.

This era also marked the retirement of N. A. 'Pete' Beach and Helen Gurney two prominent figures in the organization's history. George 'Bev' Goulding, who succeeded N. A. 'Pete' Beach as Executive Secretary also completed his interim term and was replaced by Andy Gibson, in June 1977. The basic goals remained the same but there was increased turbulence with increased population, financial support, pressure from sports governing bodies all causing concern.

Regression Analysis

This paper has so far utilized a macro-approach to the study of the total organization, i.e., it has looked at OFSAA from an holistic viewpoint. However, the research would seem to be incomplete without a microanalysis included, 1.e., without looking at some important quantitative determinants of OFSAA's growth. Of the various variables discussed in this chapter of the study -- budget, the number of sports championships conducted at OFSAA level, the number of schools in the province of Ontario, the number of school children in the province of Ontario, the number of regions associated with OFSAA and the number of members on the Legislative Council -- the author decided that budget would be chosen as the best growth variable to be used as the dependent variable for the micro-analysis. Stepwise regression analysis was used to determine the significance of the direct contribution made by each independent variable (number of sports, number of schools, number of school children, number of regions and the number of members of the Legislative Council) on the dependent variable (total revenue both deflated and inflated). With regard to the total



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revenue of the organization the following tentative conclusions were reached. The important variables for the deflated budget were the number of schools, school children, regions and a lagged budget. Schools appeared to be the most significant variable. This could have important implications for OFSAA. If the number of school children decline which is predicted in Ontario by 1980 then the number of schools could decline also. This could possibly lead to a reduction in revenue.

The important variables for an inflated budget were a lagged budget, sports lagged and unlagged, and the number of regions. An interesting aside worthy of note was that the number of members of the Legislative Council did not determine the total revenue either inflated or deflated.

Conclusions

An analysis of the organizational growth and development of OFSAA from 1948-1975 arrived at the following conclusions:

- 1. Cluster analysis was an adequate instrument for determing the stages of growth in OFSAA's history. In this regard, it showed where changes in growth took place and proved to be an adequate quantitative measure for an organizational history analysis.
- 2. OFSAA's organizational history appears to follow the stages of development as advocated by Katz and Kahn. The organization has passed through the following stages:

1.	The Embryonic Stage	1948-1932
2.	The Primary Stage	1952-1957
3.	The Stable Stage	1958-1962
L	The Stable-Elaborate Stage	1963-1968

5. The Elaborate Stage 1969-1975



In addition, OFSAA appears to have followed Stodgell's theory of organizational cycles of conflict as indicated previously.

OFSAA appears to be at that point of peak achievement but seems to be faced with difficulties with continued growth from associations and schools and in deciding its relationship with other sporting bodies such as Sport Ontario.

- Initial problems which arose were generally-speaking those of any newly formed organization: determining the structure and association boundaries, setting up goals and philosophies, obtaining financial support and an adequate managerial structure. There also was a general concern of the role of OFSAA in terms of its member associations. In the Stable and Stable-Elaborate stages of growth difficulties arose which were of a different nature. There were no longer problems associated with that of a newly formed organization finding its feet but rather that of an established organization receiving pressure from sports governing bodies and internative taking to face issues such as academic eligibility. Finally, in the Elaborate stage there were concerns with increased growth and further division of associations and determining its relationship with newly formed bodies such as Sport Ontario so that no duplication of services arise.
- 4. OFSAA did change organizationally. Initially, OFSAA was an oligarchical system with the power lying with the Board of Directors elected, each for a term of a year. Later, a Legislative Council came into being which was a more equalized democratic arrangement with representatives of each association being able to participate in policy-making. As more and more disputes arose it was decided in 1957 to constitute a



Board of Reference to deal with problems and issues which OFSAA had to face. Probably, the most important structural change took place in the Elaborate Stage with the formation of a Women's Committee and the admission of a women's representative from each Association to the Legislative Council.

- In the early stages it was Gordon Wright, as representative of the Department of Education and Dalt White as the first Secretary who set the wheels in motion. Later, it was C. V. 'Charlie' Box, the first full-time Executive-Secretary of the organization and his successor N. A. 'Pete' Beach who played, until 1971, significant roles in its continued development. In recent times, it has been G. 'Bev' Goulding, the Executive-Secretary from 1971-1976 who has continued the work. Other individuals also played their part such as principals, players, coaches, etc., but it is necessary to mention Executive-Secretaries as they are the only people who maintain office over a period of time.
- of the Organizational History of OFSAA. The model assisted in organizing the immense amount of data which was obtained from the minutes and interviews. In addition, the Semi-Directed Focused Interview (SDFI) was very applicable to this type of research. The non-directive technique gave the interviewees the opportunity to focus on the events and situations which were significant to them. Many of the responses followed the pattern of the model which illustrated the connection between the model and the real life situation.

FOOTNOTES

Dr. Hilda Neatly in the Royal Commission on National Development in Arts, Letters and Science, quoted in "What Use is History," The Royal Bank of Canada Monthly Newsletter, Vol. XXXIX (August, 1958), p. 1.

²George S. Tomkins; Editorial quoted in <u>Canadian Journal of Education</u>, Vol. 2, No. 1, 1977, p. 1.

Daniel Katz, and Robert L. Kahn, <u>The Social Psychology of Organizations</u>, (New York: John Wiley and Sons, 1967), pp. 78-86.

4Ralph M. Stogdell, and Alvin E. Coons, (eds.), <u>Leadership Behaviour</u>: <u>Its Description and Measurement</u>, (Columbus, Ohio: The Ohio State University, 1954).

⁵Daniel Katz, and Robert L. Kahn, op cit., pp. 78-86.

6<u>Ibid</u>, pp. 78-86.

⁷Ralph M. Stogdell, and Alvin F. Coons, (eds.), op cit.

8 Ibid.

⁹R. J. Moriarty, "The Organizational History of the Canadian Intercollegiate Athletic Union Central (CIAUC) 1906-1955," unpublished Ph.D. dissertation, Ohio State University, 1971, p. 129.

George H. Rice and Dean W. Bishopric, Conceptual Models of Organizations (New York: Appleton - Century - Crofts, 1971), p. 129.

11 See Edward A. Watson, "Stoom-Bloom: Scientific Objectivity versus Romantic Subjectivity in the Ithaca Episode of Joyce's Ulysses," University of Windsor Review, Fall, Vol. 1, No. 1, 1966, pp. 11-25; and J. Gorden Parr, "A Sweet Disorder," The University of Windsor Review, Vol. 1, No. 2, 1965, pp. 187-194. Research in Physical Education has been predominantly molecular with the preponderance of work on minute questions. This is particularly true in analysis of athletic associations and sports organizations focusing on technical level problems and issues. See Lawrence Locke, Research in Physical Education, (New York: Columbia Teachers College, 1969).

12H. Arkin and R. R. Colton, Statistical Methods, (New York: Barnes and Noble College Outline Series, 1967), p. 43.

13 The terms nomothetic and idiographic were employed by Getzel and Guba in differentiating between the institution's roles and expectations (nomothetic) and the individual's personality and needs (idiographic). In this model nomothetic is employed in its more basic etymological meaning referring to organizational task, structure and control.

C. F. J. W. Getzel and E. G. Guba, "Social Behaviour and the Administrative Process," The School Review, (Winter, 1957), pp. 423-441.



- 14 See Richard Moriarty, "Accumulation and Application of Knowledge Through Sports Institute for Research/Change Agent Research (SIR/CAR) System," proceedings of the National Association for Physical Education of College Women Conference Spirit '76 Transformation Never Ending Flights of Future Days (June 4, 1976), Amherst, Mass.: National College Physical Education Association for Women, 1976.
- For a complete description of the Organization Analysis Models see Dick Moriarty, James Duthie and Megib Ragab, "Combining Organizational Development and Organizational Research," Management by Objectives, Vol. 4, No. 3, (May, 1975), pp. 34-45.
- The University of Windsor Sports Institute for Research/Change Agent Research (SIR/CAR) Task Force. The Role of Interschool Sports in the Secondary Schools of Ontario, (Windsor, Ont.: University of Windsor, December, 1976), pp. 32-35.
- 17 Brian Everitt, Cluster Analysis, (London: Heinemann Educational Books Ltd., 1974), p. 43.
- 18 Anthony J. Barr, James H. Goodnight, John P. Sall, and Jane T. Helwig, SAS 76, (North Carolina: Sparks Press, 1976), p. 72.
 - 19 Ibid.
- 20 Letter written by Mr. Gordon Wright, Director of the Physical and Health Education Branch, March 20, 1948.
 - 21 Daniel Katz and Robert L. Kahn, op cit., pp. 78-86.

