A DELIBERATIVE CASE STUDY OF DECISION-MAKING
AND ACTION IN A PHYSICAL EDUCATION CURRICULUM
DEVELOPMENT PROJECT

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A DELIBERATIVE CASE STUDY

OF DECISION-MAKING AND ACTION IN A

PHYSICAL EDUCATION CURRICULUM DEVELOPMENT PROJECT

by

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DEDICATION

I wish to dedicate this work to:

My spouse Sylvia, children Jonathan and Melissa, who have supported my work within the physical education curriculum development project and who have stood by me with patience and love during the study of the project.

Thank You!

ABSTRACT

Using a qualitative case study research methodology grounded in the interpretative and critical paradigm, a provincial physical education curriculum development project was examined to provide a comprehensive analysis of curriculum decision-making and action. Through observation, audio-taped meetings, journal and interview, the decision-making and action that transpired during the construction of a formal curriculum framework document was followed for 26 months.

Several strategies were synthesized to analyze what happened in the project, how it happened, why it happened and whose interests were served. Using Kirk's (1988) features of curriculum inquiry (knowledge, context and interaction), a collection of 'knowledge' that formed the basis for the framework document was juxtaposed against the 'context' of former physical education curriculum development and contemporary educational reform. The 'interaction' of project participants (including the author as participant-researcher) in decision-making and action was analyzed using an adaptation of Walker's (1971a&b, 1975) System for Analyzing Curriculum Deliberations. A macro analysis of major episodes and a micro analysis of deliberative moves revealed four phases of decision-making that resulted in the construction of the framework document. The analysis disclosed a series of deliberative acts in response to contextual problems, issues and constraints. Also, the analysis showed an eclectic approach to planning, displaying elements of Walker's (1971a&b, 1975) naturalistic model of planning, Schwab's (1969, 1970, 1971, 1973) practical model, and Klein's (1991) conceptual decision-making model.

Habermas' (1970a&b, 1978, 1979) criteria for competent dialogue was used as a normative screen - first to assess the discourse in the project, and second, to judge whether or not the decisions and actions were made in the best interest of teachers and students who will have to translate the framework into a functional curriculum (Dodds, 1983, 1985). This analysis revealed that the curriculum writers, as influential decision-makers, were explicit about their intentions. The participants, as critics of the curriculum framework document, communicated in an environment of mutual trust; however, they were constrained by the hierarchical structure of decision-making. A form of cognitive emancipation (Tinning, 1992) was the reward for the participant-researcher who intended to share the insight with stakeholders inside and outside the project.

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CHAPTER I

CONTEMPLATING AN INQUIRY ABOUT CURRICULUM

Events Leading to the Inquiry

This study about the development of a Physical Education Curriculum Framework for the Province of Newfoundland and Labrador was conceived during reflections about Physical Education 6120 - Curriculum Development in Physical Education - Winter Semester, 1993. However, the spark that evoked my movement towards curriculum may have been ignited during an educational encounter in the Fall of 1991. I attended a meeting in Ottawa where the Active Living Canada 125 Project was launched into the educational milieu. Two other individuals representing the Newfoundland and Labrador physical education community attended this meeting. While it was not obvious at the time, informal meetings with these two individuals would steer me towards curriculum study as part of my graduate work.

Roy Nevele, the Quality Daily Physical Education Provincial Representative who was doing graduate work at Memorial University of Newfoundland (MUN), conveyed to me that a Master of Physical Education (MPE) at the School of Physical Education and Athletics (SPEA) as a program in which graduate students could explore their personal interests in the field of physical education. On reflecting back to my involvement in physical education during my teaching career, I began to realize that my past experience could enhance graduate study in physical education. For family reasons, I had already made a decision to attend MUN. The discussions with Roy influenced me to take advantage of my previous experience and pursue graduate studies in physical education at the SPEA. During that weekend meeting, Roy introduced me to Wallace Brave, Program Manager of the Curriculum and Learning Resources Section (CLRS) of the Division Program Development (DPD) for the Newfoundland and Labrador Department of Education and Training (DET). He had been informed by Roy that I would be starting a masters degree at MUN. During subsequent meetings that weekend, Mr. Brave indicated that he would be exploring some ideas for physical education curriculum development. He asked if I might be interested in being involved. Not entirely aware of what curriculum development encompassed, I indicated that I would like to be included, believing that it would be a valuable learning experience. That colleagueship with Roy

and Wallace during the Active Living forum back in the Fall of 1991 became a critical incident in determining my choice of graduate studies and possibly the course of events in shaping the remainder of my career in education.

In the Spring of 1992, I registered for the MPE program at the SPEA with the intent of following the thesis route. A thesis in curriculum was an option but not a priority. However, a second introduction to Wallace Brave through Physical Education 6120 and a curriculum project[1] that unfolded in the course during the 1993 Winter Semester, entrenched me in the study of curriculum. During our second class the course instructor, Professor Forest Gray, arranged a meeting with Mr. Brave at the DPD. Wallace illustrated a need for physical education curriculum development with respect to recommendations emanating from Our Children, Our Future - The Royal Commission of Inquiry into the Delivery of Programs and Services in Primary, Elementary, Secondary Education (1991) (referred to as 'Royal Commission' henceforth). He asked the class to consider the possibility of writing a preliminary design for a Provincial Physical Education Curriculum Framework (referred to as 'Framework' henceforth). He presented the idea as an authentic opportunity to become involved in curriculum development. Agreeing with Wallace, Professor Gray indicated that we could consider the challenge of designing the Framework as a class project towards the fulfillment of the requirements for the course. The class accepted the challenge.

The discourse in Physical Education 6120 broadened my awareness about the complexity of curriculum. I became intrigued with curriculum development. A compelling 'need-to-know' plunged me into the task of designing the Framework, while learning about the process of curriculum development. It became an apprenticeship in formal[2] curriculum development as I evolved to be a leader in facilitating the research for the project and the design for the document. For ten weeks we met on a regular basis to collectively pull our resources into a draft document that would serve as a new beginning for physical education curriculum development in Newfoundland and Labrador. Near the end of the semester, on April 7, 1993, the class met for an informal meeting to officially deliver a draft document of the Framework to Mr. Brave. At that meeting Wallace indicated that the next step in this particular curriculum development process would be the appointment of a curriculum review committee and the selection of at least one or two writers, preferably from the graduate class, for further redrafting and refinement of the Framework. Following that meeting, I reflected about my commitment and sense of ownership in the project. During this reflection it occurred to me that if I were to conduct

thesis research into the process it may enhance the status of physical education during a time of educational reform in this province. Further to that, this curriculum development experience and research would fulfill that driving 'need-to-know' more about curriculum and could potentially create more career options in education. It was in that moment of reflection I decided to pursue the possibility of refining the Framework in conjunction with doing thesis research into the deliberations of developing the Framework.

At a follow-up meeting of the graduate class on April 22, 1993, I proposed a collaboration with Professor Gray for subsequent writing of the Framework, if it were feasible for me to explore the possibility of conducting thesis research into the process of developing the Framework. I did not present a research outline, nor was there any discussion as to how the research might unfold. There was a consensus among members of the class that Professor Gray and I should pursue the writing and that I should conduct research. Professor Gray accepted the proposed offer for collaboration and later that month agreed to be my thesis supervisor. Mr. Brave was informed of my intentions on May 13, 1993, when Professor Gray and I met with him at the DPD to discuss plans for further curriculum development. I followed up on my intentions with written communications and Mr. Brave accepted to facilitate thesis research (personal communications - October 4, 1993).

> *This will acknowledge receipt of your letters of August 27, 1993;*
> *September 23, 1993 regarding your participation in the research and*
> *writing of a curriculum framework in physical education. I am delighted*
> *that Mr. Forest Gray and yourself have agreed to draft the document in*
> *collaboration with the Physical Education [Curriculum] Advisory*
> *Committee.... I will facilitate research for your thesis if it is related to the*
> *development and implementation of a new curriculum framework in*
> *physical education.* (Brockerville, 1995, lr9, p. 1)

In September 1993, the Mr. Brave appointed a Physical Education Curriculum Advisory Committee (PECAC). Professor Gray and I were appointed chairperson and secretary, respectively. Both of us signed contracts agreeing to refine the Framework through further research and critique by the PECAC. The primary mandate of the PECAC called for a review of the draft Framework through further revision and drafting. A series of PECAC meetings were scheduled throughout 1993-1994 culminating with a Department of Education and Training in-house review on March 8, 1995 in preparation for a field

validation which is a process of letting the field know that a curriculum document is
being developed.

Conceptualizing the Inquiry

As the curriculum project unfolded, it became obvious to me that the process was
moving through a series of settings[3] and that decisions within and across these settings
were being influenced by various factors. While the Physical Education 6120 graduate
class setting had drawn to a close, the formal curriculum review process through the
medium of the PECAC and a Department of Education in-house review would be the
next major setting. It was here in this setting, that I decided to research the 'praxis'
(human action and conduct) of decision-making (Goodlad, 1991) that occurred on the
'inside' of the formal curriculum development process. Stenhouse (1975) provides the
inspiration. He states, "curriculum research and development ought to belong to the
teacher and that there are prospects of making this good in practice" (p. 142). Jewett
(1994) reinforces this belief: "our best research, at least in the near future, will involve the
teacher as researcher. We must collaborate in our efforts to create practical, flexible, and
empowering physical education curricula" (p. 70). Goodlad's (1979) perception of the
curriculum field helped to conceptualize the setting and the research. He states,
"curriculum practice is what curriculum makers work at [the Framework in this case].
Curriculum inquiry[4] is the study of this work in all its aspects: context, assumptions,
conduct, problems, and the outcomes" (pp. 17-18). Further to this, he argues that
curriculum is in the eye of the beholder and that there are many curricula perceived
simultaneously by different individuals and groups. "The task of the researcher is to
choose his [sic] perspective. . ." (p.30). Essentially, "the making of curriculum is the
making of decisions" (p. 33).

Purpose of the Inquiry

The perspective of the thesis inquiry focused on curriculum decisions that related
to the issues, problems, and processes in the development of the Framework as a *formal
curriculum document* sponsored by DET. What goes on in a curriculum project may very
well depend upon the values, beliefs and assumptions that participants bring to the
process. As well, I sensed that the process would be affected by the economic and

political climate in which the process was evolving. Further to this, it would probably be influenced by social forces at play in the province and on a regional and national level. I thought that there might be struggles over ownership and control of the process. "It is to ask how power, authority, responsibility and reward are distributed, ...who has influence over what and what are the principles which govern this process" (Evans, 1988, p. 9). McKernan (1988) advocates that curriculum invites teachers and others to adopt a research stance towards their work, suggesting rigorous reflection on practice as the basis for further professional development. This concurs with Carr and Kemmis (1986) who argue for a critical educational science in curriculum in which "teachers become researchers into their own practices, understandings and situations" (p. 162). Thus, the Framework, as an educational proposal, called for a critical response as it was being developed. As a teacher who was called upon to develop a formal curriculum document that will probably affect my work and in turn, the work of others teachers, their practice and their students, these arguments apply to me and my co-writer, and the PECAC who critiqued our work. In keeping with the advice of McKernan (1988) and Carr and Kemmis (1986), it was my intent to unpack the inter-personal, social, economic and political factors and forces of this particular curriculum development project "in order not to damage but to question, reveal and challenge the often taken-for-granted assumptions, values and principles which guide and direct work within it " (Evans, 1988, p.11).

<u>**Research Questions**</u>

Thus, the proposed inquiry entitled <u>A Deliberative Case Study of Decision-Making and Action in a Physical Education Curriculum Development Project</u> intended to describe, explain, and critically examine decisions and action in the development of a Provincial Physical Education Curriculum Framework. During the infancy stages of the project and as the inquiry was being conceived, a series of questions were omnipresent. These 'human interest' (Habermas, 1978) questions were precursors to other questions that emerged as the Framework and the inquiry passed through various metamorphoses. Four major questions with sub-questions addressed the process from the onset of the inquiry:

1. What was the structure and character of the decision-making process for the formal curriculum development project?

    a. Who were the participants and other stakeholders[5] in the formal curriculum development process?

    b. How did they become involved in the project?

    c. What were the roles of the participants and stakeholders in the process?

    d. What levels and sub-levels of decision-making in the formal process were evident?

    e. What types of decisions did the participants and stakeholders want to influence or make?

    f. What did they expect their influence to be?

    g. What actual power did the stakeholders weld in making decisions in the formal process?

    h. What factors and forces determined their decision-making governance?

    i. Why was the structure and character of the curriculum decision-making process organized this way? Was this the way the participants wanted it to be?

2. How did the decision-making affect the structure and content of the Framework?

    a. What were the elements of decision-making in the design of the Framework?

    b. Who made the decisions about these elements ?

    c. How were conflicting issues and problems in designing the Framework mediated?

    d. What guidelines, rationale or principles were used in mediating decisions about the process?

    e. How did the structure and character of the formal curriculum process affect the outcome of the Framework?

    f. What other factors and forces (protocol, policy, reports, educational change/movements, social and economic change/movements, ideologies, etc.) influenced the decision-making process?

    g. How did these factors and forces affect the decision-making process?

    h. Why was the decision-making process at the formal level this way? Was this the way the participants wanted it to be?

3. Whose interests were being served or not being served by the formal process of curriculum decision-making in the design of the Framework?

    a. What values, beliefs and assumptions did the participants bring to the project?

    b. How was power, authority, responsibility and control distributed in the process. Was this the way the participants wanted it to be?

    c. Was the existing structure and character suitable for developing the curriculum framework? Why?

    d. Did the research for the Framework and this subsequent inquiry empower the participants, including the researcher, to act more authentically and effectively during the process of developing the curriculum? How?

4. How did the stakeholders in the formal process of designing the Framework plan to coordinate curriculum decisions with other levels in the Provincial education milieu?

    a. Was this the way the stakeholders at the formal level want the decisions making process to occur?

    b. Was there a better way to coordinate the curriculum decision process across the educational levels?

    c. What is being done to enhance the process?

    d. What can be done to enhance the process?

It was made explicit from the onset that these questions guided the inquiry, but other questions were expected to emerge during the inquiry process. In other words, while the questions and method of inquiry were outlined, it was still open to modification.

Overview of the Inquiry

In keeping with the advice from curriculum scholars, some of whom view curriculum from a critical perspective, I take a stance that curriculum development is a form of praxis in which participants should research their own work. As a principle writer for a formal curriculum document, I embarked on a study of decision-making and action within a formal curriculum setting for the purpose of understanding and empowerment. This quest was sought by describing what happened, analyzing how it happened and why the process occurred as it did, while examining whose interests were being served.

The thesis itself comprises six chapters. In the next chapter, a review of the literature explores definitions and features of curriculum in preparation to conceptualize the types and levels of curriculum. Curriculum orientations and planning models are presented as options open for consideration during the development process. Chapter 3 outlines the methodology of choice for the inquiry. Chapter 4 contextualizes the project. Chapter 5 analyzes interactions within the project by examining what and how significant events happened, while Chapter 6 attempts to answer why events happened and whose interests were served or not served. Chapter 4 and 5 conclude with an overview of lessons learned, but leaves it to the reader to consider the context and interactions as it might relate to their particular curriculum endeavor. Chapter 6 concludes with a set of reflections about whose interests were served, but it is left to the reader to make the final judgement.

Notes

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[1]   An activity determined both by real and present conditions and certain conditions still to come which it is trying to bring into being (Sartre, 1963; cited in Simon & Dippo, 1986).

[2]   Curriculum in the form of a written document which gains official approval by state and local school boards and adaptation, by choice or fiat, by an institution and/or teachers. (Goodlad, 1979, p. 61).

[3]   "... any instance in which two or more people come together in new relationships over a sustained period of time to achieve certain goals". (Sarason, 1972, p. 1)

[4]   Curriculum inquiry is a species of educational research that address particular kinds of educational research questions related to formulating curriculum policies, curriculum programs, and enacting these policies and programs (Short, 1991, p. 2). Based on work by Chomsky (1986), McNiff (1993) distinguishes inquiry (internalised) from enquiry (externalised). The status of I-enquiry is personal, in which "the purpose of the research is to explain [understand and change] what I, the practitioner, am doing" (p. 17), whereas the purpose of E-enquiry is to observe, describe and explain what other people are doing. The status of E-enquiry is derivative; accounts given of research are those of a recorder, but not always of the practitioner. In other words, *enquiry* is an 'objective' study of data whereas *inquiry* is a 'subjective' study of data. A further discussion of these two paradigms will be taken up in Chapter 3.

[5]   Individuals and groups who have an investment, share or interest in the curriculum. They may be learners, parents, teachers, administrators, developers, and consultants at any level in the curriculum decision process. In the context of this inquiry, the stakeholders are the decision makers at the formal level.

CHAPTER II

REVIEW OF LITERATURE

Introduction

To develop a focus that will make this inquiry meaningful for me, the participant-as-researcher, and for my audience who may turn to this inquiry for insight into their own curriculum decision-making endeavors, this chapter intends to sort through the nature of curriculum. Goodson (1991) states that "one of the perennial problems of studying curriculum is that it is a multi-faceted concept constructed, negotiated and renegotiated at a variety of levels and in a variety of arenas" (p. 49). According to Unruh (1983) curriculum decision-making takes place in a complex political milieu that requires "expertness, political awareness, and a continuing dialogue among the decision makers for resolution of conflicts and agreement on major goals" (p. 99). With such complexity it may be necessary to consider a definition of curriculum and explore the possibility of adopting, or even developing a working definition of curriculum that fits the perspective of this inquiry into a curriculum development project.

Towards a Definition of Curriculum

As a key concept in education and one of the most important areas of educational inquiry, curriculum has different definitions and there is little agreement about its meaning (Lundgren, 1983, p. 35). Turning to etymology of curriculum may contribute to the search for a definition of the concept. According to Pinar (1976; 1978) and Goodson (1988), the word curriculum is derived from the Latin word 'currere' which means to run and refers to a course (race-chariot). According to Goodson, the etymological implication suggests that curriculum may be defined as a course to be followed or presented. Pinar (1978) views it differently. He suggests a focus on the 'lived' experience of curriculum arguing that currere is more than examining the course of study or the intentions of developing a course; it is also the running of the course. He indicates that the course becomes subsumed in, though not reduced to, the experience of the runner. "The runner is the teacher or the student (or whoever comes in contact with curricula)"

(p. 318). These arguments do not simplify the concept of curriculum, but they do clarify the focus for further discourse.

For a larger contextual meaning of curriculum, Goodson (1988) argues that the emergence of curriculum as a concept must be traced to its use in schooling. Citing Hamilton and Gibbons (1980), Goodson contends that curriculum entered the educational discourse at a time when schooling was transformed into a mass activity and a sense of structure was absorbed into the curriculum from the ideas of John Calvin (1509-1564). According to Toombs and Tierney (1993), this larger meaning of curriculum entered North American discourse when learneds and divines from the medieval universities and colleges of Calvinist Scotland populated the colonial colleges. Focusing on the evolution of curriculum at schools of higher learning. Toombs and Tierney state that the development of a 'structure' for curriculum continued to evolve. "Structural features of the curriculum were standardized: the adoption of ...credits in high school that carried over into colleges; and agreement on course nomenclature, degrees, and academic dress" (p. 176).

Toombs and Tierney (1993) go on to indicate that with time the concept of curriculum became highly diffused with two consequences persisting in today's educational milieu. First, curriculum as a concept, is almost without boundaries, meaning anything from the programs an institution offers to the individual experience of a particular student. This harmonizes the etymological interpretations of Pinar (1976: 1978) and Goodson (1988). The second, is a systematic description of curriculum that is orderly, with technical terminology that supposedly enhances insight on practice and links ideas to application. This notion of curriculum is somewhat synonymous to the first of two confronting views put forth by Stenhouse (1975). Stenhouse states that on one hand the curriculum is viewed as an intention, plan or prescription, an idea about what certain stakeholders would like to have happen in schools. The other is seen as the existing state of affairs in school; in fact, what does happen. Stenhouse contends that neither intentions nor happenings can be discussed until they are described or otherwise communicated, "...curriculum study rests on how we talk or write about these two ideas of curriculum" (p. 2). In keeping with these thoughts. Barrow (1984) contends that if we are to make claims about designing, implementing and evaluating curriculum, we must have a clear and consistent definition of curriculum, "so that we know what we are talking about and are able to judge the sense of the claims we make as we go along" (p. 8).

Toombs and Tierney (1993) call for a working definition for those who have to apply the concepts of the curriculum to real situations. They believe that a definition forces consideration of meaning, but contend that any working definition must allow room for local initiative. This concurs with Sosniak (1993) who states that the term depends on the kind of work one wants to do with the definition. She indicates that it will mean emphasizing certain possibilities for thinking about and working with curriculum, while limiting other possibilities. According to Lawton (1983), the standard definitions of curriculum can be placed on a continuum which at one extreme limits curriculum to the content of what is taught, while at the other extreme it includes the whole educational milieu. Thus, where does an inquiry which focuses on decision-making in the developing of a curriculum framework fit on the continuum? The inquiry was not about the whole educational milieu, but the subject of the inquiry may be affected by various aspects within the educational milieu. The inquiry was not about what was being taught, but it was about what may be taught at some future time. Thus, operating along the continuum, the task is to adopt a working definition or several definitions that fit the perspective of the inquiry and the subject of inquiry.

Saylor and Alexander (1974) offer a definition that may fit what the project might provide for the future. They state that curriculum is "a plan for providing sets of learning opportunities to achieve broad goals and related specific objectives for an identifiable population served by a single school center [a provincial school system]" (p. 6). Jenkins and Shipman (1976) offer a definition that is more encompassing and long term, stating that a curriculum is the "formulation and implementation of an educational proposal, to be taught and learned within a school or other institution [provincial school institution], and for which that institution accepts responsibility at three levels, its rationale, its implications and its effects" (p.6). Both of these definitions account for the planning of content which happens to be on Lawton's (1983) notion of a continuum; however, each definition fails to account for an inquiry into the process of developing curriculum. Thus, there is a need to search for a broader definition on the continuum.

Egan (1978), who like Goodson (1988) and Pinar (1976; 1978) relied on the etymology of curriculum as a starting point for understanding curriculum, argues that any definition of curriculum must not only include reference to content (the what) but also include method (the how), opening the curriculum field to coexist with educational research. In his attempt to define curriculum, he is much broader, stating it to be the "study of any and all educational phenomena" (p. 71). While this definition may widen

the range on the continuum, bringing in educational inquiry, it still does not pinpoint a focus for this study. It is Stenhouse (1975) who provides a definition that accounts for an inquiry into this process of development and what the curriculum might be. He states that a curriculum is "an attempt to communicate the essential principles and features of an educational proposal in such a form that it is open to critical scrutiny and capable of effective translation into practice" (p. 4). Stenhouse's definition helps conceptualize a curriculum inquiry of a curriculum development project which intends to design a curriculum plan (a framework document) that will guide future curriculum development and what eventually might be taught in schools. Thus, in the context of this inquiry, Stenhouse's definition is modified to view curriculum **as an intention and a plan about what certain stakeholders would like to have happen in schools, is open to critical scrutiny during the process of development and continues to be open to critique as to how it may happen and be received at some time in the future.** In the words of Stenhouse, "the definition offered here is a tentative one to get us on our way" (p. 4) and is open enough to extend the range of curriculum and its study to other contexts.

Beyond a Definition of Curriculum

Some writers (Goodlad, 1979; Barrow, 1984; Schubert, 1986; Kirk, 1988; Kelly, 1989) believe that there is a need to look beyond a definition of curriculum. Barrow (1984) contends that most definitions are too broad to be put into operation, while Kirk (1988) argues that some definitions are too narrow and specific to be used in a wider range of contexts. Goodlad (1979) contends that attempting to give the word some formal definition does not even begin to suggest its scope when words such as construction, planning, or development are added. Therefore, to engage in a more rigorous study of curriculum, we must clarify the characteristics or images (Schubert, 1986) that may be placed under the rubrics of curriculum. To make sense of the multiple conceptions of curriculum, Beauchamp (1983) offers a scheme for thinking about curriculum. He argues that there are three legitimate uses of the word 'curriculum'. First, he indicates that we speak of 'a curriculum'; the substantive or content dimension of curriculum. A second way is to speak of 'a curriculum system' which encompasses the activities of planning, implementing and evaluating, constituting the process dimension of curriculum. The third, is to speak of 'curriculum as a field of study'. This third

dimension "consists of study of the first two plus associated research and theory-building activities" (p. 19).

In moving beyond a definition of curriculum, Kirk (1988) identifies three broad features of curriculum and the notion of 'praxis' which could be considered an expansion of Beauchamp's (1983) scheme for thinking about curriculum. While people use the term curriculum to communicate what they mean, such as school curriculum, elementary curriculum, and physical education curriculum, each embodies different form and content; but each also has recognizably similar features. He contends that each term conveys a body of knowledge or content that is communicated through the interactions of teachers and learners (including curriculum planners), and this interaction is commonly located in a more or less institutionalized cultural and social context. Kirk views curriculum as an embodiment and fusion of these three broad characteristics: knowledge-content, interaction, and context in which each characteristic is dialectically related to the other characteristic.

> What this means is that curriculum cannot be defined in terms of any one of these characteristics alone; to do so risks undermining the adequacy of any outcome or solutions we may create from our studies of curriculum. A dialectic is a synthesis or a bringing together of opposite or poles. For instance, while it is possible for us to talk about content and method in an analytic fashion *as if* they were distinct, it is clear that in *practice* they are dialectically related. (p. 14) (original emphasis)

Kirk (1988) argues that the point or situation where knowledge, interaction and context coincide, serves as the significant focus for curriculum study or inquiry, which is Beauchamp's (1983) third way of speaking about curriculum. Following Wood (1994) the conceptualization of curriculum and curriculum study as put forth by Kirk is depicted in Figure 1. From this dialectical perspective, curriculum study takes as its starting point the problems and issues in educational practice that the fusion of these characteristic create. "We are not concerned merely with what educational practitioners *do* in the process, however, but with what they intend to do as well, and the factors and forces that create, shape and guide these intentions" (Kirk, 1988, p. 15) (original emphasis). Carr and Kemmis (1986) forge this premise through their reflections on 'educational praxis'.

In *praxis*, thought and action (or theory and practice), are dialectically related. They are to be understood as *mutually constitutive*, as in a process of interaction which is in continual reconstruction of thought and action in the living historical process which evidences itself in every real social situation. Neither thought nor action is pre-eminent. (p. 34) (original emphasis)
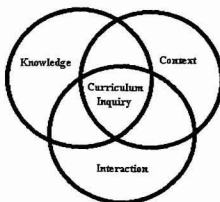
Figure 1.   The Dialectic of Knowledge,Context and Interaction
             Adapted from: Physical Education and Curriculum Study: A
             Critical Introduction by D. Kirk, 1988, London: Croom Helm.
             (After G. A. Wood, 1994, p. 9)

With curriculum viewed as educational praxis, Kirk (1988) argues that we have an opportunity to direct our studies towards problems that are real, that actually exist in teaching and learning in physical education (and in this case, designing a curriculum framework that may affect teaching and learning in physical education at some future time). Kirk proposes that "curriculum study is a form of rational inquiry into educational action and the level of context in which it is situated and to which it is dialectically related" (p. 17). Educational praxis, as articulated by Kirk (1988) and by Carr and Kemmis (1986), appear to bridge the gap between the development of a curriculum and an inquiry about its development. Building on these three dialectically related features of curriculum, I will now turn to the conceptualization of curriculum with reference to the various types of curriculum.

Conceptualizing Types of Curriculum

Subsumed within the dialectical relationship of the three curriculum features are the various types of curriculum that may need to be considered in a curriculum project. In an attempt to clarify different types of curriculum, Kelly (1989) argues that the total curriculum must be accorded prior consideration and indicates that a major task of teachers and curriculum planners is to work out a basis on which some total scheme can be built. A number of writers (Eisner, 1979; Kelly, 1989; Klein, 1991, 1993) have contributed to a discourse in understanding the various types of curriculum. Eisner (1979) identifies three different types of curriculums: explicit, null and implicit curricula.

The Explicit Curriculum - Formal and Informal

According to Klein (1991), "the explicit curriculum is that which is carefully and deliberately planned, taught, and evaluated---at any level of decision-making" (p. 216). It is defined by what content students will study and the outcomes students are expected to know and be able to do.

> Time, effort, and resources are devoted to defining the explicit curriculum.... The focus of the explicit curriculum is on clearly defined, carefully organized, skillfully taught, and systematically evaluated content. The most common basis for defining the explicit curriculum is the accumulated wisdom of humankind, as scholars have created, discovered, defined, and organized it over the ages into disciplines. (Klein, 1993, p. 2.15)

Kelly (1989) labels the explicit curriculum as the 'formal', officially planned curriculum that is laid down in syllabuses, programs and so on; but he brings in another element. He states that we must also recognize the distinction between the 'formal' curriculum and the 'informal' curriculum.

While the formal curriculum generally includes the activities for which the timetable of the school allocates specific periods of teaching time, the informal curriculum are those activities that go on, usually on a voluntary basis outside the regular teaching-learning time; but for the most part are planned activities. From a physical education perspective, these informal activities may include intramural and extramural

recreational programs, varsity sport or athletic programs, field trips and journeys (i.e. backpacking, camping, canoeing). Some educationalist refer to these activities as 'co-curricular' (Tanner & Tanner, 1980), signifying that they complement the formal curriculum. Field trips and journeys generally fall into this category. However, some informal activities such as intramurals and athletics are referred to as 'extra-curricular', suggesting that they are seen as separate from, or extra to the formal curriculum. But Otto (1982) indicates that "extra-curricular activities are extra not because they exist outside of the formal learning process and curriculum, but because they provide an additional learning experience ..." (p. 226). Further to this, Schubert and Walberg (1982) argue in Deweyian fashion that there is an inextricable link among all learning experiences whether they be curricular or extra-curricular. They state that "those who plan curricular experiences cannot defensibly neglect the powerful extra-curricular dimensions, for all of the experiences of schooling contribute to students' images of the world and its operation" (p. 229). However, regardless of how these informal activities are perceived, categorized or labeled, Schubert (1986) points out that some students, parents and even educators themselves take extra-curricular activities more seriously than formal school subjects. This issue of educators being more attuned to extra-curricular activities may be a problematic issue to be addressed in physical education curricular planning. Siedentop (1983) expresses concern describing the stereotypical physical educator as the

> coach who rolls out the ball during his or her instructional responsibilities
> and generally loafs through the day, only to turn into a human dynamo at
> athletic [extra-curricular] practice. It has often been said that the
> interscholastic coach does the best job of teaching in the school and the
> physical educator does the worst job - and they are the same person
> [especially at the secondary level]. (pp. 240-241)

The traditional explanation of explicit curriculum, whether it be formal or informal curriculum, is not acceptable to some curriculum leaders. It has been criticized as focusing on adult expectations and efforts, rather than on what students and teachers plan and do in the teaching-learning process. Klein (1993) states, "the traditional view is of adults controlling students, manipulating them, imposing upon them arbitrary, largely irrelevant requirements developed by people often far removed from the classroom" (p. 2.15-2.16). Curriculum leaders such as Lawrence Stenhouse, William Pinar, John Elliott,

Paulo Freire, and James McKernan prefer a more democratic approach to curriculum development in which students and teachers make fundamental decisions about what is to be taught and how it is to be learned. Klein (1993) indicates that this notion of curriculum is evolutionary: it develops over time according to the needs and interests of students and their teachers. "It is frequently called the emergent curriculum. As students' and teachers' needs and interests change, so will the curriculum" (p. 2.16).

The Null Curriculum

The notion of an emergent curriculum may compensate for the null curriculum which Einser (1979) defines as what is not taught, that which is excluded from curriculum learning opportunities. "What schools do not teach may be as important as what they do teach" (p. 83). He claims that there are two dimensions of the null curriculum; one being the intellectual processes that are either emphasized or neglected and the other being the content or subject areas that are present or absent in the curriculum. Klein (1991) claims that the explicit and null always exist no matter who plans the curriculum and are inescapable consequences of curriculum development. She indicates that the null curriculum will always exist because the school cannot teach all that students need to know in order to lead satisfying productive lives in an ever increasing complex and diverse society. Because the time spent in school is limited, choices must be made as to what students should learn. Curriculum decision makers at various levels must choose what will be featured in the curriculum. They have to determine which features are most important, with the most important being emphasized. For example, Klein points to the debate as to how much the curriculum may be 'watered down' by the introduction of subjects such as driver education, home economics, and physical education. She goes on to say that

> those subjects considered less important may well be relegated to the null curriculum.... The null curriculum must be as consistently examined as the explicit curriculum in any aspect or level of curriculum development in order to determine whether the curriculum is as comprehensive as it needs to be to ensure an effective education for young people. It rarely is carefully examined, however. (Klein, 1991, p. 217)

Klein indicates that the debate about curriculum is clarified when decision makers consider the comprehensiveness of the explicit curriculum and what is relegated to the null curriculum.

The Implicit Curriculum

In any discourse about the comprehensiveness of curriculum. Eisner's (1979) notion of an implicit curriculum must also be considered. He claims it to be those ideas. values, beliefs, attitudes, and processes that are not deliberately planned and taught, but which students learn through a variety of channels, including teacher attitudes, school rules and regulations, social interactions and even physical arrangements in any educational setting. Seddon (1983). in a succinct review of the literature. refers to this notion of curriculum as the 'hidden' curriculum. a term that was first coined by Jackson (1968). Jackson's notion of the hidden curriculum refers to all student learning which does not match. or is not expressed in the explicit aims of a planned curriculum. According to Kirk (1992), an important factor which distinguishes this learning from intended learning through the official curriculum is that the attitudes and values learned through the hidden curriculum are communicated unintentionally, unconsciously, and unavoidability; however, the medium for this communication is the official curriculum - the formal teaching, organization and content of the curriculum. "In other words, the hidden curriculum refers to knowledge, attitudes, and so on that students learn as an unavoidable and unintentional consequence of participating in the formal. routine activities of the school" (p. 37). This conception of the hidden curriculum is in keeping with Young (1971) who critiques the structural and organizational features of school as the medium of the hidden curriculum. advising that the messages contained in the selection, organization and assessment of the formal curriculum be investigated.

Referring to the hidden curriculum as the reality of the pupils' experiences. Kelly (1989) argues that the difference between the explicit curriculum and the implicit curriculum may be unconscious, but it may also be conscious. The cause of any mismatch can be created either by a deliberate attempt by teachers or others to deceive. to make what they offer appear more attractive than it really is, or merely the fact that since teachers and pupils are human, the realities of any course will never fully match up with the hopes and intentions of the curriculum planners. Kelly indicates that some educationalists argue that the values implicit in the arrangements made by the school for

the pupils are quite clear in the consciousness of teachers and planners and are clearly accepted by them as part of what pupils should learn in school. In other words, teachers deliberately plan this implicit curriculum and it is 'hidden' only to or from the students. However, Kelly goes on to indicate that other educationists take a less cynical view, insisting that teachers have a responsibility as it relates to the hidden curriculum. Citing Barnes (1976), he contends that some of the values and attitudes learned via the hidden curriculum may not be directly intended by teachers; but since these things are a by-product of what is planned, teachers should be more aware and accept responsibility for what is being learned in an unplanned way. Towards this end, Seddon (1983) states that "the way forward requires us all to be sensitive to the nuances of the hidden curriculum to increase our own and other's awareness of it" (p. 5).

The Three Types of Curriculum in Physical Education

With respect to hidden curriculum in physical education, Bain (1975, 1976, 1985, 1989a, 1990a) and Kirk (1988, 1992) have written extensively on the subject. Since the subject matter and the context for teaching and learning in physical education is closely related to fundamental human dilemmas such as definitions and relationships between such aspects as mind and body, play and work, masculine and feminine; Bain (1989a) argues that the hidden curriculum in physical education warrants special attention. The implicit messages about effort and achievement, order and control, appearance, skill level, and the social relations such as gender, race, religion and socioeconomic status are very powerful, pervasive and continuously repeated in physical education. She concludes from an extensive review of the hidden curriculum that the routines and rituals of daily life in the school communicate basic principles and assumptions about culture.

Kirk (1988, 1992) concurs with this argument, indicating that the values and attitudes conveyed through the hidden curriculum penetrate all aspects of school life. He argues that we must develop an understanding of physical education as cultural practice, with a need to make the hidden curriculum more visible in programming. "In all innocence, physical educators may well be in the business of reproducing oppressive social conditions in the process of teaching students how to get fit, how to play games and sport, and how to recreate (Kirk, 1992, p. 53). He suggests that we provide the potential to link up physical education activities with other related cultural practices and

that the hidden agendas of physical education be seen within the realm of language. communications, and meaning making. However.

> the dilemma confronting physical education teachers [and curriculum planners] is how to design and conduct [formal and informal] programs which promote health and fitness without communicating social or moral rejection of the unfit [and unskilled] or reinforcing sexist [racist. religious. and social class] beliefs and practices. (Bain. 1989. p. 309)

Bain (1990a) calls for critical dialogue to reinforce the importance of reflection and discussion in dealing with value issues in the physical education curriculum. She proposes Hellison's (1973, 1978. 1985) work for a critical pedagogy in physical education. While his work focuses on individual development rather than social change. Bain claims that "his model has the potential to be extended to reflect a critical stance" (p. 37). She proposes action research as another model to serve as the basis for critical pedagogy in physical education. She states that awareness is the first step. followed by an examination of the consistency of the hidden curriculum with the explicit educational philosophy of programs, schools and society.

In recognizing the distinctions among the various types of curriculum that can occur in education, gaps clearly exist between intention and reality. It appears that the interplay between the explicit. null and implicit curriculum fall within the realm of Kirk's (1988) notion of the 'interactive' feature of curriculum. Thus, if we are to link theory and practice of the curriculum (Stenhouse, 1975), we must be concerned with the relationships between the explicit and null curriculum and between the explicit and implicit curriculum. Based on these relationships. Kelly (1989) contends that we should not adopt a conception of curriculum which confines or restricts us to considerations only of that which is explicitly planned. He indicates that there are real difficulties in attempting to operate with a conception of curriculum which excludes from consideration the unplanned effects of the explicit curriculum, as indicated by the notions of the 'hidden' curriculum. This is noteworthy, considering the implications for physical education as outlined by Bain (1989a, 1990a) and Kirk (1988. 1992). Kelly argues that we need to look beyond the official curriculum;

> ... it must embrace at least four major dimensions of educational planning and practice: the intentions of the planners. the procedures adopted for

implementation of those intentions. the actual experiences of the pupils resulting from the teachers' direct attempts to carry out their or the planners' intentions, and the 'hidden' learning that occurs as a by-product of the organization of the curriculum. and, indeed, of the school. (p. 14)

Kelly concludes that to be proficient in curriculum planning the planner must attempt to keep all or most of those dimensions in view rather than concentrating on one or two of them. This advice is in keeping with Kirk's (1988) reflection on the three dialectical features of curriculum: knowledge. interaction. and context. It appears that the various types of curriculum. in relation to the three features of curriculum and the four dimensions of educational planning and practice. may provide the possibility of accounting for the total curriculum in building a scheme to plan and design a physical education curriculum.

Multi-Levels of Curriculum in Physical Education

Dodds (1983, 1985) proposes a scheme for viewing physical education curriculum that may adhere to Kelly's (1989) and Kirk's (1988) recommendations. Through the notion of the 'functional' curriculum Dodds suggests that four levels (or subsets) of curriculum operate simultaneously within any physical education program (see Figure 2). Dodds claims that a physical education curriculum "is a living and lived culture rather than a sterile, lifeless artifact---a dynamic process rather than a static entity" (1985, p. 93). The first level identified by Dodds (1985) is the explicit curriculum, which is identical to Eisner's (1979) notion of explicit curriculum and Kelly's (1989) 'formal' officially sanctioned curriculum. She refers to the explicit curriculum as "those publicly stated and shared items that teachers want students to acquire" (p. 93). It is the level of curriculum that appears in programs. syllabuses and policy documents which teachers consciously pursue. At a second level, exists a covert curriculum, referring to teachers' "unspoken, non-public agenda" (p. 93) or as noted earlier, hidden only to or from students (Kelly, 1989). Kirk (1992) indicates that those qualities are rarely, if ever, acknowledged in curriculum documents or lesson plans (i.e. students responding quickly and quietly to stop signals and instructions or students trying hard and working together) but that teachers would readily agree are consciously and intentionally communicated to students in the act of implementing the explicit curriculum.
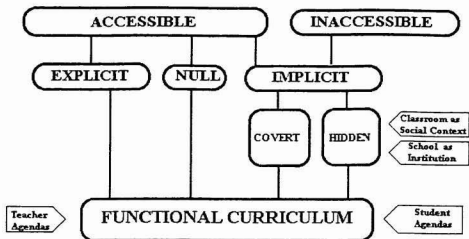
Figure 2. Multi-Levels of Curriculum in Physical Education
From: Consciousness raising in curriculum: A teacher's model for
analysis (p. 234) by P. Dodds (1983). Proceedings of the Third
Conference on Curriculum Theory in Physical Education. Athens:
University of Georgia.

At a third level exists the hidden curriculum, which Dodds (1985) uses in a more
restricted sense than the conceptions as outlined by other writers. It is that part of the
lived culture "played out unbeknownst either the teacher or students, and is comprised of
unexamined routines or patterns, events that are both unintended and unnoticed" (p. 93).
According to Kirk (1992), her conception of hidden curriculum is more narrowly focused
on the reflexive aspects of speech, action and organization and is manifested at an
unconscious level. "For instance, ... tone of voice and gesture, ... can communicate
displeasure, sorrow, anger, acceptance, dominance, elation, frustration, and many other
moods and feelings" (Kirk, 1992, p. 40). Similarly, the set up of lessons can tell much
about the teacher's habits, dispositions, knowledge, attitudes and values.

At a fourth level exists the null curriculum. Dodds' (1985) notion of the null
curriculum refers to the ideas, concepts, and values that could be included in the explicit
and covert levels of the curriculum but are either intentionally or unintentionally and
unknowingly left out at the school level. She argues that what is missing from the
curriculum is significant, "ignorance is not neutral; it is void in the lives of our children.
What is *not* there in physical education classes interacts somehow with what *is* there" (p.

93) (original emphasis). Kirk (1992) indicates that the activities left out of school programming will influence how teacher and student view physical education. In making the point, he cites examples from Australia and Britain in which a broad range of activities were presented in the official physical education program including swimming, games and sport, physical fitness, gymnastics, dance, outdoor education and adaptive physical education; but in practice, some activities such as gymnastics, dance, outdoor education and adaptive physical education were consistently deemphasized, neglected or omitted. He states that these examples of the null curriculum are "significant in that they provide clues to the sorts of things students might learn, not just *in* physical education, but *about* physical education" (p. 41) (original emphasis). He goes on to say that omission may be perceived by students as an implicit devaluing of the creative, qualitative and experiential modes of learning.

Kirk (1992) argues that the problem of omission and of the values that are implicitly communicated through the process has been a significant issue in relation to how students, parents, teachers and administration perceive physical education as a school subject. Citing a study by Hendry (1976), he expresses the concern over the marginality of physical education in the central purpose of education. He draws attention to how physical education as a non-examinable subject has worked to relegate it to a low-status position in the curriculum. Further to this Kirk states,

> even under "favorable" circumstances, ... where physical education is more
> frequently becoming an examinable subject, ... the values associated with
> physical education's marginality have not disappeared but instead continue
> to influence its role and status in the curriculum at a residual level. For
> instance, the fact that, as an examinable subject, physical education often
> appears in the same "column" on subject choice sheets as more prestigious
> subjects such as sciences and mathematics, forcing the "most able" to
> chose these subjects and the "less able" to choose physical education, in
> itself imputes a valuation. (1992, pp. 41-42)

This communication can be best understood as a reflexive or a covert feature of the official curriculum and an indicator of the role physical education is relegated to play in the curriculum.

Dodds (1985) asserts that the interaction of the four levels constitute the functional curriculum[1], "the full dynamic display from which students learn" (Kirk, 1992,

p. 40) The four levels interact in ways that do not simply add one source of learning to another; but rather in ways that distort, contradict, or reinforce the messages that get through to students. Dodds (1983, 1985) argues that the concept of a functional curriculum demand that we revise our working notion of curriculum and reconceptualize the way we view physical education curriculum. Further to this, she claims that all levels (subsets) are accessible to teachers once raised to the level of consciousness. Thus, it can be interpreted that curriculum planners must find ways to alert teachers-practitioners to become more aware and heighten their consciousness about the levels of curriculum as they conduct the official, explicitly planned curriculum. Zais (1981) supports this interpretation. Acknowledging the distinction between the formal curriculum and the functional curriculum may create many problems and raise theoretical questions, but he claims that the distinction is a crucial aspect of education that must be included under the aegis of curriculum "with which curriculum planners and workers must deal if their efforts are to affect students in any significant way" (p. 39).

Interim Summary

Up to this point, a review of literature indicates that the various types and levels of curriculum, with respect to physical education, are significant in two curriculum decision-making arenas. In keeping with Klein's (1991) claim that the explicit and null curriculum will always exist and are inescapable consequences of curriculum development, the literature reveals that in relation to physical education the explicit and null curriculum operate at the school program (functional or operational) level and at the formal development level. It appears that physical education, as a subject in the curriculum, is beset with two perplexing problems that need to be addressed during the curriculum development process. At the onset, curriculum planners must attend to the marginality of physical education with respect to educational purposes and its role in the total curriculum. Second, curriculum planners need to keep the four levels of a physical education curriculum in view throughout the process of development, with the intent of suggesting methods to help teachers adapt and/or implement a comprehensive curriculum plan that accounts for the four levels of a functional school program. Dodds (1985) claims that the current state of physical education leads her to "believe that functional curriculum must be the conceptual framework which guides teachers, researchers, curriculum theorists, [curriculum developers], and teacher developers" (p. 94).

Embedded in the search for methods to help teachers account for the four levels of a functional curriculum, planners must address the marginality of physical education. In conclusion. "to know *what* the curriculum should contain requires a [critical] sense of what the contents are for" (Egan, 1978, p. 69, original emphasis). From here, I will turn to curriculum orientations, another aspect that curriculum planners may have to consider during the decision-making process.

Curriculum Orientations

While the primacy of the formally planned curriculum may be an educative one, it appears that many other messages can be learned through the four levels of a physical education curriculum. With this caveat in mind, what anyone defines as curriculum or conceptualizes as curriculum will be basically influenced by the values and beliefs they hold "about what schools should do to, for, and with students" (Klein, 1993, p. 2.16). Curriculum theorists contend that curriculum orientations emerge from philosophical orientations of education (Eisner, 1979, McNeil, 1990; Jewett, Bain & Ennis, 1994). Jewett (1994) states that, "educational philosophy is translated into desired student learning experiences through planning curriculum activities consistent with particular value orientations" (p. 56). According to McNeil (1990) and Jewett, Bain and Ennis (1994) values and beliefs appear to be the most significant characteristics for classification and differentiation among the various educational orientations. They attest that any attempt to develop curriculum must clarify and make explicit the values, beliefs and assumptions in these orientations.

The literature reveals that in recent years a number of educational orientations reflecting particular theoretical perspectives have been advanced (Eisner & Vallance, 1974; Aoki, 1978; Eisner, 1979; Miller & Sellers, 1985; Schubert, 1986; McNeil, 1990; Jewett & Ennis, 1990; Jewett 1994) for undertaking curriculum decisions. Eisner (1979) states that "orientations provide a way of rationalizing what schools teach" (p. 74) through the explicit, formally planned curriculum. While various authors use different terms to describe their classification schemes, values and beliefs are generally acknowledged (Jewett, 1994) with certain viewpoints always competing for inclusion. According to Eisner and Vallance (1974), the first viewpoint to compete for inclusion in any scheme is "that continuum implied by the 'child-centered versus society-centered' distinction" (p. 3). They indicate that the assumptions underlying this distinction are

crucial for educational thought. Another competing viewpoint accounts for a spectrum "that has values education. on one end. and skills training. on the other. or moral education as opposed to the three R's" (p. 4). They say that this distinction reflects the difference between seeing education as an agent for moral uplift and seeing it as a purely functional means of providing skills necessary for the maintenance of society.

Another viewpoint focuses on models of learning. reflecting assumptions as to how children learn. ranging from behavioral models at one extreme. to humanist or existential models at the other end. Eisner and Vallance (1974) contend that any comprehensive scheme must be able to accommodate these different approaches to learning. Another aspect to be considered in any educational orientation scheme is the present-future dimension of curriculum. distinguished according to "a present 'lived in' experience, as an end" (p. 5). or whether the curriculum is seen as "an instrument toward some future goal, as a means" (p.5). Eisner and Vallance indicate that this dimension provides a criteria for viewing a curriculum proposal as adaptive, dealing with the here and now. or as reconstructive. providing ways for dealing with and shaping the future. As well, they say that this dimension is connected to the child-centered and society-centered continuum and linked to the models of learning.

Curriculum Orientations in Physical Education

Aldrich (1967) critiques physical education as not having developed from a philosophical or theoretical base. On many occasions, programs were constructed by selecting sport and physical activities based on practical consideration such as the season of the year or the scheduling of facilities. Thus, in the absence of a guiding philosophical structure, the question of what to teach in a program was decided on "the basis of the availability of equipment or the popularity of a sport rather than decisions based on education---beliefs and knowledge about students, [society] and subject matter" (Ennis, Mueller & Hooper, 1990, p. 360). However, according to Jewett (1994), where philosophical and theoretical basis have been used, physical education curriculum developers have frequently drawn on a classification scheme which includes five value orientations: disciplinary mastery, self-actualization, social reconstruction, learning process, and ecological integration. Further to this, these philosophical positions can be translated into physical education curriculum models. "A curriculum model[2] is a general pattern for creating or shaping program designs for developing curriculum for particular

educational settings" (Jewett, Bain & Ennis, 1994, p. 16). They advise that a model is developed within a particular conceptual framework and is consistent with the curriculum theory upon which the conceptual framework is based.

Based on the Western cultural tradition (Eisner & Vallance, 1974) and a philosophy of knowledge as advocated by Bruner (1960) and Hirst (1974), disciplinary mastery or academic rationalism gives top priority to subject-matter content. A 'back to basics' approach to the acquisition of knowledge is believed to be the primary purpose of the curriculum with a focus on the 'what' of learning. This subject mastery emphasizes a concentration on selected knowledge and skills directed toward preparation for the existing society. Those holding to this orientation argue that since schools cannot teach everything worth knowing; students must be provided with an opportunity to acquire the most powerful products of human intelligence and these products are found in the established disciplines. From a physical education perspective, curriculum developers focus on optimal ways to preserve and convey physical education knowledge, and students are expected to demonstrate proficiency when learning is operationalized through a fitness model (Corbin & Lindsey, 1987) or a sport-play model (Siedentop, 1980). While physical education has never enjoyed the status of the classic disciplines or that of an established discipline, Jewett (1977) submits that disciplinary mastery, "whether it be interpreted through a movement-forms, movement-elements, fitness-components, or organized-knowledge, is in fact the norm in physical education curriculum development" (p. 90), and states that this orientation "continues to be the predominant value orientation" (Jewett, 1994, p. 57). However, she indicates that there appears to be increasing evidence of some of the other value orientations among educators of the 1990's.

Going back to Rousseau's (1712-1788) vision of education for the individual, and grounded in the work of Maslow (1979) and Rogers (1983), self-actualization or humanistic orientation gives top priority to nurturing personal growth. It is a child-centered approach to education in which self-understanding, autonomy, and personal responsibility combined with emotional and physical development of the learner are of primary importance. Curriculum intentions are designed to provide the learner with opportunities to become responsible for identifying and setting personal goals. Educational experiences challenge each learner to surpass previous limitations, cross boundaries and strive for a heightened awareness of self. Learning is purposeful and fulfilling in the view of the individual learner. Personal empowerment brought about by

learner choice and decision-making leads to learner self-actualization. "Education is seen as an enabling process that would provide the means to personal liberation and development" (Eisner & Vallance, 1974, p. 9). From a physical education perspective, traditional content is viewed and selected as a means to enabling personal growth. For instance, in Hellison's (1985) self-actualization or humanistic model, goals of involvement, self-responsibility and caring are given more value than fitness and sport proficiency.

With the advancement of a technological society and rooted in Bloom's (1956) work on cognitive processes, learning process or educational technological orientation accepts that the information explosion makes it impossible to acquire all the knowledge and skills that are available in society. In response to an ever-expanding knowledge base and new technological skills, this orientation advocates an acquisition of process skills for life-long learning. 'Learning how to learn' is as important as the 'what' or content learned. Both the learner and the subject matter are emphasized. Eisner and Vallance (1974) indicate that this orientation accepts the learner as an interactive and adaptive agent in a system, which if given the appropriate skills, would grow almost indefinitely. According to Jewett and Ennis (1990), advocates of learning processes are careful to stress the unique characteristics of the learner and adjust learning experiences to be consistent with individual developmental levels. Within this orientation, physical education focuses on promoting problem solving skills of learners which could be transferred to new sets of circumstances. The developmental-movement model (Logsdon et al, 1984) for primary and elementary children and the mastery of human movement model (Lawson & Placek, 1981) for secondary school programs exemplifies the learning process orientation. Also, motor skill acquisition such as perceiving, pattering, refining, and composing, as components of a personal meaning model by Jewett and Mullan (1977) focuses on educational learning processes.

The social reconstruction orientation, grounded in a social, political and economic critique, accepts as a fundamental belief that the mandate of education is the transformation of society. The role of education and curriculum content are viewed within the larger social context (Eisner & Vallance, 1974). They indicate that within the reconstructionist camp there are two distinct branches, with both branches seeking a better fit between the individual and society; however, one is 'present' orientated and adaptive, while the other branch is 'future' orientated and reformative. From an adaptive perspective, curriculum is expected to provide skills for survival in an unstable and

changing world. According to Einser and Vallance, the adaptive group, which includes educational technologists who would change curriculum to correspond to technological information processing and data collection, advocates making the individual better able to keep up and function effectively in the rapidity changing world. On the other hand, a reformative perspective (Mann, 1978; Apple, 1982a, 1990; Giroux, 1981; Aronowitz & Giroux, 1993) also demands a curriculum to equip the individual to deal with change, but advocates that they be educated to intervene actively to shape the change. Reformist believe that school has a responsibility to the future, and curriculum is a vehicle for creating a better society. In essence, "the adaptive group is conservative, asking for *survival instruments; the reformists are more aggressively leadership conscious*" (Einser and Vallance, p. 12).

Within the social reconstructionist orientation. Jewett (1977) indicates that physical education curriculum development has rarely adopted a social relevance perspective. She states, "the dominant political orientation has generally been conservative.... When physical education has been influenced by a conception of social relevance, it has been with an adaptive rationale, emphasizing the need for fitness for future survival as a society" (p. 89). However, in more recent times, physical education has been examined from a reformative perspective (Griffin, 1985; Bain, 1985; Dewar, 1987; Vertinsky, 1985, 1991; McKay, Gore & Kirk, 1990; Kirk, 1992). According to Ennis, Ross and Chen (1992), present day social reconstructionists are advocating that curriculum be designed to encourage students to ask critical questions and develop strategies to change the society of their schools. "Advocates of the social construction orientation in physical education focus on equity issues associated with access to opportunities necessary to develop and enhance skill and fitness" (p. 39).

The ecological integration orientation (Jewett & Ennis, 1990; Jewett, Bain, & Ennis, 1994) approach to curriculum development is grounded in Dewey's (1916) *ecological perspective of education and has evolved from an ecological validity* orientation as proposed by Jewett and Bain (1985). The approach integrates and synthesizes the beliefs and values of disciplinary mastery, learning process, self-actualization and social reconstruction orientations into a broader, more comprehensive 'eclectic' worldview. The approach advocates balanced priorities between individual and global-societal concerns. It acknowledges the need for social change and is based on the assumption that each individual is a unique, holistic being, continuously in the process of becoming, seeking full personal integration in a changing environment (Jewett, 1994, p.

58). In keeping with Dewey's concept of nature as a model of education, educational experience "is not a combination of mind and world, subject and object, method and subject matter, but is a single continuous interaction of a great diversity of energies" (p. 196-197). Jewett and Ennis (1990) argue that ecological integration as a value orientation for decision-making permits curriculum planners to draw on three curriculum sources - subject content, learner needs and societal goals. Ecological integration as a curriculum orientation can be described as having four distinguishing characteristics:

> The emphasis on the personal search for meaning,
> The assumption that individual validity (and thus personal meaning) can be achieved only by integrating the natural and social environment,
> A commitment to a balance between societal needs and individual needs that prefers neither but acknowledges the importance of subject matter in fulfilling both,
> A future orientation. (Jewett, 1994, p. 58)

An Ecological Integration Approach to Physical Education[3]

Jewett and Ennis (1990) critique proponents of the other orientations as prizing the most-valued elements of their orientation at the expense of draining resources from the less valued components. In contrast to disciplinary mastery, which limits valid content to the traditional disciplines---humanities, sciences and mathematics, ecological integration proposes a balanced concern for societal and individual needs through the appropriate use of subject matter. Disciplinary mastery is directed toward preparation for society while ecological integration advocates social change to provide equal opportunity for all, while stimulating the development of excellence. While the learning process orientation emphasizes that the process of learning is as important as the content learned, Jewett and Ennis (1990) argue that proponents of this orientation view learning as 'functional' in a globally interdependent society. In contrast, ecological integration take a more holistic perspective toward the student and a commitment to global societal concerns and the need for social change. Rather than being viewed primarily as a learner, the student is considered to be a fully integrated holistic being. This feature, also moves ecological integration beyond the traditional conceptualization of the humanistic orientation which predominantly focuses on the student. "Ecological integration incorporates the concept of celebrating the self or fulfilling individual human potential...

[but] it goes beyond ... to a view of the holistic person integrated with his or her particular setting" (p. 125). As for a reconstructionist perspective, ecological integration overlaps with social reconstruction in which planned social change is a necessary strategy. Both views imply that curriculum planners seek to design curriculum that develop individuals who can create and adapt to change. However, in according high priority to societal concerns, an ecological integration perspective advocates that individuals are not to become pawns in the process of social change.

In summary, ecological integration differs from the other value orientation with respect to the emphasis placed on each of the curriculum components and the perspective on the sources of the curriculum. Jewett & Ennis (1990) argue that it is more encompassing and advocates the "synthesis needed for developing [a] symbiotic relationship of the individual in the world through education" (p. 126). They claim that the goals of a curriculum in which ecological integration is the dominant orientation, focuses on realizing individual potential and excellence, learning social responsibility, and developing global perspectives. When physical education is designed within this perspective curriculum intents/goals might include the following:

1. Promote the "joy of effort" in activities and provide an element of fun and enjoyment through participation in such activities.
2. Develop a thorough understanding of the principles of movement and foster a greater awareness of and appreciation for the various aspects of human physical activity.
3. Provide differential competitive sports opportunities that consistently challenge the most gifted while motivating full and satisfying participation on the part of the least talented.
4. Develop confidence and appreciation of group support by meeting the challenges of survival and of adventure sports [education] in the outdoors.
5. Construct group interaction in a way that reduces sexism and racism [and other forms of discrimination].
6. Create new games and physical recreation activities and discover new possibilities for intercultural communication through dance, sport, and fitness activities. (Jewett & Ennis, 1990. p. 127)

Jewett and Ennis contend that the ecological integration approach to curriculum development would enhance other curriculum processes that should lead to genuine changes (in determining goals, in selecting content and instructional strategies, and in evaluating programs) in existing programs. With a 'conceptual grasp' (Vallance, 1983) of

philosophical orientations and ecological integration presented as a potential orientation for enhancing curriculum processes, it may now be necessary to examine the processes of curriculum development with respect to types and levels of curriculum.

The Process of Curriculum Development

According to Vallance (1983), curriculum processes are the 'how-to-do' skills and rules of curriculum development, with rules referring to models of curriculum planning and skills referring to the experience of the curriculum planners. This 'how-to-do' aspect of curriculum development refers to Beauchamp's (1983) 'curriculum system' with particular reference to planning curriculum in this case, and to Kirk's (1988) argument that curriculum planners need to view their interactions as dialectically related to the other two features of curriculum -- content and context, as pointed out earlier in this chapter. Thus, an inquiry into a curriculum development project needs to outline the models of planning (or ways of talking about planning) that curriculum planners might choose from or find themselves operating in as they attempt to design a curriculum. However, prior to embarking on a discussion about models of curriculum planning, it may be fitting at this point to clarify terms like 'planning', 'construction' and 'design' with respect to curriculum development.

Clarifying the Curriculum Development Lexicon

According to Schubert (1986), curriculum development and design are two prominent subdivisions or domains within curriculum studies. He indicates that 'curriculum development' is one of the most widely used labels in the field, sometimes taken to be synonymous with curriculum itself. He states that it is "the process of deciding what to teach and learn, along with all other considerations needed to make such decisions" (p. 41). Zais (1981) also refers to development as a process; "a process that determines how curriculum construction will proceed" (p.45). Zais indicates that questions about development are concerned with "Who will be involved in curriculum construction ...? What procedures will be used in curriculum construction ...?" (p. 45). He contends that curriculum construction is the decision-making process that involves the determination of the nature and organization of curriculum components. Its parameters are immense and decisions involve answering questions such as "What is the nature of

knowledge? What should the aims of education be?... What content (knowledge) should students learn?" (p.44). Zais claims that curriculum construction usually overlaps with development with construction decisions being made at the same time. Schubert (1986) indicates that 'curriculum design' is sometimes equated with curriculum development, but contends that it is more specific, referring to curriculum frameworks and guides, the development of instructional units, the preparation of educational computer software, the creation of instructional games and the like, all requiring "attention to key elements of curriculum design: intent or objectives, content or activities, organization, and evaluation" (p. 42). He indicates that the curriculum planner concerned with design, analyzes the consistency and congruence within and among each of these areas. Zais (1981) concurs, but emphasizes that curriculum design as distinguished from curriculum development "identifies a substantive entity; it does not refer to a process" (p. 44).

   In essence, *curriculum development is broader and incorporates curriculum design* within it. Tied to these two domains is the notion of curriculum planning. According to Steller (1983), planning is the operation that ties relationships among the elements of design with 'what is' in comparison with 'what should be'. As a working definition, he defines curriculum planning as "the clarification of the current status of [a] prescribed educational program, deciding what the program should be, and then determining how to get there" (p. 69). And, linked to the aspect of planning is the need for a 'plan-to-plan'. He indicates that curriculum planners may use formal planning manuals, but contends that planning is likely to be most successful if it "proceeds quickly, informally, and with the involvement of key actors..." (p. 70). Steller identifies any number of individuals, including consultants and teachers, within the educational milieu as potential curriculum planners; but regardless of their regular organizational role, curriculum planners have undeniable obligations to this function. "Foremost is being knowledgeable about the field of curriculum in general and the project under development in particular" (p. 71). He points out that few people are equipped in all respects for such a formidable task, and thus emphasizes the need for a planning team since the "vicarious experiences of others *are sufficiently rich so that a curriculum planner does not have to be a know-it-all*" (p. 71). However, he does contend that a curriculum planner needs a good educational background and an awareness of the professional literature and research to provide data for him or her to form a set of assumptions as to what a curriculum constitutes and how it should be organized. In addition, he suggests that curriculum planning should include assumptions about curriculum politics, an issue to be explored later.

On the selection of a planning team. Steller (1983) indicates that someone must operate as the leader for the curriculum planning team and for practical reasons, it should be a single leader, rather than co-leaders; "it seldom works well to have more than two formal leaders. Few groups accomplish much with ... co-leaders" (p. 79). Further to this, he indicates that the formal established position of the leader is not necessarily important "as long as the powers-that-be have endowed the curriculum planner [leader] with responsibility and authority" (p. 79). From here the curriculum leader should think through and prepare a 'plan-to-plan'. In keeping with Vallance's (1983) notion of a 'conceptual grasp' and the point of this review, Steller goes on to state that,

> the overriding responsibilities of the curriculum planning team are to help define [the nature of] curriculum and related assumptions and beliefs, to coordinate the planning process, to make deliberate decisions, and to communicate progress. The ultimate success of many a curriculum project is determined by these factors, as well as the adherence to a curriculum planning model. (p. 81)

Curriculum Planning Models

Whether curriculum planners are consciously or unconsciously aware of models of planning that they may employ in designing a curriculum, the notion of curriculum planning has a long and illustrious history going back to Bobbitt (1918, 1924). At the present time, the field is inundated with various approaches to curriculum planning, and when curriculum planners seek a model for planning or attempt to comprehend curriculum planning, it becomes rather confusing. To help overcome this confusion, Posner (1988) states that we need to examine curriculum planning by asking three different questions.

1. The procedural question: What steps should one follow in planning a curriculum?
2. The descriptive question: How do people actually plan, i.e., what do they do?
3. The conceptual question: What are the elements of curriculum planning and how do they relate to one another conceptually?
(Posner,1988, p. 77)

Developing an understanding of these perspectives may be crucial. According to Kelly. (1989) the first decision in curriculum planning, at all levels of planning, whether it be teacher planning to the planning of a national curriculum, "must be the selection of [an] appropriate model and justification of our choice..." (p. 18).

The Predominant Curriculum Planning Model

According to Posner (1988) and others (Tanner & Tanner. 1980: Schubert. 1986: Walker & Soltis, 1986), the predominant paradigm for curriculum planning is the Tyler 'rationale'. They claim that this paradigm has dominated curriculum planning and has influenced all other perspectives of planning. Tyler (1949) poses four questions that need to be considered in planning curriculum.

    1. What educational purposes should the school seek to attain?
    2. What educational experiences can be provided that are likely to attain these purposes?
    3. How can these educational experiences be effectively organized?
    4. How can we determine whether these purposes are being attained?
    Tyler (1949, pp. 1-2)

In answering these questions. Tyler (1950) suggests that planners must first formulate educational objectives of the curriculum. "The formulation and definition of valid educational objectives is necessary to provide a guide for further development of the curriculum..." (p. 61). Further to this. he indicated that objectives be derived from a systematic study of three curriculum sources[4] - learners, society, and subject matter which should be screened through philosophy and psychology of learning. In the process of planning, his questions were essentially reformulated into a four-step process - state objectives, select experiences. organize experiences, and evaluate, which were alluded to by Schubert (1986). According to Posner (1988), most educators interpret these elements as an answer to the procedural question. It is the 'substantive entity' referred to by Zais (1981); "the nature of these elements and the patters of organization in which they are brought together as a unified curriculum constitute [a] curriculum design" (p. 44). Among its attractors are Posner and Rudnitsky (1994), Barnes (1982) and Taba (1962), all whom have used the Tylerian rationale or elaborations of it.

While the Tyler rationale may be the traditional model of curriculum planning, it is not without its critics. The model and elaborations of the model have been critiqued on the grounds that they are too linear and hierarchical, technical and production orientated, and focus on a mean-ends reasoning couched in behavioristic psychology (Kliebard, 1975; Stenhouse, 1975; Giroux, 1981; Apple, 1982a&b; Barrow, 1984; Kelly, 1989; Kirk, 1988, 1993). Often referred to as the 'objectives approach' or 'curriculum-as-product', the Tyler rationale reflects the "dominant [positivistic] mode of thinking ... which claims objectivity and impartiality and separates itself from value determination" (Walker & Soltis, 1986, p. 48). They contend that it is, in part, due to Tyler's non-commitment to any particular set of philosophical norms,[5] and instead, "his commitment was to a highly rationalized, comprehensive method for arriving at logical and justifiable curricula of many different kinds" (p. 48).

Kliebard (1975) critiques Tyler for placing too much emphasis on subject matter as a source instrument for achieving objectives. Kliebard indicates that Tyler's (1949) notion of selecting and organizing learning experiences based on objectives and then matching objectives with outcomes as a process of evaluation is too simplistic. He questioned whether objectives are 'end points' or 'turning points'. Drawing on Dewey's (1922) position that "ends arise and function within action" (p. 223) in which ends are considered terminal points for deliberation, Kliebard argues that

> the starting point for a model of curriculum and instruction is not the
> statement of objectives but the activity (learning experiences), and
> whatever objectives do appear will arise within that activity as a way of
> adding a new dimension to it. (p. 79)

While Kliebard (1975) critiques what he considered inherent weaknesses of the Tyler model, Schubert (1986) attests that its simplicity and parsimony merged with modes of inquiry that followed in the late 1950's and throughout 1960's that were manifested as the post-Sputnik curriculum reform movement. Schubert indicates that the development and implementation of large scale curriculum projects and packages that were evaluated by psychologist and educators trained in the empirical, analytic, behavioral and objectivist research methodology turned the Tyler rationale into a theoretic recipe for curriculum development. Barrow (1984) succinctly puts the debate in perspective.

An objective is a purpose. Curriculum planners should have purposes, which is to say aims or objectives, otherwise they are sailing rudderless. Designers, if there are to be such creatures, must conform to some set of aims, otherwise there is no star by which to set their course. Teachers... need them [too]. The only questions are how specific the aims need to be in each case, and to what extent they need to be consciously articulated.... How specific does a curriculum proposal have to be about its objectives. **But the major issue is to separate the belief in objectives from the belief in behavioral objectives. It is just an unfortunate fact that the dominance of the latter in curriculum material for a period has tarnished the reputation of the former.** [emphasis added] (p. 135)

Alternatives to the Conventional Paradigm of Curriculum Planning

In light of criticism that the Tyler rationale was being turned into a theoretic recipe for curriculum planning and development, Schwab (1969, 1970, 1971, 1973) proposes an alternative curriculum planning model that was compatible with Tyler's (1949) model, but rejects the reliance on single-theory approaches, the focus on objectives, the separation of ends and means, and the notion that curriculum planning is an orderly and linear process. In a series of articles, Schwab proposes a shift away from the theoretic to the practical and eclectic. By the practical he means the complex "discipline concerned with choice and action, in contrast with the theoretic, which is concerned with knowledge" (Schwab, 1969, p.1). Rather than focus on 'what' the curriculum should be, he focuses on 'how' it should proceed. By the eclectic he means the "arts by which unsystematic, uneasy, but usable focus on a body of problems is effected among diverse theories, each relevant to the problem in a different way" (Schwab, 1969, p.1). He did not reject the use of theory, but instead, argues for a strong background in theories from many disciplines. He argues that a broad, liberal background leads to the capacity to be eclectic. Using a number of alternative theories, rather than relying on a single theory about learners, society or subject in the resolution of practical problems leads to three eclectic arts. The first eclectic art is the ability to match theoretic perspectives with problems and the second being the ability to tailor, adapt and combine theoretic perspectives to fit particular situations. Schwab (1971), however, argues that bodies of theories do not exist that offer relevant guidance to most situational problems; thus, the third eclectic art requires the invention of new solutions that fit specific curriculum situations. In proposing 'how' the curriculum should proceed in

particular situations, Schwab (1970) offers curriculum planners the concept of 'deliberation'.

> Deliberation is complex and arduous. It treats both ends and means and must treat them as mutually determining one another. It must try to identify, with respect to both, what facts may be relevant. It must try to ascertain the relevant facts in the concrete case.... It must then weigh alternatives and their costs and consequences against one another, and choose, not the *right* alternative, for there is no such thing, but the *best* one. (p. 36)

Schwab (1973) identifies four 'commonplaces' that must be considered in the deliberation of curriculum: teachers, learners, subject matter and milieu, with milieu referring to the environment, including physical, social, economic and psychological aspects. He argues that at least one representative for each commonplace should be included in the deliberation process. Further to this, he advises that a curriculum specialist trained in the practical and eclectic arts must be present. He contends that these commonplaces are equally indispensable in practical deliberations. Schubert (1986) succinctly summarizes Schwab's connections between the practical and the commonplaces. If curriculum planners "want to *decide and act* with greater understanding in a *particular curriculum situation....* [they] should develop insight by *interacting* with that situation, which consists of teachers, learners, subject matter and milieu" (p. 176). While Schwab's model is somewhat technical in drawing on the four commonplaces, he clearly rejected the separation of means and ends and insisted that deliberations must be flexible, varied and interactive in particular situations and context of the educational endeavor.

The practical model (Schwab, 1969, 1971, 1973) suggests 'how' to proceed and 'where' to make changes (Vallance, 1985), while avoiding the procedural steps of the Tyler (1949) rationale. Schwab's model lends itself to Posner's (1988) descriptive perspective, but it is Walker's (1971a) naturalistic-deliberative model that describes the actual work of curriculum development. In studying curriculum development, Walker found that the curriculum planners did not follow Tyler's (1949) four procedural steps. According to Walker and Soltis (1986), many curriculum groups never stated objectives at all; and those that did generally did so near the end of their work. Based on a study of the American Kettering Art Project, Walker (1971a) proposes a process model as shown

in Figure 3. that consists of three elements: a platform. its design and the deliberation associated with it.
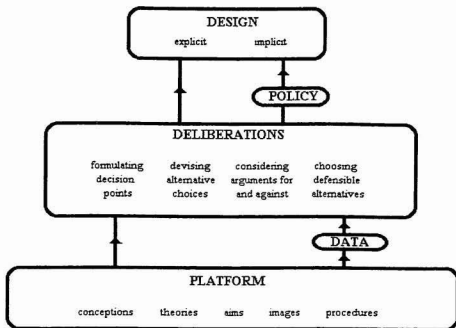
Figure 3.   A Naturalistic Model for Curriculum Development
Adapted from: D. F. Walker, 1971a. School Review. 80, (1), p. 58.

The platform is the system of beliefs and values that curriculum developers bring to the task and "guides the development of the curriculum.... The word platform is meant to suggest both a political platform and something to stand on" (Walker, 1971a, p. 52). As a basis for future dialogue, Walker suggests that a platform consists of various 'conceptions' (beliefs about what exists and what is possible), 'theories' (beliefs about what is true and relations held between existing entities) and 'aims' (beliefs about what is desirable). In addition to the conceptualization of these three explicit planks in his platform, Walker indicates that there are two other features in a curriculum platform. These significant but less explicit features are 'images' and 'procedures'. Images indicate that something is desirable without specifying what, such as images of good teaching; while procedures

indicate courses of action without specifying why they are desirable (Posner, 1988; Marsh, 1992).

According to Posner (1988), Walker, like Schwab, viewed curriculum as 'an event'; a process made possible by the use of materials, as opposed to Tyler and proponents of the procedural-objectives model, who viewed curriculum as an object or as a set of materials. Based on this premise, curriculum design can be viewed a "series of decisions that produce it....[that is] by the choices that enter into its creation" (Walker, 1971a, p. 53). Borrowing from Schwab's practical model, Walker uses the term 'deliberation' to characterize the process by which design decisions are made. Deliberations consist of "*formulating decision points, devising alternative choices* at these decision points, *considering arguments* for and against suggested decision points and ... alternatives, and finally, *choosing* the most defensible alternative subject to acknowledged constraints" (p. 54, original emphasis). Deliberation is a on-going process of examining alternatives in terms of their consistency with the platform, and when deemed necessary, more information or 'data' is sought. The deliberative phase thus leads into decisions for action. Walker indicated that the design phase of a curriculum development project contains both 'explicit' and 'implicit' elements. The explicit design consists of all the decisions made after the alternatives have been assorted and the most defensible solution found, while the implicit design consists of decisions taken automatically without considering alternatives. Walker argues that curriculum decisions are influenced as much by personal preferences as they are by rational discussion. Ultimately, the decisions for action leads to the production of a specific set of curriculum materials which begs the question, "How do curriculum planners organize or present the elements of a formal curriculum for teachers and students who ultimately must negotiate the meaning of the curriculum in their particular setting?" Walker retorts to the conventional paradigm.

> While Schwab's [and Walker's] view of curriculum making is less linear and comprehensive and more flexible and dialectical than the Tyler rationale, the same kinds of questions that Tyler asks need to be addressed at some point in deliberation. We still need to ask what our purposes are and how we might achieve them; we still need to find out if we have done so in our particular setting. Schwab himself recognizes this, and so the dominance of the Tyler rationale in thinking about curriculum making seems to be unshaken. (Walker and Soltis, 1986, p. 51)

This return to the conventional paradigm re-frames the Tyler rationale into what Posner (1988) refers to as a conceptual perspective. "What are the elements of curriculum planning and how do they relate to one another conceptually?" (p. 78). In fact, Tyler (1949) states from the outset that his 'rationale' is not a manual for curriculum construction and that it does *not describe* "the steps to be taken ... to build a curriculum" (p. 1). Instead, he regarded his rationale as a "conception of the elements and relationships involved in an effective curriculum" (p. 1). He concludes his book with the following statement:

> The purpose of the rationale is to give a view of the elements that are involved in a program of instruction and their necessary interrelations. **The program may be improved by attacks beginning at any point,** [emphasis added] provided the resulting modifications are followed through the related elements until eventually all aspects of the curriculum have been studied and revised. (p. 128)

Tyler (1975) actually concurs with Walker's (1971a) and Schwab's (1969, 1971, 1973) notion of curriculum as being a practical endeavor. He states that "curriculum development is a practical enterprise---not a theoretical study" (p. 18). While he still maintains that the selection and definition of objectives commonly occur first when a project seeks reconstruction of the total curriculum, he acknowledged that where a project deals with only one subject or curriculum area, the planning may begin with the evaluation of an earlier curriculum and then move to the other elements of the curriculum. "Whichever of the four tasks is undertaken first, the complete development project will involve them all, often moving to and fro several times as ideas emerge that are checked and rechecked among several components of the curriculum" (p. 25).

According to Posner (1988), the Tyler rationale is more appropriately viewed as a conceptual model, rather than being viewed as a linear procedural model for curriculum development. Goodlad and Richter (1977) use Tyler's work as a springboard for their conceptual models of decision-making. Goodlad and Richter adopt virtually every aspect of the Tyler rationale, critiquing only the data sources[6], in elaborating on Tyler's model, to describe four levels of curriculum decision-making. Their conceptualization consists of four levels or domains. Goodlad and Richter claim that curriculum planning occurs at several levels of remoteness from the learner. Closest to the learner is the instructional level in which planning involves the "precise delineation of educational objectives and

the selection of organizing centers for learning" (p. 510). At the next level, the institutional level, decisions are made about "the formulation of educational objectives and the selection of illustrative learning opportunities" (p. 511) which are derived from educational aims. Aims are set by the institution's controlling agency which is usually a board selected by or appointed for a larger group serving as the institution's sanctioning body. At this level, Goodlad and Richter use the term societal "for the decisions made by such boards representing themselves or their larger constituency" (p. 510).

Goodlad and Richter (1977) claim that at the societal level, the sanctioning body must assume responsibility for selecting among values and formulating aims for the attainment of these values. Further to this, they indicate that in a complex society, the societal level of curriculum decision-making can be divided into sub-level--- local, state or provincial, and federal, and that the "analysis of the actual or desirable roles of these societal sub-levels... are only beginning to appear" (p. 513) Goodlad and Richter claim that transaction between various bodies (i.e., sanctioning bodies and controlling agencies) at these sub-levels are inevitably political in character in which "all known talents of persuasion, negotiation, compromise, and influence come into play" (p. 513). Goodlad (1991) argues that within the sociopolitical arenas of decision-making,

> the tools of power usually dominate over the rules of discourse....
> Becoming players in these arenas creates some troublesome problems for
> educators. But to become a bystander and to simultaneously expect
> decisions to be made in the best interests of children and youth and those
> who teach them is schools is to be naive. (p. 13)

The political dimension introduces a fourth level of curriculum decision-making which Goodlad and Richter (1977) designate as ideological; concerned not only about rationality, but also concerned about setting forth a set of ground rules reflecting "the substantive realities of what is involved in rational planning" (p. 514). Goodlad (1991) advises that the human action and conduct (praxis) at the sociopolitical arenas be examined. He offers Klein's (1991) conceptual model of curriculum as a framework for describing curriculum phenomena.

Klein (1991) expands the Goodlad and Richter (1977) scheme into a two-dimensional conceptual framework to include seven possible levels of curriculum decision-making and nine essential curriculum elements (commonplaces) about which decisions must be made (see Figure 4). According to Klein, the furthest level removed

Decision Making Levels	Curriculum Elements								
	Goals Objectives Purposes	Content	Materials Resources	Activities	Teaching Strategies	Evaluation	Grouping	Time	Space
Academic									
Societal									
Formal									
Institutional									
Instructional									
Operational									
Experiential									

Figure 4. A Conceptual Framework for Curriculum Decision-Making
Reprinted from The Politics of Curriculum Decision-Making:
Issues in Centralizing the Curriculum by M. F. Klein.
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from the student is the academic level which includes professors in the disciplines which
form the bases of the school curriculum and may include scholars from other fields.
Participants at this level are generally "on the forefront of change; their recommendations
are generally received with considerable interest; and sometimes they generate extensive
debate by all those interested in the school curriculum" (p. 27). Between the societal
level and the institutional level, Klein adds the formal level, which happens to be the
'state or provincial sub-level' as outlined by Goodlad and Richter. This formal level is
similar to the academic and societal levels but unique in that "it is composed of all those
individuals and groups who have some type of **direct responsibility for or influence on
curricula but who are not located at a specific school**" [emphasis added] (Klein, 1991,
p. 28). Klein's next three levels: the institutional, instructional, and the operational (or
personal/experiential, Goodlad, 1979) are identical to the Goodlad and Richter scheme.
She indicates that the operational level is that which "unfolds in the classroom
[gymnasium, on the field, etc.] as a result of the engagement of the teacher and students
with the content (however it is defined to be learned)" (p. 29). This level is equivalent to
Dodds (1983, 1985) functional curriculum which she argues must be the *conceptual
framework* for guiding curriculum development in physical education and research into
the process.

While Klein (1991) expands on the decision-making levels through her two-dimensional curriculum decision-making framework, she also expands on the curriculum decision-making elements. Her conceptual framework identifies nine different elements (commonplaces) about which decisions are to be made: goals, objectives, and purposes; content; materials and resources; activities; teaching strategies; evaluation; grouping; time; and space. She indicates that it is important that decisions made by participants at one level about the curriculum be coordinated with decision at other levels, and further to that the types of curriculum decisions made must be compatible. However, she warns that participants within and across the various decision-making levels and sub-levels may try to influence different elements of curriculum planning (and implementation) or they may try to influence a decision about the same element. Decision about the curriculum elements and across the various levels create potential conflict that are likely "to be resolved in a political arena as well as in an educational one" (p. 32). Klein presents her framework as being descriptive, assuming that curriculum development is in part, a rational process, complex, and deliberate. She claims that her framework allows "one to identify what decisions must be made and to analyze those which are actually made at the various levels about the different curriculum elements" (p. 39) and while complex, it "realistically reflects the political context" (p. 39) of curriculum planning and development. While Klein's model is not intended to answer normative questions of should or ought, Goodlad (1991) indicates that the model "holds potential for ordering this process... in that it provides many of the curriculum commonplaces [elements] where the infusion of values will move the inquirer from descriptive to normative considerations" (p. 14).

An Output-Input Model -- A Precursor to Outcomes Based Education

Johnson (1977a&b) developed a conceptual model of curriculum in which he insists on making a distinction between curriculum development and instructional planning. He states that

> curriculum is a *structured series of intended learning outcomes*.
> Curriculum prescribes (or at least anticipates) the results of instruction. It
> does not prescribe the *means*... In specifying outcomes to be sought,
> curriculum is concerned with *ends*, but at a level of attainable learning
> [instructional level], not at the more remote level [formal level] at which

these ends are justified. In other words, curriculum indicates *what* is to be learned, not *why* [and how] it should be learned." (p. 6, 1977a, original emphasis).

Johnson argues that curriculum learning outcomes (ends) guide instructional planning (means) to achieve the desired ends or outcomes. Posner and Rudnitsky (1994) concur stating that "curriculum indicates *what* is to be learned, the *goals* indicate *why* it is to be learned, and the *instructional plan* indicates *how* to facilitate learning" (p. 8, original emphasis). Further to this, they state that curriculum matters have to do with the nature, selection and organization of what planners want learners to learn. They contend that "curriculum development results in a design specifying the desired learnings (the intended learning outcomes); thus, curriculum is analogous to a blueprint..." (p. 7).

On developing his model, Johnson recognizes Tyler's (1949) sources for curriculum as being a "criteria for selection of curriculum items" (p. 8), but insists that only the third source, "the disciplines or organized subject matter... can be considered a source of them" (p. 8). However, he indicates that planners must recognize the body of unorganized knowledge and related skills and attitudes that lie outside the recognized disciplines, thus insisting that the source of curriculum is really "the total available culture" (p. 8), a notion advocated by Kirk (1988, 1992) and Evans (1988). With respect to curriculum selection, Johnson makes a distinction between education and training[7] which in turn affects curriculum evaluation and instructional evaluations. Johnson's model, which is essentially 'an output of a curriculum system and an input of an instructional system' evolved to include five aspects: goal setting, curriculum selection, curriculum structuring, instructional planning, and evaluation. This output-input model of curriculum planning is conceptual in nature, compatible with Tyler's (1949) questions and incorporates the Goodlad and Richter (1977) data-sources. Further to this, Johnson disavows a linear planning approach, but still assumes the Tylerian means-ends logic to rational planning (Posner, 1988).

Tanner and Tanner (1980) interpret 'intended learning outcomes' (ILO's) as being "far more comprehensive than a set of behavioral objectives" (p. 25) as compared to the theoretic, mechanistic recipe for curriculum planning that the Tyler (1949) model was turned into by curriculum technologist. However, they warn that "the dominant view of curriculum as ends resides with the proponents of behavioral objectives as the controlling curriculum mode" (p. 25). This fear directed Tanner and Tanner to critique Johnson's

(1977a&b) output-input model, as adopted by Posner and Rudnitsky (1994) and others. as also being mechanical and technical, reducing curriculum to a product and ignoring it as a process, thus creating the "notion of a dualism between curriculum and instruction" (p.25). It is this debate about ILO's that presents Johnson's output-input model and Tyler's (1949) conceptual questions. on which Johnson's model is based. as precursors to 'outcomes based education' (OBE). However, the debate goes beyond ILO's.

OBE -- More Than a Curriculum Planning Model

Views about OBE are divergent: the debate is controversial and confusing. meaning different things to different people. For the purpose of this study it may be necessary to examine whether OBE is a model for curriculum planning, a curriculum orientation, or a strategy for educational reform. The literature reveals that it is a composite of all three (Spady, 1981, 1988, 1994; Spady & Marshall, 1991; McKernan, 1993; Glatthorn, 1993, McNeir, 1993; King & Evans, 1991, Evans & King, 1994; O'Neil, 1993, 1994; Zlatos, 1993. Fitzpatrick, 1991, 1995). In examining the merits of OBE. King and Evans (1991) indicate that OBE has developed over the course of the past several decades and is rooted in Tyler's (1949) objectives model, the taxonomies of cognitive and affective objectives from Bloom and associates, and Mager's (1961) work on behavioral objectives. King and Evans (1991) claim that the term 'outcome' is "casually synonymous with goal, purpose, and end" (p. 73) and indicate that Spady (1977, 1981, 1988), the leading proponent of OBE, uses the terms outcome and goal interchangeably and his meaning is similar to Johnson's (1977a&b) concept of ILO's.

Spady and Marshall (1991) advocate the movement as a 'design' for learning. They define an outcome as "a successful demonstration of learning that occurs at the culminating point of a set of learning experiences" (1991. p. 70). They claim that OBE is founded on three basic assumptions; all students can learn and succeed, that success breeds success, and that schools control the conditions of success. Based on these three assumptions, Boschee and Baron (1994) claim that OBE is a student-centered approach to education. As a design for learning Spady (1988) states that outcomes-based education

> means organizing for results; basing what we do instructionally on the outcomes we want to achieve.... Outcomes-based practitioners start by determining the knowledge, competencies, and qualities they want

students to be able to demonstrate when they finish school and face the challenges and opportunities of the adult world.... OBE, therefore, is not a "program" but a way of designing, delivering, and documenting instructions in terms of its intended goals and outcomes. (p. 5)

Spady claims that once established, broad 'exit outcomes' guide every aspect of the instructional system.

The three assumptions are grounded on four philosophical principles, the first being 'clarity of focus'. This principle requires defining the intended learning outcomes that students are expected to achieve and successfully demonstrate, and must receive ongoing feedback about their progress in achieving the outcomes. The second principle focuses on 'expanded opportunity and support for learning success'. Here, 'time' is flexible rather than being a constant in both instructional design and delivery, permitting a better match for differences in student learning rates and aptitudes. "Achievement of the essential learning outcomes is a constant, and time is a variable" (Fitzpatrick, 1995, p. 121). The third principle, 'high expectations' advocates the negation of bell curve standards, expectations, and results in favor of an emphasis directed towards high expectations for all students to succeed and achieve high performance levels. The fourth principle is 'design down' in which "curriculum and instructional design inherently should carefully proceed backward from the culminating demonstrations (outcomes) on which everything ultimately focuses and rests ..." (Spady & Marshall, 1991, p. 70).

Fitzpatrick (1991, 1995), an ardent proponent of OBE, suggests that outcomes be derived from two key questions. Starting with the end in mind she asks, "What do we want our students to know and be able to do?" (1995, p. 120) and "What should they feel and believe?" (1991, p. 18). She proposes curriculum frameworks in which there is curriculum coherence derived from general (exit) learner outcomes, which in turn determines program outcomes and course (or grade level) outcomes, reflecting the 'design down' principle of OBE. To achieve coherence, she advocates performance-based indicators[8] of student achievement and a restructuring of the instructional system to reflect three levels of learning and instruction; the first level being the development of a knowledge base accompanied by direct instructions, the second level being the practical application of knowledge accompanied by a coaching model of instructions, and the third level being the transfer and an integration of learning accompanied by a facilitator role of instructions. Fitzpatrick's (1991) instructional levels parallels with three zones of learning

demonstrations, that Spady (1993) labels -- traditional, transitional and transformational OBE, in which subject matter is viewed as "an enabling outcome, not an outcome in its own right" (Spady in conversation with Brandt, 1992/1993, p. 69) enroute to the highest level in this instructional system. Fitzpatrick (1991, 1995) argues that student performance be assessed through criterion-referenced methods. She contends that OBE helps curriculum designers align instructional and assessment strategies into a coherent curriculum, accounting for both the formal and informal planned curriculum in the context of multiple curriculums. "If such an alignment does not occur, it is highly probable that the curriculum will remain only a paper document that never achieves its intended purpose" (Fitzpatrick, 1995, p. 125).

Glatthorn (1993), another proponent of OBE, views the movement as being both a curriculum process and reform strategy. As a model for curriculum planning, he views OBE in the same fashion as Spady and Marshall (1991) and Fitzpatrick (1991); however, as a model for reform, Glatthorn offers a poignant critique warning of some potential pitfalls. First he indicates that the elements of OBE seem to relate to and support one another, leading to a sense of wholeness or coherence as noted by Fitzpatrick (1995). While the existing elements appear coherent, Glatthorn indicates that OBE lacks comprehension. In order to achieve completeness, he suggests that OBE needs more research-based efforts to improve student motivation; special programs for both the gifted and 'at-risk' students; strong district leadership and support; and a structure to ensure supportive home environments. He indicates that there is evidence suggesting that OBE reform is 'teacher friendly', a criterion required of effective restructuring. However, as a restructuring model, Glatthorn indicates that OBE relies on a complex change process that makes excessive demands upon resources, it is very time-consuming and "the extensive planning process may require more time [and funds] than many districts would like to use" (p. 357). While OBE has its potential as a reform strategy, Glatthorn warns that it lacks grounding in empirical research on its models of learning and its effectiveness as a reform strategy. He indicates that, as model of restructuring, OBE has not been systematically and rigorously evaluated. Glatthorn states that, "its chief weakness is the instructional model recommended.... Although Spady rejects the use of the term mastery learning, the instructional model he advocates is similar.... [and] the evidence on the effectiveness of this model is inclusive" (p. 356). Second, while OBE advocates individualization, Glatthorn indicates that research does not support this claim for any level of schooling. As for the requirement that students master objectives before

they move ahead may result in retention in grades at the elementary and middle levels. Glatthorn states that research discredits this claim and "the literature in OBE does not confront this difficulty" (p. 356). Despite these potential pitfalls, Glatthorn accepts OBE as a useful model for school reform.

OBE is not without its detractors and skeptics. Most noteworthy is McKernan's (1993) critique in which he argues that OBE is limited as a model for curriculum and education. He questions a number of the underlying assumptions about the movement. He argues that OBE (including mastery learning) may function effectively for training, but teaching with specific outcomes in mind contradicts the notion of education as being an induction in knowledge and understanding--- that is, a liberal education that represents initiation into culture and worthwhile episodes of learning. He argues that when OBE treats knowledge as a means to specific ends it denies the possibility that educational experiences are intrinsically rewarding and extrinsically worthwhile for their own sake. He states that a

> 'means-ends' OBE stance treats knowledge as *instrumental*, a position that violates the epistemology of the structure of certain subjects and disciplines. Some activities or educational encounters are worth doing for reasons other than some instrumental purpose as a means to a predetermined outcome, aim, or objective. (p. 345, original emphasis)

McKernan (1993) contends that OBE reduces education, teaching and learning to forms of human engineering borrowing on principles of behavior modification. He objects to treating knowledge as instrumental in which education is reduced to a product, rather than being a process. He disputes the linear, step-by-step assumption that knowledge and content can be "broken down into 'micro-outcomes' that eventually lead to more significant 'exit' outcomes" (p. 346). He counter argues that "knowledge and understanding and affect are confluent phenomena that go hand-in-hand" (p. 347) and are developmental rather than being linear, and calls for an open-ended inquiry. He goes on to argue that the scaffolding of outcomes limits inquiry, giving educational reformers "unwarranted authority and power over knowledge and understanding" (p. 347) and sets up state prescription of outcomes measurable by external testing. Apple (1993, 1995) concurs with this concern, warning that some reformers do not realize that we are well on the way to a national curriculum and national testing (in the United States and Canada). Apple warns that reformers assume that curriculum models with a 'systems' approach,

such as an outcomes-based education system, will connect to these national movements, but the connection might occur in ways not intended by their proponents. "More test, of more *things*, will likely be the result. And these tests will be driven *not* by local needs but by national agendas..." (1995, p. 132, original emphasis). Another objection of OBE cited by McKernan (1993) is its failure to be nonreflexive or self-examining, as pointed out by Glatthorn (1993).

An Alternative to OBE and the Traditional Ideal

In light of his critique of OBE and its traditional ideal, McKernan (1993) suggests that reformers should consider using different planning models for different areas of the curriculum. This is in keeping with Walker's (1975) conclusion of the Kettering Art Project study from which he proposed the naturalistic-deliberative planning model. Walker argues that the search for a single best way to make a curriculum is a hopeless quest. "We need many ways to match the many curriculum stances in which curriculum development takes place and the many different patterns of educational value different people embrace" (p. 133). He suggests that we explode the widely believed myth that all curriculum development should begin with objectives and work in a formal and systematic way toward the creation and evaluation of plans and materials.

McKernan (1993) indicates that within the arts and humanities the concern is not for students to reach goals or exit outcomes, but rather to develop standards of judgement, criticism, and taste. As an alternative to OBE, for such subjects as the humanities and the arts, including physical education[9], McKernan proposes a 'procedural-inquiry model'. This model, which is rooted in Stenhouse's (1975) 'process model', is based on three main components. The first, is a 'broad aim', concerned with advancing understanding of social situations and controversial issues. The second component, 'principles of procedure' focuses on dialogue, in which teachers adopt a facilitatory role, chair discussions, and ensure continuity and access to evidence. The third component is the development of 'criteria for assessment' which include indicators of how well students use knowledge and concepts to explore and examine issues. "In the arts and other disciplines we construct curriculum, not from the outcomes, but from the 'incomes'; the content can be selected, justified, and evaluated according to the build-in criteria of that particular form of knowledge" (p. 350). McKernan argues that a procedural-inquiry model of

curriculum planning casts the teacher in the role of a researcher, and he advocates action research as model of inquiry for curriculum development and professional development.

Planning Models - Implications for Physical Education

Kirk (1993) indicates that the 'objectives approach'. based on the Tylerian rationale. has provided the most common set of tools for developing curriculum in physical education. Siedentop and associates (1983. 1986) are ardent proponents of rational planning in physical education. Jewett and Ennis (1990) allude to the elements of design and includes Tyler's (1949) three sources of curriculum in proposing ecological integration as a philosophical screen. Citing Apple (1982b), Kirk contends that the objectives approach has caused procedure and specific outcomes to take precedence over considerations of broader purposes and values. Further to this. he argues that this approach has been used to hold teachers accountable, basing judgements of teacher competencies on measurement of the extent to which teachers met prescribed objectives. Beyond the critique of behavioral objectives and measurements that is prevalent in this approach to planning physical education, Kirk highlights other limitations such as problems of language and meaning. the distortion of knowledge. and its failure to create change in curriculum or educational practice.

With respect to other curriculum planning models that may be used for developing physical education curriculum. a review of the literature reveals that alternative models are relatively obscure. Kirk (1993) states that, "the objectives approach continues to be utilized, partly because few other well-understood alternatives exist" (p. 257). In an attempt to move beyond the objectives approach, Kirk argues that we do not have to abandon procedure and practical tasks.

> People who are involved in curriculum work (teachers working by themselves, in groups, or in collaboration with curriculum developers or researchers) require some procedures for this task. But it is another thing entirely to say that good curriculum work must proceed in a manner analogous to applying the specification of a blueprint. (p. 259)

As an alternative and in keeping with Stenhouse (1975), Kirk (1993) advocates curriculum work as a craft. Curriculum work as a craft "involves disciplined action, but builds into the exercise the values and beliefs which lead teaching as well as ways of

handling uncertainty, spontaneity, creativity, and ambiguity" (p. 260). As craft, designing curriculum can be viewed as a careful and thoughtful process that draws on the particular qualities of teachers and learners while responding to the immediate and hidden possibilities which shape educational interaction. Comparing curriculum-as-craft to Stenhouse's 'process model', Kirk argues that "curriculum planners treat learning outcomes as matters of contingency that are dependent on a range of [local] circumstantial and substantive factors" (p. 260) in which a program is implemented. In viewing curriculum design and development as a craft, Kirk suggests Hellison's (1985) work as a possible starting point. Further to this, he advocates action research as a means of placing teachers as curriculum workers at the center of the process so that they not only interpret situations but also change the situations. "As such, it is people who grow and develop as they do curriculum work. As they grow in understanding and insight, they also increase their repertoires of experience and enhance their practical capabilities to meet new needs and contingencies" (p. 261). This is in keeping with McKernan's (1991) procedural-inquiry model of curriculum planning who also recommends action research as form of curriculum development as alternative to the OBE model of planning.

Notwithstanding Kirk's (1993) attempt to propose action research as an alternative curriculum planning model for physical education curriculum development, the classic 'objectives approach' is still evident as physical educators turn to the OBE reform movement. Whether physical educators agree or disagree with OBE, the National Association for Sport and Physical Education (NASPE), an association of the American Alliance for Health, Physical Education, Recreation and Dance (AAHPERD) produced a nationally (USA) endorsed resource guide entitled Outcomes of Quality Physical Education Programs. According to the Project Committee, this document is intended to assist curriculum developers and teachers define the physically educated student and "to identify outcomes, which together further define the physically educated student" (NASPE, p. 5). However, the Committee deliberately avoided grade-specific competencies, believing that it might "result in a lock-step national curriculum" (p. 5). Instead, the authors offers a set of benchmark statements which are "intended to provide friendly structures for teachers [and curriculum planners]" (p. 8), as they believe "that an infinite number of curricula can be designed" (p. 5) to reflect the definition of the physically educated student while encouraging variations in curriculum models. While the literature reveals that OBE has close ties with the 'objectives approach', it appears that the authors of this Outcomes Project have made it a point not to insist on a technical,

mechanistic control of planning sound physical educations programs. The Project Committee insists that the benchmarks "do not substitute for teacher decisions about what, when, and how to teach and assess" (p. 8). In preparing a contingency plan, the Committee advises that curriculum reviewers, developers and teachers use the possibilities "as a launching pad to critically analyze what is or is not happening in your present program" (NASPE, p. 19).

Interim Summary II
Connecting Curriculum Dimensions

In an attempt to develop a comprehensive understanding of curriculum, a series of 'conceptual maps' (Vallance, 1985) with reference to curriculum orientations and planning models, highlight yet another dimension of curriculum that is embodied in Kirk's (1988) three dialectically related features of curriculum: knowledge-content, interactions, and context. As outlined earlier in the chapter, various types of curriculum for any subject or discipline are subsumed within these three broad features. And, with respect to physical education, Dodds (1983, 1985) expanded on the curriculum types to highlight the functional curriculum with any of four levels--- the explicit, null, covert and hidden curriculum operating at any one time in a school physical education program. Dodds recommends that these four levels have to be accounted for in curriculum planning. Curriculum planners may select from alternative curriculum orientations and curriculum planning models to help account for these levels and the normative decisions with respect to the process of development. Conceptual maps serves to pin down a set of possible choices and ensure that alternatives are available for consideration (Vallance, 1985, p. 208).

Vallance (1985) argues that these multiple ways of talking about curriculum expands the options and repertoire of conceptual systems that can guide and shape the curriculum thinking of curriculum planners in a variety of settings and contexts. Based on different 'ways of knowing' (Vallance, 1985), the conceptual maps presented in this chapter can offer two distinct kinds of assistance. One category of thought addresses the 'process' of curriculum development which according to Posner (1988), can be viewed from three different perspectives: procedural, descriptive and conceptual. Vallance argues that process maps "remind us of where we are and of what still needs to be considered before we reach our final destination of a complete new curriculum" (p. 208).

The second category, the curriculum orientations, address normative commitments of curriculum. These normative commitments prescribe content areas and bases for evaluation. However, Vallance indicates that the 'normative commitments' of thinking about curriculum have been dichotomized in relation to the 'process- oriented systems'. Rather than separate the two sets of conceptual maps, she argues that collectively these ways of knowing help us conceive of curriculum change and what it might include. Her argument suggests that the two categories must be viewed dialectically. She advises that these categories can be best integrated by asking a series of critical questions: "In which mode(s) of knowing have our children been educated up to now, and which [mode] should the curriculum foster?.... And what knowledge is of most worth?" (p. 211-214). These questions compel planners of physical education curriculum to ask a series of other questions: Which of the ways of knowing are embodied in physical education; given the many ways of knowing, what will be the role of physical education in the curriculum; and, what is reasonable for curriculum planners to expect to be taught through a formal curriculum while knowing that there are multiple curricula at play at the functional level? In coming to know and understand the multiple dimensions of curriculum, Whitehead and Lomax (1987) show the way.

> We break down the phenomena into separate components and we
> synthesise [sic] different components under a general idea. It is the art of
> the dialectician to show how one's powers of analysis and synthesis occur
> together in the process of an educational enquiry or as Plato puts it to
> show how the 'One and the Many' occur together. (p. 181)

Notes

1   The functional curriculum is also referred to as the 'operative' or 'operational' curriculum (Zais, 1981; Klein, 1991) and the 'live' or 'lived' curriculum (Zais, 1981; Werner & Aoki, 1979; Aoki, 1991). Functional and operational are used interchangeably throughout the remainder of this study.

2   Not to be confused with 'curriculum planning models', a section presented later in the chapter.

3   Ecological integration is not limited to physical education. Jewett and Ennis (1990) propose curriculum intents/goals for social studies and science.

4   In the curriculum literature, Tyler is generally credited with having identified the key sources of the of educational objectives. However, these sources were formulated by John Dewey and have served as a basis for curriculum theory and development throughout the first half of the century (Tanner & Tanner, 1980). Dewey (1902) argued that the three sources are inextricably linked and interactive; a compelling argument for ecological integration as outlined by Jewett and Ennis (1990).

5   Elsewhere, Tyler appears to be committed to a social relevance-reconstructive perspective (Kliebard (1975).

6   Goodlad and Richter (1977) propose that planners turn to values as the primary data-source (curriculum sources) in selecting purposes for school and as a source in making all subsequent curriculum decisions. Goodlad, a former student of Tyler, argues that is was becoming increasingly clear in all fields of inquiry that a completely value-free position is impossible, thus emphasizing the importance of comprehending the values and beliefs within the various curriculum orientations as outlined earlier in this chapter.

7   Training implies learning for use in a predicable situation; education implies learning for use in unpredictable situations. The uses of training are replicative and applicative while the uses of education are associative and interpretative (Johnson, 1977a, p. 9).

8   Performance-based indicators are specific, precise student responses or tasks to be observed and accepted as evidence that an instructional intent (specific curriculum outcome) has been achieved (Gronlund, 1993).

9   According to the British Columbia Royal Commission on Education, physical education is considered a practical art (Robitaille, D. F. et al., 1988, p. 31).

CHAPTER III

RESEARCH METHODOLOGY

Introduction

A review of the literature confirms Goodson's (1991) claim that curriculum is a multi-faceted concept. Tantamount to the complexity of curriculum, the research methods available to the educational researcher for studying curriculum are multi-faceted and multi-dimensional. Realizing that there are different research paradigms in education, the nature of this study begs the question, "What is the appropriate method and procedure to seek answers and insight into the questions posed by the study?". Shulman (1988) advises that the inquirer must first understand the problem, decide what questions to ask, "then select the mode of disciplinary inquiry most appropriate to those questions" (p. 15). In keeping with Schwab's (1969) notion of the 'disciplined eclectic', Shulman further advises that "the best research programs will reflect intelligent deployment of a diversity of research methods applied to the appropriate research questions.... [and the] selection of appropriate methods is an act of judgement" (pp. 16-17).

Choosing a Research Paradigm

Adhering to Vallance's (1985) conceptual maps, Schempp (1993) expands on the metaphor of maps. He views the study of curriculum as a 'metaphorical exploratory trip' that include territorial maps and exploratory vehicles. Vallance's process and normative maps fall within the realm of territorial maps; the theory about curriculum. Schempp's notion of exploratory vehicles refers to choices of research paradigms that are available to explore or study the practical problems, issues, and concerns of curriculum. Based on the work of Habermas (1978), curriculum writers in physical education (Schempp, 1993, Tinning 1992a&b, Sparkes, 1992a&b, Bain, 1989b, 1990b) outline three forms of inquiry with respect to knowledge and human interests in physical education. The three viewpoints are rooted in the meaning of social organization: work, language, and power (Habermas, 1978, p. 313).

The dominant form, the empirical-analytic paradigm is grounded in the methods of natural sciences (Schempp & Choi, 1994) and takes the positivist view of the social

world in which human behavior is regarded as being measurable and causally derived (Smith, 1989). Knowledge is considered to be formalized or quantified into measurable variables which can be generalized to other context for the purpose of prediction and control (Cornbleth, 1990, p.194). According to Schempp and Choi (1994), critics of the empirical-analytic paradigm contend that there is a clear distinction between the natural world and the social world. Smith (1989) claims that the social world cannot be understood in terms of casual relationships or universal laws that may be applied to the natural world. Rather, human actions are based on social meaning, intentions, and beliefs (Bredo & Feinberg, 1983). As an alternative, interpretive sciences, the second in Habermas' (1978) forms of inquiry, seek an understanding of events and situations from the perspectives of participants (Earls, 1986). According to Sparkes (1992) interpretivists tend to focus on the interests and purposes of people, including the researcher. Citing Evans (1987) he states that the

> concern of interpretative research is to describe and explain human agency and action and the social construction of the organizational worlds that people occupy. The meaning attached to any social world have to be both discovered and understood, a project which entails getting beneath the merely observable and into the perspective and thinking of those observed. (p. 34)

For researchers operating within the interpretive paradigm, knowledge is assumed to be created in the course of human interaction. According to Cornbleth (1990), "the role of knowledge, and thus the purpose of interpretative research, is understanding social interaction and everyday patterns of communication that create and sustain (or modify) social rules and meaning" (p. 195).

Research conducted within the interpretative paradigm has been critiqued on the grounds that there is a tendency to ignore the power relationships within which people operate (Habermas, 1978; Sparkes, 1992). Habermas critiques interpretative research as being limited to the subjective understanding of those studied while the larger structural issues that affect their reality are generally ignored. There is need to connect micro-context with macro-context and it appears that research from a critical perspective makes the connection. This third form of research, operating within a critical paradigm, goes beyond interpretative research methods to question interpretative accounts of particular situations.

While it is recognized that insights into meaning construction are necessary to any understanding of micro situations the critical view is that researchers must also seek to explore and understand how macro structures affect the world view of people by setting limits and conditions that impact upon individual experiences in micro situations. (Sharp & Green, 1975, cited in Sparkes, 1992)

Sparkes (1992) claims that for critical researchers, the exploration of the dialectical relationship between agency and structure must be undertaken with full participation of the people involved in the setting or situation so that they are empowered to transform the situation themselves. According to Aoki (1978), critical research probes for the underlying bases of interpretative accounts in order to reveal tacitly held intentions and assumptions. Referring to this process as critical reflection, Aoki contends that the researcher becomes part of the object of inquiry. A critical perspective is "concerned with 'why/why not' questions and is critical of 'how' questions that do not consider 'why' (who's interest are served?). The intention is to change the world, not describe it" (Griffin, 1990, cited in Sparkes, 1992, p. 39). Bain (1990c) contends that critical social science views research as inherently political and inescapably tied to issues of power and legitimacy. Critical research takes the view that

knowledge is taken to be created in the course of human interaction over time in specific organizational social structures. Knowledge is neither contemporaneous nor solely the result of human interaction, as is in the interpretative paradigm, but historically shaped and socially located. Of particular interest is knowledge that illuminates aspects of domination (of some individuals or groups by other) in ways that inform efforts to enhance human possibility and social justice. The role of knowledge, and thus the purpose of critical research, is normative and liberating. The knowledge constitutive interest or use of knowledge within a critical paradigm is emancipatory, that is, for enlightenment and empowerment. (Cornbleth, 1990, p. 196)

In summary, the knowledge derived through critical research not only seeks to explain and understand the perspectives of people in particular situations, it also aspires to change social structures and processes through political action. Bain (1990b) contends that critical research empowers participants to act more effectively on their own behalf

and impact on specific situations in which research is being conducted. Towards this end, it appears that a case study grounded in the interpretive and critical paradigms permits a focus on the interests and purposes of participants, including the researcher, while critiquing the social structure and processes of curriculum development.

Notwithstanding its strength, the critical paradigm does have its shortcomings and must be put in perspective. Cornbleth (1990) indicates that critical approaches are not beyond critique. Of particular interest to this inquiry she outlines three prominent contradictions: an inadequate attention to curriculum practice; predilection for single factor explanations of curriculum practice; and, neglect of structural context. It is these apparent contradictions that this inquiry attempts to address by conceptualizing the Framework project as a contextualized social process that is multidimensional and negotiated at a variety of levels.

Identifying Parameters for a Case

In striving for an in-depth analysis of the development of the Framework, the researcher used a deliberative case study approach. Operating within the interpretive and critical paradigms which are qualitative in nature, a case study is "a detailed examination of one setting, or one single subject [a course of study in this context], or one single depository of documents, or one particular event" (Bogdan & Biklen, 1982, p. 58). The nature of this case makes it a composite of all these rudiments. According to Merriam (1988), a qualitative case study is a suitable methodology for dealing with problems of practice and extending the knowledge base of education, in this case, curriculum development. McKernan (1991) points out that the strength of case study rests on its eclectic approach.

> Using a variety of research styles and methods; it is idiosyncratic and specific; it is process- rather than product-oriented; and it is rich in description, interpretation, explanation and narrative, working for understanding [rather] than for rigorous scientific measurement, prediction and control of settings, respondents and action. (p. 77)

Establishing Parameters for a Deliberative Case Study

Rist (1982) identifies several features that cut across qualitative methods, including case study. First, qualitative methods seek a holistic understanding of a particular situation or phenomenon. Merriam (1988) claims that case study seeks holistic description and explanations by concentrating on a single phenomenon or entity aiming to uncover the interaction of significant factors characteristic of the phenomenon. Yin (1984) observes that case study is suited to situations where it is impossible to separate the phenomenon's variables from its context. Second, qualitative methods are based on inductive reasoning. Rist indicates that the task is to study the specific and build towards the general. "Generalizations, concepts, or hypothesis emerge from the examination of data--data grounded in the context itself" (Merriam, 1988, p. 13). Third, qualitative research is naturalistic in that it "seeks to study people where they are and as they go about their normal routines" (Rist, 1982, p. 443). It seeks to answers questions by having the inquirer observe and participate in a natural setting. All factors and influences in the context are taken into account, with the inquirer becoming part of the context (Lincoln & Guba, 1985).

Case study is becoming more widely accepted as a research approach in education as educational researchers are increasingly making use of naturalistic inquiry (Guba, 1981; Stake, 1985). Being highly inter-dependent and integrated (Rist, 1982), qualitative methods are being selected as the "paradigm of choice" (Patton, 1980). Yin (1984) identifies three conditions that need to be considered in deciding the appropriateness of case study as a research design: (1) the type of research questions, (2) the control an inquirer has over the setting or situation, and (3) the focus. He states, "...case studies are the preferred strategy when "how" and "why" questions are being posed, when the investigator has little control over events, and when the focus is on a contemporary phenomenon within some real-life context" (p. 13). Merriam (1988) declares that the deciding factor is whether a *"bounded system"* (Smith, 1978; Smith & Glass, 1987) can be identified as the focus of inquiry.

Shaw (1978) argues that case studies are particularly suitable to curriculum inquiry in that they contribute to an understanding of curriculum by focusing attention on the way practitioners confront specific problems in a holistic manner. Shaw categorizes curriculum case studies into three groups: descriptive, analytical, and deliberative. Descriptive case studies describe or recount the events in a setting, reporting on *'what'*

happened. Analytical case studies analyze *'how'* it happened, being "concerned with stages and developments in a complex process occurring in a complex setting" (Shaw, 1978, p. 4). Deliberative case studies, broader in scope, include the other two in studying process, as well as context, structure, and outcome.

> In a situation of many complex unquantifiable variables all interacting, the situation has to be grasped as a whole in an attempt to understand, interpret, appraise not only the sequence of significant events but also 'why' they happen. (Shaw, 1978, p. 10)

Shaw's (1978) explanation places curriculum case studies in the realm of observational[1] case studies as outlined by Bogdan and Biklen (1982), and his conception of deliberative case study resonates with descriptions of case study as offered by Merriam (1988), Lincoln and Guba (1985), and Yin (1984). Harris (1991) indicates that deliberative inquiry may focus on curriculum policies and guidelines for a classroom, a school, a district, a state (province) or a nation. "The fundamental *purpose* of deliberative inquiry is to reach justified decisions about curriculum action in particular contexts" (p. 293, original emphasis). Harris' concept of 'particular situation' is relative in that this case study focuses on policies and guidelines for a specific subject in a provincial curriculum. Harris outlines three other major purposes that are related to the action orientation of deliberative inquiry. Associated with reaching justified decisions is the goal of implementing the decisions by developing strategies for implementation. Second, deliberative inquiry is intended to be educative for participants.

> In systematically analyzing problem situations and generating alternative solutions, either individually or in groups, participants gain competence in deliberation and reflection on situations; they gain insight and new perspectives about particular situations; they experience personal growth. Thereby, they increase their capacity to act morally and effectively in pedagogical situations. (Harris, 1991, pp. 293-294)

Third, deliberative inquiry is intended to secure personal and group commitment from stakeholders and is intended to have persuasive and political force.

In keeping with Harris' purpose of deliberative case study, *this inquiry is directed toward curriculum decision-making and action in a formal setting.* In other words, this case study is also a form of action research. According to McKernan (1988),

"practitioners carry out action research, in situ, to resolve conflicts and to improve their understanding of events, situations, and problems and so to increase the effectiveness of their practice" (p. 173). Following Carr and Kemmis (1986), this study is a form of self-reflective inquiry undertaken by a curriculum developer in cooperation with critical friends in an educational situation in order to improve the rationality and justice of our own practice, and our understanding of this practice and situation in which the practice is carried out (p. 162). Carr and Kemmis claim that "participants in these development processes are increasingly choosing action research as a way of participating in decision-making about development" (p. 162). According to Kemmis (1983), action research is most rationally empowering when undertaken by participants collaboratively, though it is often undertaken by individuals, and sometimes in cooperation with 'outsiders'. In this particular situation, action research was undertaken by me, a participant turned researcher during a curriculum project. Members of the PECAC were considered collaborative participants who engaged in 'critique cycles', and the advisors to this study were considered outsiders. "The case study is a chief research method for doing action research, and it recognizes the idiosyncratic and unique features of the actors, problems, and setting" (McKernan, 1988, p. 189).

Fulfilling the 'Case' Parameters

The parameters of case study provide a framework to link the practical activity of developing a formal curriculum document to an inquiry into its structure, the process-in-context, and the outcome or end-product. The development of the Framework is the main event; the 'unit of analysis' (Merriam, 1988, Anderson, 1990) for this case. This case study fulfilled the requirements characteristic of qualitative inquiry as advocated by a number of research scholars. The case was designed to investigate a contemporary phenomenon, that is, decision-making and action in the development of a curriculum framework. The questions posed in this inquiry were intended to describe 'what' happened with respect to decision-making and action in the development of the formal curriculum document, and beyond, to understand and examine the 'how' and the 'why' in the process of developing the Framework. The nature of the study recognized that I, as the inquirer, did not exert control over the setting, but acknowledges that I was an active participant who had a direct influence on the design of the Framework as a product of deliberation. The outcome of the inquiry was intended to be a holistic explanation and

examination of a bounded system within the educational milieu of Newfoundland and Labrador. However, the boundaries were not cast in concrete (Lincoln & Guba, 1985) as they were altered as the design emerged. "The entire study is bounded by the nature of the research problem...[which is] subject to revision and expansion as the study proceeds" (p. 189). Hypotheses and theory were generated from the interpretations grounded in the context of decision-making and action in this particular curriculum development situation.

Making the Case 'Critical'

The eclectic approach of case study permitted the deliberative inquiry to encompass a critical perspective. According to Sirotnik (1991), a critical perspective integrates explanatory, interpretive, deliberative, reflective, and action-orientated inquiries, but goes one step further to challenge underlying human interests and ideologies. Kemmis (1980) argues that insights reached through case study have the capacity to work reflexively to change the situation studied and that the action-possibilities created by the case are grounded in the situation itself. Sirotnik states that the "...challenge is based explicitly on normative considerations" (p. 245), concurring with Goodlad's (1979, 1991) argument that curriculum decisions must be answered within the political context and on the basis of normative criteria. Therefore, this case study, subjected the 'action and conduct' of decision-making of the Framework to a normative critique based on critical theory. From a critical perspective, the study must be 'deliberate, dialectical, and dialogical', in challenging the underlying human interests and ideologies (Sirotnik, p. 245-247). There must be a willingness and ability of practitioners to engage in competent discourse and communications (Habermas, 1979; Freire, 1993). Sirotnik (1988) states that practitioners must have "real opportunities to enter into discourse and challenge constructively what others have to say and the basis on which they say it; say how they feel and what their own beliefs, values, and interests are; and participate equally in controlling the discussion" (p. 65).

A critical theory of communication as espoused by Habermas (1970a&b, 1978, 1979) was relevant to creating competent communications in the development of the Framework and this inquiry into its development. Citing Habermas, Sirotnik (1991) succinctly outlines four conditions for an 'ideal speech situation' in which stakeholders

reach 'justified consensus': on beliefs, values and intents that were to be advocated, in this case, the development of the Framework.

> 1. Comprehensibility. Utterances must be understood; misunderstanding must be clarified, exemplified, illuminated, etc., before further competent communications can take place.
>
> 2. Sincerity. The speaker must be honest and the hearer must trust the intentions of the speaker; both parties must show good faith through their actions.
>
> 3. Fidelity. All available and mutually recognized pertinent information must support the truth of utterances... Inquiry methods will not be limited to traditional empirical techniques, but will be expanded to include the variety of phenomenological methods and, importantly, the critical evaluation of all information.
>
> 4. Justifiability. Utterances must be recognized by all parties as not only appropriate or legitimate for the speaker but, more importantly, appropriate in relation to explicit moral and ethical commitments. Critical inquiry is thereby explicitly normative and focuses on underlying values, beliefs, interests, intentions, etc. (Sirotnik, 1991, p. 248)

According to Sirotnik (1991) these conditions must be facilitated by a process that embodies social justice and to this end, Habermas (1970a, 1970b, 1978, 1979) argues that all participants must have (and believe they have) equal opportunity to: initiate and/or enter discourse; refute or call into question the comprehensibility, sincerity, fidelity and/or justifiability of utterances by others; express their values, beliefs, attitudes, sentiments, intentions, and regulate (i.e., command, oppose, permit, forbid, etc.) the discourse. In other words, competent communications must occur in an environment of mutual trust -- trust between curriculum planners and stakeholders in the ideas, facts, values, and interests that they share, and upon which they act. Taking on a critical perspective, the inquiry challenged the underlying human interests and ideologies by making normative considerations explicit. The critical process of inquiry is in keeping with the interpretative, reflective, and action orientated characteristics of action research.

Thus, the acts of decision-making into developing the Framework were evaluated on the merit of serving the interest of those supposedly intended to be served. "Values and norms fall out from the focus [of a case]. Congruency and consistency with the focus and values helped to determine the substance, milieu, and evaluation procedures [or elements] in proposed curricula" (Berman, 1991, p. 231). Values, beliefs, and human

interests are the guideposts for inquiry and action (Sirotnik, 1991). Considering that each case study is embedded in social and political contexts (Stake, 1985) and that critical theory is a social construct, this case study complimented the realm of sociological case studies as outlined by Merriam (1988). At once, it was a sociological-deliberative case study of action research, undertaken by one individual but in cooperation with others who happen to be part of the curriculum development process.

Gaining Entry-Accessing Data

On conducting research in the qualitative-naturalistic paradigm, Rist (1982) points out that the choice as to which is the most appropriate mode of data collection should be based on the setting or activity. As a writer in the design of the Framework, as a member of the PECAC with secretarial duties and, at times, chair of the proceedings, I was clearly identified as a normal, active member totally engaged in the curriculum development process. By default, but in keeping with qualitative methodology, I became the main instrument of data collection in the role of 'participant as observer' (Junker, 1960, cited in Merriam, 1988). More appropriate to the action-orientated nature of deliberative inquiry I became participant-researcher. This role is in keeping with the mandate of naturalistic inquiry in that "... the investigator must become so much a part of the context that he or she can no longer be considered a 'disturbing' element" (Lincoln and Guba, 1985, p. 192). On implementing the study, I was strategically placed to do participant observation. Spradley (1980) states that the highest level of participant observation is complete participation in which the inquirer is already an ordinary participant. However, there is some contention with this classification as McKernan (1991) declares that the inquirer, as a complete participant, is joined intimately in the life of the group but never makes his or her real identity known. This was not the case in this particular context, where it was announced that I would be researching the process. I had undertaken a dual purpose - participant and researcher, with both the observer and the observed being explicitly aware of what was to transpire. Thus, referring to Spradley's (1980) types of participant observation, my position is more appropriately classified as 'active participation', which is synonymous to Junker's (1960) classification of 'participant as observer'.

Accessing data and its collection was inextricably linked to my need and ability to gain the trust of the people who were appointed to the PECAC, and the other stakeholders who were engaged, directly or indirectly, in the process. As stated in Chapter 1, both

verbal and written communications were used in negotiating permission to conduct research about the process of decision-making and action in developing the Framework (see Appendix I). It must be pointed out that on gaining official entry to the formal level of curriculum development, the focus of the study, the right for prepublication clearance, ownership of the data, and the strategies for analysis were not constrained by conditions of reciprocity (Rist, 1982). As for securing access to data from the curriculum review proceedings, my position as recording secretary on the PECAC provided a rationale for recording the proceedings; but as stated above and on grounds of ethics, I informed the committee of my role as participant-researcher. Following a brief discussion about the thesis research that I initiated from the onset of the proceedings, the committee members granted permission to use the audio recordings as research data. More details about conditions and other matters related to gaining entry are outlined in the section on limitations.

While transcripts of the curriculum review proceedings were the initial and main data for analysis, it was complemented by three other data sources[2]. These sources included the following: (1) observations in the form of field notes and context maps made during the review proceedings, debriefing sessions and reflective notes which were taped following the proceedings, and a personal journal which was undertaken following a decision to conduct the study; (2) records[3] and documents[4], and (3) semi-structured reflective interviews[5]. As the inquiry became more refined and focused through successive phases, 'purposeful sampling' (Patton, 1980) from the PECAC and key stakeholders (consultants and program manager) at the formal level was used to select interviewees. Data collection continued up to the point of informational redundancy (Lincoln & Guba, 1985). While the interviews were semi-structured, questions were direct and purposeful, based on insight and salient aspects identified in the case (see Appendix II for excerpts from reflective interviews).

Data Analysis

From the onset of a decision to study this curriculum project, an informal open-ended data analysis was ongoing. The formal data analysis commenced following the final PECAC committee meeting and continued in a recursive manner to include the in-house review meetings and reflective interviews. I synthesized several strategies to analyze the data base (Yin, 1984). While being fully aware that hypotheses and theory in

naturalist inquiry are generated and constructed from the data base, not knowing in advance "what will be discovered... or what the final analysis will be like (Merriam, 1988, p. 124), it must be recognized that five major curriculum writers (Kirk, 1988; Dodds, 1983, 1985; Schwab, 1969, 1970, 1971, 1973; Walker, 1971a&b, 1975; Klein, 1991) have influenced my thinking about curriculum. Kirk's broad dialectical features (knowledge, context and interaction) of curriculum, Dodds' conceptual framework of a functional curriculum, Schwab's practical curriculum planning model and commonplaces, Walker's naturalistic-deliberative curriculum planning model, and Klein's conceptual decision-making model for curriculum planning are reflected in the methodological design. In essence, I borrowed schemes from outside this study, which according to Goetz and LeCompte (1984) is permissible. They state that it requires

> a compatibility between the research problem posed and the theoretical perspective that informs the strategy.... If the categories sought or discovered in the research site match categories described in the borrowed classification scheme, typologies ... may be used inductively for both descriptive and generative purposes. (p. 184)

Once the data base was organized and indexed, I applied content analysis using the analytic induction technique (Goetz & LeCompte, 1984). Themes and concepts were derived by adopting Walker's (1971b, 1975) System for Analyzing Curriculum Deliberations (SACD) (see Appendix III). Three levels of analysis was conducted. First, a macro-analysis was used to construct major episodes of decision-making and action from the project proceedings; second, a micro-analysis was used to record and construct deliberative moves by the participants. At the micro-analysis level, the inquiry turned to action analysis which focused predominantly on proposals or what I called 'deliberative acts'. As there were 70 hours of proceedings, I had to "discern and make decisions about what was significant and what was peripheral to the heart of the deliberations" (Atkins, 1990, p. 311). Thus, I listened to the recordings on two separate occasions, first to prepare minutes for the proceedings and a second time for the inquiry. In preparing to listen to the proceedings a second time, I designed an observational scheme to record episodes and deliberative moves (see Appendix IV). Major episodes and deliberative moves were gleamed from this playback with specific sections of the proceedings being transcribed. Other data such as field notes, documents and records and my

personal journal and five transcribed interviews were subjected to the same content analysis.

     A description of 'what' happened; that is the pattern of curriculum decision-making was projected onto Klein's (1991) curriculum decision making model. The stages of 'how' the development process occurred were referenced to Schwab's (1969, 1970, 1971, 1973) practical planning model and Walker's (1971, 1975) naturalistic-deliberative planning model[6]. To grasp the whole, that is an understanding, interpretation, and evaluation of significant events in this project, the process was framed within Kirk's (1988) dialectical features in order to analyze the 'what and how' in the process of answering 'why' events happened as they did. In keeping with the notion of action research, as noted by Whitehead and Lomax (1987), Kirk's dialectical features were broken down into separate components for analysis and then synthesized under a general idea; the idea of decision-making and action in a formal curriculum project that needed to account for Dodds' (1983, 1985) conceptual framework of a functional curriculum. In essence, Dodds' conceptual framework turned out to be the explicit guide for normative considerations.

     Thus, the view taken by the thesis inquiry is that content analysis provided descriptive and explanatory information about the Framework setting and the process of development in this particular situation as it relates to models of curriculum planning (following Klein, 1991; Schwab, 1969, 1970, 1971, 1973; and Walker, 1971a&b, 1975). Further to this, discourse evaluation (Habermas, 1978) provided a means of understanding and interpreting concerns, issues, and problems that surfaced during the proceedings or 'critique cycles'. Since discourse evaluation is grounded in critical theory, it served as a normative screen in evaluating the curriculum development process. In sum, it was intended that content analysis answer 'what' and 'how' questions and that discourse evaluation answer 'why' and 'whose interests' questions that guided the inquiry.

Establishing Trustworthy Findings

     Trusting the findings of conventional research (quantitative-positivistic paradigm) has typically been based on a criteria of internal validity, external validity, reliability, and objectivity. Most writers on the topic of qualitative research argue that these criteria do not fit the qualitative-naturalistic paradigm and its view of the world and reality (Merriam, 1988; Kirk & Miller, 1986). Guba (1981) proposed an alternative criteria with

new terms to fit qualitative-naturalistic epistemology: *'credibility'* (in place of internal validity). *'dependability'* (in place of reliability). *'confirmability'* (in place of objectivity) and *'transferability'* (in place of external validity or generalizability). A number of the operational techniques that Guba proposed to establish these alternative criteria were applied in the design of this case study.

Credibility, Dependability and Confirmability

Credibility, dependability, and confirmability are inextricably linked through Guba's (1981) operational techniques. To ensure the likelihood that the study provided credible findings. a series of strategies were employed. Triangulation, a major strategy with respect to credible data, was established through two different modes. First, multiple methods of data collection (observations, audio recordings of the review proceedings, documents and records, and interviews). as described by Denzin (1970) were utilized. This mode was accompanied by a method of multiple source perspectives (Winter, 1982), which combined the perspectives of various participants within the project; that is, the writers, reviewers. and consultants. including the program manager for DPD.

Other strategies that accompanied triangulation included long-term and persistent observations. Three months in the graduate class working on the preliminary design of the Framework served as an observational apprenticeship into a 'curriculum development culture' and a stepping stone to prolonged engagement at the formal level. Prolonged engagement at the formal level provided the opportunity to build trust between me, the participant-researcher, and fellow participants. It was important to establish a rapport that demonstrated that their interests were served, and that they had input in influencing the product of the inquiry. The long-term observation permitted me to detect and take account of distortions, including personal distortions and biases (a priori values and constructs) that might influence the interpretations of the data. Persistent observations were intended to help identify and focus in detail on the most salient characteristics and elements in the inquiry and on problems and issues that emerged from the study. "If prolonged engagement provides scope, persistent observation provides depth" (Lincoln & Guba, 1985, p. 304).

Appropriate to this study, is Lather's (1986) concept of 'catalytic validity'. This is the effectiveness of the process to empower the participants in the research. She claims

that catalytic validity, in values-based research, "represents the degree to which the research process reorients, focuses, and energizes participants toward knowing reality in order to transform it, a process Freire [1993] terms conscientization" (p. 272). Further to this, Lather indicates that catalytic validity is premised with a recognition of the reality-alternating impact of critical research and the "desire to consciously channel this impact... [towards] self-understanding and, ultimately, self-determination through research participation" (p. 272). Bain (1990) indicates that catalytic validity extends our understanding of power relations: a form of consciousness raising which Tinning (1992) calls 'cognitive emancipation'. Tinning cautions that while it is possible "to develop a heightened sense of the limitations of one's practice within certain agency/structure relationships... [we may] still be constrained by those relationships and hence unable to improve certain practices" (p. 11).

Critics contend that case study lacks reliability (dependability), arguing that another researcher might come to different conclusions (Anderson, 1990). This may be possible with a single data source; however, triangulation of multiple data sources perspectives counteracted this threat in the case study. Lincoln and Guba (1985) argue that a demonstration of credibility amounts to a simultaneous demonstration of dependability, but goes on to suggest an audit trail to shore up dependability and ensure confirmability at the same time. For this case study, the audit trail began with a detailed account of how data was collected, how units and categories were derived, and how inquiry decisions (not to be confused with decisions made during the project) were made.

Transferability

Transferability is about generalization, which traditionally has been problematic in qualitative inquiry. The inability to generalize from case study has been regarded as a limitation (Anderson, 1990); however, if generalization is reconceptualized or reframed to reflect the assumptions underlying qualitative inquiry (Merriam, 1988), transferability is possible. This reconceptualization has been shared by a number of qualitative researchers (Cronbach, 1975; Patton, 1980; Stake, 1978; Wilson, 1979; Walker[7], 1980), with Walker's (1980) view being particularly suited this case. Walker (1980) suggests 'reader or user generalization', thinking in terms of the reader or user of the study. Writing about the conduct of case studies, he states, "it is the reader who has to ask, what is there in this study that I can apply to my situation, and what clearly does not apply?"

(p. 34). Put another way, Bain (1990b) states, "the hope is not that the results can be directly applied in other settings but that reading the study will inspire others to critically examine their circumstances. The research dissemination process seeks to provide 'consciousness-raising' experiences for the reader" (p. 13). The arguments put forth by Walker (1980) and Bain applied to the Framework curriculum development project. As a user of Walker's (1971a&b, 1975) findings, I was able to generalize to my particular situation (case study), and in turn, other inquirers may transfer Walker's findings and the findings of this study to their inquiry or circumstances. It was my goal to provide rich, thick, and detailed descriptions about the context of the project so a future reader or user of this study will be able to understand the findings and make comparisons with their own curriculum situation.

Ethics and Limitations

Many forces pry into the researcher's agenda of issues (Smith, 1981); thus, it was important to indicate and admit to possible limitations that might threaten the trustworthiness of this case study. Ethical issues and dilemmas surfaced at various stages of the inquiry, some related to limitations and others problematic in themselves. It must be recognized that while participant research placed me in an active role in the project (becoming one of the group), the role had its limitations. As a full time, active participant, it was difficult to consciously step back to observe the dynamics of non-verbal communication that was part of the group interaction. Audio recordings provided the ability to reconstruct the dialogue as it occurred in the setting, but there were few field notes about the non-verbal communications (gestures, eye contact, hand movements, etc.) that accompanied the dialogue. In addition, being engaged in the research-writing process for the Framework, was itself, time consuming and exhausting. Little time was available for post-reflective writing; however I recorded post-meeting reflections during a 300km road trip following each set of meetings. Also, the study may have been limited by lack of opportunity to conduct comprehensive data analysis early in the proceedings, again due to the Framework research-writing process. However, as recording secretary, I reviewed the audio-tapes in preparing minutes of the proceedings. In the process, I would bring back critical issues to subsequent review meetings. Further to the limitations inherent in the Framework and thesis research process, it must be recognized that I did not live in a research vacuum. There were full time work commitments that encompassed

formal and informal curriculum responsibilities at the operational level. And, finally there were family responsibilities.

It is also important to note that in negotiating permission to record the proceedings, the committee members requested the right to 'speak off the record'. While this might be considered a limitation, this request was exercised only twice during six sets of review meetings. However, a major limitation was access to verbatim data during an update meeting and inhouse review meetings[8]. Permission to record the proceedings of these meetings was denied. While the program director, Mr. Wallace Brave, acknowledged my thesis research and agreed to facilitate the research as noted in Chapter 1, he stated on several occasions that update and inhouse meetings were not to be recorded.

As for in-house meetings, the PECAC was lead to believe that an inhouse review meant that DET officials would meet with the Framework writers. However, there were two levels of inhouse review meetings. First, there was an *in-in-house* management review meeting in which staff from the DPD met (February 15, 1995) to review the draft Framework. Then, there was an *in-house* review meeting (March 8, 1995) which included Forest and me. Embedded in a lengthy letter about another matter, Wallace stated *"it will not be appropriate to record the in-house review; however, the follow-up meeting could be recorded if you so desire"* (personal communications, January 9, 1995). According to this statement, Wallace considered the meeting with Forest and I as a follow-up meeting, but I was under the impression that it was the long awaited in-house review meeting and that permission to tape such meeting was denied. This state of affairs proved to be confusing and the distinction between an in-in-house review and an in-house review was realized after the fact. As it turned out, neither meeting was recorded. However, to compensate for this miscue about being allowed to record the in-house review, which Wallace termed the 'follow-up meeting', I made a monolog tape recorded reconstruction of the meeting.

As the study required a description and explanation of the project setting and situation in the context of Provincial educational reform, I had to guard against using data collection to mislead (Anderson, 1990) the reader or user of this research. Guba and Lincoln (1981) contend that there is the possibility of oversimplifying or exaggerating the situation "leading the reader to erroneous conclusions about the actual state of affairs" (p. 377). This was a particularly sensitive issue in that this case study intended to be

persuasive and political. Thus, it was necessary to disclose my biases for readers to be fully aware.

Disclosing Researcher Bias

In designing the Framework, I recognized that the project was predominantly a top down process, a process which was contrary to my belief about creating bottom up change. Early in the study, I believed that control for curriculum planning should lie with practitioners in the field. Having worked in the field for sixteen years, I sensed that practical knowledge should count for something, but I was unable to articulate how and why it should count. Being engaged in the project, my research for relevant literature on the topic of bottom-up/top-down curriculum development put me in touch with the thinking of Hargreaves (1989) and Fullan (1994). Hargreaves and Fullan advocate merging top down and bottom up coordination of change within the education milieu. A new emerging personal perspective, which reflected the thinking of Hargreaves and Fullan, had to be taken into account as I conducted interviews and analyzed the data. "The researcher must be aware of the extent to which his or her presence is changing what is being observed--**including the changes taking place within the investigator** [emphasis added] (Merriam, 1988, p. 181). In addition, my personal perspective about curriculum development has been influenced by the critical theory of communications (Habermas, 1970a, 1970b, 1978, 1979) and critical practice (Freire, 1992, 1993). As I engaged in curriculum dialogue within the formal setting and through correspondence, I was conscious of Habermas' criteria for competent dialogue. I attempted to use his criteria to guide my communications and observed the same in other stakeholders. Thus, it is necessary for the user or reader of this inquiry to be aware that data was filtered through my emerging critical perspective. Kirk (1992) refers to this filtering as social editing in which our biographies are a kind of screening device.

> In the most general sense, through our experience and accumulated learning, we are able to identify with increasing accuracy and expertise what information is worthy of attention in any particular situation. The same process is at work in carrying out a research project. (p. 217)

The emerging critical perspective combined with my biography as a political activist in bringing attention to the plight of physical education (both formal and informal) in this province. This evolving biography has played an important role in shaping the inquiry, in particular, a focus on issues and constraints that I thought were worthy of serious attention.

Risks and Dilemmas

Merriam (1988) points out that the emergent design of a case study makes it difficult to assess the potential risks and benefits to participants. She indicates that interviewing and participant observation present ethical dilemmas as the relation between investigator and participants change with growing familiarity and experience with the case. Kelman (1982) supports this dilemma, stating that

> even when participant observers acknowledge their research interests and
> are accepted on that basis, some reduction in group members' control over
> their self-preservation may ensue because of the ambiguities inherent in
> the participant observer role. Group members may come to accept the
> observers as part of the scenery and act unselfconsciously in their
> presence, reveling information they might prefer to keep private. (p. 86)

While this is an ethical issue with respect to data collection, the potential dilemma and pending limitation was possibly averted in that members of the PECAC negotiated to speak off the record and exercised that right. In considering that this right was exercised only twice during seventy hours of deliberations, there was little reduction in group control. In essence, the members of this committee considered their deliberation to be 'public', and that there would be more benefit than harm in studying the process.

The collection of data through interviewing also presents ethical dilemmas and limitations. It was possible that I, as the instrument of data collection, being a first time participant researcher not trained in interviewing techniques, could possibly have given incomplete information or asked inappropriate questions of the interviewees. As a novice inquirer, I had to guard against such risks; thus, being conscious of the possibility helped in overcoming this limitation. Merriam (1988) reveals another potential limitation during interviewing; an interviewee may not want to answer certain questions, thus revealing an area of sensitivity and misunderstanding. Due to the long term engagement in the

project, this was not problematic with the purposeful sample that I chose to interview. During interviews I provided an opening to reveal sensitivity, misunderstanding or reservation about particular issues.

> *Wallace, anything you feel you don't want to answer, don't answer, and anything that you want to pose to me, any time during this interview you pose problems or concerns or issues to me, okay? Because the lens is on the project and I'm part of the project and so is Forest.* (Brockerville, 1995, clrm, p. 1)

While the political context of educational reform, in which the Framework was being developed, may have been a limitation in accessing data from key informants, my assessment of the interviewees did not reveal any sensitivity, misunderstanding or reservation about any particular issue.

The question of anonymity was problematic in the inquiry. As the inquiry and the case study were a public phenomenon, it was nearly impossible, at least within the province, to protect the identity of the case and the participants involved. The project and the inquiry was acknowledged through two news releases; one in "The Bulletin", (Vol. 38, No. 1, 1994, p. 8-9), a Newfoundland and Labrador Teachers' Association (NLTA) publication, and a second in "Let's Go" (Vol 19, No. 1, 1995, p. 18-19), a newsletter for the Physical Education Special Interest Council (PESIC), the professional association of the NLTA. Also, Forest and I made a presentation during the PESIC annual conference (October, 1994). Lacking anonymity, a major concern focused on ensuring that the case is presented in a manner that is not offensive to the PECAC participants and other stakeholders. A member check, through a series of reflective interviews with five different participants in the project, served as a credibility technique and helped guard against this dilemma, while recognizing that not all negotiations of interpretations can end in agreement (Lincoln & Guba, 1985). In sum, self-knowledge of the many risks and dilemmas served as a guide in carrying out an ethical investigation (Merriam, 1988).

Delimitations

Being a study of a bounded system (the case), the inquiry fixed the boundaries of the study to the setting and sub-settings in which the Framework project occurred. The graduate class setting (Winter Semester, 1993) in which the project germinated was not

part of the case, but it must be recognized as being part of the total context. Thus, the case was 'bounded' to the PECAC review meetings (critique cycles), including the update sessions and the two inhouse review meetings. The study was thus delimited to the process that transformed the 'graduate class curriculum framework document' into a 'formal curriculum framework draft document' as sponsored by DET. There were a total of six PECAC review meetings, each consisting of approximately eleven to twelve hours of deliberation conducted on regular school days. The PECAC committee was comprised of fourteen educators, representing the physical education field, the SPEA, and the DET - that is, nine practitioners (3 female and 6 male, including me as writer-secretary and inquirer); two university professors (1 female and 1 male, including Wallace as writer-chairperson); and, three internal consultants from the DPD (1 female and 2 male, one of whom served as chief facilitator and liaison with Wallace. Periodically, Wallace and one other official from DET would sit in for briefings. While it would have been ideal to interview all participants, a 'purposeful sample' was selected from the participants in the project. They included Mr. Colin Courage, an internal consultant, Mr. Henry Norris, a teacher, Professor Helen Price, Forest and Wallace.

Realizing that curriculum development is broader in scope, including validation[9] as a start to the implementation of the Framework, this study could have continued until DET declared ministerial approval. However, time and personal resources demanded that I bring closure to the study. Thus, closure was set to coincide with DET's acceptance of the Framework as an official draft document (Draft 9, June 1995) for the purpose of validation. The emerging design of a case study permitted flexibility in bringing closure to the study of the project at this juncture, knowing full well that the study could have continued until DET officially adopted the Framework through a series of field validations.

Notes

1 Observational case studies focus on some contemporary activity by a specific group of people at a particular place in an organization. (Bogdan and Biklen, 1982)

2 Here the term 'data source' is used in a different context than as it was used in Chapter 1 with reference to curriculum sources.

3 The term 'record' is used to mean any written or recorded statement prepared by or for an individual or organization for the purpose of attesting to an event or providing an accounting (Lincoln & Guba, 1985). Examples from this case include Department of Education generic guidelines for curriculum frameworks, the mandate for the curriculum review committee, letters of notification and appointment, contracts, minutes of proceedings, press releases about the Framework, and the Framework itself, including preliminary drafts.

4 The term 'document' denotes any written or recorded material other than a record that was not prepared specifically in response to a request from the inquirer (Lincoln & Guba, 1985). Examples pertaining to this case include the Royal Commission and other educational documents, government and professional newsletters, newspaper editorials and articles, letters, speeches, and other case studies.

5 Certain questions were asked of all interviewees, but each respondent was encouraged to raise issues, problems, concerns, and questions as the interview progressed. Questions asked of interviewees ranged from 'fixed choice' type questions to more 'open ended' type questions (McKernan, 1991). The structure of the reflective interviews permitted a dispensement of the interview guides, when deemed necessary, to go with the nature of the issue, problem or concern that was raised by the interviewer or interviewees.

6 See discussion in the next section with regards to reader or user generalization.

7 Note - R. Walker (1980) and D. F. Walker (1971a&b, 1975) are different researchers.

8 Inhouse review meetings were formal steps in the process of adopting curriculum documents that are approved by the DET. An in-house meeting on March 8, 1995 was one of these formal steps prior to printing the Framework as an authorized 'draft' document that would be distributed at the district level as part of a DET validation process. See footnote No. 9 for definition of validation.

9 At the time of project proceedings, implementation and validation appeared to mean the same thing. The committee did not seek a distinction, nor was there one offered. I sought a distinction between the two concepts during an interview with Wallace. According to Wallace, validation is a process of letting the field know that a curriculum document is being developed, thus providing an opportunity for other stakeholders to give feedback. Implementation has the same meaning as outlined in the literature, that is operationalizing a curriculum in schools. During this project it was anticipated that validation would take place through a series of school district inservice meetings and round table discussions.

CHAPTER IV

CONTEXTUALIZING THE PROJECT

Introduction

A deliberative case study obligates the inquirer to treat decision-making and action in a holistic manner. In essence, this means presenting the structure, character, context and outcomes while studying process. Based on the notion that curriculum development does not occur in a vacuum, but instead is negotiated at a variety of levels and in a variety of arenas, the intent of this chapter is to outline the stages of development and provide a description of the settings, the participants and their role in the project. The stages give a sense of project timelines and development. A description of the settings focuses on locations and physical dimensions, but go beyond to draw attention to the climate in which the project evolved. As participants are identified, their role is tied to their biography and the various curriculum decision-making levels that they represent in the educational milieu. Thus, a description of the project lays the groundwork for an examination of 'what' happened and 'how' it happened. Contextualizing the project acquaints the reader with a slice of the historical, political and economic climate in which the project unfolded and leads to a further analysis of significant decisions and subsequent action that address the 'why' and 'whose interests' questions. While the bulk of analysis and interpretation is reserved for chapter 5 and 6, some analysis and interpretation is required in this chapter to give meaning to certain contextual issues. As well, the readers should note that the dialectical relationship between Kirk's (1988) three curriculum features should result in some duplication in data analysis.

Identifying Stages, Phases and Participants
Stage One

Once the Framework project transferred from being a Physical Education 6120 curriculum course activity at the SPEA to being a DET officially sponsored[1] activity, the project moved through three stages over the span of 26 months (May, 1993 to June, 1995). The first stage (referred to as 'pre-committee stage' henceforth) commenced with two small group meetings. Dr. Forest Gray from the SPEA and I met with Mr. Wallace

Brave, Program Manager of the CLRS, on May 13, 1993 at the DPD. As noted in
Chapter 1, it was at this meeting that I proposed to study the curriculum process for this
project. As the preliminary draft from the graduate course had been officially turned over
to the DET, talks centered around a selection criteria for curriculum committees, generic
outlines for DET curriculum documents, perdiems, contracts and expectations. An
excerpt from a personal letter to members of the graduate class captures the essence of
these talks.

> Forest and I met with Mr. Brave at the Division of Program Development.
> We discussed how the curriculum process may unfold in the future. Based
> on that meeting, Forest and I are to write another draft, which is to be
> guided by a generic outline from the Department of Education [and
> Training]. As I interpreted our verbal job description, this new draft will
> alter the outline of our original work and new sections will be added, but
> the general theme [philosophy]... will be adhered to in the next draft.
> Wallace outlined the next step in this curriculum process by proposing the
> selection of a [physical education] curriculum advisory committee ... He
> indicated that the committee should reflect gender, grade levels and
> denominational representation, along with regional and geographical
> considerations. Forest will chair this committee and I will serve as
> secretary. We were asked to recommend candidates for this committee.
> (Brockerville, 1993, lr11, p. 2)

The second meeting in the pre-committee stage was a series of short informal mini-
meetings held throughout June 16-17, 1993 at the SPEA, at which time Forest and I
negotiated future writing tasks and identified potential candidates for the PECAC.

> ... we made a decision as to who would re-write the various parts of the
> existing framework. I requested to write the evaluation chapter, which
> was missing from the preliminary document. This request was based on
> my need to know more about evaluation because I sensed that there would
> be a lot of discussion and debate in subsequent months and years.
>
> On Day 2, June 17, we discussed further makeup of the review committee.
> Since Forest and I would be doing the re-writing and expansion of the
> Framework document, we decided not to recommend any members of the
> graduate class for the review process. However, we felt that in the best
> interest of broad based involvement, there should be representation from
> the class and from former writing committees on subsequent committees

who would be appointed to either write or review future curriculum guides to be developed based on the pending Framework. (Brockerville, 1995, j6)

In keeping with the unwritten criteria as outlined by Wallace, we identified a list of potential candidates. Forest forwarded the list to Wallace who in turn informed each candidate and their respective school board that they had been selected to serve on the PECAC. With the exception of one teacher who had a prior commitment, all candidates accepted the offer to sit on the committee. An alternate teacher was added by the second committee meeting. In all, a total of 14 members would eventually make up the PECAC.

Of the eight teachers who accepted to serve on the committee, all were practicing physical educators with experience ranging from 6 to 21 years. Each teacher had at least two undergraduate degrees, including a physical education degree. Two members had a Masters of Education and two members were working towards a MPE while another was working on a Masters of Education. Two members were former presidents of the Physical Education Special Interest Council (PESIC) and one member was serving as the immediate PESIC president. Three of the members were part time Physical Education coordinators; Stephen Griffin at a St. John's school board, Henry Norris at a Central Newfoundland school board, and Roy Nevelle, the QDPE Provincial Representative, at a Central-East School board. Others members included Maxine Vaters, a high school teacher from Labrador; Sherry Brace, an intermediate teacher from Central-West; Derrick Wicks, a primary-elementary teacher from Central-East; Stan Cousins, a high school teacher from the Avalon Peninsula; and Tracy Green, an intermediate teacher, also from the Avalon Peninsula. As a practicing teacher, I also belonged to this group, and as noted in Chapter 1, I was pursuing a MPE. With respect to experience, I had taught for 16 years, 3 years in Labrador and 13 years on the Burin Peninsula. As well, I was serving on the board of directors for the Canadian Intramural Recreation Association (CIRA).

Forest was an intermediate school physical education teacher for 9 years, 3 years in Northern Newfoundland and 6 in Labrador, prior to starting a Masters of Education at the University of Alberta, which he completed in 1988 at which time he started a doctoral program in secondary education. He accepted a position of Associate Professor at the SPEA in 1989. During the course of the Framework project Forest completed his doctoral program in the Spring of 1994. As well, during the project he was appointed to the Executive Council of the Canadian Association for Health, Physical Education,

Recreation and Dance (CAHPERD). Complementing Forest as a representative of the university community, Helen Price, Assistant Professor at the SPEA, was asked and accepted to serve on the committee. Helen was the Primary/Elementary curriculum specialist at the SPEA. Her other areas of interest included feminist theory, action research and teaching methods. Helen's research interests complemented Forest's research interests in qualitative research and curriculum.

Subsequent to the June 16-17 pre-committee meeting, Wallace informed Forest that Colin Courage, the Social Studies consultant with DET, would serve as internal consultant to the curriculum review proceedings. According to Wallace, DET does not have a criteria for the selection of consultants for curriculum development projects, but acknowledged that subject consultants typically become the facilitator for their particular subject area. Since DET did not have a physical education consultant, Colin explained what happened.

> *Two years ago now, with a view to setting up a physical education framework, Wallace, the manager of Curriculum Development, approached me, knowing that my interest in physical education, my personal physical activity interest, if I would take on part of that responsibility, conjointly with Karen Drake, and Jake Sharpe also became involved. And then after, I guess a few months, it basically became Jake and myself that worked exclusively with the advisory committee on developing the framework.* (Brockerville, 1995, ic, p. 1)

On day one (November 8, 1993) of the first PECAC meeting, Wallace made the appointment of internal consultants official. He informed the committee that in addition to Colin, Karen Drake, the Health consultant and Jake Sharpe, the French Immersion consultant would sit in on the review meetings as ex-officio officers, assisting the proceedings were possible. In briefing the committee, Wallace indicated that

> *Karen had some responsibilities for physical education via the Comprehensive Health Curriculum. Jake was a district contact person for Physical Education, while serving as French Coordinator at a school board in Central Newfoundland prior to coming to the Department. Also, he informed the committee that Colin, who had been party to a social studies curriculum framework project and had been assigned responsibilities for the Junior Olympic Program, would be the primary internal facilitator.* (Brockerville, 1993, cm1, p. 1)

As well, Wallace and one other DET official, Dr. Harvey Mallard, Director of Program Development, were party to project proceedings and various draft Framework documents.

Within Klein's (1991) conceptual framework for curriculum decision-making, three levels were identified and represented by the make-up of the participants in the project. Wallace, Harvey and the three consultants from DET personified the 'formal level'; Forest and Helen from the SPEA stood for the 'academic level'; and the nine school teachers, including me, represented the 'institutional level'. It was recognized that while we were operating at the formal level, our decisions and actions were intended to influence decisions and action at other levels, both above and below the formal level of the DET and within sub-levels at the formal level. As well, it was recognized that decisions and actions at other levels would impact on our decision-making. The following remarks attest to this recognition of influences.

> *Colin: ...the four premiers on August 25 [1993] in Bedeck, Nova Scotia signed a communique which will impact upon you as well as every other subject. So I should put it right now, that the Bedeck communique said that the four Atlantic provinces will work towards a common curriculum in the Atlantic region and that can include physical education as well as every other subject. There will be some more restructuring so that the four provinces will be more closely aligned with each other. How that will come out in the wash, we have no idea.... It's another mix, but we can't worry about that at the moment, we have to do our thing and then see how it goes.* (Brockerville, 1995, acm1, p. 1)

> *Stan: I think that we have to be concerned with [this Framework]. I'm thinking right now about how many teachers are going to put this on the shelf. I look at it from the other point of view that we got all these teachers out there that are trying right at the moment to do things on their own. They have no direction and now we are going to create some futuristic approach that people can start to follow and from this Framework courses will start to develop. And, I think that these people that are out there that we are afraid are going to put things on the shelf might be the ones that will start writing some of this new curriculum.* (Brockerville, 1995, acm1, p. 1)

During an update session for DET officials, Harvey alluded to the formal sub-level influences. In outlining the various committees that were emanating from the Royal Commission Secretariat, he stated:

These committees are studying the curriculum at the same time that you folks are doing the curriculum development activity for physical education. It is possible that, ah that, something that will come out of some of these reports may impact on what you are doing. Conversely I expect that what you are doing may also impact on, on the work of some of these committees. I think there will be a place, an opportunity for a very broad representation to have input into the committees and I certainly like to encourage you as physical educators to ensure that your voice is also heard. (Brockerville, 1995, acm3, p. 1)

Stages Two and Three

The second stage (referred to as 'committee stage' henceforth) centered around six review meetings which I label 'critique cycles' to reflect the merging of action research spirals -- planning, acting, observing, reflecting (critiquing), and re-planning. The third stage (referred to as 'post-committee stage' henceforth) consisted of two meetings. Referred to as 'in-house' reviews by DET officials, these meetings were held on February 15 and March 8, 1995. Together, the two in-house review meetings comprised the final critique cycle with respect to the timelines of the study. A final Framework draft for validation was completed by June, 1995. Table 1 sketches the overall timelines for the Framework project from conception to closure of the study. See Appendix V for specific dates and settings for meetings.

Nov. '92	Jan. - April '93	May - Oct. '93	Nov. '93 - May '94	Oct. '94 - June '95
Conception of Project	Phy. Ed. 6120 Grad. Course Project	Pre-Committee Stage Planning-to-Plan	Committee Stage PECAC Meetings	Post-Committee Stage In-House Reviews
	Preliminary Draft	Draft 1	Drafts 2-7	Drafts 8-9

Table 1: Framework Project Timelines

All three stages, including the preliminary work from the graduate class, combined to impact on the outcomes of the project; that is, the draft Framework that would go to the

field and the proposed action plans for physical education curriculum reform and future development. The decision-making and action throughout the three stages form the focus of an analysis which is presented in Chapter 5.

Settings

Deliberations within all three stages switched back and forth between two main settings - the Curriculum and Learning Resources Section (CLRS) of the Program Development Division (PDD) for the Department of Education and Training (DET) and the School of Physical Education and Athletics (SPEA) at Memorial University of Newfoundland (MUN). At first glance, settings may not appear relevant to the inquiry; but on reflection, I believe that the two sites played a significant role with respect to power, influence and control. An analysis and interpretation of power, influence and control is conducted in chapter 6. At this juncture, a separate description of each setting is presented.

The 'CLRS' Setting

The CLRS is positioned at the front of a large, relatively new rental building nestled in a hill off Newfoundland Drive in the North East of St. John's, the capital city and center of government for the province. A bright wide glass entrance greets visitors to the building, but on entering the foyer of the CLRS, walls begin to close in, creating a claustrophobic atmosphere. Narrow corridors force employees to brush shoulders as they move to and from their cramped offices. Located in the center of the CLRS is the boardroom, a spacious, well lit room with a low ceiling. Tables are set up in a square, close to a wall that is adjacent to a single entrance. Once seated, it is difficult to move about or leave the room without being noticed. Off the boardroom, down the corridor, are two smaller conference rooms. Both rooms are also well lit, but space is at a minimum as chairs are squeezed between several tables and the walls. Neither the boardroom nor the conference rooms have any windows; however, air conditioning counteracts the stuffiness of close quarters.

The first two review meetings of the committee stage were held at the CLRS, utilizing both the boardroom and two conference rooms, with large group gatherings scheduled in the boardroom and sub-committee groups slated for the smaller conference

rooms. During the first review meeting, the morning session was conducted in the board room; but on re-convening in the afternoon, the committee had to relocate to one of the smaller conference rooms due to a meeting conflict. The Minister of Education and Training and deputy ministers were meeting with consultants. Part way through the second review meeting, Colin and Jake informed the committee that other consultants and employees at the CLRS were expressing concern about the noise level in the boardroom, especially during several cooperative games that the committee played as part of the deliberations. The following dialogue by Forest, Colin and Jake with interjecting comments by other members portray the concern that led to an unquestioned proposal to switch to the SPEA as an alternative venue.

> *Forest: A note about yesterday - there was some concern in our surrounding area, cause this room is sort of in the middle of a whole bunch of offices. About the noise that was coming from the room, two or three people (What?) (Don't take it personally!) complained that the unusually loud noises, I guess throwing things around is not a common thing (phys ed² people are like that). So maybe we have to bear that in mind today that these walls are very thin and that we - I can't shout and you people will have to - we all have to sort have to tone it down a little wee bit.*

> *Colin: That's not the first complaint. Don't worry about it. I used to have an office there and had to move all the time because I couldn't work with the noise. So, you can - can push your, if you got a very strong finger you can push your finger through these walls.*

> *Jake: I find it difficult to work in my office at times; it's just with the typing that goes on here, to hear the typing, people typing - I just find that it really bothers me at times, the noise that goes through this place.*

> *Forest: ... I think moving to the phys ed [physical education] building in January might be a good idea.* (Brockerville, 1995, acm2, p. 9)

The 'SPEA' Setting

The SPEA, a thirty year structure is tucked away in the center of the main campus at MUN, the academic mecca for the province. As MUN is also located in the North East of the city, the SPEA is just a five minute drive from the CLRS. A main street, Prince

Philip Drive, runs through campus past the Confederation Building, the seat of government, enroute to the CLRS. The physical education building, as it is typically referred to by most people, has retained its original exterior box shape look, but the dark brown bricks have faded to ivory due the harsh environmental elements. On the inside, a spacious entrance houses several offices, a number of bulletin boards, intramural sport boards and an array of photos of athletic teams that have represented the institution over the years. On both sides of the entrance, long wide corridors lead to the gymnasium and to the back of the building. The blue-grey ceramic tile floor that covers the entrance and corridors has faired well under the footsteps of thousands of students and visitors who have walked or jogged to and from classes and the various physical activity rooms throughout the building. On strolling down the corridors, squeaking sounds can be heard from the gymnasium as athletic shoes jam against a clean hardwood floor that bears a heavy coat of glassy wax. Combined with the voices of physical education instructors and students, or the booming sounds of contemporary rock music from portable stereos and motivating directions of aerobic instructors, the gymnasium is a beehive of physical activity. All physical education members on the PECAC committee, have at one time or another, practiced their indoor sport skills or demonstrated their athletic prowess in this gym that has stood the test of time.

At the back end of the building, several renovations which include a new boardroom, an exercise room and a computer lab made the SPEA an attractive switch as a meeting venue. Forest secured access to the bright, spacious boardroom that overlooks the gymnasium. A soundproof, one-way window permits full view of all physical activities in the gymnasium. In addition, classrooms were made available for sub-committee work and the committee was given access to the computer lab and the exercise room. As well, Forest and Helen were able to utilize their own offices and access secretarial services at the main office.

It is here in this institution that members of the PECAC earned their undergraduate degree in physical education and in which three of them were pursuing a MPE. Forest, one of the younger faculty members is a former student of this institution. Throughout the next four review meetings, informal gatherings provided an opportunity for him and fellow committee members to rub shoulders with some of the older members of the Faculty, some whom have grayed over the years as they near retirement. Helen is the newest member of the faculty. Dr. Ed Jarvis, a long standing faculty member who

was recently appointed the fourth Director of the SPEA, took the opportunity to make the committee feel welcome.

> *I would like to welcome you on behalf of the School of Physical Education and Athletics as part of the university. Obviously, many of you are graduates of the university and we are very pleased to have you back again in this capacity. We are very enthusiastic about your committee and the work you are doing. And, on behalf of the physical education specialists both here at the school and other professionals in the field, we are really looking forward to the results of your work and we thank you for the effort that you are putting forth here. As well, I acknowledge the contribution of Forest as chair and of course Helen, with regards to their contribution to this committee. I know that they are putting a lot of effort into it and I am looking forward to - I know the faculty is looking forward to receiving your report. As I said, we are very enthusiastic about any sort of innovation with regards to curriculum; we are looking forward to a lot of leadership and good ideas from your committee. As I said, I hope that your report is coming out in the near future and that it will in fact reflect positive things for physical education. We are very enthusiastic about the future of physical education here and we hope that you will continue to serve as you have done in terms of the profession.*
> (Brockerville, 1995, acm3, p. 16)

Context

To contextualize the development of the Framework with respect to the many factors and forces that were at play as decisions and action in the project occurred, I start with a historical background to physical education curriculum development and implementation in the province. From there, I will place the project within the political and economic context of current educational reform in the province, which in turn, I will connect with regional and national reform. I will bring closure to the context with a national perspective on physical education and related movements.

<u>Background to Physical Education Curriculum Development</u>

According to Eastman (1990) physical education is Newfoundland and Labrador is recognized as an integral part of the educational curriculum, but its acceptance has been a relatively recent phenomenon, influenced in part by government initiatives and professional awareness. *"Since the beginning of formal education in Newfoundland [and Labrador], the value of physical activity has been recognized, although it was often a philosophical rather than a pragmatic response to a need"* (p. 11). He goes on to claim that the maturation of physical education in the province is analogous to a pot-bound plant, growing in all direction but with little consistency. Based on a historical analysis of provincial physical education, Eastman characterized the past three decades as a time of rapid expansion with wide ranging programming extremes with a metamorphic vision. He indicated that these contradictions can be partially attributed to a lack of direction, especially at the local level of education. This has resulted in formidable times for physical educators as they search for educational and professional accountability. *"The planning and execution of a curriculum is a necessary visage for any aspiring discipline; [however], professional leadership at both the provincial and board level of education has been historically absent during crucial developmental periods"* (p. 11).

Eastman (1990a&b) substantiated these claims by examining formal physical education curriculum development and leadership at both the provincial and school board level. In 1970, the provincial government designated the Physical Education Youth Division (PEYD) within the Department of Education (as it was formally known) as an agency to administer physical education at the school (institutional) level. According to Eastman, this agency was *"a recipient rather than an initiator of new ideas"* (p. 11) partially related to the late formalization of the unit as compared to similar agencies in other provinces. Notwithstanding this, the PEYD was directed by a physical education consultant, following similar patterns in other provinces; however, from here there was a breakdown in potentialities. While other provinces recognized the need for recruitment and selection of physical education coordinators or supervisors of curriculum at the school district level, this tenet was accepted only philosophically in this province as very few school boards contracted physical education coordinators (Eastman, 1990b).

It was during the early years of the PEYD, through the efforts of Jack Sampson, the provincial physical education consultant, that a provincial physical education

curriculum guide was developed (1973-1974) and later authorized by the Department of Education in 1975. The thrust of this curriculum guide, as perceived by the Department,

> *"was to better inform principals and superintendents, etc. as to the constitution of a quality physical education program, and thus serve to make effective planning for physical education in their schools and school system". Much of the material advocated for a relevant course of study in 1975 is now in need of revision; but still it remains the official guide of the Department of Education.* (Eastman, 1990a, p. 11)

Further to this, Eastman (1990a) indicated that 'Physical Education in Newfoundland', a study by a Physical Education Advisory Committee (1986) of the Department of Education, whose mandate was to ascertain the status of physical education in provincial schools, found that the most commonly held curriculum document in schools was the 1975 Curriculum Guide; but the anomaly to this finding was that teachers rated the resource as the least useful. He purported that the Department of Education's inattention to curriculum development caused certain school boards to develop their own curriculum programs and in school boards without outlines, physical educators in elementary and junior high were left on their own to develop and implement any form of program they desired.

Over the past 25 years there have been sporadic attempts at revising the physical education curriculum in the midst of various setbacks. Through 1976-80, attempts were made at improving the status of physical education via the introduction of high school credits courses through the efforts of Jack Sampson and Jim Abbott, an aspiring physical educator from the St. John's area. These credit courses took the present form of three, one credit courses (Physical Education 1100, 2100, 3100) with the inception of a Revised High School Program in 1981. Eastman (1990a) laments about the failure to transform secondary physical education.

> *In retrospect, because of inadequacies such as funding and the inappropriate content of certain courses, the lot of secondary physical education has not transposed with the creation of a credit program. These courses were introduced into an educational milieu which had previously demonstrated little concern for physical education. Thus, the Reorganized High School Program did not necessarily alleviate the many problems*

> *confronting secondary physical education. Instead, in many cases it made*
> *the impediments more prominent.* (Eastman, 1990a, p. 12)

As problems were identified at the institutional (school) level, physical education
curriculum development at the formal (Departmental) level came to an abrupt stop in
1982 when Jack Sampson resigned. The position remained vacant until 1985 at which
time a well-known specialist physical educator, Shirley Erickson, assumed the position
but with extra duties. In a letter to the physical education community, Ms. Erickson
reinforces the concerns as cited above.

> *For some time now, we have been without a Provincial Consultant, and*
> *this has resulted in some degree of frustration, especially with the*
> *implementation of the revised high school program, integration of special*
> *students and the ongoing issue of evaluation, program revision,*
> *curriculum development, intramurals and interscholastics.* (Programme,
> 1986, p. 6)

In filling the vacant consultant's role, Ms. Erickson assumed an expanded
workload, being assigned a duel portfolio which included responsibilities for health and
physical education. However, most of her efforts were directed to the Health curriculum,
as the Department was responding to the impending AIDS epidemic that hit North
America at the time. Notwithstanding the diversion, Ms. Erickson initiated two formal
curriculum projects, one being a study entitled "Physical Education in Newfoundland" via
a Physical Education Advisory Committee (1986) as noted above; the other being the
establishment of two curriculum working groups responsible for the development of a
Primary-Elementary Curriculum Guide and an Intermediate Curriculum Guide. As the
writing for these draft guides wrapped up in 1991, Ms. Erickson retired in October of the
same year. Her vacated position was not replaced. Wallace assumed responsibilities for
Physical Education as a contact person, promising Ms. Erickson that the guides would be
distributed to the field. Making good on his promise, both guides were published by
DET in November 1991 and mailed to school boards for distribution to physical
educators and other stakeholders with an anticipated reaction from the field in the new
year. However, there was little response.

This issue surfaced throughout the entire course of the Framework project, both
within the graduate class proceedings and within the PECAC proceedings. From the

onset of the first PECAC meeting. in outlining the committee's terms of reference.
Wallace stated that

> *there was not a lot of reaction when the (Primary-Elementary Guide)*
> *document was sent out to physical education teachers.* (Brockerville.
> 1993, cm1, p. 2)

Several members of the committee responded collectively:

> *most teachers did not see the draft document and some may not even be*
> *aware of this document. There is a need for a more formal and extensive*
> *process to get a quality response.* (Brockerville, 1993, cm1, p. 2)

A series of clarifications within a major episode about the problematics of
implementation and validation with regards to the 1991 curriculum guides as expressed
during an update session in committee meeting five. round out the historical context of
curriculum development and implementation for the Framework project.

> *Wallace: We made, what, 300 copies? I think it was. And sent out 300*
> *copies. I'm sure, Roy, you will remember getting it. And we said, look,*
> *we want reaction before this goes to print. We really want reaction to it.*
> *Our worst reaction to date has been with phys ed [physical education]*
> *guys in primary, elementary and intermediate. I mean, we've gotten very*
> *little reaction to those documents....*

> *Forest: The process was flawed.*

> *Jake: That's funny, I don't understand that. I was a coordinator of*
> *French at the Central Newfoundland Board Office and I was assigned two*
> *other duties; one was physical education and the other was library media.*
> *Any time a document came to the superintendent - it usually came to him,*
> *or his assistant - it was immediately passed to me within the same day;*
> *and within that day or the next, I had a memo with the document copied*
> *and sent to the teachers involved. That's how the process operated at our*
> *district....*

> *Maxine: But it doesn't happen [in every district]. You see, that's a false*
> *assumption. I know in the case of social studies, I can remember when*
> *that document came out, and I can remember the coordinator calling a*

social studies meeting of all social studies teachers and they sat down, obviously, and did the document and reaction to the document; or the document was pre-circulated, then they sat down and did the reaction. Those phys ed [physical education] documents, I never ever saw till I saw through an avenue in here; and I'm a major phys ed [physical education] teacher with our board.

Forest: And you have a full-time coordinator?

Maxine: Yes, and I have a full-time coordinator. And yet, the document wasn't circulated. Afterwards I went back and looked for it, and yes my copy of the document was there at the board office, but I wasn't even aware that it was there and there was certainly no meeting set up to generate discussion among phys ed [physical education] teachers and to look for input or reaction. (Brockerville, 1995, acm5, p. 8)

While the validation process was flawed, Wallace also indicated that he realized, after-the-fact, that there was an incoherent connection between the curriculum guides and that there were new developments in physical education that needed to be considered. He explained the need to start over again.

It was obvious from reading them and from some reactions and discussions with various school district personnel and the Special Interest Council and the School of Physical Education at Memorial University, there was a need for a broader vision first. And the vision, it was clear after attending a meeting, a national meeting, the physical education consultants from across Canada, after Shirley's retirement, that there was a document called Physical Education 2000... that Newfoundland would need to look at phys ed [physical education] all the way from kindergarten to grade 12 and not just sort of K to 9. So it was decided that we should look at the big picture and look at the entire philosophy of phys ed [physical education] and then basically once we agreed on a philosophy and a change of direction, then we needed to look at various levels of schooling and make some changes to reflect that philosophy. So it was a matter of my perhaps shifting gears a little bit midstream based on a considerable number of factors... (Brockerville, 1995, clrm, p. 5)

Current Educational Reform

To say that physical education curriculum development that preceded this current Framework project slipped into oblivion and that the Primary-Elementary and Intermediate Curriculum documents collected dust on the shelves of school boards during the school year of 1992 is an understatement. While the problematics as explicated in the preceding sections may have contributed to the inattention to formal physical education curriculum development, there was a new and larger contextual issue on the horizon. In March 1992, the Government of Newfoundland and Labrador published the Royal Commission, a report which contained 212 recommendations that would profoundly affect the state of education in this province. The following excerpts poignantly synthesize the potential impact and significance of this report.

> *The Commission believes the need to improve substantially the education our children receive makes it imperative that substantial charges be effected. The Commission proposes a number of major thrusts for the kind of thorough-going reform it believes necessary to ensure our children's futures as individuals and our future as a society. These are the development of a new mandate for schooling: the restructuring of the system's administration at the provincial, school district and school levels and the establishment of non-denominational school boards in place of the present system; the full involvement and enfranchisement of the public in the governance of the system; the development of attainment standards for students; the refinement of the process of curriculum development and implementation; and the improvement of existing practices at every level of the school system.* (Williams, Pound-Curtis & Warren, 1992, p. xvi)

> *Implementation of the 212 recommendations of the Royal Commission represents the most significant reorganization and redefinition of the Newfoundland education system since the Warren Commission of the 1960's.* (Staff - Royal Commission Implementation Team, 1993, p. 1)

Based on the 'lived experience' (Van Manen, 1990) of that year, it is safe to say that the pending struggle for control between church and state, the downsizing of school boards, and the debates about governance, attainment, performance and accountability were but a few of the issues that were part of the colloquia. However, within the midst of impending turbulence about educational reform and the historical calamity of physical education,

Wallace was able to jump-start physical education curriculum development. As noted earlier, Wallace **shifted gears in midstream.** He posed the idea to Forest, following some heated remarks from the physical education community at the 1992 PESIC Conference. Forest explains:

> Well, the germ [for the project] came initially from a presentation that Wallace Brave did, from a PESIC conference [in Gander, 1992] that basically criticized teachers for not reacting to those two curriculum documents that were printed in 1991 and sent out to school boards. And from there, I explained to Wallace, after the meeting, that he was wrong in his judgment of what teachers were doing because they hadn't seen it. And right at the same time, that very spring [1992], I had sent the paper that three of my graduate students wrote for curriculum for a 6120 course....it was an outline of three high school courses. And when he saw that, it turned his head right around, and I think at the time I sent a cover letter and I said, "this is some of the work that students are doing, if you're interested in having students become involved with some curriculum development ideas in the province, give me a call". So, he nabbed me at that particular conference and we sat down and he bought me lunch, and then he proposed that we get together and try to put together a curriculum group of students that would help write this framework. (Brockerville, 1995, cc2, p. 7)

Forest and Wallace agreed to bring the challenge to the graduate class that would be registering for Physical Education 6120, the curriculum course slated for Winter Semester, 1993. It would be the course that entrenched me into the project. On posing the challenge to the class, Wallace stated that *"the impetus for a curriculum framework is inherent in Recommendation 91 of the Royal Commission ..."* (Physical Education Curriculum Framework, 1993, April, preliminary draft, p. 1) and to this effect he quoted from the Royal Commission.

> that, with respect to curriculum development and revision, and as specified in this report, the Department of Education (1) establish the vision, (2) oversee the development of new curricula, (3) set level and program goals, (4) set grade and subject objectives and achievement standards, (5) develop evaluation guidelines, (6) recommend and

authorize multiple learning resources and (7) publish curricula guides.
(Williams, Pound-Curtis & Warren, 1992, p. 494)

Contextual Irony and Mixed Messages

Notwithstanding the efforts of Wallace, there is an irony within this political context. The Government seconded, Dr. Ronald Cromwell, to serve as DET deputy minister in guiding the implementation of the Royal Commission. Dr. Cromwell is on record as saying that the primary function of school is intellectual development. Other forms of development such as moral/religious, social/cultural and physical dimensions are secondary and subordinate to the former. In a Task Force on Education (1979), one of several precursor reports to the Royal Commission, he states:

> ***First and foremost, we will emphasize that the function of the school is
> to promote intellectual development*** *[emphasis added]. If a conflict
> arises between this and other aims, the choice will always be made in
> favour of this aim. Second priority will be on the attainment of aims in the
> social/cultural area. The reason for this choice is that these aims serve to
> complement the intellectual aims and because it is difficult to identify
> other agencies that are directly concerned with these aims.... The choice
> between physical development and moral/religious development is more
> difficult to make. Other agencies are concerned with both these areas of
> development. In the case of moral/religious development, both the church
> and the family are directly involved. **Medical and recreational agencies
> are both concerned with physical development. In the latter case,
> schools often serve simply as a convenience... As long as there is no
> serious interference with the goals, there is no difficulty in
> accommodating health or recreational activities in the schools** [emphasis
> added]. Also, the schools have their own concerns in the area.* (Task
> Force on Education, 1979, pp. 35-36)

With respect to the last statement in the quotation, the Task Force Report did not offer any explanation. This apparent method of prevarication is consistent with other forms of evasive misrepresentation about physical education which is noted later. As the sole author of a follow-up report to the Royal Commission on Government's position on restructuring the education system, Dr. Cromwell's belief is reinforced.

Public education exists to prepare students for their future role as contributing members of society. This requires, in turn, preparation for further education, citizenship, and work. In today's rapidly changing society, students must also be prepared for lifelong learning. Many of the children in school today cannot be expected to enjoy stable careers and lifestyles, but must be prepared for the major transformations in economic and societal conditions which are now well underway. The basic purpose of our attempts to reform education is to focus on the basic intellectual capabilities which allow individuals best to adapt to change [emphasis added]. By emphasizing achievement a clear statement is being made that the primary function of schools is intellectual development.... Any attempt to improve achievement must focus on ...higher level intellectual attributes.... these attributes are best developed by emphasizing the core areas of language, mathematics, and science. (Adjusting the Course II, 1994, p. 3)

While Dr. Cromwell views the physical dimension of human development as being subordinate to intellectual development and relegates it to agencies outside school, he equates physical education with sport (also referred to as interscholastics, interschool sport and varsity sport), and evasively portrays this image to the public. During a public forum with a Coalition of Parents in Burin, Newfoundland in April 27, 1994, his response to a question about how co-curricular/extra-curricular activities might fit into the educational reform scheme as advocated by the Royal Commission, he left this evasive image.

Parent-Teacher[3]: In the rationale and documentation for the restructuring of the school system, are there definitions to distinguish between co-curricular and extra-curricular activities? And, ...how would you envision that the new restructuring sort of accommodate these definitions and who should be responsible for them?

Ronald Cromwell: There is no difference that I know of in being what people call co-curricular and what people call extra-curricular activities. People can tend to call things co-curricular if they believe that these are an integral part of the curriculum; they call them extra-curricular if they believe that they are not an integral part of the curriculum; and, they will call the same things two things depending on their point of view. So there is no difference there, but let me go a little step further. To the extent that we are talking about play, phys ed [physical education], music and some other areas, these are integral parts of the curriculum, at all

levels.... However, the problem arises in the case of phys ed [physical education] through sports, because sports is not part of the curriculum, alright. And, the only answer that I would give to this, is the first one after again, because we have no real - that's again a political question, how well do you like sport or how well do you think it is part of the - an integral part of the curriculum and of course we got to decide.
(Brockerville, 1995, fn10)

The following excerpt from the second committee meeting demonstrates that the issue of prevarication impinged on the Framework deliberations.

> *Roy: I should say one thing before going on... Ron Cromwell was in at the Board Coordinators Conference. Colin you were there.... (Yes!). I didn't get an opportunity to attend [due to attending the National Educational Strategies Meeting for Physical Education in Ottawa]. When I got back to the office that Monday, I was cornered by about five of my colleagues at different times during the day. They were saying, "Did you hear what Ron Cromwell said?"; and when we got people like Ron Cromwell with that message going out there, with a message that he really doesn't know what he talking about, a very mixed message when he makes a comment that, "What if we got rid of physical education in schools?". That was his comment. What if we got rid of them, of the subject. And, then he went on to talk about, "Well, we cannot afford the lost time for hockey; teams on the road... that type of thing, where he doesn't understand physical education, the pure meaning of what physical education is all about....So with people listening to these types of comments from so called leaders in the Department of Education, then I have some concerns about what our fate is going to be in the next few years. So I pass that thought along to you....* (Brockerville, 1995, acm2, p. 6)

In response to Roy's comments, Colin and Jake confirm this contextual issue.

> *Colin: The only thing I can say is that I accept what you are saying: the general tone wasn't just addressed to phys ed [physical education].... I think it is fair to say that he is interested primarily in intellectual growth. And, I won't say much more about that.... It could be argued that he wasn't saying anything against physical education, but was saying a number of things against games, and games encroaching on school time...*

Jake: I think you have to look at his commentary for he said a lot of things about all of us. It is easy to take him out of context, the context of the length of the school year, how you maximize time, instructional time. That was his context... and he was throwing out some feelers to the audience, just to get some feedback, that's what he was doing.

Roy: If there is no reaction, I think it may have fueled some fire for him to go--

Colin (cuts in): There was a strong reaction.

Roy (cuts back in): That's what I am saying; if there was no reaction then it would have been a conformation (Right on! Right on!). I think it really is contingent on us to do a good job, make sure, not only us; when I say us, I mean for physical educators to do a good job in our programs...
(Brockerville, 1995, acm2, p. 6)

Another Mixed Message

As the Framework was being created with the intent of delivering a clear message as to what physical education is about and how the subject has potentialities to contribute to all four domains of development, a statement by the Minister of Education and Training and subsequent debates in the media appear to send mixed messages about physical education. On September 14, 1994, the Minister issued a memo to school board chairpersons about the loss of instructional time and a need to ensure that students receive the DET's prescribed 185 days of instruction. He stated

> *I ...request that your board direct principals in your district to schedule **spirit days, winter carnivals, school festivals, sports days, ski trips, ice skating**, preparation for graduation, music festivals, and other such activities so as not to require the cancelation of classes or the loss of instructional time for students. I recognize that activities such as these are essential to the life of a school and that each in its own way contributes to learning, however, they should not replace classroom instruction.[4]* (Brockerville, 1994, ld1, p. 1)

Based on 'personal knowledge' (Polanyi, 1967), a number of the activities cited in the Minister's memo are regularly scheduled physical education activities (alpine skiing and skating) and physical education as a formal subject contributes by way of leadership and

practical projects to the enactment of co-curricular/extra-curricula activities such as carnivals, sports days and spirit days. Knowing the larger picture of what goes on in schools, the intent of these activities and how these activities fit into the context of schools, I contend that the message implied in the Minister's memo suggests that certain physical education activities and related projects are an intrusion into other formal matters that are considered more important.

Further to this, on being picked up by the media, physical education becomes associated with sport and extra-curricular programming[5].

> *[The Minister] claims that too much time is being lost to extracurricular activities such as sports, ski trips... It would be most unwise to allow any frills that are not part of the curriculum to interfere with the teaching and learning process. But what exactly constitutes these so-called frills in eduction? Some would argue that interschool athletics and physical education activities, such as skiing, are just as important to the student's overall development as is hitting the books while sitting in a stuffy classroom.* (Editor - The Evening Telegram, 1994, p. 4)

While the editor argued in favor of physical education and extra-curricular activities (co-curricular), including sport, as contributing to student development, a distinction between the two are rarely made and remain rather indistinct. Thus, an implicit message is delivered that physical education is not as educationally sound as other formal subjects or so called 'academic subjects'. In other words, physical education is construed as being only fun and recreation, rather than contributing to the total development of students. The following quote attests to this misconception.

> *Last school year, one or another of the children in our family would be off almost every week on a field trip, swimming lessons, or some other non-academic activity. Sports days, winter carnivals, and other extra-curricular functions restricted the time available for academic teaching, study, and review.... Too many teaching days are being squandered on activities that may be "educational," but are not critical to formal education.* (Boswell, 1994, p. 4)

Issues cited in this section highlight the need to be cognizant about the explicit and implicit messages that appear to marginalize physical education in this province. Going beyond these perceptions, I now turn to the context of economic reform as it

parallels to educational reform and to educational constraints and cutbacks that have impacted on the status of physical education within the province.

The Economics of Educational Reform

The politics of economy and control have been a contextual issue for education-in-general for the past three decades. The Warren Commission was about finding ways to streamline the educational system. As a result of recommendations emanating from the Warren Commission, the Department of Education was reorganized along functional lines and three Denominational Educational Councils were established, with 270 school boards being consolidated into 37 boards, with a further reduction to 26 by 1992 (Royal Commission, 1992). In essence, historical change in eduction have been tied to the politics of economy and church-state control. The current Royal Commission is also tied to the same issues, but goes beyond educational cost reduction while trying to improve the system, to be explicitly tied to provincial economic reform.

> *We have placed a high value on education. This emphasis has become even more important in recent years, as it has become increasingly evident that improved education is crucial to social and economic well-being. Higher levels of educational achievement have become even more important in the face of changing economic and social conditions.... In developing its Strategic Economic Plan, Government was struck by the extraordinary importance attached to education by all of those concerned with economic development.... Goals identified in the Strategic Economic Plan include improvements in curriculum, establishing standards in literacy, numeracy and science, ...and streamlining the system for greater efficiency, effectiveness, and responsiveness.... A strong case can be made that reaching higher levels of educational achievement can, in itself, yield considerable economic and social gain...a highly educated workforce is a major resource in its own right.* (Adjusting the Course II, 1994, p. 3-5)

Based on the political context, as outline in an earlier section, physical education has been marginalized by powerful decision makers in the education milieu and any attempt at improving the status of physical education will have to overcome this hurdle. Further to this, based on the apparent vision of education as outlined in Adjusting the Course II, it may also be required to be tied to provincial economic reform.

Bearing the Brunt of Constraints and Cutbacks

Beyond these hurdles, physical education has been subjected to the effects of educational constraints and cutbacks as eluded to by Eastman (1990a&b) in an earlier section. The PESIC formalizes these concerns in a brief to the Royal Commission. On the possibilities of physical education helping to teach young people the benefit of physical activity and providing them with the opportunity for development of an active lifestyle, the PESIC states:

> *We are presently limited in this venture by lack of facilities, equipment, and personal.... Where adequate facilities exist teachers are restricted by availability of program materials and are often expected to develop curricula despite the overtaxed nature of present program duties. Little physical education curriculum development has been conducted in the province since 1972, hereby placing us many years behind current research, development, and educational philosophy. Curriculum development and programming should be an ongoing... process aimed at maintaining quality. Such a mandate requires the efforts of a full time physical education consultant in the Department of Eduction. The inadequacy of leadership extends to the school board level. Presently four part-time physical education coordinators exist amongst the twenty-nine school districts in the province.* (Physical Education Special Interest Council, 1991)

As the Framework project was in process, physical education was bearing the brunt of economic constraint and cutbacks in the midst of educational reform. On approaching the final PECAC meeting in May 1994, the Newfoundland and Labrador Teachers' Association (NLTA) were preparing for a strike. One of the main issues was the 2 percent clause[6]. Claims were being made that subjects such art, music and physical education would be major victims on removal of the two percent clause from the collective agreement. Sherry Brace, the outgoing PESIC president and PECAC member, attested to this concern in her address to physical educators at the PESIC 1994 Annual General Meeting.

> *An issue which bothers me greatly is the cuts in teaching staff and where they are being applied. In many cases the decision is being left to the principal as to which area is to be cut. In two instances in my school*

board the physical education teacher has been the one declared
redundant. More and more classroom teachers are left in charge of the
physical education program. (Brockerville, 1994, sd, p. 2)

Regional and National Movements

As the Framework project is being placed within the context of provincial educational reform, both the latter and the former must be placed within the context of regional and national educational movements. Paralleling educational reform emanating from the Royal Commission in this province, similar movements were occurring at the national level and in Atlantic Canada. At the national level, the Council of Ministers of Education, Canada (CMEC) announced a plan to form a task force that would look at school curriculum from province to province with the goal of harmonizing the curriculum (Edwards-Stacey, 1993). According to Edwards-Stacey, the Minister of Education for this province pointed out that while it is necessary to respect the different needs and realities of the country's regions, we need commonality and cohesion in both curriculum and teaching. This national commonality is centered around expanding a school achievement indicators program to include science with language and mathematics as common core subjects.

Atlantic Canada's Outcomes Based Education Initiative

At the regional level more advanced talks were underway to harmonize the curriculum. According to a Maritime Provinces Education Foundation (MPEF) consultation document, cooperation among the Atlantic departments of education, both formal and informal, has been ongoing for a numbers of years (MPEF, 1994, Fall). While Newfoundland and Labrador is not formally a member of the MPEF, the DET is represented at meetings and on selected committees and is a full partner in a number of specific initiatives. According to Wallace

this province will become a formal member once a provincial
administrative system as recommended by the Royal Commission is
resolved (Brockerville, 1995, fn5)

Regional initiatives are organized around four areas - common curriculum development, education outcomes, assessment initiatives, and education performance indicators. With respect to assessment initiatives and education performance indicators, the Atlantic ministers of education are responsible for the school achievement indicators project which is noted above. With respect to common curriculum development and education outcomes, which is most pertinent to the Framework project and to this inquiry, Wallace stated that

> the Atlantic Graduation Outcomes will serve as the foundation for all curriculum development in the primary, elementary, and secondary levels of schooling (K-12) in all disciplines. There will be outcomes drafted in each discipline at the end of Grades 3, 6, 9, and 12 which will contribute to the attainment of the Graduation Outcomes.

> The Premiers of the four Atlantic Provinces have agreed to the development of a common **core** curriculum in language arts, mathematics and science from Grade 1 to Grade 12 in both English and French [the same subjects that are being harmonized nationally]. The other subjects, such as social studies, physical education, etc. will be the responsibility of each Province...a draft document entitled "A Personal-Global Curriculum Framework for Physical Education"...will have to link with the Atlantic Canada Graduation Outcomes.... this means that the final curriculum framework will have to include outcomes. (Brockerville, 1995, lr45, p. 2)

This concurs with the MPEF consultation document.

> The Atlantic provinces' departments of eduction concur in their interests in developing clearly articulated statements of expectations.... To this end, the provinces, coordinated by the MPEF, have begun the development of a set of commonly agreed upon outcomes statements .... Outcomes are clear articulation of experiences of what all students should know and be able to do at key stages in their education.... (MPEF, 1994, p. 10)

The consultation document describes and distinguishes between two levels of outcomes. At the highest level and most general are cross-curricular 'graduation outcomes' (see Appendix VI) in which all programs are directed to enabling students to achieve these outcomes. At the second level are 'curriculum outcomes' that students are expected to know and be able to do in particular subject areas or disciplines.

The identification and articulation of graduation outcomes and curricular outcomes are very important since they can act as the focus for all the work done in a school. All new curriculum will be developed with the articulated gradation outcomes in mind, beginning with agreement on subject area curriculum outcomes. Existing curriculum and resources will be examined, and revised as necessary, to reflect approved outcomes. (MPEF. 1994. p. 10)

Statements emanating from Adjusting the Course II (1994) confirm a movement to OBE in Newfoundland and Labrador.

Learning outcomes for all subjects and levels must be clearly defined, meaningful curriculum connections must be established, duplication must be eliminated, and comprehensive framework documents developed for all levels to ensure the smooth transition of students from one grade to the next.

The Foundation Program Working Group[7] has been given two tasks: to identify general outcomes for students at the end of each level of schooling (Grades 3, 6, 9, and graduation); and to define education program, common to all students, which will enable them to achieve these outcomes.... In addition to identifying the outcomes, the Foundation Working Group will be developing a curriculum framework document and recommending guiding principles for accountability, evaluation of program goals and outcomes. (Staff - Royal Commission Implementation Team. 1994, pp. 6-7)

Wallace outlines the specific nature of OBE as being adopted by DET

... there are three approaches to outcomes based education. There's the traditional approach, there's the transitional approach, and there's the transformational approach. The transformational approach is what people refer to as Spady's approach; Bill Spady, who was one of the, I guess, original people to design outcomes based education. **The Department of Education and, in fact, the four Atlantic provinces, has adopted what is known as the transitional approach. What we've adopted is, if you wish, it's an outcomes based approach to the curriculum, but it is not the full blown outcomes based education... outcomes will be written in outcomes language but it will still be subject**

oriented; the subjects will not disappear as a result of writing these outcomes. Whereas in a transformational approach, sometimes subject areas disappear. (Brockerville. 1995. clrm. p. 8)

A National Perspective on Physical Education

As there are national initiatives for the common core subjects. there are national initiatives for physical education. Physical education is the primary focus of the Canadian Association for Health. Physical Education. Recreation and Dance (CAHPERD). This agency, founded in 1933. has a strong relationship with counterpart organizations in each province and territories (PESIC in this province) and various national organizations such as the Canadian Intramural Recreation Association (CIRA) and Canadian Alliance School Health (CASH). As the principle voice for physical education in Canada, CAHPERD has taken responsibility for developing education programs and initiatives that are generally picked up provincially. but also recognized internationally. In collaboration with other national and international organizations. CAHPERD has been active in drawing attention to the marginalization of physical education.

Prior to outlining CAHPERD programs and initiatives which impact on provincial curricula, it is necessary to focus on *'Active Living'*. a national movement that is a driving force behind many of CAHPERD's programs and initiatives. Active Living is a regeneration and reconstruction of fitness and recreation concepts from the past two decades in response to the social, political, and economic realities of our time. *"The last two decades have brought many changes to the way we live and see ourselves. We have become more sensitive to our health and the health of the planet. There is increased public attention to social and health issues"* (Staff - Focus on Active Living, 1992). In an attempt to make physical activity a way of life for more Canadians, fitness has been reinterpreted to focus on a more holistic approach, thus situating physical activity in a broader perspective of total life experiences and is aimed at enhancing well being and quality of life. This reinterpretation takes physical activity beyond outcomes such as improved muscle strength or weight loss, to focus on personal physical activity and to be considered within the social context of daily life. Anchored on the principles of being individual, social, and inclusive, *"Active Living can be an agent of social change"* (Staff - Focus on Active Living, 1992, p. 3). According to the advocates of Active Living, the

movement is still evolving and its success will depend upon our ability to work together within social, political and economic contexts.

CAHPERD's most comprehensive initiative, which drives all other initiatives, is a foundation document entitled 'Physical Education 2000'. In recognizing that there is an enduring struggle to keep quality physical education in Canadian schools, this document represents the shared ideals for physical education today and in the future. The document describes physical education as being rooted in historical, cultural, societal and gendered assumptions and attitudes about the body which govern how physical education is integrated in the school curriculum. It defines quality physical education and the characteristics of physically educated persons and presents standards for physical education against the backdrop of a rapidly changing society that is constantly redefining approaches to education. In giving an overview of the preliminary draft framework that would form the basis for future work on the construction of the Framework, Forest presented Physical Education 2000 as a key reference document.

> Forest: The second section [of this preliminary draft] comes directly or nearly directly from this document called 'Physical Education 2000', which is the CAHPER[D] mission document. And, upon reviewing that for a [Physical Education 6120] class last winter, we felt that it would be very strong, it really fell well in line with where the class through reading and research felt physical education should be moving in our province. (Brockerville, 1995, acm1, p. 4)

CAHPERD's show case program is Quality Daily Physical Education (QDPE). Physical Education 2000 (1992-1993) views QDPE as *"the means by which learners embrace lifelong Active Living and should be a school's ultimate activity goal"* (p. 8). The document defines education as a commitment to the holistic development and well being of every child, and to this end, physical education makes a unique contribution to the education of all learners and enhances cognitive, social, emotional and physical development. QDPE is defined as *"a planned program of instruction and physical activity for all learners on a daily basis throughout the entire school year"* (p. 8). According to Robbins (1990), a Physical Education 2000 task force member, every provincial ministry of education in Canada has endorsed quality physical education in its

schools; however, the mechanics of providing a daily program are seen as a distinct and local concern.

In more recent years (1992-1995) CAHPERD has been actively engaged in a number of initiatives to raise the profile of physical education - the most current initiative being *ACTIVEkids* (1995). Classified as a crusade, it has been developed to help influence the health and well being of young Canadians through QDPE. In this current initiative, CAHPERD has redefined QDPE to made explicit what was always implicit in the program. It now defines QDPE as

> *a planned program of instruction in the curriculum supported by activities*
> *such as intramurals, interscholastics and leadership opportunities,*
> *developed by a qualified, well-trained teacher to meet the needs of every*
> *student regardless of age, gender, ability, ethnicity or socioeconomic level*
> *and offered on a daily basis* (Bamford, 1995, March 16.)

According to Bamford, who is the QDPE National Director, *ACTIVEkids* has been created as a marketing component to help advocate QDPE in all schools and to help the general public gain a greater understating of the benefits and need for physical education in all schools. It ensures the media are informed and it also invites the corporate community to become involved.

CAHPERD has been also engaged in an Education Strategy to raise the profile of physical education and physical activity[8] in Canadian schools. This strategy has led to the formation of the Canadian Coalition for Quality Daily Physical Education in 1993. Membership has grown to a membership of twenty prominent national associations including the Canadian Medical Association, Canadian Heart and Stroke Foundation, and the Canadian Home and School and Parent-Teacher Federation. However, despite this effort, critical issues continue to inhibit the status of physical education and physical activity in schools across Canada. The roadblocks that impeded the viability of physical education curriculum development in Newfoundland and Labrador over the past three decades appear to be recking havoc elsewhere in Canada. In a discussion paper prepared for the purpose of initiating the Education Strategy, the status of physical education on a national level appears bleak--ministry consultants are practically non-existent, cut backs in consultants continue at the school board level, budget cuts affect the building of facilities, purchase of equipment, release of staff from extracurricular activities, and the reduction of compulsory physical education (CAHPERD, 1993, September, p. 9). Roy,

the QDPE Provincial Representative, who attended the Education Strategy Meeting, brought the concern to the committee table.

> Probably the most important concern that is happening on a national level is the Education Strategy... there is a hundred thousand dollars that they have accessed from Federal money, through Fitness Canada, through Health Canada. They are trying get an understanding of what's happening in terms of a profile of physical activity in schools in this country. There are a lot of problems... critical issues that are affecting physical activity in Canadian schools; by the way we [QDPE representatives] feel the issue should be physical education.... There are a number of issues that are happening that are drastically going to affect physical education.... Looking towards the mainland as a crystal ball, we can actually see what's probably going to happen to this province in the next five years.... cutbacks from provincial consultants, cutbacks from school board coordinators and physical education units themselves; this is no different than what is happening in this province and will continue to happen, I am sure. So we have a perceived need I guess to lobby strongly on behalf of physical education. (Brockerville, 1995, acm2, p. 5)

Further to this, the Education Strategy discussion document indicated that there is a lack of priority for physical education and physical activity among key educators and that CMEC refused an invitation from Fitness and Amateur Sport, Health Canada to join the Education Strategy.

Putting the Context in Perspective

In keeping with Kirk's (1988) concern about the marginalization of physical education, it is obvious that this subject and the human dimension that it is most closely associated with it, is perceived at a low status by officials at the highest level of decision-making at the formal level, both provincially and nationally. It appears that the lines between physical education, co-curricular activities and extra-curricular activities as perceived by high ranking officials and the media, and left to the public for interpretation, are relatively obscure. It is therefore a task of the study to analyze whether or not the

decision makers in the project considered the problematics as contextualized and then attempted to work out a scheme to account for the total physical education curriculum as suggested by Kelly (1989), and then suggest actions so that other curriculum developers, teachers-as-curriculum planners and other stakeholders may address the inextricable link among all learning experiences whether they be curricular or extracurricular as noted by Schubert and Walberg (1982).

At both the regional and national level there is a movement towards OBE and a common core curriculum. Within this province, as in other provinces, language, mathematics and science have been established as the common core to be taught to all students at ll levels; other subjects, such as physical education, are relegated to a secondary core. Subjects in both the primary and secondary core must state curriculum outcomes that reflect the specifics of a discipline, "yet also have an obligation to help students achieve one or more graduation outcomes" (MPEF, 1994, p. 10). It is the task of the study to analyze whether or not the project decision makers considered this to be problematic in light of the debate about OBE as revealed by the literature.

In summary, within Kirk's (1988) notion of curriculum inquiry, this chapter outlined the 'contextual' aspects of structure, character, setting and climate in which the project is trying to bring into being a collection of 'knowledge' that should form the basis for a formal physical education curriculum document that may have an impact on other decision-making levels in the educational milieu, most specifically, at the operational and experiential levels (Klein, 1991) and to be eventually expressed as a functional curriculum (Dodds, 1983, 1985). Chapter 5 attempts to analyze the 'interactions' of what happened in the project and how it happened, as various stakeholders at the formal level participated in the decison-making process of planning and designing the Framework.

Notes

1   Official contracts for further revision and writing of the document, ministerial leave for teachers from the field, and a meal, accommodation and travel perdiem for all members of the committee.

2   Many people, including myself at times, shorten the term physical education to 'phys ed' in print, but it speecht it sounds like *'fizz ed'*. Henceforth, I will place in brackets the proper spelling to deliberately remind readers that I emphasis the appropriate pronunciation. While this happens to be personal baggage, I believe that in an implicit way this commutation contributes to the physical edueation image problem.

3   The parent-teacher is a collogue of mine. As an advocate of quality co-curricular/extra-curricular, I did not put my colleague up to this question. He asked the question and I happened to be recording this public forum.

4   While the literature provides a definition of instruction, the Minister and others aligned with this particular issue did not provide a definition or outline any meaning of classroom instructions or what constitutes acceptable instructional activities. Based on the rhetoric, one is left to interpret it to mean the so called academic subjects--written communications (not language), mathematics and science, including technology. This issue is addressed in Chapter 6.

5   This could in all likelihood be unintentional and may need further debate which is beyond the scope of the discussion in this study. The main point here is that physical education and interschool sport become synonymous, probably creating the wrong impression about physical education in the eyes of the public.

6   This clause is a 1982 collective agreement item which guaranteed that only two percent of teachers employed by each school board could be laid off in any given year no matter how much student enrolment declined. The premise of the clause was both job security and program security.

7   The Foundation Program Working Group is one of seven groups appointed by the Implementation Secretariat to conduct projects emanating from the Royal Commission.

8   It is interesting to note that various documents with respect to the Education Strategy tend to place both physical education and physical activity together, while other documents only list physical activity or physical education. While it is not in the scope of this study this alterable and mutable pairing appears problematic, thus raising questions as to what ought to be profiled and advocated. Comments in the next statement attest to the problematic paring of the two concepts.

CHAPTER V

INTERACTIONS

Introduction

Deliberations about the Framework, as a formal document, commenced with the first of six PECAC meetings. In total, a series of seven critique cycles transpired, culminating with the second of two in-house review meetings. The interactions of participants (including me as participant-research), the decisions and subsequent action were analyzed based on an adaptation of Walker's (1971a&b, 1975) System for Analyzing Curriculum Deliberations (SACD). Using the SACD, a macro analysis of major episodes and a micro analysis of deliberative moves conducted on significant decisions and action in the project. A close examination of the 'committee stage' and 'post-committee stage' revealed four phases within the project (see Table 2). However, the reader should note that these phases were not distinct nor definitive; at times, the discourse would switch to and fro specific phases.

Phase I	Defining Roles and Tasks - a time of perturbation
Phase II	Establishing a Platform - consensus building
Phase III	Deliberations - decisions and action/indecisions and inaction
Phase IV	Bureaucratic Approval - clarifying language, goals and objectives; negotiating future reform

Table 2: Four Phases of Decision-Making and Action

The chapter is subdivided into three parts. Part one describes the features of the project throughout the four phases, that is, what happened based on informal participant observation. Part two discusses the interconnection between the project and the study. Part three presents a formal examination of specific decisions and action within the project. In examining how specific events unfolded, a micro analysis focused on proposals, or what I call 'deliberative acts' taken by the committee, as individuals, groups or the committee as a whole, in response to various problems, issues, and constraints, rather than on arguments as analyzed in the Walker (1971a&b, 1975) studies. The reader

should note that there was extensive data and that I extracted specific topics that were pertinent to the action orientated nature the inquiry. The chapter concludes with lessons learned with a perspective on how the project evolved with respect to various curriculum planning models, most notably Klein (1991). Schwab (1969, 1970, 1971, 1973) and Walker (1971a&b, 1975).

Part I
Inside the Project

A typical PECAC meeting was on average a two day affair usually scheduled early in the week or at mid-week. The first day consisted of a morning and afternoon session lasting anywhere between six to eight hours. The second day consisted of one session that ran through lunch for approximately five hours, cluing up at mid-afternoon. This permitted members from out of town to get on the road before dark and get home at a reasonable hour since they would have to return to school the next day. Large group meetings were conducted at the boardroom of the either the CLRS or at the SPEA. As some members arrived early, a series of small group conversations would transpire and continue until all members arrived. Conversations included discussions about school programming, including physical education, amateur and professional sport, or about politics at the local, provincial and national level. Discussions about the Royal Commission and Adjusting the Course documents were prevalent. Meetings generally started as officially scheduled except for a few times when members would be delayed by weather or traffic.

An Overview of Meetings

Early in the proceedings large group meetings would begin with a game. Forest would generally start with an action orientated cooperative game, while at other times, Colin would direct a paper and pencil game with the same cooperative intent. Excerpts taken from two interviews capture the essence of these games.

Henry: I think it was exposure to people, curriculum people in high places, that say, you know, this is as much physical education as bouncing the basketball in the sense that it's presenting a side, a cooperative side,

that most people, most teachers, let alone parents and students [are not aware off as they] perceive physical education as being a very competitive area.... Most of us [members], we knew these games, that we use these types of things, right? I think it was more for just loosening up the session. (Brockerville, 1995, actr, p. 4)

Colin: You know, I was sitting with a group of phys ed-ers [physical educators] and I just assumed that they were very comfortable with that. It was an expression in a sense of... physical activity which was really what we were all about, how to set that up formally in the school system and develop it. And we were practising it ourselves. It was probably quite good for climate building, and I enjoyed it. (Brockerville, 1995, ic, p. 8)

Also, based on several anecdotal stories by Colin at the first meeting, Forest proposed that each member 'share a thought' at future meetings. Several members did, but not necessarily at the top of the meetings; in particular, Stephen, one of the part-time coordinators, would share a story at any time during the proceedings to make a point or to get members thinking about a particular topic. Towards the second half of the committee stage, the games and the 'share a thought' idea, as an informal start to the meetings, were discontinued. Forest explains:

We were too concerned and maybe rightly so with the demands of the project which was to get this thing written, and people including myself, I'll speak for myself, I was more work focused on trying to get as much done in one day because of the time constraints that we were under. (Brockerville, cc2, p. 10)

Following the informal start, formal proceedings would generally begin with plans for scheduled breaks, lunch, an adoption of the agenda and approval of minutes. Forest would outline what he hoped would be accomplished during the meeting. Invariably, discussions at these meetings flowed beyond the agenda; but the committee remained cognizant of its task and would come back to the agenda after lengthy dialogues about curriculum issues from the past, or concerns about implementation and validation, protocol and conformity. When the dialogue was on task with respect to the Framework document, Forest and I would give a preamble about a specific concept, component or section of the document, then field questions about specific points from other members of

the committee. It was during these exchanges that ideas and concepts were clarified and ways of presenting them in specific sections were improved and elaborated.

Early in the proceedings when the discussions went beyond the agenda. the dialogue was predominantly about the role of the committee. redefining the committee mandate, and attempting to distinguish between a curriculum framework and a curriculum guide. However, the concerns about the marginality of physical education, past curriculum development blunders and concerns about implementation and validation always surfaced during every meeting, including sub-group meetings and during informal talks at lunch and during breaks. These concerns were requested to be placed on the formal agenda and did appear as an agenda item for one of the meetings, but time constraints on completing framework components forced the issue to be dropped. The particular issue was turned into a 'deliberative act' in the form of writing an extra chapter which went beyond the DET prescribed generic outline. Analysis of this deliberative act and others are presented in part three.

Large Group Meetings

Forest normally chaired the large group meetings with the exception of the sixth meeting in the latter part of the committee stage. This meeting coincided with the start of the Spring Semester (May 1994) and he had to attend morning classes at which time I took over as chairperson. Other than this occasion, I sat close to Forest, but not necessarily next to him, and assisted with directing the discussions about various topics and sections of the Framework. As for other seating arrangements during the large group meetings, regardless of the setting, most members of the committee normally sat in the same space with respect to the position of the chair (see Appendix VII). However, as the proceedings progressed, there was one notable change. Early in the proceedings at the CLRS, Colin flanked Forest to the right; but on moving to the SPEA, Colin sat at the far end of the boardroom. As well, there were times when Colin or Jake, and at times both of them, were absent or would have to leave during the proceedings to attend to other consultant responsibilities.

Sub-Committees

Early in the second committee meeting, Forest appointed sub-committees and chairpersons for Primary-Elementary, Intermediate and Senior High grade divisions. Selection was based on grade level experience. The task of these committees would evolve into studying and proposing specific physical education models and writing a design for each grade level division. However, the first task was to critique specific sections of the first Framework draft. Like the large group meetings, discussions flowed beyond the agenda; but each committee would come back to the agenda after lengthy dialogues about curriculum issues and personal stories related to particular grade division. Decisions and proposals evolving from these sub-groups would be reported back to the large group meeting, at which time the other members would critique the sub-committee work as was done for other components and sections of the Framework.

Specific Visits and Updates

There were a series of visits and ongoing update sessions. At the start of the committee stage, Wallace initiated the proceedings with formal introductions, outlined the criteria for selection to the committee and followed up with a brief history of how the project got started. Then, he gave a comprehensive overview of the committee mandate and presented a generic structure for curriculum documents as authorized by the Minister of Education and Training. As well, he outlined the protocol for publication and distribution to the school board districts.

Mid-way through the committee stage, Wallace and Dr. Harvey Mallard, the Director of Program Development, sat in for a morning update session of meeting three which happened to be the first meeting at the SPEA. Harvey gave an update on what was transpiring with regards to projects enacted by the Royal Commission Secretariat, indicating that decisions and recommendations by various working groups would impact on the Framework project and that the PECAC would have an opportunity to have input into the working groups. Wallace reported that on having reviewed a draft of the Framework, he was comfortable with certain thrusts (i. e. QDPE and Active Living), but uncomfortable with other thrusts (i.e. curriculum orientations) within the document. Both Wallace and Harvey cautioned about the use of jargon and the need for clarity for all users of the document. The committee drew attention to two major concerns - the need to

develop two credit courses for high school to comply with the thrust of QDPE and the need to have a sound validation and implementation plan in place for the Framework. On the same day of meeting three, Karen Drake visited the committee in the afternoon to report on the status of the Health curriculum. Discussions focused on the potential of Comprehensive Health complementing Physical Education in the goal of promoting a healthy and active lifestyle.

Several other updates meetings took place throughout the committee stage. Prior to meeting four, Forest and I attended two mini-meeting at CLRS. With respect to decision-making and action that is highlighted in part three, the first mini-meeting was significant. Forest and I met with Wallace. The discussions focused around two major topics - outcomes and an impending high school review. Wallace informed us about the need to include exit outcomes for specific grade division as a proposal emanating from Adjusting the Course. He informed us that a high school review was is the making as a recommendation from the Royal Commission.

> Forest posed questions as to who would speak for physical education as there were few board coordinators and that DET did not have a physical education consultant. Wallace replied that the internal consultants working on the Framework project, plus Dr. Mallard and himself would speak for the subject. Forest highlighted two major thrusts of the Framework - a strong stand on QDPE throughout all grade levels and two-credit courses in senior high to ensure a continuation of QDPE into senior high. Wallace indicated that it is incumbent on us, as writers and reviewers, to justify the need as he anticipated a downsizing in the number of courses being offered in the high school program. (Brockerville, 1995, fn7)

The second mini-meeting included the internal consultants. It focused on progress, timelines and the clarification of language.

Another update session took place within meeting five. During the second day of proceedings, the committee as a whole visited Wallace at the CLRS. During this update, the committee requested a sixth committee meeting to conduct a final critique of the document, with an emphasis on evaluation, in preparation to submit the document for the in-house review. Wallace approved an extra meeting. However, the major focus of the update centered around a debate about validation and implementation. The decision-

making and a proposed plan of action for validation and implementation that occurred during this session is a subject of analysis in part three.

In-House Review Meetings

Two in-house review meetings were conducted. The first was the in-in-house review meeting in which several other DET consultants joined Colin, Jake, Karen and Wallace to peruse the Framework (draft 7) that had been cleared through the PECAC. Wallace classified the meeting as a management in-house review. While I was not party to any of the discussion, I gathered from informal hints that the management review served as a 'screening' of the Framework with the intent of informing the writers, as to what will get past the next level of screening. In essence, the management review was about preparing to inform the writers what can stay in the document and what must be cut. This screening of the Framework document is another subject of analysis in part three.

This management in-in-house review meeting was followed up by the in-house review meeting. Forest and I were invited to the CLRS to meet with Wallace, Colin and Jake. The discussion focused predominantly on clarifying terms and re-ordering several sections. As noted above, Forest and I were informed that several sections had to be removed in order to get the document approved as a draft to go to the field for validation.

Part II
Connecting the Project and the Inquiry

From the onset and as noted in part one, a generic outline as to what was expected in curriculum documents (see Appendix VIII) was at the forefront of DET policy. Forest and I were given this outline during the first meeting within the pre-committee stage. Then, during the committee stage when the PECAC came together for the first meeting, Wallace reinforced the generic outline by holding up the Social Studies Curriculum Framework as a prototype. He indicated that the writers of the Social Studies Framework had used the outline.

I recognized the generic outline as Tylerian in nature, but at the time, did not realize the implications. It was not until I began to read more extensively in curriculum did I realize that there were extensions and alternatives to this classic curriculum planning

model, and that each model provides answers to different questions. As a participant-researcher, I began to share readings on the curriculum planning models, including readings in other areas of curriculum, with the committee. However, based on informal observation and substantiated by a review of the proceedings, there were no questions or discussions about models of planning, nor was there any suggestions or advise about following any models. Instead, the discourse focused on who we were, what we were expected to do and what we wanted to do. Problems, constraints and limitations were of high priority.

For the committee as a whole, given the task of reviewing the re-construction of a formal physical education curriculum that would take the field into the 21st. century, we were caught in a dilemma about 'what we ought to do' in response to our tacit knowledge (Polanyi, 1967) about the status of the subject in the education milieu versus 'what ought to happen' as prescribed by a generic outline entrenched in a Tylerian rationale. For me, the task was compounded. In addition to being a collaborative writer who was re-constructing the formal curriculum and being caught up in the dilemma faced by the committee, I had taken on the task of describing, explaining, influencing and critiquing what was going to happen, including self-critique. Essentially, the task of the PECAC in reviewing the construction of the Framework was to connect the elements of design to 'what is' and 'what should be' (Steller, 1993). For me, the participant-researcher taking on the role of action researcher, the task was to carry out 'deliberative acts' and encourage others to act deliberatively in clarifying the current status of physical education, deciding on what should be, and proposing an action plan to get there.

Doing this would be a formidable task. For the most part, during the committee stage, Forest and I were immersed in the critique cycles. Either Forest or myself would write a specific component of the Framework (i. e. the nature of physical education), bring it to the committee for critique, go away to re-write a new draft which would be further refined at the next meeting, at which time we would move onto another component (i.e. curriculum orientations) or dwell on logistics and procedure, or on specific concerns (i. e. implementation). It was within these critique cycles that I reflected on the status of physical education and the concerns about validation and implementation as expressed during the proceedings. Something had to be done to overcome the problems of the past and ensure a better connection between curriculum development and implementation. The action in response to these concerns and other concerns and limitations are examined in part three.

Part III
Analyzing Phases of Development

This third part reduces the data to significant decisions and action, including some indecisions and delayed action, that occurred during the project and explains how they happened. The core of analysis draws from the four phases as outline earlier in Table 3. The reader is reminded that the phases were not distinct nor definitive. The discourse about the construction of the Framework and the dialogue about other matters relating to the development of the Framework switched to and fro during the proceedings. Thus, the phases serve as a guide to organize the presentation of how decisions and action were made during the committee and post-committee stages.

Defining Roles and Tasks

Decisions about the Framework, as the primary focus of the project, were not always of high priority, especially early in the proceedings. The early sessions were a time of perturbation as the committee attempted to come to terms with its task and comprehend the meaning of a curriculum framework. Meeting one, in particular, was preoccupied with reports and explications from Wallace, Forest and Gordon. Regardless of who was speaking at any meeting, reports or explications were guided by questions and interjections from other committee members. On numerous occasions, in the middle of a report or an explication, various issues would surface and take the discussions off in an entirely different tangent. Decision about certain topics would be attended to later, while others were left hanging or never attended to at all.

Redefining the Mandate

From the top, a major report by Wallace focused on the terms of reference or mandate for the committee (see Appendix IX). While the primary mandate called for a review of the Framework which would lead to further rewriting of the document, other clauses called for the finalization of the primary/elementary and intermediate curriculum guides, which had been temporally shelved; the revision of course descriptions for high school credit courses; and the recommendation of teaching and learning resources for the various grade divisions. As the proceedings unfolded, the magnitude of the Framework

review forced the committee not to attend to other items in the mandate. Committee members would occasionally mention the mandate, indicating that we were running out of time as proposed for the completion of the Framework review and that we were not being able to address other clauses in the mandate. Forest or I would remind the committee that we recognized this problem from the onset and that we were only going to be concerned with the primary mandate. In essence, Forest and I made a decision to redefine the mandate by focusing only on the review and let the remainder of the mandate be renegotiated at a later time. A clarification from Colin during meeting four attests to the magnitude of the mandate.

> *I feel it's your right to get an extra day, or whatever, rather than put pressure on you [to submit the document in an incomplete form]. It's happened before... A lot has been asked of this committee, too much in my opinion for the timelines. That's been my experience and Jake has more experience than I. So if they get three curriculum guides or four curriculum guides plus a framework in one year, boy they're some lucky.* (Brockerville, 1995, acm4, p. 1)

Excerpts taken from meeting five in preparation for an update meeting with Wallace reconfirm the magnitude of the review and the need to renegotiate.

> *Colin: On sub-committee levels, what I think you definitely have to say, if I can suggest... is that if you want another meeting... I think he (Wallace) is open to that prior to the end of the school year... **But obviously, I just assume that... even with another meeting that none of the sub-committee documents are finalized documents by any stretch, right.** You just set the parameters; having the general goals, the general direction and maybe some... outline of the content areas, but not a lot I wouldn't have thought; I do not want to presume. So, I just assume you are going to be asking contract situation for the primary/elementary document, depending on where we are; I do not know where we really are on that one. An intermediate, I'm sure a contract will be required...*

Apparently, there were some internal talks of developing an intermediate guide first.

> *And, the senior high, I understood that there is being a lot of work done on that, but I assume also that contract would be required to actually complete those documents. **So it is up to you to forcibly say that, because he might feel somehow that through all - all the process that you come***

up with pretty well finalized documents. You need to impress upon him where you are on that, if you are not there yet.

Forest: I don't think we are going to have three curriculum guides at hand.

Colin: No, I mean, to ask for a framework document and all these guides in one year is a bit much.... When you came in, got together in September or October, or whenever it was, there were already X ... [number of] documents out there in draft, rough draft form, right, on the curriculum guides. Now that you have looked at them to get the philosophy right, consistent with the Framework, right, you are fleshing it out it a little more; but I don't think the real expectation was, even with Wallace. Maybe he was hoping, but I don't think his expectation was that they would be completed curriculum guides. And, you have taken this a lot further now; but still it seems to be a point that you have come to now, either this meeting or one other meeting, where each [document] needs to be handed over to someone to actually contract and write the things. And you need to say that very clearly on Wednesday morning if that's where you think you are. That's all I have to say - leave it with him, it's up to him to go further with that. When the contracts will be called for and what process that will go through, I really have no idea. (Brockerville, 1995. acm5, p. 2)

Ascertaining Roles - Actualizing the Review Task

Amongst reports about previous curriculum development and events leading to this particular Framework project and discussions about problems associated with prior development and implementation, the dialogue would turn to the role of the committee. While the PECAC was appointed to review the work of the writers, the specifics of 'how to review' were never spelled out. The committee as a whole, **in-process**, defined the role themselves. The following statement by Forest during meeting one as he guided the committee through the first draft started this in-process definition.

What we are doing at this moment,... What I want to do is walk you through and give you an idea of where this draft table of contents is coming from. You need to ask questions, like: What do this mean?; Why is it here?; Why is it important?; What for example, could be synthesized together? (Brockerville, 1995, acm1, p. 6)

This actualization was a developmental process that occurred throughout the first phase of the proceedings. For example, later in the same day, in response to Stephen's questions about sequencing and refining language in the draft document, Forest responds:

> *This is why you are on this advisory committee. You are going to take this document home and you are going to circle and red line and you're going to tear out maybe... and rewrite it. When we come back in December, we are going to say, now - How? Let's go through this document again, pick it apart. That's going to be the next project. Phase two of this, which is, go back, read, reflect and tear apart.... rewrite the words, fine tune it.*
> (Brockerville, 1995, acm1, p. 7)

The following exchange taken from the latter part of day two of the same meeting demonstrates the committee's **in-process** realization of the task that lay ahead.

> *Forest: What to do, is what you are doing now, which is critiquing it, going to rewrite it, revamp it, reestablish it, throw it out with the bath and start over wherever you have to come from. That's what I am here to try and support...*
>
> *Henry: You know, Gord has made it clear from the beginning and he said yesterday, he said himself, he's probably the greatest critic of this document. I understand where we have to go before the next meeting.... I think Gord expects to hear what we hear today [critique].... Already, he's taken something that the group [graduate class] has written and he has gone back and revised it.*
>
> *Forest and Colin: This is a starting point.*
>
> *Roy: This is very healthy what we're doing right now. Let's be very open-minded... I just don't want people to get defensive [in response to critique]...*
>
> *Gordon (cuts in): Is there anybody defensive? Am I defensive? I want to know.*
>
> *Colin: That's going to happen. For the next six months people will say, "I'm not attacking you", ...but, you are going to get all that. It's hard to*

put that aside; it's all here and out in the open. (Brockerville, 1995, acm1, p. 8)

The following exchange during meeting two clarifies the process further:

Stan: My understanding is that we bring this [draft document] back; Gord and Forest would re-write it and then it would be presented at the next meeting to be critiqued.

Colin: That's the way it goes. It's a long process.

Forest: That's where I am starting from; that's the assumption I am making about this whole process... You come back; you give us feedback during these two days or day and a half and then we go back and do another draft and move along from there. (Brockerville, 1995, acm2, p. 16)

Role of Internal Facilitators

Advice offered by Colin, as presented in preceding sections, give an indication of the role of internal facilitators; however, their role was never spelled out to the committee. Like the specifics of how to review the construction of the Framework it appeared that their role of facilitating was also an in-process realization. Based on observations, this in-process realization appeared to be a merging of experience from other projects with the situation at hand. Colin described it best in a post-committee reflective interview.

As you know, both Jake and myself did not pretend to have any expertise [with respect to physical education content]; we were basically facilitators and trying to bring department perspectives, both from our own personal knowledge, to assist the group and also as go-betweens - I guess between the manager and the director and the advisory group. (Brockerville, 1995, ic, p. 1)

Wallace outlined what he perceived this role to be in his post-committee reflective interview.

The internal consultant in all projects - it all comes down to the internal consultant, for the most part - reviewing drafts, making sure, facilitating internally the process of getting it typed, making sure that the appropriate covers are designed, making sure that when the document is given to me that it is ready for printing; in other words, it is read carefully, all typographical types of things. So even if a document is contracted out, eventually someone has to sit and read it to make sure it also reflects what the department is saying; to make sure that we have appropriate acknowledgements and standard types of things that we have in our documents. So there is a role for the internal consultant in all documents. (Brockerville, 1995, clrm, p. 3)

Comprehending the Meaning of a Framework

As the committee attempted to define its role in reviewing the construction of the Framework, it was also striving to comprehend the meaning of a curriculum framework as distinguished from a curriculum guide. During meeting one, as Forest guided the committee through draft one, he quoted the definition for a framework and explained the purpose in detail, quoting verbatim from the framework glossary (see Appendix X).

...a conceptual framework, you could call that a curriculum framework, if you like - it pretty well means the same thing. And it is very specific there what this document is intended to do. It is a guide which is explicitly designed and written to assist school communities of teachers, students and parents in their curriculum decision-making about K-12 programmes....[explains the contents of a framework as stated in the glossary]. And, I would provide a differing view, by saying that curriculum guides... are meant to be more detailed areas of content, delivery, implementation.... So that's - that's the difference, the difference of the two; one is more of a general overview - conceptual framework; one is curriculum guide, is a more detailed working document that the teacher would use on a daily basis or on a weekly basis. (Brockerville, 1995, acm1, p. 3)

Despite this explicit definition and explanation, the distinction between a curriculum framework and a curriculum guide did not sink in right away. During subsequent meetings, it would surface a number of times, especially when the committee questioned how the document would be used and by whom. Wallace, at the update session within

meeting three, contributes to the evolving comprehension of what a framework is and what it is not.

> *This framework document is, ah, will not be used by teachers on a day-to-day basis; this is a document for us to make sure in the Department that this is the direction that we believe in for phys ed [physical eduction] for the next number of years, for school boards to agree that this is the overall direction that they will go in, for principles of schools to be familiar with; this is the direction of phys ed [physical eduction], for coordinators or whatever future people are going to be around in terms, ah you know, ah inservicing teachers. In other words, it sets the tone; it sets the direction, it sets this whole notion whether it's two credits or one credit and all that sort of stuff. The other documents are the documents that you-we really want to get into the hands of teachers is the actual curriculum guides themselves. This is what you will do on a day-to-day basis in your classrooms, right... This framework is for the decision makers in many ways - to have a very clear direction from... grades 1 to grade 12 - to know exactly we were we are going by the year 2000 and beyond.*
> (Brockerville, 1995, acm3, p. 4)

Eventually the committee came to an understanding that the framework would answer mostly the 'why' questions about physical education curricula while presenting an overview of content or the 'what' in curricula and how it would connect with curriculum guides. The following two sets of dialogue demonstrate the committee's evolving conceptual grasp of a curriculum framework.

> *Maxine: How far down the ladder does a curriculum framework go, with regards to being used? How far down, because it never gets to teachers or anything like this...?*
>
> *Forest (cuts in): A curriculum framework could be used by teachers. For example, let's say, let's say we had a group of teachers working in a school, ok, or in a school board, and a group of teachers said "We want to develop a local curriculum for our school board, for our school area". It would be very important for them to go back to the curriculum framework...*
>
> *Maxine (cuts in): No, I mean with regards to these documents, with the provincial curriculum frameworks, what is the scope of, the range that they are used in?*

Forest: Teachers can use them for getting, for getting...

Maxine (cuts in again): Because frameworks usually aren't even in schools or anything like that; it's guide books that are in schools. as curriculum guides, not framework documents. I am just asking, where are they primarily used?

Forest: At the Department level.

Gordon: Well, I have - I have to say to you based on what I have heard from Wallace; it is that frameworks are only a recent phenomenon within the Department of Education. And, I think other people outside of Newfoundland sort have been looking at them as means, as sort of creating a structure which people can work within to develop their, either provincial or state curriculums. and to also help guide people, as Forest is saying, at the local level.... [Based on my understanding] the local physical education teacher in Joe Bats Arm can take this with some assistance from a curriculum developer. develop their own local curriculum.

Roy: I think a lot of the statements that come out of this are essential that teachers get a chance to read and they interpret [for themselves].

Forest and Roy summarize the dialogue about the question posed by Maxine.

Forest: [The Framework is used] at the Department level to guide the long term vision of a K-12 program...

Roy: I think curriculum committees at school boards levels will use this very well in terms of framing their programs. I think that's really important.

Then, Stan outlines how he could have made practical use of the framework. in developing a local wellness course just prior to the Framework project.

Stan: If the framework had been available, as we are doing now, and you go to develop a course yourself. or somebody decides. then these are the goals of physical education for this province, so what you develop has to be based on the philosophy of the framework.

Comments by Stephen and Jake solidify the conceptual grasp.

Stephen: I think other groups can follow it too. because, you mean, we are talking about the integrating of groups, community groups and so on.

Jake: I think I would emphasize... that it's going to be a document for district office and the Department of Education to be used to develop either a provincial authorized course or a locally developed course. So it has to be user friendly for teachers at the school level who will be working with a coordinator and a principal, maybe, to develop a local curriculum. So it should be user friendly for all the stakeholders in education.
(Brockerville, 1995. acm3, p. 9-10)

This conceptual grasp of a Framework was evident in a clarification statement made by Forest during meeting two; however, he pointed out that the conceptual grasp of any framework needs to juxtaposed by the inherent problem of putting a curriculum plan on paper.

This curriculum process has been in place for almost three years now - over three years (long pause). One thing that needs to be, that we all need to take stock off, is that we must, that no matter what we put on paper, tomorrow it's outdated.... So the constant renewal of curriculum is an issue. How long does this process take? (Brockerville, 1995. acm2, p. 4)

Establishing a Platform

When the focus turned to the Framework document during the first half of the committee proceedings, the committee made several major decisions that would influence future decision-making. First, during meeting one, after the formalities were dispensed with and talks about the review role subsided, the committee previewed draft one of the Framework which was based on the preliminary draft as prepared by the graduate class. Some concerns were expressed about language being saturated in academic jargon, and thus a need to tone it down while grounding the document in research. During the proceedings, as committee members became more familiar with the language and some editing was conducted, these concerns subsided as well. Discussions also focused on collapsing and sequencing some concepts and ideas, and suggestions were made to bring in other resources that might add other concepts and ideas. However, for all intensive purposes in the context of using the graduate work to find a bearing on the task that lay

ahead. a major decision was made that would shape the course of future decision-making. From the onset, the committee accepted the philosophical thrust that was advocated in the preliminary draft. The following statements by Colin and Forest in meeting one may have contributed to this decision.

> Colin: *My feeling is, yeah sure, bring resources along and put them on the table or different view points, or whatever. But, I still feel what the team developed, and what Gord has written, is more than just a starting point, seems to me, to be fair. And I think this is the understanding Wallace has that this was an important starting point. And, that should be the focus, in terms of guiding us, as to what we agree with in it and what we don't agree. And, what you don't agree with you bring along another resource to back that up, alright, but that document [framework - draft one] that we handed out earlier should - should still be the focus... of this group no matter how much we tear it apart. And, maybe... everybody is understanding it like that, but I feel that I should say there was a lot of work put into that and I don't want that to be just a resource amongst different resources. I think it has a little more status than that; I think that was our understanding at the Departmental level and I just thought I put that on the table, but not question the fact that you can bring whatever you wish to bring to the table; but it is in critique off the work done by Gord and his group.*

> Forest: *I think... that it is important that you spend some time with it and do more than a cursory reading of it. And, the intents and the philosophy and so on that's portrayed in that is very much a synthesis of other documents -- QDPE, Physical Education 2000 - stuff that I have written, stuff that comes from various readings from... world wide.* (Brockerville, 1995, acm1, p. 10)

The committee's acceptance of the philosophical thrust in draft one was based on the values and beliefs of the 'ecological validity' orientation as proposed by Jewett and Bain (1985), who were acknowledged as leading scholars in the physical education field. As well, a number of the committee members were familiar with this curriculum orientation

through graduate work. However, subsequent dialogue revealed some uneasiness with this decision, both for members of the committee and for officials at DET.

Curriculum Orientations: What's in a Title?

For the committee, the uneasiness with ecological validity as a curriculum orientation lay mostly with terminology. This concern surfaced following reports from the committee's first critique of the framework document. On reporting for the Intermediate sub-committee group during meeting two. Sherry indicated a strong leaning towards the ecological validity orientation yet the need for a more user friendly term.

> *So, we were to decide on some sort of orientation. I think we have a consensus of the ecological validity approach. We do have to decide if we are going to have a, if that's the term we are going to go along with or we are going to change that term, something that people can relate to... Should we have a different term on it...should we have our own name on it?* (Brockerville. 1995. p. 10)

Following a lengthy large group discussion as to how ecological validity integrates with other curriculum orientations. Sherry brings consensus to the committee.

> *It seems to me that we have agreed to the approach that has been tabled here; we just don't know about the name on it, right.* (Brockerville. 1995. acm2, p. 10)

As proceedings moved forward, the committee advised the writers to make the values and beliefs of ecological validity more explicit and offered suggestions on how to synthesize the other orientations that contribute to an understanding of ecological validity as the orientation of choice. Despite consensus about accepting the values and beliefs of this orientation, minor debates about a more appropriate title would continue, both formally and informally, until meeting three. Actually, curriculum orientations preoccupy much of the dialogue during the first three meetings. In an attempt to find a more suitable term, Helen shared articles with the committee which indicated that Jewett and Bain and their collogues were searching for a more appropriate label. Helen introduced the committee to an alternative title 'ecological integration' (Jewett & Ennis, 1990) which some

members readily accepted while others did not. The debate continued; however, the enthusiastic acceptance of a more user friendly title was tactility in the making.

A Tacit Connection in the Making

Practically every time curriculum orientations surfaced, discussions would focus on ways to be more holistic in physical education and how there is a need to connect the individual with society and environment, and local contexts with provincial, national and international contexts. An explication in which I talked about curriculum intentions and graphics that were displayed in an early draft of the Framework demonstrates the point.

> *Gordon: Through critical reflection or self-reflection, and then through all the activities in this diagram, also taking into account the local situation in a school and the community, the student becomes self-actualized and a student then actually takes on a broad world view.* (Brockerville, 1995, acm1, p. 5)

An instance by Helen with respect to connecting curriculum intents with curriculum orientations appeared to tacitly move the committee towards a more user friendly term.

> *If we are going to stay with the structures [of intentions and principles] put in global with regional and local, makes global more understandable. Then you kind of got the big picture...* (Brockerville, 1995, acm3, p. 11)

Probably, the most tacit movement occurred when Helen responded to Stephen telling a story about health tips from around the world. This moment in the proceedings appears to capture the essence of the dialogue about the direction that the committee was moving in creating a platform.

> *Stephen: There was one interesting clip on China related to nutrition. I'll tell you this before we break. They were trying to encourage people in China to eat ants and maggots because of the iron content in ants and maggots....*
>
> *Several committee members responded collectively: Yuck! Yuck!! Yuck!!!*

Helen: Your last point about ants and maggots is interesting. I'll try to tie it in. If we listen to the discussion that's just gone about our emerging rationale, I throw a caution out that I think none of us are particularly familiar with the orientation which we are trying to adopt, which is this kind of **personal, local, regional, global view of being well**. *Because the discussion we just had is one centered around being healthy as an individual and that is I believe not what this* **'personal-global'** *thing is. We are just in the same situation as teachers in the schools that somehow we need to get a grasp on what this bigger picture is of - of the things as our reaction "Yuck! Maggots and ants in China". Now as the educators maybe our job is to work to have our kids coming out of the system not necessarily going 'yuck, ants' because we realize that it's a different culture, the nutritional whole, the economy, how that ties in with what we value, what they value, that's part of what we are trying to get across — different notions of health and well being.* (Brockerville, 1995, acm3, p. 6)

Instances like these appeared to implicitly lead to the enthusiastic acceptance of **'personal-global'** as the substitute title for ecological validity and ecological integration. Recognizing that there was a sense of urgency in solidifying a substitute title for ecological validity, Helen skipped lunch on day one of meeting three and went to her office to pull together a list of potential substitute titles. Drawing on her own resources and a list that was put forward through a brainstorming session that morning, she compiled a composite list of alternative terms (see Appendix XI). The following excerpt from the final consensus building session about curriculum orientations depicts the discussion and enthusiasm that brought unanimity to the committee about adopting a title that would pervade the remainder of the project.

Gordon: So, at this particular timeframe, is there a consensus that we are adopting the orientations of self-actualization, learning process, social reconstruction that are integrated to make up ecological validity? And, are we trying to find a term that's going to be more suitable, more friendly?

Helen distributed a sheet with potential titles and the committee took several minutes to reflect.

Forest: Before we look at a title or a name or a label, are people comfortable with ecological validity? Maybe we should go around the table and get a consensus.

Henry: I think I am fairly comfortable with that, but I also want, I want to read more on that.... Everything I am hearing so far, even this morning, it's clearer than from the last meeting.... And if we are going to adopt this one I want to understand it. I think I agree with it; it sounds good. I don't have any alternatives....

*Sherry: I am not comfortable with the term as it is there - ecological validity or ecological integration; but I do, looking at this **global-personal integration** makes more sense to me... **I think global-personal integration would be very clear within the context of the rest of the information that we are putting out here.***

Stan: I am happy with it, the same as everyone else...

Tracy: I go along mainly with what Henry is saying....

*Gordon: I like these terms as well; **however, in terms of the global-personal, I am suggesting that it might be reversed the other way. I am saying this based on some other stuff that I am going to share with you. I am suggesting that it read 'personal-global'.*** (Brockerville, 1995, acm3, p. 12)

I gave a rationale that drew on work by Covey (1989). Using a scratch diagram, I displayed a 'circle of concern' and 'circle of influence' depicting learners learning to be proactive at a personal level, then at a local level in such a way that their circle of influence grows to positively impact on their corresponding circles of concern. Helen quoted the concept 'think globally - act locally' to connect with the reversal of words and went on to joke about shorting the title to 'per-glo' or 'per-gloppy'. Instantly, there was an ecstatic feeling through the boardroom. Comments by Forest confirm the adoption of 'personal-global' as the substitute title for ecological validity.

Forest: So, can we consider that as established.

Committee (collectively): Yeah! Yeah!! Yeah!!!...

Forest: What I see doing here is using the word 'personal-global' to replace 'ecological validity' and indicate that it is our representation of Jewett and Bain's ecological validity orientation. (Brockerville, 1995, acm3, p. 12)

Breaking Conformity

For DET officials, the uneasiness about the committee's decision to accept the 'ecological validity' curriculum orientation or 'personal-global' as it became known, was about breaking conformity with the typically accepted curriculum orientation. The committee had been made aware that other orientation schemes did exist and that officials at DET were subscribing to a curriculum orientation scheme as advocated by Miller and Sellers (1985). The following excerpt from meeting two contextualizes how the committee was informed.

Gordon: When we [the graduate class] were putting this document together we were more less focused... on ecological validity.... It was only after the fact that I got into reading Miller and Sellers and having seen - having seen the three types of orientations... transmission, transaction and transformation... As well, a person who is somewhat close to physical education is this fellow by the name of Ted Aoki and he talks about three orientations called technical, interpretive and critical. And, so the thing is, I think we need here, is to become familiar with those orientations, get the readings for you and we need to sort of focus in on which one we are going to take. Are we going to take as what's outlined here [in the draft framework document], or are we going to do what's in the social studies one or are we going to take Aoki's scheme....? We need to adopt a particular curriculum orientation to determine the sets of beliefs and values we are going to take with us into the particular models of physical education. It's imperative that we have some discussion about whose particular set of orientations that we are going to adopt.

Colin: If I could make a comment, I agree with you, I think this committee and whatever it is that you decide on, a scheme is a scheme, it's setting up a perspective, a way in which to view the curriculum. And, one should acknowledge that there are other ways to view it as well. The only thing I would like to say on the Miller - Sellers scheme... it is a Canadian owned curriculum orientation...which has been picked up in the States as well as Canada. The Royal Commission also picked up the Miller - Sellers

> *scheme. You will see reference in chapter 14 - transmission, transaction and transformation. I am not trying to push that one, but the Royal Commission uses it; we have used it in social studies. It's something you might want to consider, but if you want to go with ecological validity... you should put your own stamp on it. I thought I've give you that context.* (Brockerville, 1995, acm2, p. 2)

Subsequent to meeting two, a set of readings on curriculum orientation schemes by Miller and Sellers (1985) and Aoki (1978) were provided for the committee. Excerpts from an update session during meeting three further contextualize the concern by DET officials.

> *Wallace: What I am having some difficulty with and I might as well say it now, when I get into the curriculum orientations... and the terminology. First of all it is new terminology and I am used to terminology everyday because you get the social studies people with a set of terminology and the music people with a set of terminology. So I have become accustomed to different terminology, but there is some terminology here that I have never seen before.... I am not at a very good comfort zone. I guess with some of that.... My discomfort, just as well say it now, as say it a little later, my discomfort is with chapter 2 [curriculum orientation chapter]... If I can just make a general comment, that we and curriculum have been discusing the scheme in the social studies and other areas, in other words, the transactional curriculum. We have for the most part looked at these schemes and there has been discussion that the transformational curriculum is perhaps too far to move, but the transactional curriculum is one in which I think is fair to say we are trying to promote perhaps overall and I think the Royal Commission talks about the transactional curriculum.* (Brockerville, 1995, acm3, p. 2)

In sum, these discussions and others that preceded this update session made it appear that a gentle tug-of-war was transpiring. Forest and I, as curriculum writers, were promoting 'ecological validity (personal-global) and the advisory committee appeared to be leaning towards this curriculum orientation. While DET officials recognized our desire to go with the Jewett and Bain (1985) scheme, they had strong ties to 'transaction' as advocated by the Miller and Sellers (1985) scheme. I expressed concern about a pending struggle between the DET officials and the committee. In response to my concern, Dr. Mallard's statement provided an opening to avert a struggle and push towards an adoption of an

ecological validity (personal-global) orientation while providing an opportunity for the committee to break with DET conformity.

> *I don't think that there is anything sacrosanct about the orientations that we've [DET] been more or less promoting. I think you have used the right word. There is nothing sacrosanct about that. If there are other terminologies, other orientations, other ways of looking at it, I think they are also valid. So I don't think that you need to worry about a struggle.* (Brockerville, 1995, acm3, 3)

Deliberations and Action

It is difficult to pinpoint a specific timeframe when one phase stopped and another began, but it appeared that the decision to accept personal-global as the substitute title for ecological validity was a turning point in getting on with other decisions that the committee either delayed or was pendulous about adopting. The themes in this section account for how decisions, including indecisions, and action transpired in the second half of the proceedings. While these themes appear to be orderly and sequential, it does not reflect the unstructured reality of how it happened. Agendas were still used to order the proceedings for any given day and the evolving drafts would help focus the task; however, other issues would surface forcing the committee to go off task on numerous occasions only to return to the task at hand. The predominant concerns in the second half of the proceedings were about implementation and validation, and the protocol connected with these issues. As for decisions about the construction and structure of the Framework, the acceptance of personal-global orientation appeared to give the committee a more direct focus. However, even when the committee was focused, deliberations switched back and forth with respect to elements that were to be placed in the Framework. Even the elements that were selected to go into the Framework were constantly switched about in search of the best sequential fit. A number of the elements were screened through the political, social and economic context, which were discussed in Chapter 4. Some of these elements concentrated on relating the Framework to reform movements on several fronts.

Making Connections with the Active Living Movement

Two major decisions were indirectly related to the acceptance of the personal-global curriculum orientation and were accepted almost without question as they paralleled with components of social and educational reform. The first of these two decisions connected with the social reform movement of Active Living. The committee bought into Active Living as it pervades physical activity and physical education. Being a set of values and beliefs about integrating physical activity into a way of life, the task for the committee was to find a way to merge the principles of personal-global orientation with the principles of Active Living. The topic of Active Living had surfaced in meeting two and the comprehension of connecting it with physical education was already established. Roy articulated this connection.

> *Roy: I want to make sure we are clear on where Active Living fits into physical eduction. Physical education is not Active Living. Let's be clear on that (That's right!). Physical education is an avenue through which Active Living can develop.... Physical education and Active Living are not synonymous.* (Brockerville, 1995, acm2, p. 15)

This understanding between physical education and Active Living apparently led to the connection between Active Living and personal-global (ecological validity) orientation.

> *Forest: This [ecological validity] orientation that the [graduate] class arrived at, intertwines individual and social responsibility for achieving a sustainable environment. In other words, life long learners can become collectively responsible for the well-being of the local and global environment...* **For physical education this futuristic oriented perspective of curriculum development seeks to establish critical thinking and social action through Active Living. And that duplicates very closely with the orientation taken in the Phys Ed [Physical Education] 2000 document...**

> *Gordon: And if you look closely at Active Living and in terms of looking at those orientations... I think we here as a group, based on conversations last meeting, that many of us actually believe in this humanistic and social reconstruction, which is actually what Active Living is about....* *Or if you want to talk of another orientation, it's critical.* **We have to try to mesh all these together to come up with what we want to say, and bring them in line with Active Living.** (Brockerville, 1995, acm2, p. 3)

It appeared that a consensus of entrenching physical education in Active Living may have contributed to an acceptance of ecological validity (personal-global) as the orientation of choice. In all the discussions leading up to the acceptance of ecological validity (personal-global), members of the committee would go into lengthy story instances of how the philosophy and principles of Active Living and personal-global orientation connect, and how they themselves were personally connecting with the values and beliefs as espoused in the adoption of Active Living and the personal-global orientation.

Buying Into the Royal Commission

The second major decision that preceded, but indirectly related to the acceptance of personal-global curriculum orientation, was an incorporation of Arnold's (1989) *three dimensions of movement;* the *'in'* dimension, concerned with the qualities that are an inherent part of movement itself, provides an opportunity to participate in activities that are intrinsically valuable, holistic, culturally significant and an important source of personal meaning and knowledge; the *'through'* dimension, concerned with the instrumental use of movement as a means to an end, is used to achieve outcomes extrinsic to physical activity, such as moral values and conduct, aesthetic understanding and appreciation, social interaction and socialization; and the *'about'* dimension, concerned with the transmission and transaction of movement knowledge, involves the cognitive processes of learning concepts and procedures about simple to complex movement structures (Physical Education Curriculum Framework, 1995, June draft, p. 7-8).

During the process of debating the curriculum orientations, the committee was introduced and accepted the three movement dimensions as major planks for the subject matter or content of physical education. From here the committee set about making a connection between the movement dimensions and what the Royal Commission was advocating for education-in-general. This quest was ignited by Colin in response to a deliberative act by Gordon to actuate a Royal Commission assumption that the purpose of education was inherently linked to the curriculum.

> *Gordon: We have to sort of find a way to say, "Here is Physical*
> *Education; it's a distinct subject; it has something unique to offer in the*

school and also be able to sort of come in unison with all other subjects, but we need to be able to say why it deserves merit in the curriculum".

Colin: *I think the point... the way you have it, is rational. "What makes it different?". That's fine. but also "Why is it integral to the curriculum?; Why is it justified in the curriculum?".* (Brockerville, 1995, acm2, p. 17)

Deliberations resulting in drawing a link between the three dimensions of physical education and the educational outcomes as espoused by the Royal Commission.

> *As an important component in the total education of the learner, physical education is able to contribute to the educational outcomes expressed by the Royal Commission by; (1) fostering citizenship and (2) introducing the students to the major forms of human knowledge, emphasizing content and process (the* <u>what</u> *and* <u>how</u> *of education). The Royal Commission states that schools must teach students how to interact with other students, help them think critically, expose them to a variety of viewpoints and instill in them a core of common values....* (Physical Education Curriculum Framework, 1995. June draft, p. 5-6).

> *Viewed within the... three dimensions, physical education is a form of human knowledge* **in and about movement** *that emphasizes content and process (the* <u>what</u> *and* <u>how</u> *of education).* **Through movement,** *learners can strive to achieve specific physical education outcomes that foster citizenship. All three dimensions are inter-connected (Arnold, 1988; Bain, 1988; Kirk, 1988) to encompass the entire physical activity experience that embraces the Canadian* **cultural trademark**[1] *of Active Living. Physical education. as a school subject contributes to the promotion and building of Active Living Schools and Communities.* (Physical Education Curriculum Framework, 1995, June draft, p. 9).

Buying Into Economic Reform?

During the dialogue that led to an acceptance of Active Living and making connections with the Royal Commission, there were discussions about buying into the provincial economic reform movement. Discussions focused on making the Framework attractive to advocates of economic recovery and reform, with the intent of having these reformers look to physical education as a subject that serves instrumental ends. Immediately following the proposal that entertained how the movement dimensions

assisted in connecting the Framework with the Royal Commission. Colin posed a connection with economic recovery. The following excerpts give an indication of the dialogue that transpired.

> Colin: You might even want to look at "Challenge and Change", the economic recovery one to make a link in terms of a 'well' adult working society. taking from health costs and all this business. I think you can make a very legitimate argument.

> Forest (cuts in): I think there is definitely a connection; I am not sure how far we should go with that because there is a hidden risk of buying into a business model, a corporate agenda which we have to, in some cases, critique. (Brockerville, 1995, acm2, p. 18)

Following several comments and stories by other members, Forest and Colin round out the debate.

> Forest: I don't doubt that there is a tie in; I guess I am a bit skeptical about to what extent we can try to build in a corporate agenda into this...

> Colin: I am not in the corporate agenda business either, but too often we say, "We will have nothing to with that.", and to me it's a very very bad mistake, quite frankly.... all I am saying is don't be afraid to make some connection between the benefits of physical education and its effect eventually in the adult workplace. That to me is an important point even if you don't happen to have it up front burning in lights, but because it will be noticed by some and some who have power. I am not trying to say that it has to be a major point, but to ignore it is a mistake, because whether we like it or not it's going more and more that way and we sometimes have to make our connections with that new paradigm... (Brockerville, 1995, acm2, p. 18)

Some further, but short, discussions about the connection focused on finding ways to approach the issue of work and education. It was realized that the issue needed to be debated more extensively; however, under the circumstances of time constraints, the issue would only surface once more when I attempted to address Colin's suggestion in a future draft. The committee stopped short of an outright adoption of the proposed connection. It advised that the connections be subtle with the hope that the values and beliefs of the personal-global orientation would guide future decision makers and stakeholders. In a

section about creating an Active Living network of schools and communities. the Framework states this subtle connection.

> *Active Living Schools are an integral part of a healthy community network which would see....*
>
>> *School and community members collaborating and cooperating as* ***they build active and healthy learning and work environments....***
>>
>> *Newfoundland and Labrador as a role model that links Quality Daily Physical Education and Active Living as a means of developing a society* ***that values and cherishes academic, economic and social well-being.*** (Physical Education Curriculum Framework, 1995, June draft, p. 17)

QDPE Untouchable - An Unexamined Decision

Tied to the decisions to incorporate Active Living into the Framework was the decision to subscribe to QDPE. In reflection, and substantiated by a review of the proceedings, it was for the most part an unexamined decision. First, Roy expected QDPE to be entrenched into the Framework. This was no surprise as he was a strong proponent of QDPE, serving as provincial representative for this CAHPERD program. Second, Maxine was in agreement; her program had received a QDPE national recognition award. All other members of the committee appeared to accept it outright. As well, there was a strong signal from DET officials that the Department was expecting QDPE in the document. In a memo to members of the PECAC, disclosing the date and site of the first meeting, Wallace stated:

> *...included is a copy of* ***Physical Education 2000 (CAHPER).*** *You are asked to peruse this document before the meeting. The CAHPER document reflects, in measure, the Department's philosophy of Physical Education.* (Brockerville, 1995, lr10, p. 1)

Further to this, during the update session in meeting three, Wallace stated:

> *There are three major movements that we've all got some appreciation for, QDPE, and everybody, I think, in this province somewhere along the way*

hear about QDPE through Roy Nevelle or someone else, right. And so the theme of QDPE - Active Living which seems to be permeating everything those days and the national sort of thrust towards Active Living; and the third one is Comprehensive Schools Health... These three things are three big philosophical basis that we at the Department have become very familiar with... (Brockerville, 1995. acm3, p. 5).

During a discussion about QDPE in meeting two, Colin stated, *"We want to get QDPE enshrined [in the document]"* (Brockerville, 1995. acm2, p. 20). He went on to indicate that QDPE be given special attention and recommended that the program be explained in an appendix. Prior to the committee's decision to entrench QDPE in the Framework, the graduate class had already incorporated it into the preliminary framework draft, so it appeared that the only matter of concern was how to order its placement in the Framework document. As result of various discussions throughout the committee stage, QDPE was eventually given special attention in Chapter 1.

Adjusting the Focus: A Quest for Quality Daily Physical Education

In adjusting the focus of physical education in Newfoundland and Labrador, the Curriculum Framework promotes the idea of Quality Daily Physical Education as a means to achieving its purpose. (Physical Education Curriculum Framework. 1995, June draft. p. 15)

Further to this, there was an unquestioned assumption by the committee that once the Framework was authorized by the Minister of Education and Training, thus officially accepted by the Department, it would be more easily adopted by administrators in the school system. As well, Wallace advised that we incorporate QDPE into the Framework cover title believing that it would be helpful in selling the Framework[2]. **QDPE was untouchable.** As well, we were buying into Physical Education 2000 of which QDPE is the centerpiece. Forest and I were the only holdouts for outright acceptance. It was not that we disagreed with its adoption, for it was we who insisted on using Physical Education 2000 to ground the Framework. Our concern was about bringing a critique to QDPE and bringing a focus on how QDPE would be implemented. Several attempts, both formally and informally, including personal communications, were made to generate a critique but it went nowhere. Time constraints and an energy drain near the end of the

project appeared to force the committee onto other Framework decision elements, more specifically 'evaluation', which is analyzed later in another section.

Indecisions and Delayed Action

As noted elsewhere, decisions and action switched to and fro during the proceedings, and at times some decisions would get tabled. The committee would always return to some of these tabled decisions, while others never made it back to table. In the process some decisions may be considered indecisive, resulting in delayed action and even inaction. Two indecisions stand out, the first being an indecision about the use of graphics to enhance the document.

Draft one of the Framework document contained a diagram, as put forth by the graduate class, that attempted to graphically capture the philosophical spirit of their work. The graphic was intended to be used as a cover design. Early in the proceedings during meeting two, the committee spent nearly two hours debating the merits of the graphic; members made suggestions for improvement and each went away with the intent of bringing back adapted versions of the original graphic. An adapted graphic never materialized nor did the topic receive much attention in subsequent proceedings. The graphic that eventually appeared in the document was a post-committee decision. Forest accepted without question a graphic (see Appendix XII) that I designed as part of the editing for drafts eight and nine. In discussing this matter, Colin explained that this indecision and delayed action may have happened because we were a *"bit premature perhaps... [in] setting up a philosophical direction to gear us"* (Brockerville, 1995, ic, p. 16). He indicated that it would not be a major concern in preparation for validation.

> *... the framework will now go out as a draft in plain cover, other than the name on it and whatnot, in draft, but when it's authorized, it will go to our graphic designer and that's when we'll have to revisit that. Someone will have to revisit that and get that right...* (Brockerville, 1995, ic, p. 16)

A Dubious Decision About 'Outcomes'

The second, but more significant indecision was a hesitancy to buy into OBE and outcomes language. Discussions about the use of 'outcomes' surfaced throughout all

proceedings. Each time the concept was brought up, it was either tabled or diverted and at times trivialized. It may be interpreted at another attempt to break with DET conformity, but in this case the tide was too strong. Towards the latter part of the proceedings, the committee hesitantly adopted the term 'outcomes' over other terms such as 'intents' and 'intentions'. As there appeared to be an unrelenting pressure to adopt the concept of 'outcomes', without much insight as to what OBE is and what it is not, the decision to adopt OBE language was made rather haphazardly and reluctantly.

Draft one of the Framework used the term 'intents' to describe the things and actions to be accomplished in order to reach the desired future (Werner & Aoki, 1979) as subscribed to by the philosophical thrust of the document. Early in the proceedings, Colin indicated that he was not comfortable with the term 'intents'; he was not familiar with the term and recommended that the committee consider the term 'goal'. Forest informed the committee that the graduate class deliberately chose intents over goal or objective because the class felt that the term was more open-ended and more closely related to providing learning opportunities (experiences) that assist learners to become responsible for identifying and setting personal goals. Forest argued that the values and beliefs of accounting for personal growth in the humanistic orientation, as part of personal global (ecological validity) orientation, may not fit OBE. How could one specifically pre-determine the outcomes of self-actualizing? As well, he argued that 'intents' fit more with humanistic education than the behavioristic language that is typically used in stating objectives. An exchange between members of the committee during a large group forum reinforced the dilemma for the committee. This exchange resulted from a report by Stephen and Roy about sub-group committee critiques of the Primary/Elementary and Intermediate Curriculum Guides (1991).

> *Stephen: As the three of us were talking and going through this document, the Primary/Elementary one, we were ... making adjustments pertaining to [language]. If we set specific learner outcomes then we are predetermining what every grade two or every grade one child is supposed have done beforehand; then that's not taking into account all the different baggage or what each child is bringing into the situation and not allowing for different individuality. If say that a particular child, every child in grade two has to have this learner outcome and that's what this document [Primary/Elementary Draft Curriculum Guide] says - when we did the objectives, the grade level objectives, the grade one student will and then it list and the grade two student will and then it lists them and so on....[3]*

Roy: This came up in our group too, and we basically for all intensive purposes threw out all of the baggage that was in the Intermediate document.... Colin, you mentioned about the benchmarks that are coming up for grades 3, grade 6 and grade 9 that the Department of Education [and Training] is going to be looking at. Did you see that as a necessity in the document to have benchmarks there that we strive to achieve something to a certain degree?.... Can't there be something that students aspire to, that the program aspires to in terms in fundamental skills, you know, I don't think we throw those things out.

Colin: This is a huge debate and I don't think you got time to get into it now (it was late in the second day of proceedings). All I can say, I am pretty sure that the Department, because this whole outcomes based movement is sweeping right across the country, I am going to tell you now, I think that the Department is going to have a problem if you are not going to articulate some, some outcome goals, skills, attitudes, whatever you are going for. It has to be articulated in some form; benchmarks seems to be a route to go.... (Brockerville, 1995, acm2, p. 19)

This debate became a mini-saga that continued throughout the proceedings. Forest would argue against 'outcomes'; Colin and Jake would **advise** (not argue) that we seriously consider 'outcomes'. During meeting three, Forest put forth a minor modification, indicating that he changed 'intent' to 'intentions'. He offered the following argument in giving a report on editorial changes to the Framework:

Ok, general curriculum intentions. You noticed I changed the word from intents to intentions. And, the reason why I did that is because I went back and reviewed a number of curriculum documents from BC, Saskatchewan and others, and the word intention was used and it appeared to be as meaningful as the word intents and probably more acceptable for most people. I did not want to use objectives or the other terms, outcomes and so on, that we otherwise might be faced with; this may change and no doubt we are going to be lobbied as a group to change the word to objective or some other form of term. I think this can mean the same thing without being objectified. (Brockerville, 1995, acm3, p. 13)

In briefing the committee about a update meeting that Forest and I had with Wallace preceding meeting four, Forest stated:

> *The second last point is the notion of outcomes based education (sighs from several members). Here we go again! We didn't discuss it to any great depth. Wallace brought it up knowing that for physical education - it might be less of a problem for mathematics, science, technology, and even English, English language, but for physical education to try to look at an outcomes based orientation from what we've written so far, you know, it is a complete paradox in some senses, right. And, he knows that and you know. I explained to him that it would not fit within physical education.... If this document gets passed through the Department of Education [and Training] and through the Minster of Education [and Training], what if at some future point, I think that built in this evaluation section, which Gord is in the process of finishing right now, there has to be a strong case made against outcomes based education system, or an evaluation system for physical eduction.* (Brockerville, 1995, acm4, p. 4)

Later in the same meeting Colin outlines the pressure from the higher sub-levels at the formal DET curriculum development level.

> *The Royal Commission is putting us under the gun. if I can put it like that, I don't know if Jake would agree. I think that there is clear indication from the Royal Commission and the present review that is trying to implement that, that in point of exit outcomes at each of 3, 6, 9 and they are doing it for graduation to begin with, they are kind of developing down and implementing up; that's the process that they want to do. I don't think we are going to be able to avoid some general sense of learning outcomes.... I think it might be going against the grain and we might not have any choice in general terms not to specify some general learning outcomes.* (Brockerville, 1995, acm4, p. 5)

The mini-saga continued on into deliberations about an evaluation scheme that transpired during meeting five and six.

> *Gordon: In the process of me trying to come to grips with evaluation and reading the different literature, certain words and terms came up, that may provide confusion or may not. Wallace talked about having our evaluation centered around outcomes. The word has been used here this morning a number of times; however, I'm not sure if outcomes is appropriate language for us. It's generally associated with mastery learning, based on where I've seen it written in the literature. It might*

> *even be a technocratic term; I'm not sure. But Wallace suggested it be in there, so the thing is, part of the political act is trying to find things that other decision makers are going to latch on to. So it is in there. You judge if it's appropriate.* (Brockerville, 1995, acm5, p. 20)

Based on the dialogue, it appeared that Forest resisted OBE language. It is clear that Colin and Jake advised the committee as to what was being advocated by DET. They did not coerce the committee; they simply informed the committee about a decision that was made at a higher sub-level in the formal curriculum development process. However, as writers and reviewers in the Framework project, we were expected to be comply. There were signals that Colin and Jake did not particularly agree with OBE, but they had little choice in the matter, as evident in their advice to the committee. It appeared that the committee, including myself, did not fully comprehend OBE. Whether Colin and Jake, as the internal consultants, understood OBE is another matter that was not apparent during the dialogue. Towards the end of meeting five, a collective decision by all members of the committee to simply stroke out the word intentions and substitute it with outcomes appeared to be a dubious decision. Very little thought or deliberation went into to the decision; the committee just succumbed to pressure of a powerful message from higher up. On reflection and substantiated by a review of the proceedings, the committee did not seek advice on OBE, nor was there any advice directed to the committee except the message to write statements of intent in outcomes language. As the Framework was accepted as a draft document for validation and as I brought closure to the study, the matter of addressing statements of intent, intentions or outcomes was rather incomplete and will have to be attended to in the future. Colin summed it up best.

> *This academic year 1994/95, all outcomes have been done for all subject areas except for physical education. ... at some point, hard as it might be, we're going to have to, as a group with the physical education community, the committee is going to have to write their programs in outcomes terms. Whether we like this approach or not, it's a given. And the last thing physical education, I think, should want in any case is to be different, completely different, from any other subject. When it comes to outcomes, I think they will have to go that route, starting next year, either through committees or an extension of the framework, through a consultant, consultants hired or whatever. At some point, outcomes will have to be written.* (Brockerville, 1995, ic, p. 10)

Adopting Physical Education Models

While the primary role of the PECAC was to review the drafting of the Framework, the three sub-committees evolved into mini-working groups that attempted to adopt and or create physical education models that would serve as a program design for each of the grade divisions - Primary/Elementary, Intermediate and High School. During this phase of the proceedings, there was a temporary switch back to a time of perturbation as a new task had to be defined. Forest outlined the task, defined and reviewed models of physical education, and put in place a plan to facilitate and coordinate communications between the sub-committees.

Problems of Coherent Design

In an attempt to conceptualize an overall scheme and write an introduction for the design chapter. Forest admitted to making an unilateral decision to recommend certain physical education models based on an assumption that the ecological validity (personal-global) orientation would be accepted. The three sub-committees, deliberated independently to consider his recommendations. Each sub-committee accepted the suggested models outright, but had problems putting together a coherent design. In reporting back to the large group the debates were intense as ideas were exchanged about each model. However, the most notable concern was about 'What goes into a design?'. The committee as a whole appeared to grapple with what should go into a design and how it should be ordered. This concern surfaced in meeting three and again in meeting four. No one on the committee, including me, asked if there was a specific way of organizing the design of a curriculum. The best attempt at giving directions about how to design is captured in the following explication by Forest in response to concerns as to what should go into the design of a high school credit course.

> I suggest that if you go to the Social Studies curriculum framework, ok, everybody has that. Now use that as a general model because what it does; first of all it provides a general description of what children would learn through social studies for the intermediate level, ok, then it's a bit more specific, I think, about grade levels. So if you use that as a format, we've got rationale for physical education already constructed, we don't need to re-rationalize it, but what you may have to do is focus on how this

*particular orientation, personal-global, is being carried through into this
course, right. It's got to tie in, and this is the big problem with these old
[1991] curriculum guides that were just published two - three years ago.
There was absolutely no articulation from course to course, grade to
grade. We got to really tighten it up and make sure it's clear. And, this
orientation is that skeleton that we got to tie onto - all the bones and all
the meat got to be joined together to get this thing [Framework] together.
So if you want to include an introduction... a description, and then
intentions, an introduction that ties in the personal-global to this age level
or this grade level, a description of what would unfold presumably within
that course. And, obviously it got to be general enough to include every
school... it got to be general enough for everybody to interpret. And,
then, what specific intentions would you have for that [course].*
(Brockerville, 1995, acm4, p. 3)

It appears that knowledge of curriculum planning models could have improved
the deliberations at this phase of the proceedings. Forest, as the chair of the committee,
did not suggest Tyler's (1949) model as a way of conceptualizing a design, and neither
did Colin nor Jake, as internal consultants, make any suggestions. In essence, the
committee had established its platform by adopting personal-global orientation and the
three dimensions of movement; and the deliberations were leading to a design in which
elements such as intentions/outcomes, content, activities, and evaluation needed to be
organized and presented in a coherent fashion. Despite the critique of the Tylerian
rationale, it was here that the committee could have used advice to order the design of
various grade level physical education models and high school credit courses. Walker
and Soltis (1986) had noted this advice about Walker's (1971a) naturalistic model of
planning, that is, the establishment of a platform, then deliberations, but when it came to
design, they recommended that planners need to return to Tyler's traditional paradigm or
as Posner (1988) advises - identify the elements and present how they relate to one
another conceptually.

Mindful of Local Settings

Despite the grappling about how to design programing for each grade division,
including high school credit courses, a significant concern about being cognizant of local
settings were evident during deliberations about design. While the sub-committees

adopted specific models for each grade division, they were fully aware of creating flexibility so that each model was open for local adaptations. Forest captured it best.

> It is possible for teachers, for example, to take some of these models and combine them together and create, you know, obviously their own local philosophically driven curriculum, which may have touches of wellness in it, or personal meaning in it, or sports model - play education. Again, it is driven by both the teacher's history and the school's context. (Brockerville, 1995, acm3, p. 17)

This was consistent with beliefs about development that were evident in the early phases of the proceedings. On numerous occasions, while it was argued that curriculum development and design may need guidance from the top through a Framework document, it was also strongly argued that in order to be truly authentic, there must be flexibility in accounting for situational circumstances.

Stretching Boundaries

It was obvious from the start of the project that evaluation would be an important issue in the proceedings. During the second day of proceedings in meeting one, Colin commented on how he observed that evaluation appeared to be important to the committee and offered some advice.

> *I think I heard more on evaluation from you than I do in other groups that I work with. And, I realize now how important evaluation is to you and how it is important in any case, but we [in social studies] have gone with the Department evaluation handbook, basically. We have not re-invented the wheel at all and I suggest that you don't need to re-invent the wheel, but you need to modify it according to your own situation.* (Brockerville, 1995, acm1, p. 2)

The evaluation chapter had to be written from scratch since the graduate class did not get a chance to give thorough attention to this element in writing the preliminary draft. As indicated in Chapter 4, I requested to write the Framework evaluation chapter in anticipation that it would be an area of concern during educational reform. Being

aware of the marginality of physical education in the school system; the apparent teacher-coach role conflict[4]; and the emphasis on accountability emanating from the Royal Commission. I set about doing an extensive literature review on evaluation. The evaluation proposal that I presented to the committee was a 'deliberative act' that intended to stretch the boundaries as to what was typically advocated by officials at DET. During the pre-committee stage, Wallace informed Forest and I that an evaluation chapter for curriculum documents typically focuses on student evaluation. During the committee stage the Social Studies Framework was held up as a prototype on how to approach the evaluation chapter. Having entered Marsh's (1992) definition of a framework in the graduate preliminary draft, I knew that frameworks could go further (see Appendix X, items g & h). The following explication made prior to presenting the evaluation chapter for committee critique demonstrated my intent.

> ... the section that we're going to do on evaluation, chapter 5, goes beyond the Social Studies Framework. Social studies and the information that Wallace gave to us basically says that the evaluation chapter is about assessing student achievement. My readings of evaluation and then thinking and reflecting on it is that you can't separate student achievement from assessing teacher competency. You can't separate teacher competency from program evaluation because they're all inter-linked. So I felt that if we're really going to sort of try to move forward in physical education, we have to have something in there where physical education teachers can look to themselves to assess their own competence, but as well provide a guideline so that when somebody comes in to evaluate us as physical education teachers or any group of phys ed [physical education] teachers, they have something to start with. We know what they're looking for. We can determine, we should be saying what they should be looking for in a physical education teacher. So that's why you'll see teacher competency in that section. It's a political act to put it in there because it's going beyond what the Department expects. So is program evaluation. They [DET officials] talk about program evaluation but it's not in any Framework document. I'm proposing that it be in there for physical education. (Brockerville, 1995, acm5, p. 19)

Over the course of several critique sessions in which language was modified and specific sections altered, the committee accepted the proposal to have the evaluation chapter address student evaluation, as typically expected, and go beyond to include teacher self-

evaluation and program evaluation. The next hurdle would be the in-house review. Colin gave a forewarning and the committee responded.

> *Colin: In the meantime, you know, again what the Royal Commission is saying, we're not going to be doing assessments on ourselves. The three levels of teaching, the entry, intermediate and master levels of teachers, is going to be done by some external person, an outside person.*
>
> *Sherry: Well, who decides the criteria for that?*
>
> *Tracy: Yes, who decides it?*
>
> *Henry: That's the issue that Gord is addressing.* (Brockerville, 1995, acm5, p. 25)

The in-house committee came and went. The subject of evaluation never surfaced as other issues received more attention, some of which are analyzed in the next three sections. However, this does not mean that teacher self-evaluation and program evaluation are guaranteed to stay in the final document. The following reflective interview cut with Colin excerpt the future in perspective.

> *Gordon: I advocated teacher self-assessment and program assessment, and I considered that to be a deliberate act on my behalf. You know, I deliberately put that in there with good intentions. I know it wasn't in the Social Studies Framework; I argued and got it through at the committee level, and it wasn't touched at the in-house review. What are your thoughts on that?*
>
> *Colin: Well, I think the department would probably feel that program assessment is the responsibility of the department; I mean, teachers should always be assessing their program. I don't see anything seriously wrong in that. But I think the Department will say: "We will be the ones that will do the overall program assessment because of the program....". In terms of self-assessment, to be honest, I think the Department feels that anything in the area of teacher assessment is the purview of school boards and not of the Department per se and they have all kinds of mechanisms, and it's a bit of a hornet's nest.... We're not going to put anything in there on the Framework that... school boards might not like. So, I think there'll be some elements of that, that traditionally we've never been involved in. And it's too near to other jurisdictions that are not our [Departmental]*

jurisdiction. I don't think there's anything wrong in self-assessment but school boards may have - they may want to create their own self-assessments. (Brockerville, 1995, ic, p. 20-21)

A Major Dilemma

The historical context in Chapter 4 highlighted the problems of curriculum development and implementation that preceded the Framework project. Committee members were fairly cognizant and concerned about these problems right from the onset and as indicated in an earlier section, concerns about implementation always surfaced during each meeting. During meeting one, in response to Sherry's concern about teachers relating to the values and beliefs as advocated by the Framework, Forest stated:

> *That's why I think inservicing the document is important so that people can get an idea of what the document is about, will be able to ask questions, such as "What does that mean; how does it relate to me, the teacher in the classroom?". (Brockerville, 1995, acm1, p. 12)*

The following exchange taken from meeting two about incorporating QDPE into the school system further attests to the concerns.

> *Roy: We got to start really ensuring that we have quality [physical education] work out there in our schools and that we get as many teachers on side with this process as possible, as many administrators on side--*
>
> *Tracy (cuts in): I think we got teachers on side--*
>
> *Maxine (cuts in): Yes, but a lot of the networking is not done; it's just not getting down to the teachers; the teachers are just not being filled in.*
>
> *Forest: Well, you know, the case has been made a number of times; this curriculum framework process has got to get out to the teachers some way, right! And, you know, there are going to be barriers put in front of us in terms of how this document is going to be circulated and brought out to all the teachers. We're going to have to try to overcome those barriers. (Brockerville, 1995, acm2, p. 8)*

Based on the historical calamity of physical education, which all members were becoming more aware of as result of the constant dialogue, the committee considered the separation of development and implementation to be problematic, a dilemma to be resolved. The following exchange highlights the dilemma.

> *Henry: I am thinking of the people out there; I'm feeling for my colleagues that are out there, that have been in the same boat that I've been in up to probably a year and a half ago.... What we are advocating as a group, and as a body (large sigh); **maybe I am ahead with the implementation again**, but even before implementing it, it's got to be really, **they really got to grasp it;** I'm grasping it more and more by hearing everybody, right.*

> *Helen: You come to the heart of what's happening here. You have brought to the floor, the curriculum development process whereby the Department gets the group to develop a document. We're all learning because we're having to put the damn document together; it may affect our teaching--*

> *Henry (cuts in): It's got to affect, this process--*

> *Helen (cuts back in): A document given by a school board to a teacher, can be read, can be thought about, it very very rarely produces change in the gymnasium. And, that is because we are stuck in this process of curriculum development. My belief, and I have tried to say it several times, the only way you get the curriculums to change is to involve each individual teacher in the process and take the power away from the Department of Education and bodies like this, because by reading a document, practice doesn't change; there is a gap between theory and practice. The whole process, as far as I am concerned, is hollow, apart from the people around this table. It may have some impact on our curricula; it won't have the slightest impact on teachers.*

> *Forest: There is another possibility, which is that, if the curriculum which this committee supports is left open enough so which permits development to occur at the local level, ok. There is room for the teacher to feel included in developing the curriculum...*

> *Stephen: It takes a while to get to this stage, the whole process of how we are going to do it and how we are - we are going to relate it to other teachers is scary.*

Forest: The process is, trying to build up a curriculum and a supporting rationale that gives power to the teacher, that says, "You're free to make decisions at the local level with respect to the context of your school and your community".

Helen: I support that more than developing a curriculum which is like a church service, which tells you what to do and takes the power away; but I still maintain that whatever, however liberal and empowering are our intentions, we deliver a document, a piece of paper, hard copy and the gap between this and the change in the teacher's practice does not happen unless the teacher is involved in writing it and thinking about it [and practicing it]... (Brockerville, 1995, acm3, p. 14-15)

There was an expressed need to learn from the past. I insisted that the committee be always conscious of the problem and search for ways to resolve the dilemma. In response to a concern about implementation that was expressed by a committee member during a sub-committee meeting early in the proceedings, I gave the following explication.

To me, if we are really going to have an impact on physical education, there is no good of us sitting here for ten days and Forest Grey and myself going away and sitting down for hours and hours and putting together a package which then will be edited by you and then go out into the province. It will make, it will make Wallace Brave and anybody else at the Department look good, ok. I think Wallace is very genuine as for trying to get us to do something, ok, or we wouldn't be here if it wasn't for Wallace. But the thing is, I want to make it clear to anybody at the Department of Education, that if we are really going to have authentic curriculum development, from the moment it was conceived to the moment that it's felt in each classroom or each gymnasium, that... [implementation problem] has to be taken care of.... While our mandate right now is to create this framework... we cannot separate it [from implementation]; we have to be insisting on a way of moving it into the district and into the classrooms. (Brockerville, 1995, acm2, p. 11)

Breaking Boundaries

The Royal Commission, as a formal DET policy, makes it clear that development and implementation are separate issues. *"New curriculum would...be developed cooperatively, through the auspices of the Department of Education [and Training]. Once developed, it would be the school boards' responsibility to implement, monitor and update the curriculum"* (p. 302). Officials from DET consistently advocated this line.

> *Wallace: We rely very heavily, and when I saw we I mean the Department of Education, but also in particular the Program Development Division, We rely very heavily on the school board office and in particular we rely on the assistant superintendent responsible for curriculum to coordinate, facilitate the implementation of curriculum changes that have been prescribed by the Department of Education. The program development division do not go directly to schools; we go to board offices, and if something doesn't happen in a school, we have very little control over it because the board office has been given that particular mandate.*
> (Brockerville, 1995, clrm, p. 13)

On considering the host of concerns - the absence of a physical education consultant at the DET, few coordinators at the board level, past implementation problems and the problematics of separating theory and practice, development and implementation: the committee deliberated about an action plan. Two proposals were put forth. The first one was hammered out at an update session with Wallace during the fifth committee meeting. The committee came to the update session prepared to obtain a viable validation process that would overcome the problems of previous validation schemes. In seeking a proposal, it was recognized that plans may not fly with assistant superintendents as it would be breaching on their territory or role as being responsible for curriculum implementation at the district level. As the process had been flawed in the 1991 curriculum guide validation process, the committee, under the leadership of Forest, insisted on a 'deliberative act' to ensure a solid reaction from the field.

> *Forest: There is a possible lack of reaction anticipated, and we've identified maybe why. There's a feeling around the table that it may happen again in physical education... And a suggestion has been made that, well, here's an alternate process which I can see is not going to hold with the role of the assistant superintendents. So maybe that's going too*

*far, but it seems that we have an anticipated problem and rather than just
pursuing the process as it is at the moment....maybe the first stage is to do
the process as normal, invite reaction, and we get it from seven or fifteen
of the boards. And then in situations where the coordinators maybe aren't
clear or it's a partial responsibility, there needs to be another step in the
process where the department goes back and requires in very firm terms a
reaction by such-and- such [a date]---*

*Wallace (cuts in): Another option here is to convene what we would call
one-day provincial round tables in two or three different locations in the
province. In other words, we would have a round table here in St John's
for a day in which there would be a group of physical education people
invited to the round table. Now when I say physical education people, I'm
talking about physical education teachers, some board office people, let's
say a couple of people from the faculty, yourself and us; and we would
sort of take a day to discuss let's say the document in the Avalon. We'd go
to Central Newfoundland probably and do a similar thing; maybe go the
West Coast and do a similar thing, and invite some people from Labrador
to come to the West Coast. We've done some things like that before, but
we haven't done it very often. Now, we could create a special case here I
suppose. We had a major conference in Health a couple of years ago
because we wanted to create in health. I guess, an awareness of what we
were up to on the topic of school health.... Now, in looking at physical
education, I could justify, I think, convening some kind of special
meetings in physical education.* (Brockerville, 1995, acm5, p. 10-11)

In the second 'deliberative act' in response to the apparent gap between theory and
practice, I proposed the inclusion of an extra chapter in the Framework, going beyond the
typically accepted practice as outlined in DET generic outlines for curriculum documents
(see Appendix VIII). In keeping with the contents of a framework as defined by Marsh
(1992) and included in the Framework glossary (see Appendix X, item i), I wrote a
chapter entitled 'Curriculum Reform and Future Development'. I presented the following
rationale to the committee.

*... tied up with evaluation and assessment is the idea of reform. The
government is reforming the curriculum. This process here is a type of
reform. But the thing is, does it stop when this document actually has a
stamp on it by the Government? I'd say no. We'd have to go further, and
so therefore chapter 6 was written with the pure intent of being political.
Now, the thing is, you can assess it here and say, okay, is it worth it to be*

in there? One way or another. it will appear. Because it'll probably appear in my thesis down the road. But the thing is. I sense that it can help us address our concerns. Henry expressed fear about how far will this go. Well. I think chapter 6 is about helping to overcome and alleviate that fear and frustration that may occur down the road. (Brockerville, 1995, acm5, p. 19)

Drawing on work by Hargreaves (1990), this extra chapter proposed a critical path for physical education curriculum reform that intended to re-link theory and practice, development and implementation (see Appendix XIII).

This Framework, as part of educational reform. considers curriculum development, assessment development, student development, and teacher development to be interconnected with curriculum implementation. The Framework recommends a series of development and implementation stages to be phased in concurrently and sequentially, with the intention of supporting the collaborative responsibility advocated by the Royal Commission. Curriculum research by teachers is encouraged at each stage. (Physical Education Curriculum Framework, 1994, December draft, p. 84)

The PECAC accepted the proposal. The internal consultants warned that we were on the edge and prepared us that it may not get beyond the in-house review. and in fact, that did happen. During the in-house meeting. Wallace indicated that this extra chapter could not stay. since it was not typical for frameworks as published by DET. He recommended that we remove the chapter and submit it as a separate committee report. He advised that keeping the chapter in the Framework would delay an authorization by the Minister of Education and Training. Forest and I complied. The chapter was cut from the Framework (June, 1995); however, the following reflective interview with Forest suggested another 'deliberative act' that goes beyond the project and the inquiry.

Forest: Well, I think the implementation model that we should use for the future should be more actual research; we should look at actual research sites in different parts of the province and have them as starting points...

Gordon: And that's the essence of that extra chapter. Wallace recommended that it be a report. One of the elements of this thesis research that I'm doing is that while I'm trying to understand the process

and explain the process, it's also to show how I was being deliberative as a writer, as a facilitator, whatever, and I see two major acts that I did. One was that I said that we had to go beyond student evaluation with respect to the evaluation chapter; that stayed. And the other one is that we had to move towards an action research model of curriculum development. At least people are thinking about it and it's going to be submitted as a report, which will not get a stamp of approval on it from the Department but it will always be there hanging over somebody's head.

Forest: *You could take the report and circulate it to every physical education teacher in the province through the NLTA, you know, put it in their school package.*

Gordon: That's a good idea. Excellent!(Brockerville, 1995, cc2, p. 19-20)

Bureaucratic Approval

While it was acknowledged from the onset of project proceedings that DET accepted the philosophical thrust of the Framework as posed by the graduate class and later accepted by the PECAC, the document would have to go through a bureaucratic wringer before being approved for distribution to field as a draft document. The reactions from Colin, Jake and Wallace about stretching and breaking boundaries as outlined in previous sections, and their message from higher sub-levels about the committees reluctance to buy into OBE, attest to an explicit form of bureaucratic approval. However, on closer examination there was a more subtle method of approval. All members of the PECAC, that is the physical education members and the internal consultants, would help flush out ideas and concepts and help order the structure and design of the Framework; but the internal consultants appeared to have another agenda. Whether is was intentional or unintentional, both Colin and Jake did a considerable amount of red flagging of language and assumed intentions that were advocated by the Framework. A fair amount of this red flagging focused on the fundamental beliefs inherent in social reconstruction as part of the personal-global orientation. The following excerpt indicates the flagging and the typical response by members of the committee.

Jake: A related issue of course in this orientation is we have to ask the question, "What would this orientation mean if we have to translate this into a curriculum guide and a teaching strategy?" Would this mean that a

curriculum guide would have to list strategies for teachers to organize student groups for political action against the government of the day? If that is so, it could be problematic, because generally we as teachers are not suppose to get involved in political action....

Gordon: Recognizing the merit of what Jake is saying, ah, while government may be referred to as one of the villains when you look at social reconstruction, it's the way society is itself that is part of the villain - what goes on in the workplace, what goes on in the school setting, on the field, in the gymnasium... You know, like government really doesn't have much to do with it; it's the way society is constructed and operates that I think social reconstruction wants to work towards....

Roy: The concept of Active Living is a form of social reconstruction.... (Brockerville, 1995, acm3, p. 8)

Towards the end of the proceedings the committee decided to focus more on social responsibility rather than on social reconstruction, not because of the red flagging by the consultants, but rather the committee found it difficult to devise a scheme for student assessment from a social reconstructionist view of the curriculum. Excerpts from the debate demonstrate the dilemma and the decision to back off.

Forest: Okay, let's have a quick round, an example of assessing inequalities and injustices.

Derrick: The point of view of teams - How do kids pick teams? There's always somebody left behind. Social injustice.

Tracy: Sharing equipment, shared space and partnerships, and so on.

Helen: None of those fit with social reconstruction; those are individual, group... It's a bit of a grand plan for us to try and evaluate social reconstruction, when I don't personally feel that we've got much of social reconstruction in the whole curriculum framework. What that really means is the big picture, gender, race, the biggies.... I don't know that we've got that really in the framework. A little bit....

Gordon: We, as a group, have recognized it as important. We may not be able... to wrap our heads totally around everything we've got here, but the thing is, if we ignore it and don't make it part of our curriculum development, then it may not see fruition down the road. But if we have it in here now, there might be somebody else who might be able to take this further.

Helen: I agree with you, but that's not the issue here. The issue is we've got to evaluate it and I'm saying it's not really explicit and none of us in our levels of sub-committees have explicitly stated it as an intention...

Sherry: Well, and inclusion, which are two national initiatives we are trying to take on a provincial level, also can come in underneath the [social reconstruction orientation]... But I'm not sure about the evaluation part either.

Helen: This has gone a lot further than some of you have been willing to go and for others less far than you wanted to go. And to try to mediate that is important. But if we make a claim or assume we're making a claim towards a social reconstructionist's perspective and we haven't achieved that, then we need to... pull back. (Brockerville, 1995, acm5, p. 31)

Probably the most red flagging focused on a quote that was referred to as the *'political act'* quote that the graduate class had put in the preliminary Framework draft and appeared in all subsequent drafts, except for the final draft (June, 1995) that was accepted by DET to go to the field for validation. The quote read as follows:

Curriculum development is a political act. Those (whether ethnic, occupational, or special interest) who have access to program development have power to define social reality and to impose those definitions upon other groups. This means that certain individuals and groups have the power to control the thinking of students and teachers by shaping conceptions of the society and world in which they live. In this way program developers become the gate-keepers of reality definitions. They select, classify, and evaluate viewpoints and knowledge for inclusion within programs. Certain perspectives are legitimized to the exclusion of

other points of view. Such gate-keepers represent an unequal distribution of power among groups within schooling contexts because everyone does not have equal power to control the content of curricula and in part, the attitudes and activities of students. (Werner & Aoki, 1979, p. 49)

Both Colin and Jake chipped away at this quote to make it more presentable to other DET officials and they constantly informed the committee that we were being too political with respect to chapter one of the Framework. Wallace confirms this view during his first reflective interview.

I'll be quite honest with you, the political act, I think, was more you and Forest only; I didn't want to be nasty about it. And in fact you did yourself a disservice by, I think, putting the quote in to start with because I've had other people make the statement that the first chapter of the framework is too political. (Brockerville, 1995, clrm, p. 19)

However, in the same interview, Wallace brings out the point that we were making by placing the quote in the document - power and control pervades a curriculum development project.

Well, the fact that you were contracted to write and draft the document meant that you and Forest were given what I would consider, and this is where you and I, I think have some disagreements perhaps or some misunderstandings, and we talked about this earlier, that curriculum development is a political act and all these sorts of things. Well, the fact that I awarded an approval, had approval to give you a contract and Forest a contract, it meant that you people had, I won't say one hundred percent control, but you had a considerable amount of freedom to research and draft and write a document on physical education that reflected current research and readings. But you couldn't do it in isolation; you had to do it in collaboration with a group of your peers. And most of the people who sat around the table with you were your peers or graduate students that Forest had been involved with, to a point where I think if you look at who the group was, they are a fairly influential group in the physical education community. And so I sit back and look at it and say, the committee had a fair amount of autonomy, and you and Forest had additional autonomy in which the only people that you really at the end of the day were responsible to was me... (Brockerville, 1995, clrm, p. 18)

Wallace's recollection and analysis of the process of appointing writers and an advisory committee attests to what the quote is making explicit about the process of curriculum development. Forest and I, along with the PECAC, were given power to define social reality for other teachers and students. This power and control, or lack of it, is the subject of the next chapter.

Putting the Process in Perspective

In keeping with the methodology, it is necessary to reflect on how the process of decision-making that occurred in the project relates to models of curriculum planning, specifically Klein (1991), Schwab (1969, 1970, 1971, 1973) and Walker (1971a&b, 1975). This final section is intent on making that relationship and going beyond to account for relationships with other models of planning. It concludes with a retrospective on Kirk's (1988) notion of curriculum inquiry.

Turning first to Klein's (1991) conceptual model for decision-making it is obvious that the focus of decision-making was on the curriculum elements of purposes (or whatever other term that is appropriate), content and evaluation. The decision-making occurred at the formal (state/provincial) level with factors from other levels, including sub-levels within the formal level, affecting the process. Decisions emanating from the Royal Commission affected the decision-making of the committee. The committee bought into the content element of the Royal Commission by making connections using the three dimension of physical education. However, the committee attempted to resist moves towards couching the Framework in 'outcomes' language; but forces at play at a higher sub-level forced the committee to comply. This non-compliance is a factor that was not fully attended to as the study drew to a close.

On considering other levels that influenced decision-making in this project, the societal and academic levels combined to influence a philosophical thrust for the Framework. The work of physical education scholars at the academic level merged with the work of advocates of Active Living at the societal level to evolve into a curriculum orientation that reflects a personal-global approach to designing physical education curriculum. As for other levels in Klein's model, the 'personal knowledge' (Polanyi, 1967) of committee members who were party to three other levels, namely the instructional, operational and experiential level of curriculum, while representing the institutional level, was brought to bear on the decision-making. The various 'deliberative

acts' were carried out with the intent of being proactive at influencing various other sub-levels within the formal level with the hope that the acts would reverberate back to the levels that they represented. The 'political act' statement is testament to this conviction.

Turning to Schwab's (1969, 1970, 1971, 1973) practical model, the inquiry did not focus an indepth analysis of whether or not the decision-making treated ends and means as mutually determining one another. However, with respect to curriculum orientations, the committee did weigh alternatives and chose the one that best fits the values and beliefs that the committee hoped would take physical education curriculum development into the next decade. On considering Schwab's commonplaces, it was evident that teachers, learners, subject matter and milieu were represented in the deliberative process; however, it is questionable whether or not the project had expertise in every commonplace. Teachers, subject matter and milieu appeared to be have the greatest representation. As all members had some expertise in understanding children, it did not appear to be problematic in this project; but it might be something that more thought should go into as future curriculum development focuses on curriculum guides and thus gets closer to the instructional and experiential level.

Walker's (1971a&b, 1975) naturalistic-deliberative model appears to represent exactly how the project unfolded. While the inquiry was heavily influenced by Walker's study, I was not aware of this model, nor any of the others (to my knowledge), when the project began to unfold and as I conceived the idea to study the process. Based on the analysis, it is evident that Walker's model helps describe how decision-making unfolded in the project. The adoption of personal-global orientation, Active Living and the three dimensions of movement may be considered explicit planks in the Framework platform. In other words, these planks were the conceptions, theories and aims which the decision makers in the project intended the future of physical education curriculum to stand on. The mindfulness of local settings and the need for local adaptations of the curriculum may be considered less explicit features in the Framework, but were certainly significant images that were an expressed desire of the writers and reviewers. The advocation of action research as part of a critical path for future physical education curriculum development is also a significant image with a procedure, or course of action, attached to it.

The decisions associated with the adoption of a platform may be considered deliberations. While various curriculum orientations were available; the committee was courted to entertain the Departmental line; but on considering the alternatives, the

committee chose the most defensible alterative with respect to physical education. The data that supported that decision evolved from the graduate course in curriculum and the members of the committee sought other data to help argue and solidify its decision. The committee's dubious decision about outcomes may also be considered part of the deliberations. In this case, decision points were formulated, alternatives choices were considered with arguments for and against suggested decision points; but the dubious decision about choosing outcomes over other alternatives, such as intents and intentions, was made because the committee was constrained by not having sufficient data to argue its stance in the midst of pressure from higher decision-making levels to conform to Departmental policy. In addition, the deliberative acts about stretching and breaking boundaries were part of the deliberations. Based on the historical calamity of physical education and personal knowledge (Polanyi, 1967) about the field, something had to be done with regards to the problematics of validation. The committee could have ignored implementation and focused on the development of the Framework as document; however, it chose not to separate the two. Instead, the committee considered alternatives and chose the most defensible alternative subject to the acknowledged constraints within the system.

The study and adoption of physical education models may be considered a move towards design. However, it was here in this stage of the process that the development of the Framework appeared to hit a roadblock. The problem of incoherent design attests to this claim. As the Framework was being prepared for validation and as the study came to a close, it appears that the committee could have benefited from knowledge about how and when to use the Tyler rationale, as a conceptual model, to overcome the problem of design.

In retrospect, it appears that the decision-making in the project reflected an eclectic approach to curriculum development in the absence of prior knowledge about models of planning. Moving beyond the three models that appeared to be at play in the decision-making process. Forest and I were also advocating action research, that is, in keeping with Stenhouse's (1975) process model and McKernan (1993) procedural-inquiry model. Both of us advocated curriculum development in which the Framework could serve as a conceptual guide while action research could serve as a form of professional development and curriculum change at the local setting.

In keeping with Kirk's (1988) three dialectical features of curriculum inquiry, the Framework, as a formal curriculum document, represented a collection of physical education *'knowledge'* that the writers and reviewers brought into being through a series of critique cycles. The decisions and action by all stakeholders at the formal level represented the *'interactions'* in the curriculum process. The historical calamity of physical education curriculum development along with the milieu of social, educational and economic reform combined with the politics of reform represented the 'context' in which the Framework came into being.

Notes

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[1] One of Health Canada's long-term goals is to instill 'Active Living' as a cultural trademark in the identity of Canadians.

[2] On several occasions, both formally and informally, Wallace made this suggestion. During a mini-update session (Wallace, Forest and Gordon) he suggested that we use the Framework sub-heading as noted above for the cover title. After a numbers of debates, culminating with the second in-house review meeting, Forest and I in consultation with the committee, went part way on his advice. The cover title that was submitted for field validation read **Adjusting the Focus in Physical Education: A Personal-Global Curriculum Framework**.

[3] Stephen went on to tell a story as he typically did during all proceedings. In this particular instance, he make his point by telling a story of how he had witnessed a self-actualizing experience of an elementary boy learning how to skip, an objective or outcome that was not predetermined, but rather it occurred as a result of the experiences or learning opportunity that Stephen had provided in the teaching-learning setting.

[4] Personal experience made me fully aware of this dilemma. During my early years of teaching (1976-1984), I spent more hours preparing and conducting athletic practices and hosting tournaments as I did with the formal prescribed physical education curriculum. Mid-way through my career I started to question whether or not I should stay in physical education. I attempted to get my school administration to give me more preparation time to administer the informal co-curricular athletic program. When they could not comply, I relinquished my volunteer service to inter-school sport to re-focus on the informal intramural co-curricular program and the formal curriculum.

CHAPTER VI

INTERESTS SERVED

Introduction

In moving beyond 'what' happened in the project and 'how' decisions were made, a deliberative inquiry compels the inquirer to seek answers to 'why' events and decisions happened as they did. In moving beyond **why** and in keeping with the critical nature of deliberative inquiry, the inquirer must examine 'whose interests' were served or not served by the project and the decisions and action within the project. This critical viewpoint makes it imperative that I examine the decisions and action of key decision makers, including me as a participant-researcher. I conducted this examination and interpretation from two perspectives. Concurrently, I looked inward at the decisions and actions within the committee, including some pre-committee decision-making, while looking outward at decisions and action that appeared to affect the decision-making of the committee.

Initiating Critical Reflection About the Project

To initiate this critical reflection, I focused on the 'political act' of curriculum development as a place to start an analysis of power and control in the project. Wallace was correct in his assessment that it was Forest and I who predominantly insisted on placing Werner and Aoki's (1979) quotation in the Framework document. However, I disagree with his assessment that we did ourselves a disservice. To the contrary, the quote did exactly what we intended it to do; that is, to make the political act of curriculum development explicit and inform other stakeholders in the project that we as curriculum writers were potentially defining the social reality for other teachers and their students. I cannot speak for my classmates from the Physical Education 6120 curriculum course, but I recognized Werner and Aoki's intent of making the politics of decision-making explicit. Whether or not Forest, as course instructor, intended to influence the decision-making of the graduate class, I deliberately chose to place the quote in the preliminary draft. Forest's actions of insisting on keeping the quote in the Framework as long as possible during the critique cycles indicated that he subscribed to my deliberative

act. As with curriculum orientations and curriculum models for physical education.
Forest introduced the graduate class to the political act and by doing so made the class
aware that what he was doing, as an instructor in a curriculum course, was in fact a
political act. The next step would be up to the students in the course: we could either
ignore his attempt at conscious raising or we could use the knowledge to help us act more
truly and rightly in future curriculum development. In other words, we were given an
opportunity to apply 'phronesis' or practical judgement that is guided by 'praxis' or
reflective action (Grundy, 1987). Once the Framework project transferred from being a
graduate course activity to being a DET officially sponsored activity, the same conscious
raising was presented to the PECAC.

> *The quotation from Werner and Aoki which deals with curriculum
> development as a 'political act' was specifically put in this document to
> have the reader understand that whenever we deal with issues of
> curriculum and what goes into a document and what gets rubber stamped
> as a curriculum guide for a province is in essence a political statement,
> because there are some things that are going to be included and some
> things that are going to be excluded.... [For example] a document which
> says that physical education should be both competitive and cooperative
> or neither one of the other is making a political statement, ok, because it
> excludes some peoples view points. This [preliminary draft] document is
> written with the view that this is a statement from one class, one
> perspective based on the literature they read, and that any decisions that
> are made by this committee are in essence going to be political. Now, I
> want to state that up front, but at the same time not to get it confused with
> the notion of... [party politics], that kind of large P politics... It has to do
> with power and control in decision-making.* (Brockerville, 1995, acm2, p.
> 1)

As with the graduate class, the committee's options were either to ignore this
attempt at conscious raising or to use the knowledge to apply phronesis during committee
deliberations. On having the quote explained, the committee decided to buy into the
notion of making the politics of curriculum decision-making explicit. We knew that
officials at DET would be sensitive to this explicitness and it was borne out in the
dialogue that appeared in various sections in Chapter 5 (i. e. breaking boundaries). While
we made every effort to be explicit about the politics of decision-making, it appeared that
some DET officials assume that the process of curriculum development as transpired in

the project is apolitical. On several occasions during the proceedings. Jake made this claim. During the in-house review (March 8, 1995), at which time Forest and I were told that the political act quote had to be removed from the Framework, he stated:

> *"I believe curriculum development to be a pedagogic process rather than being a political act."* (Brockerville, 1995, fn3)

This statement appears to oversimplify curriculum decision-making and contradict the action taken by the consultants during the proceedings as they red flagged the language, values and beliefs as advocated by Active Living, and social reconstruction as part of the personal-global orientation. In addition, they chipped away at the political act quote. Now, on the other hand, it could be interpreted that in their role as consultants, acting as a go-between for the sub-levels in this formal curriculum development project, they were acting in the best interest of the committee and physical education. This topic is addressed later. Nonetheless, Jake's belief and actions represented a conflict between the notion of curriculum development being either political or apolitical.

While this brief reflection may account for why we chose to highlight the political act in curriculum development, this inquiry compels me to address whose interests were being served by our deliberative act. In attempting to strive for phronesis, I can say that Forest and I were not serving our own interests. It probably would have been easier not to have included the quote. Instead, we were mindful of future curriculum development, not only at the formal level, but at all other levels that combine to give rise to a functional curriculum (Dodds, 1983, 1985). If the quote had not been removed from the Framework as a product of our deliberations, the political act statement could possibly have served to make the politics of decision-making explicit at the local level, that is, at school sites where teachers could apply phronesis through reflective practice as part of action research. By insisting that the quote be deleted from the Framework, DET officials placed limitations on this possibility. However, it does not necessarily eliminate the possibility; it just delays the potentiality, and it is my hope that the inquiry keeps the notion of the political act at the forefront as curriculum development is negotiated at all levels in the educational milieu.

By insisting on keeping the quote in as long as possible, we were letting DET officials know that while we, as writers and reviewers, were potentially defining the social reality for the physical education community, we as a committee were having our

reality defined by the political act of educational reform in the Atlantic region in conjunction with reform emanating from the Royal Commission and other major reports such as Adjusting the Course and the anticipated high school review. The politics of power, control and autonomy was played out in the decision-making and negotiations that transpired over issues such as curriculum orientations and outcomes. It is this power and control that I now address.

Dynamics of Power and Control

Whether or not DET officials were prepared to acknowledge that curriculum development is political rather than being apolitical, there was a recognition that power, control and authority were at play at various sub-levels, including the committee level itself. This power and control played a role in decision-making right from the onset of the project. Within the committee attempts were made to make it explicit; however, analysis of data revealed subtle displays of power and control.

Selection of Committee

The selection of the committee, with respect to DET's unwritten policy of having denominational, gender and school board representation, is a salient political move with respect to the larger context. Having been given the autonomy to propose a list of potential members. Forest and I worked within the political (macro) context to meet the political (micro) context as to whom we wanted to work with in a committee structure. This may have been a form of internal control that we were able to maintain; so when it came to making major proposals, for the most part, members were on side due to former acquaintance either through working relationships or through graduate work. In other words, Forest and I were able to solidify a stance on certain issues. This was played out when the committee, as a collective, advocated the personal-global orientation over the predominant transactional view as put forth by DET. While it may appear that we controlled the discourse by selecting the committee, we were conscious of what we were doing and made it explicit. The following statement is testament to this explicitness.

> *Forest: There is already a fundamental agreement amongst - amongst all of us here about a lot of issues related to phys ed [physical education]*

> *curriculum. There is a lot of agreement here. How do I know? Well,*
> *because I was partly involved with inviting each of you here and I had a*
> *sense from dealing with you, whatever level I dealt with you, that there*
> *was a common core of thought.* (Brockerville, 1995, acm1, p. 9)

In keeping with competent communications (Habermas, 1970a&b, 1978, 1979),
we encouraged the committee to question our work, ideas and proposals and for all
members to contribute to the discourse. During one the earlier sub-committee meetings,
Gordon stopped the proceedings to inquire about this matter.

> *Gordon: I want to stop for a second and back up. I want to ask you a*
> *question. Am I pushing it too much? Because the thing is, I'm tied up in*
> *this and I want it to be something that you can claim ownership too, so*
> *eventually the rest of the province can claim ownership to it as well. So*
> *tell me directly, am I pushing it too much (pushing?) pushing a certain*
> *direction?*

> *Stephen: I don't think you are pushing. I think we just to have tie in with*
> *the [Active Living and QDPE] stuff that Roy is bringing to the table from*
> *a national perspective and all the other things; then I think we'll have a*
> *really good curriculum framework. Like I said earlier, this [draft*
> *document] gives us a basis for doing this [critique]. It might mean doing*
> *a little bit of reconstructing and a little bit of adjusting that, but I think*
> *this [draft] gives us something to work with.* (Brockerville, 1995, acm2, p.
> 13)

The comments from both Forest and Gordon that transpired following a report from that
sub-committee meeting is further testament to an attempt to encourage competent
communications.

> *Gordon: Ecological validity (personal-global)... It's been stated that this*
> *one intertwines learning processes, humanistic and social reconstruction.*
> *We can say that's where we're probably coming from without saying*
> *ecological validity and go on to say that these orientations seem to take us*
> *to Active Living, which seems to be what we are getting at. Is that making*
> *any sense?*

Forest: So tying in the language from ecological validity, to tie it with the descriptions with Active Living that currently are printed throughout Fitness Canada documents.

Gordon: For example, we say, as Shelly says, here is what the scholars are saying and here's how we... operate in the field of physical education. Here's how we interpret it and right now at the national level, at the provincial level, Active Living... fits in with what we want to do in physical education.

*Forest: **Is there anybody that wasn't in that sub-committee who wants to ask questions or raise an issue or disagree with that orientation, so I open it up to the table here?*** (Brockerville, 1995, acm2, p. 14)

Working in Tandem

Despite our attempt at competent dialogue and our explicitness about selecting the committee, further analysis of the proceedings revealed a subtle form of control that appeared to be played out, unconscious to everybody, including Forest and I and the internal consultants. For almost every concept emanating from the various Framework drafts or proposals put forth, Forest and I always worked in tandem. When I proposed deliberative acts with respect to stretching and breaking boundaries, Forest with assistance from Helen, contributed to the proposals with supporting commentaries. Vice-versa, when Forest was speaking about an idea or a topic, Helen or I would immediately follow up with a reinforcing comment, or make an addition to his reports and explications, and at times pushed forward to another level. On the other hand, when Colin and Jake were both present at the proceedings, they would work in a similar fashion in critiquing or giving advice on a specific direction that the committee was considering. At other times, both the writers and the consultants worked in tandem. The following excerpt ensuing a lengthy discussion about the merits of orientations connecting with the movement dimensions demonstrates the tandem team work.

Forest: I understand your concern. You know, we're not finished with those dimensions yet and maybe there are other ways of doing it. But I think keeping the medium of activities close to the learner is important. It sends a direct message about where the leaner is in relation to specific activities which occur in schools.

Jake: Could I comment to reinforce what Forest said to maybe respond to some of your concerns. We had the same challenge developing our curriculum guide, how to come up with a framework for teaching language arts....

Gordon: Could I say one other thing? .... It's obvious that we are adopting the... [ecological validity elements] so that gives a set of values and beliefs that we are going to take with us as we move towards creating a framework. I sense that we are bordering right on "What model do we adopt then to be able to sort of implement our values and beliefs?". I think that is another stage and another time when we start talking about movement education, we talk about Hellison's humanistic model...
(Brockerville, 1995, acm2, p.16)

While the co-working between Forest and Gordon, with help from Helen, Colin and Jake, demonstrated cooperative leadership within the committee, there was an understanding that Forest was the official leader. This is in keeping with Steller's (1983) advice to have a single leader rather than formal co-leaders in a curriculum group. However, I sensed a feeling of strain between Forest as chair and Colin as chief internal consultant - a topic that is addressed in another section.

Despite the unconscious control of the writers and the consultants, the committee members were strong enough to have their voices heard and their opinions respected. Reflecting on the process, Henry attests to this claim.

Gordon: How did you feel about your contribution? Did you feel that you were able to make a contribution; that you weren't restricted in any way; shape or form in being able to say what you wanted to say to get your point across?

Henry: Yes, I felt good about the process. I felt a little disappointed and frustrated at times because I didn't have the background knowledge in terms of the reading, you know, there were times when the jargon that was used, maybe by people having the power and controlling the discourse. Like I say, I'll use the example of ecological validity, you know. I mean, it took me a little while to come to grips with that term. And so you don't speak, when in the initial discussion these things come up, certain aspects of curriculum development come up that you're not familiar with, so that was a disappointment or a bit of frustration on my part simply because

*that aspect I didn't, you know... But I did feel that I contributed. I felt like
I had the opportunity. I felt I put a fair amount of input into it. Again, I'm
probably a more vocal person than some others that were around that
table, and I think I expressed not only the way I was feeling but I think I
did speak for my particular teachers in my area and probably phys ed
[physical education] teachers in general.... I certainly wasn't intimidated
by anyone around the table and in the sharing. I didn't feel inferior. I
didn't feel that I was limited.*

*Gordon: And did you feel that your contribution was valued by people
like Gord or Forest?*

*Henry: They said it was.... Yes, you people as writers and Department
people, there was enough reinforcement there to keep me going.*
(Brockerville, 1995, actr, p. 28)

Gender Dynamics

Maxine was also a strong voice in the committee and her actions demonstrated
that she was not intimidated by anyone around the table. During debates about physical
education subject matter (content), she was quite vocal and pervasive. However, in the
early stages of the project, the discourse was dominated predominantly by males, with
Forest, Colin and Gordon doing most of the reporting or making explications, followed
by comments and questions from the other male members of the committee. Females
were more articulate in the small group sub-committee sessions; but by the second and
third meeting, they became more vocal in the large group sessions.

While the unwritten criteria called for gender representation on the committee,
there were no specifics about numbers. During the pre-committee stage, Forest and I had
deliberated about the potential make-up as to whether or not we should go with equal
representation or should we propose a make-up that reflected the make-up in the field.
We chose the latter, recommending three females (two from the field and one from the
university) and eight males (seven from the field and one from the university). At the
first committee meeting, gender representation became an issue that was picked up by the
male members. As noted in Chapter 4, one of the recommended members declined to sit
on the committee; when that became known to the committee, there was a collective
decision that a female should replace the male who had declined.

It was during the second meeting, when Sherry joined the committee, that the female continent began to get more involved in the dialogue, and by the third meeting it became more pronounced as Helen, who was representing the university, attended her first meeting. Helen had been absent due to prior commitments which clashed with the dates chosen for the first two committee meetings. Thereafter, when the full continent of females attended the meetings, whether it was intentional or not, it appeared as if they formed a team that was led for the most part by Helen. In addition, the committee tended to rely on Helen's expertise with respect to the curriculum design for primary-elementary. As well, Helen would occasionally initiate debates that tended to incite all participants, including Wallace and Harvey, to reflect on opinions and subsequent decisions.

On reflection, it appears that there were no conflicts among members of the same gender nor between the male and female contingents. All members contributed to the dialogue, with some members being a little more vocal than others; all opinions appeared to be valued and respected, both formally and informally. This group harmony may be contributed to the process of selection that Forest eluded to in an earlier statement.

Switching Settings as a Form of Implicit Control

As noted in Chapter 4, the meeting sites were switched during the proceedings. On the surface, this switching of venues appeared to be a move for convenience and comfort. After all, during the first meetings at CLRS, the committee was cramped for space and employees at CLRS complained about the noise. However, beyond the assumption that a move to a spacious room at the SPEA provided more space to move about and allow the committee to continue cooperative games without distracting others, there lurched a more implicit motive. Could it be freedom and control, getting away from the watchful eye of the curriculum manager and taking the consultants out of their domain? As it turned out, on moving to the SPEA, the committee only played one more cooperative game as time constraints forced the games item off the agenda. On reflection, it appeared to me that behind the move to the SPEA lay a more implicit reason that had to do with power and control. Two interview excerpts, first with Colin and a second with Forest, confirm this interpretation:

Gordon: What were your thoughts on the setting as we started out? We started out here in this actual [CLRS board] room and then we moved to a smaller room, and eventually we moved to the physical education building [SPEA]. Do you have any thoughts on that or did it even occur to you until I just brought it up?

No, it's a good question, and I think it's a good question to raise. This is not a small matter, it seems to me. I felt more comfortable when we were here [at the CLRS], because I guess I was there representing the funds, so was Jake. And it was under the general umbrella of the Department, so there was a level of comfort that was higher for me within this building. However, if you recall the one time when we quite legitimately went into a physical education exercise, because that was part of the esprit de corps and part of the group climate, and we were throwing things around and catching things and whatnot, and I had to be the bearer of bad news in the sense that I had one or two complaints from my colleagues, because these walls aren't very thick and they found it a little bit disturbing. And I think partly as a result of that we went to Memorial. I had no problems going to Memorial and I suspect that the advisory group felt much more comfortable being at Memorial, and the physical setting does in a sense bring some philosophical vibes with it as well. But I felt a little more remote from the committee, I must admit; I've never spoken to Jake about this, going over there; however, I had no problem with it because I'm just saying my inner feelings about it, because it was a habitat that all of you were very comfortable with.... I thought it worked very well. I was quite happy that Forest offered, but nevertheless, I guess if I'd had, I think I would have preferred it here. I might have felt a little more at ease, maybe Jake as well. (Brockerville, 1995, ic, p. 6-7)

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Gordon: In terms of where we carried our deliberations, we started out at the CLRS, then we moved up here to the physical education building [SPEA], and this is my interpretation, my reading. I'm saying that there was kind of a control mechanism that was instilled there, in that we moved here to this building and that kind of took away part of the implicit control that occurs in curriculum development. Am I on target? Am I off target?

> *Forest: Yes, it took away the implicit feeling of control. It took us away
> from the continuous being under the eye, if you want, or under the
> umbrella of that Department, and Wallace coming in and checking on how
> we're doing, or somebody else from the Department being there, knocking
> on doors, any old excuse, or this is the physical education curriculum
> committee. We wanted to be out of there because I think it tended to open
> the minds a little more and I think also it connected us, the committee,
> more with the physical because of the gym, there were lots of things
> happening, there were gymnastic things happening down below and
> aerobics happening and whatever. I think it tied us more to the physical
> activity message.* (Brockerville, 1995, cc2, p. 10)

In describing the settings and the seating arrangements of the committee in Chapter 4, it
was noted that on moving to the SPEA, the seating arrangements remained pretty well in
tack; however, there was one notable change. Colin generally came in through what
could be considered the back door, sat at the back end of the meeting room and exited
through the back door. Colin indicated that he did not give much thought to this matter,
but on having it brought to his attention, he stated:

> *...on reflection, that we were in a different environment and Forest
> was more formally in control, although I felt here [CLRS] that was
> really the case also. I mean, it wasn't a power play in any case
> because I didn't want to have control. I didn't have the expertise
> and I shouldn't have had control, and I was really supposed to be a
> facilitator.* (Brockerville, 1995, ic, p. 9)

Forest casually viewed Colin's role in the same manner, indicating that both Colin and
Jake were there in an advisory capacity only. However, beneath these views are
perceptions that were more implicit, despite our attempts to be explicit.

Perceptions About Gatekeeping

Perceptions appear to play a large role in attempting to understand the dynamics
of power and control, and these perceptions shift and change over time. Forest and I
considered the consultants as gatekeepers, but rarely discussed it with others. As well, I

sensed a strain between Forest and Colin, specifically during the early proceedings at the CLRS. During Forest's endeavors to give a sense of direction for the committee, Colin would cut in on his explications to say how this or that had transpired in the social studies framework project. While my field observations were limited due to the full engagement in the deliberations, I noted that Forest's body reflexes displayed signs of agitation. As we moved on in the committee stage, there was a realization that the consultants were on our side and that the Colin's instances of cutting into Forest's explications were facilitating attempts to help Forest create a sense of direction. However, the consultants' attempts to facilitate the process appeared to be handicapped by their position in the structural hierarchy of provincial (state) curriculum development. The following reflection presents one side of the picture.

> *Gordon: Based on your observation, in your opinion, who had actual power and control in the group? Was it Forest and me? Was it you and Jake? Or was it a combination of both?*
>
> *Colin: Well, no, I don't see it as Jake and myself. Yes, I would think Forest and yourself probably were the two most influential members of the group. But I didn't sense power plays much, quite frankly. If there were power plays, it would be at the manager/director vis-a-vis the advisory group, and maybe specifically between Wallace, Harvey and yourself and Forest.*
>
> *Gordon: And, in terms of your role?*
>
> *Colin: In terms of my own role, you have to be part of it a little bit. But each time I was trying to be a bridge and trying to get the two groups to compromise on something to go forward, but you can't always travel either or be that. You know, maybe on occasion I've had to go your route, your side, or the other side. (Brockerville, 1995, ic, p. 14)*

The following reflection presents another side of the perception.

> *Gordon: Trying to understand the power relationships that were going on in the committee, we felt that the consultants were gatekeepers. What are your reflections on that process now?*
>
> *Forest: I don't think that they wanted to be gatekeepers. I think, like I said before, when Colin was in the committee, he expressed his personal*

view, which Colin, for example, and Jake both, appeared to strongly personally support a critical or a transformational orientation. They personally subscribed to it, it would appear. Maybe they were just going along with the committee and not trying to cause conflict. But from every sense I got, they were. But when they put on their other hat, at the Department level, and were asked to do the in-house review, they jumped on the very things that they accused the Department of Education of probably going to look at, going to question. They said, well, I think this is great, but I want to warn you that the curriculum division at the Department of Education, they're not going to like that. So when they put on their new hat and they took in this curriculum framework, and now they're officially the Department of Education, then they critique it. They say, sorry, transformation is not where we are. We're in more of a transactional mode. And we got to deal with outcomes, we can't deal with other things, you know, non-objectives and so on. So, there's a double standard there somewhere. But they were gatekeepers.

Gordon: Yes, okay…. Anyway, my interpretation based on what came down, in keeping with what you just said, I viewed them as gatekeepers from the start. But I sensed that as we moved forward, while they had trouble with some of the language, and they were watching out for what was happening and advising us how to get this through the process and get it accepted by the higher-ups, I sensed that they were more on board with us as we moved forward, and that they all bought in and wanted something for physical education. They wanted to change the field. And in essence, they became part of us, the group, striving to make physical education a more creditable subject in the eyes of the people of the Department, helping create a document that would articulate what physical education is. (Brockerville, 1995, cc2, p. 14-15)

It might appear that a dismantling of the hierarchical structure might be in order to overcome this kind of dilemma. However, on refection about this dilemma, it is unlikely that we can dismantle or would want to dismantle the structural hierarchy of provincial curriculum development. It is inevitable that if we are to have any order and coherence in curriculum development we need some sense of order and structure. It is here that the concept of 'catalytic validity' (Lather, 1986; Bain, 1990) or 'cognitive emancipation' (Tinning, 1992) comes into play. Through the process of researching the decision-making process in this particular project, I have personally developed a heightened sense of the limitations in the practice of decision-making and hopefully I have done the same

for others in the project. The goal might be to reorient, refocus, and re-energize ourselves to understand social reality in the structural hierarchy of curriculum decision-making in order to transform it by transforming ourselves, rather than dismantling the structure. We might do this by reconstructing how we think about curriculum and how we respond to curriculum encounters at the formal level. As we work on curriculum-as-document we have to think of the functional curriculum-as-lived. We have to find ways to stretch boundaries and even break boundaries in the formal process in order to make decision and action about curriculum-as-document that account for the functional curriculum-as-lived at the institutional, instructional and experiential level. In an attempt to comprehend the politics and limitations in decision-making during formal curriculum development, I move on to the subject of sharing power and control and attempts to create autonomy within this particular curriculum project.

Sharing Power and Control

The literature reveals that the politics of decision-making in curriculum development know no boundaries (Goodlad, 1991; Klein, 1991; & Goodson, 1991), and according to Unruh (1983) sharing power and control over curriculum development is difficult and involves risks. Whether the sharing of power and control in this project was real or apparent is open for interpretation. Turning to connections between the committee, as a sub-level, and other higher sub-levels. an apparent sharing of power and control was acknowledged in an earlier statement from Wallace where he indicated that Forest and I were given a considerable amount of freedom to draft the Framework that reflects current research. Further to this he stated:

> *I drafted the terms of reference. So that by looking carefully at the terms of reference, you will see that you had a considerable amount of autonomy to research and develop and draft a new vision for physical education.*
> (Brockerville, 1995, clrm, p. 17)

It appears that the same can be said for the selection of members to the advisory committee. An excerpt from the reflective interview with Forest midway through the project attest to the latitude that we were given in making the selection:

Forest: I guess you could say in some senses it could be a stacked deck, but there'll always be stacked decks when you or I are asked to pick out and suggest to the Department of Education [and Training] a committee, my biases, even when I try to control them, are still evident. The fact that Maxine Vaters is there, you know; I taught with Maxine for two years and I know what kind of program she's got in place, and I know her experience and background....

Gordon: Essentially, the ideas, the values and beliefs, the philosophy that was advocated in that [first draft] document, are still there. They haven't been challenged by any of our own people. They were somewhat challenged by Wallace and it's almost like we're being prepared to sort of have to defend what we're up to....

Forest: Do you think that's by accident?

Gordon: No, it's not by accident, because I think we selected the people who kind of had similar experiences, and were actually part and parcel to the same kinds of thinking during curriculum classes. (Brockerville, 1995, cc1, p. 5)

This degree of latitude in proposing potential members for the advisory committee and freedom to explore the literature would appear to be in keeping with Steller's (1983) advice about endowing curriculum planners and their leader with responsibility and autonomy. While Wallace did not officially indicate any difficulties or risks about this autonomy, Colin indicated that our autonomy was unusual and there were some concerns. In addressing a question about the politics of sub-level negotiations. Colin made several statements, with the second being directly related to autonomy .

[Politics], they're subtle and they're there. And it depends what the issue is, but it has to be negotiated as to... which judgement on a certain course of action or strategies on when to wrap up the Framework and when to go to the districts and all this business. All of these things are to-and- fro-ing between yourself and Forest and me, and then eventually on to Wallace, and occasionally you have to circumvent me and go direct to the source to get something hammered out.

There is no doubt in my mind that this has been a very different kind of curriculum framework set-up than ever they've had before because it really was set up by Wallace through [the graduate curriculum class at] Memorial and... you know, this was before the advisory committee, but it influenced the advisory committee. And I have a sense that Wallace, because there was nobody around, he felt it was rather a neat move to get something going in physical education and who can blame him for doing that? So that at least some group could start thinking about a Framework and getting physical education moving in the 1990's because nothing was happening. But having set that [graduate class] up and then set up a Framework [advisory committee] which I assume that Wallace felt okay, now it's back into the Departmental arms, as everything else is, because this is our mandate, therefore we're the ones that do the Framework, but it's always from the field, the teachers. But I've had a feeling ever since that [graduate class set-up] he has been trying to get back control. I mean, in point of fact, control was lost early on, outside the bounds of the Department, and that's never really happened before, from my knowledge of the situation....So in point of fact, I'm not sure if it actually was the smartest move to set it up like that, but in the end, I don't know what alternative Wallace had. (Brockerville, 1995, ic. p. 14)

I interpret this second statement as saying that our freedom and autonomy was somewhat real, and there were difficulties and risks for Wallace; but considering the historical calamity in physical education curriculum development and under the circumstances of lacking a DET physical education consultant, he was able to jump-start physical education curriculum development. He demonstrated a level of political astuteness, a quality that Unruh (1983) indicates to be indispensable for curriculum leaders and developers. Further to this, Wallace feels that it was worth doing and would consider doing it again.

This approach was supported by my director, Harvey Mallard, and supported by Dr. John Oates, the Assistant Deputy Minister of Education and Training [for Primary, Elementary, and Secondary Education]. I don't have any regrets about it. I guess I have some concerns that the process took longer than I anticipated. But other than the time frame, I think it was a very good project. I think it was very good from, if you look at it from grass roots, it's probably as close to the grass roots as you can get in that the majority of graduate students were practising teachers with I think one or two exceptions... But the majority were actually in the

*classroom and they had the opportunity to take what the research was
saying and in some cases a fair number of years in the classroom and mix
it with their own experiences and I guess at the end of the day come up
with something that, yes, this the direction or this is the change that we
can buy into, and it all comes down to ownership. [As for doing it again]
Yes, but I would do it a little differently... I would establish perhaps some
parameters and some time frames. Mainly parameters as to, perhaps a
more specific set of guidelines as to what was expected and the time frame
of when it was expected.* (Brockerville, 1995, clrm. p. 14)

On closer examination and moving beyond the graduate class, neither Forest and I
as the writers, nor the committee as advisors and reviewers, had the control that Wallace
thought we had or would want us to believe. We were able to write a Framework that
reflected current research; but as outlined in Chapter 5, it was subject to DET conformity.
The political act was evident as we broke conformity with DET on curriculum
orientations, stretched the boundaries on evaluation, but near the end of the project we
had to conform to DET pressure to use outcomes and we were forced to drop the chapter
on physical education reform. Further to this, as noted in Chapter 5, the extra sections
about teacher and program evaluation are not secure. As Colin indicated, this is a
hornet's nest that is plagued with the problematics of jurisdiction. Power and control will
continue to be at play as the Framework evolves into being an authorized document.

As for Wallace's concern about the process taking longer than anticipated, we
need to look at the hierarchical structure of decision-making across various sub-levels of
DET. Wallace acknowledged this himself.

*There are certain reports that supersede; I'll say supersede - for example,
as you know the Royal Commission is the highest level of any report.
Usually you have, I guess in the hierarchy of reports and so on, the Royal
Commission is something that is established in Order in Council which is
essentially cabinet, provincial cabinet. And the Royal Commission
recommendations, if government accepts them, then the onus is on civil
servants and everybody else to try and implement the recommendations.
The next level of report that you might want to consider is a task force
report.... In the case of below that, there's a whole bunch of reports; then
that's done through advisory committees and working groups... All in all,
I guess if you look at all of this, you have to sort of priorize the importance
of a particular document; in other words, Adjusting the Course, part two,
is a fairly significant document in that it is sort of Government policy*

> *coming out of the Royal Commission.   Whereas an advisory report ... on*
> *the future of physical education in the province is probably not treated the*
> *same way as, say, something from the Royal Commission: quite different*
> *in their status.* (Brockerville, 1995, clrm, p. 16)

Still on the topic of time frame in relation to hierarchical structure, the Framework draft
as approved by the PECAC was completed by June 1994; it was then forwarded to DET
at which time it was returned to Forest and I for further editing which was completed
December 1994. The in-in-house DET management review was conducted on February
15, 1995, followed by the in-house review on March 8, 1995. Since the Framework was
recommending a change from one-credit courses to two-credit courses for the high school
physical education design, Forest and I were informed during the in-house review that
this recommendation from the PECAC could not supersede the impending, long awaited
high school review emanating from the Royal Commission.

This review document entitled "Consultation Paper on the Senior High School
Program - Directions for Change" (Government of Newfoundland and Labrador, 1995)
was published in July 1995 as the inquiry was drawing to a close. During a short
telephone interview with Wallace, I requested a copy of this document, but he could not
comply, indicating that we had to wait until the school boards had a chance to react to the
document. This formality falls in line with the protocol cited during the in-house review
in which Forest and I were informed that validation of the Framework would have to wait
until school boards had an opportunity to react to the impending high school review.

The last round of Framework editing was completed by June 1995 and submitted
to the Department in July 1995 with tentative plans for validation in November 1995.
Combining the hierarchical protocol for DET policy documents with full time work
commitments and personal responsibilities by the Framework writers and reviews
provided a formula for causing the project to move at a snail's pace. Forest attests to the
frustration with the hierarchical structure of decision-making.

> *I have no doubt at all about Wallace and Colin's intentions [to push the*
> *Framework forward].   It has more to do with what is above them. It has*
> *more to do with, if we're waiting for [the high school review], and that*
> *report may or may not contradict something that we've got planned, the*
> *two-credit courses for example. And if that's the case, there's going to be*

a considerable amount of flak. There's going to be problems if we're going to have to come back and look at all that again....

See, I'm being cynical because the document was essentially done in December [1994], right? And we went through and it took us almost three months to arrange an in-house review and get all that finalized. So we went through that. So now we said, okay, we'll make those changes but it can't go out until this [high school review] report is finished. Okay, so this report comes out and then we can print this... [Framework] to get it validated. All right? So that's November of 1995. It's going to be March or April of 1996 before that validation is finished, as far as I'm concerned. And then there's going to be a review of the review, to make any changes recommended from the field. And I'll keep going, okay? And then the Minister of Education, the Assistant Deputy Minister, and other people, then they've got to put their signature on it, right? Now, how long is that going to take? So we're looking at what was initially the creation of a one-year kind of scenario is now going to go to four years. In 1993 we started this, right? This is two years later, and it's not even sent out to the field.... And by the time it's printed, the .... thing is going to be out of date again.... Truthfully... that's why after a while you get cynical.
(Brockerville, 1995, cc2, p. 2-3)

Hegemony of the Intellectual Dimension and Core Subjects

Digging deeper, I contend that separating curriculum development and curriculum implementation is a form of power and control. The Royal Commission has made it quite explicit that it is the mandate of DET to develop curriculum and school boards to implement (p. 302). Teachers are brought into the process, as demonstrated by the Framework project; but tight control is held on the process by an adherence to formal protocol. From the onset, the committee was informed that we could not officially share draft documents with other teachers in the field. I had requested that members of the graduate class, as authors of the preliminary Framework draft, be kept informed. This request was refused and Wallace informed the committee that the appropriate protocol for informing teachers was through the school boards. It was as if the graduate class had

never existed and there was no obligation to any member of that group. Still, on the topic of protocol, Forest was reprimanded by Wallace for having shared some of the Framework materials with teachers at a workshop. The reprimand came as result of breaking the formal DET- school board hierarchical protocol. The admonishment was serious enough that Forest justified his actions with the committee.

> I don't think that [my action of sharing some of the Framework materials] has jeopardized anything that we have done. It only highlighted for me how critical ... teachers see the need to have a new document in place. They are really demanding that and [their reaction to the Framework materials] was a clear example of that. (Brockerville, 1995, acm5, p. 1)

This formal protocol of going through school boards with respect to validation and implementation may become the biggest stumbling block to physical education reform. Here the contextual components about educational reform as outlined in Chapter 4 come into play in the form of hegemony control.

Hegemony refers to a process in which the ideologies of dominant groups temporarily win the hearts and minds of subordinate (lower rank) groups. Ideologies are the images, languages, symbols, and ideas which people use to represent, interpret, understand and make sense of some aspect of society. Hegemonic ideologies tend to be articulated by superordinates in ways that resonate with people's common sense, thereby winning popular consent (McKay, Gore, & Kirk, 1990). Used in the context of the Framework project, the superordinates are high ranking government officials (i.e Cromwell) and external proponents (societal level) who articulate the interests of business and technology in such a way that lower ranking individuals such as parents, students, and teachers, and maybe some lower ranking government officials and even the media, believe that intellectual development by way of the core subjects, that is the hard sciences (mathematics, physics, chemistry) and language (not literature), are the only things that matter in education. The spiritual, cultural, social and physical development by way of the arts and humanities, including physical education, and the many other activities, such as co-curricular and extra-curricular programming, are relegated to lesser educational importance. Bernstein (1971) best captures this hegemony. "How a society selects, classifies, distributes, transmits and evaluates the educational knowledge it considers to be public, reflects both the distribution of power and the principles of social control" (p. 47). Bernstein's renowned sociological quotation draws attention to the

distinction between high-status knowledge and low-status knowledge[1], a notion that appears to be claimed by the Task Force on Education (1979) and Adjusting the Course II (1994) as noted in Chapter 4.

The image, language and ideas which people are using to represent, interpret, understand and make sense of their present society is couched in educational reform that is tied to economic restraint which attempting to bring about economic reform. In this particular time of restraint, DET does not have a physical education consultant and few school boards have physical education coordinators and it is unlikely they will be hiring new personal as they search for ways to tighten up and cut costs. This was evident during the project when Roy's position as part-time physical education coordinator was declared redundant. With few people to speak for physical education at the district level and the separation of the curriculum development process from the implementation process, there appears to be serious discrepancy about what the PECAC wanted (see breaking boundaries, Chapter 5) and what will probably happen. The hegemony of intellectual development (high-status knowledge), as conceived through core subjects enroute to economic reform, will in all likelihood get the most attention at the district levels. Anticipated intellectual and academic accountability will force school boards to focus on the primary core subjects. Combine this pressure with limited human and financial resources, subjects such as physical education will probably become secondary in more than name only. It is possible that physical education and other secondary core subjects (the perceived low-status knowledge) may fall between the cracks.

In the case of this project, DET fulfilled its mandate; it shared with other levels within the school system to develop the Framework and it will in all likelihood continue to develop physical education curriculum guides based on the Framework. However, it is up to the school boards to take responsibility to implement, monitor and update the curriculum (Royal Commission, p. 302). In a time of constraint and with an emphasis on economic viability by way of a reformed education system with primary core subjects forming the basis for an accountability system, the subject of physical education, in whatever form it takes, may become a victim of hegemony control[2]. While the project was about developing and designing a formal curriculum document that explicitly outlines what physical education could be at the operational level, a hegemonic 'competitive academic curriculum' (Connell, 1985; Hargreaves, 1990) as advocated by educational and economic reform may relegate physical education to being the null curriculum. In keeping with Kelly's (1989) argument that the total curriculum must be

accorded prior consideration in working out a total scheme for curriculum, we as
curriculum planners may have been cognizant of this argument; but we were not in a
position of power to relegate such consideration. It is my hope that the inquiry forces an
examination of how the separation of curriculum development and curriculum
implementation as governance policy is problematic for secondary subjects in the present
context of educational and economic reform.

Whose Interests Were Served?

The preceding interpretation calls for the critical question to be entertained.
Whose interests were being served by the Framework project? This question, in one
form or another, surfaced throughout the proceedings. On two separate occasions,
Stephen stated it best - the first being a critique of DET and the other being a genuine
concern for teachers in the field.

> The reality of this [project] is that Wallace and the Department were
> swimming in water with a rope round their neck with probably a 4000
> pound brick attached to it. The fact that Wallace approached [Forest's
> graduate class].... really if I'm sinking with a brick round my neck I'm
> going to reach out for whatever I can.... The Department is in a situation
> where they are dealing... with a 1975 [document]. When I sit down and
> talk with my assistant superintendent or talk to the superintendent or talk
> to other coordinators, it's embarrassing you know provincially and locally
> and everything else. So reaching out for that [graduate class set-up]. I
> mean financially, it was very efficient to do that for the Department. And,
> all this [review] process is very efficient for the Department from the point
> of development and implementation.... That's my perspective and that's why
> I want to state that up front. (Brockerville, 1995, cm1, p. 7)

> I think that teachers have been doing a commendable job and for the most
> part under difficult circumstances, but what I am hearing back from
> teachers, what teachers are saying to me is look "Stop meeting, stop
> sending out documents, put it all together give us something concrete -
> give us a direction that we can go, that we all can be comfortable with".
> That's what teachers are telling me in a practical way and that's what they
> are looking for... (Brockerville, 1995, acm3, p. 7)

In responding to whose interest were being served by the project. it appears that Wallace's convictions about the project appealed somewhat to Stephen's sentiments for teachers in the field and he went on to explain how he believes teachers can be served in the process.

> All of the people involved in physical education. all the educators from the teachers in the classroom. school principals. to the school board office personal. anybody that got to make decisions with respect to physical education curriculum development activities in the future - all people I guess in the K-12 system [are being served]. And. at the same time we will give copies to the School of Physical Education [and Athletics] at MUN and so on. so that in terms of teacher training. this document will be used at that level as well.

> We operate through committees and we get representative people on the committee and from there once the document is drafted we send it out for reaction. And. in this [physical education curriculum framework] case we are going to send it out and get a reaction from the school districts - from people that have responsibilities in school districts and then school board districts are expected to provide feedback to us before the document is finalized. So there is room for reaction.

> Curriculum development is usually done by teachers serving on working groups and committees. So in terms of doing curriculum documents. we ask various people, teachers to serve on committees and help us draft the documents that are used in the classroom. So if you have teachers working on them then curriculum documents are not done internally - they might be finalized; but the original concepts. original ideas are all done by teachers and other educators in the system. (Brockerville. 1995. clrm2. p. 1).

On posing the whose interest question to Helen. she gave a long and poignant critique of the project that forces us to critically reflect on the process.

> Provincial Government interests, which in this case are. well. most of the time I feel are directly opposed to teachers' interests. I feel that quite strongly. The Department of Education [and Training] has a separatist and hierarchical and very traditional notice of curriculum development. It's a very Tylerian notion that experts in the field ... master teachers, so called curriculum developers at the Department level pool their wisdom and produce a guiding document which is ... the first stage of. if you like,

an RDD model; ...research development dissemination. We've been involved in the research part, we've done the writing, we've done the thinking, the so-called experts. And, then there's the development which comes through the rhetoric of them sharing the document with the field. And the field is defined in terms of school board administrators, and I think I'm right in saying that very few of them are physical educators in Newfoundland... They are administrators, bureaucrats, and therefore slightly closer to government officials than teachers, and slightly safer. So there's [the] interest being served ... maintaining that relationship of having school board officials control the curriculum, and supposedly putting them up there as needed in an educational system, and then obviously that protocol that keeps coming through is part of the dissemination process. And behind the RDD model is that once the knowledge about the curriculum has been created and researched and written, it can be then given to a teacher to implement and... this process is as clear an example as you could possibly get of regarding a teacher as a worker who will implement a curriculum and there is a very strong body of literature that critiques that from a practical sense and from a political sense. The practical sense is that teachers are teaching ninety-nine percent of the time, us the experts are released. We have time to develop the curriculums, the school board administrators have time to read and react, obviously curriculum developers at the Department of Education have time to do all this; but teachers are not given the time to really look at the document once it's given to them, you know, a day here, a day there, isn't in my mind anything like real time. So the teachers are kept in the classroom within that structure and that's what prevents teachers from realizing how they are being controlled.... So that's kind of a practical way in which this process won't work. And also, as I started to talk about interests, that's the political way of maintaining power, it's the hegemony in that teachers don't even realize how being kept busy is a way of, you know, is an opiate of the masses, if you like; it keeps things a little bit quieter. (Brockerville, 1995, acur, p. 1-2)

Based on this critique the reader may ask, "Why was Helen engaged in the process and what did she hope to gain from the project?"

> *Gordon: What did you see your role as a member of that committee, and did you see that you actually could have some influence in changing the process?*

Helen: My involvement was reluctant and continually prefaced by my opposition to the process. But I did engage, because I was asked and I was pretty strongly pressured to join.

Gordon: By whom?

Helen: By Forest. Which, you know, I think he felt I had a duty to contribute to the primary/elementary, which could be argued. The bottom line is I don't think it'll make any difference to any teachers in Newfoundland apart from the ones that sat round that table, because it's too much distance between the document that we have made up as a Framework and each teacher. And I really don't believe in that process at all so it's been reluctant. My contributions during the meetings have been because I couldn't resist the debate. I still don't believe the document will do anything. (Brockerville, 1995, acur, p. 3)

In part, I tend to agree with Helen's critique in that her somber overtone resonates with my critique of the hegemonic elements of a competitive academic curriculum that was and still is evolving as a result of linking provincial economic and educational reform. It might not be political astute for high ranking government officials and other proponents of high-status knowledge to simply discard secondary core subjects, although it was partly attempted as Health, a closely aligned subject to physical education, was not included in the original secondary core as presented in Adjusting the Course. While proponents of high ranking knowledge and the primary core subjects may not consciously go about contemplating the demise of secondary subjects, such as physical education, the hegemonic competitive academic curriculum essentially does it as a form of implicit control over the curriculum.

Despite this sordid state of affairs and the pressing need to question the contradiction of DET's endorsement of the basic philosophy of QDPE and not being able to actually implement it, I do not take a pessimistic view that the Framework will not do anything for the status of physical education nor make any difference for teachers. My optimism rests with Wallace's commitment to his former colleague, Ms. Erickson, and his personal commitment to a project that he initiated. I believe that Wallace will do everything in his power to see that the Framework becomes an authorized curriculum document. Further to this, Dr. Harvey Mallard gave a commitment to the project during an update session. As well, the internal consultants, Colin and Jake, have bought into the Framework. Colin attests to this new found belief in physical education.

> *The bonus for me has been to know what's happening in physical
> education now, and what the philosophies are. I've been surprised by a
> few things, I must admit. I didn't realize how academically oriented you
> were in your circle. I don't think I have the jock-strap syndrome image
> entirely, but didn't realize how much academic research was going into
> the area of physical education.... And, what really surprised me was your
> interest around the table with things associated with physical activity that
> weren't directly physical activity. All dispositional things, all the
> attitudinal things, towards citizenship and that element of being part of
> societal morés and changing society and the value system incumbent upon,
> you know, incorporated with physical activity. That was a real shocker to
> me. I didn't realize that that's where a lot of you were, and I tended to
> think of physical education merely as exercising the body with some
> mental benefits. But you see it more holistically.... Not just exercising the
> body. Now I realize, and I think this is more than just good eating habits
> and good healthy living habits... I can see that being part of that, but
> you're looking at the whole person, it seems to me, that they have a
> sensitivity towards the environment, that they learn to cooperate and work
> with each other as they will in society.* (Brockerville, 1995, ic, p. 21-22)

Through the political process of persuasion, negotiation, compromise and influence
(Goodlad, 1991), the Framework may not, in the final analysis, have everything that its
developers and reviewers wished for; however, it will lay to rest the outdated and
underused 1975 curriculum guide. While recognizing that the physical education field is
and will for sometime be impeded by an absence of professional leadership and liaison,
as there are few school board coordinators and that DET does not have a physical
education consultant during the present critical reform period, the Framework should
provide a philosophical direction for the many dedicated physical educators at the school
level who are waiting for a new beginning. Fullan (1994) captures my belief in the
possibilities for the future.

> *Only the negotiated capacity and strength of the center and the locals, in
> combination, are capable of pushing for improvement [in curriculum]
> while retaining the capacity to learn from new patterns, whether
> anticipated or not. ... paradoxically, one level cannot wait for the other
> level to change. Systems don't change by themselves. Individuals change
> systems, acting individually and together .... The more that top-down and*

> *bottom-up forces are coordinated, the more likely that complex systems
> will move toward greater effectiveness.* (p. 201)

I look on Wallace, Colin and Jake with help from Harvey, as the strength at the center.
While they may be limited by the hierarchical structure of curriculum decision-making, I
believe that they will want to continue to work with the locals, that is, members of the
PECAC and other committed stakeholders at other levels in the decision-making process.
It is possible that we could become 'critical friends' (Carr & Kemmis, 1986).

However, while a simultaneous top-down/bottom up strategy might be essential to
overcoming the historical calamity of physical education curriculum development and
breaking the juggernaut of the competitive academic curriculum, there is always the
question of doubt. My enthusiasm and hope for the future must be juxtaposed against the
physical education curriculum development that preceded the Framework project and was
alluded to many times during the proceedings. As indicated in Chapter 1, I came in
contact with Wallace and Roy at the Active Living Canada 125 Project in Ottawa in the
Fall of 1992. Both Wallace and Roy were touting the 1991 Physical Education
Curriculum Guides. Just prior to this encounter the following statement appeared in a
CAHPER news bulletin:

> ### "Good News from Newfoundland!"
>
> *In October '91, a position statement on QDPE in Newfoundland schools
> was presented to the provincial Minister of Education, Dr. Wayne Philips
> by then Health/Physical Education Consultant Shirley Erickson.
> Curriculum guides, "Moving Towards Quality Daily Physical Education"
> --- A Primary/Elementary Curriculum and Teaching Guide and
> "Promoting Quality Daily Physical Education" --- An Intermediate
> Physical Education Curriculum Guide, include supportive statements on
> Quality Daily Physical Education and have been distributed to
> Newfoundland school boards. Here's to Newfoundland for becoming the
> first province in Canada to use the term QDPE in the title of its
> Curriculum Guide!* (CAHPER, 1992, February)

An impression was created that Newfoundland and Labrador was a leading province in
QDPE, but in reality the guides never saw the light of day; they collected dust on the
shelves of school board offices, as stated and repeated many times by PECAC members.
The separation of curriculum development and implementation failed the physical

education community and the students they chose to serve. We were perceived to be unprofessional and not concerned about the subject of physical education. The question remains, **"Will history repeat itself?"**.

Notes

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1 High-status knowledge is abstract, unrelated to everyday experience, easily assessed and largely written down; low-status knowledge is concrete, closely connected to out-of-school knowledge, harder to assess and more oral or practical in nature. It is also a question of curriculum: of the knowledge to which you have access; of who defines it and controls it; and of how it does or does not relate to your own understanding and experience. (Hargreaves, 1994, p. 5)

2 I sense that the plight of physical education in the past is, in part, due to two forms of hegemony; one being a hegemonic 'competitive academic curriculum' (Connell, 1985; Hargreaves, 1990); the other being a hegemonic competitive sports model of physical education. The latter is internal to the field while the former is external to the field. I believe that physical education will continue to be under siege until these two problematic issues are addressed.

EPILOGUE

A Retrospective on the Framework as a Product

As I look back, in retrospect, realizing that the Framework, as a curriculum product, is still incomplete as required by DET, it is imperative that I attempt to answer why this may have happened. During the deliberations the committee spent a substantial amount of time dealing with what physical education is and what it is not. We were attempting to create a document that could possibly help future curriculum developers in formal settings, while at the same time inspiring teachers in the field to transform their existing program in their local context. In other words, we were mindful of the Framework as a formal curriculum document, but were also mindful that the Framework had the potential to affect the functional curriculum as lived. We did not spend much time with OBE and substantive issues as perceived by the officials at the formal level; instead, we focused on substantive issues in the field. There was a gap between the ideal-in-document and reality-in-practice and this 'reality gap' is not yet resolved. In attempting to deal with this reality gap, we simply ran out of time to create a document that meets the interests of DET and the interests of the field; thus, the document is somewhat incomplete. Knowing the nature of physical eduction and its marginality as a subject, I believe our actions, with respect to breaking conformity, stretching and breaking boundaries, were warranted; and if there is a desire to connect the substantive issues at the bottom with substantive issues at the top, the Framework should be completed intact to serve the needs and interests of those at both the top and bottom.

Personal Reflections

As an action orientated inquiry, I initiated the study of a project that was initiated by Wallace and Forest. As I had an option to stay or opt out when the project was first proposed to the graduate class, PECAC members were also given the option to stay or opt out when the project became a formal DET activity. They all chose to stay with the project and accepted me as a participant-researcher. They were fully aware from the outset that I tend to be proactive, and through my formal and informal remarks they were constantly made aware that the study and the project were action orientated. Members of the committee may not have explicitly known that they were engaged in action research,

but implicitly they were. They engaged in a critique of my work which was questioning taken-for-granted assumptions about curriculum development and implementation. They were party to stretching and breaking boundaries with respect to the development and design of a formal curriculum.

While the critique cycles provided an opportunity for the committee to critique the writing and design of the Framework as a formal document, in retrospect, I would have liked to have been able to stop the proceedings, on a formal and regular basis, so we as a committee could have critically reflected on the process while in process. Instead, we have a solo study which is after-the-fact. Notwithstanding this limitation, the study placed me at the center of the process (Stenhouse, 1975; Carr and Kemmis, 1986; Kirk, 1988; and McKernan, 1993). The study helped me understand a particular curriculum situation and made me more conscious of the control and limitations in changing the status of physical education and has empowered me to take action in forging this change. As the PECAC were party to the process, it is my hope that my study will serve as a form of reflection for them. While a collaboration on the study would have been more ideal, this is the best I can offer them under the circumstances. Further to serving as a form of reflection for the PECAC, it is my hope that other readers of the study will understand where I am coming from in a struggle to work for better physical education curricula. It is my ultimate hope that fellow physical educators, on reading the study, will join with me in the struggle to create better physical education programs which will hopefully turn learners onto physical education, as one subject in the educational milieu that contributes to their 'holistic' development. After all the philosophical thrust of the Framework is not about pitting one human dimension against another dimension nor arguing that one dimension is more important than another, as opposed to the case being made by the hegemonic intellectual forces that pervade education in this province and indeed the country. Kirk (1994) describes it best.

> *Education, in my view, is centrally about knowledge, understanding, and learning. In our field, knowledge [and] understanding are focused on the physical dimension of our beings. But it is no less cognitively challenging for that. We have an immense amount to offer young people and a lot to teach them about the body in culture and in nature.* (p. 373)

From my perspective, the writers, consultants and reviewers as a collective in the Framework project, have come a long way; we have looked through some windows and

we have opened some doors, but we still have a long way to go in realizing a vision of quality physical education for every leaner in every school in this province. We need others to join the collective. Let's work together, but be critical in our practices as we look through other windows and open more doors.

Giving the Research Away

The planning and construction of a Physical Education Curriculum Framework and the inquiry into its development was a 'labour of love'. The inquiry was conducted with two intents in mind. The first intent was **personal** in that I wanted to develop a comprehensive understanding of curriculum, that is, what it is and what it is not, and be able to apply the insight to future curriculum endeavors. The second intent was **public** in that I wanted to share the insight with the physical education community and other stakeholders in the educational community. It is my hope that I did not damage anyone personally as I attempted to unpack the inter-personal, social, economic and political factors and forces that were at play in this particular curriculum development project.

Prior to embarking on the project and the subsequent inquiry, I had 14 years of practical experience as a physical education teacher and had done some personal theorizing about curriculum; but the project and inquiry put me in touch with the philosophical and theoretical work within the curriculum field. I have arrived at the 'praxis' of curriculum development. Thus, my approach to the inquiry had the intent of sharing the discovery of this 'praxis' with the educational community. In doing this, I attempted to organize and construct the study to be succinct while still capturing the comprehensiveness of the field. It was my hope to make the 'lived experience' of formal curriculum development accessible to those who have not yet had the opportunity to be involved at this level. However, just as important, I wanted to show that we cannot divorce the lived experience of teaching from the lived experience of formal curriculum development; the two are mutually interconnected. The deliberative acts within the project and the inquiry are testament to this dialectical relationship.

This document is written to stand on its own as a research inquiry into the decision-making and action in the curriculum project. The Physical Education Curriculum Framework and the supplementary report on physical education reform as a product of the project can also stand alone. However, a reading of all three documents could possibly bring out salient features and ideas that were not recognized at the time of

construction and writing. The nature of the work that went into the Framework and the study into its development were open to critique during the process and continues to be open to critique. The study and the Framework and the supplementary report were meant to be shared and given away in keeping with the nature of action research. As the principal writer of the study and as a collaborative writer of the Framework, I expect and encourage critique of my work and encourage others to engage in action research.

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APPENDIX I

LETTERS OF COMMUNICATION
THESIS RESEARCH NEGOTIATIONS
RESEARCH INFORMATION AND CONSENT

Communications and Negotiations

P. O. Box 895
Marystown, NF
A0E 2M0

August 27, 1993

Mr. Wallace Brave, Manager - Curriculum and Learning Resources Section
Division of Program Development - Department of Education
P. O. Box 8700
St. John's, NF
A1B 4J6

Dear Wallace;

      This is to inform you about the status of the Physical Education Curriculum Framework Project from my perspective; that is, as a member of the original graduate class, as a designated writer and as a practitioner who has come to realize that teacher-as-researcher is a form of professional development.

      Following our meeting with you on May 14, Forest and I held a subsequent meeting on June 16-17 to plan the next curriculum draft. We discussed the review committee in light of what the Department wishes, what we anticipate in future curriculum development, and how the original group and other participants in the process might fit into the curriculum puzzle. After much discussion, we will be recommending a two tier setup. The framework review committee could be the first tier; however, we see the need to acknowledge the establishment of curriculum sub-committees to pursue divisional curriculum guides (primary-elementary, junior high and senior high) based on the framework. We deliberated where the original group might fit into the process of future review, development, and implementation of the physical education curriculum. Forest and I see the original group serving at various levels in the process with some of them serving on the review committee while others may serve on the sub-committees throughout the process.

      Having agreed to be a writer in a collaborative process with Forest, I am disclosing how I feel at this stage. Because you were instrumental in initiating this project, I have faith in your personal commitment to the project. However, as you fully realize we are constrained by the political and economic context of any curriculum project. Based on casual communication with Forest throughout the Summer, we have delayed full scale writing until a contract is signed. While a contract may not be a guarantee in preventing any delay or postponement of the project, it does provide some sort of safety net. It is fair to say that I await a signed contract prior to any future writing of the curriculum framework. I believe that Forest feels the same way.

      Meanwhile, this curriculum project has become a major learning process which I find both exciting and challenging. For me, there is a sense of mission that the project needs to be recorded and critically analyzed. As a result of this curriculum encounter, I have become more

aware of what curriculum is from a review, development and implementation perspective. At this moment in the process, I now have a sense of the direction that is required in order to carry out curriculum change in physical education. I do not have all the answers, but I believe that a collective and participatory effort from the bottom up may provide some of the answers for change.

My desire to provide a service in writing the framework and how I envision an implementation of the framework and the subsequent curriculum guides are linked to my desire to conduct thesis research on the process. For me the two are dialectically interconnected. In order to narrow the gap between what I envision and what presently exists in schools, I believe there is a need for more discussion between those at the top of the educational hierarchy, those of us who were charged with the task of writing this curriculum document and those who will be expected to implement the curriculum guides that will hopefully emerge from the framework. The framework document is really only a minor part of the whole curriculum process.

At this stage in the process and prior to the signing of the contract for a full scale commitment to the framework, I would like to have another meeting. As I sense it, this meeting should be about knowing, understanding and agreeing on how any further development and implementation of the framework will generally transpire. *From my perspective, the thesis research that is emanating from my involvement with the project needs to be officially acknowledged by the Department of Education. At this point in time, I cannot pass any judgement as to how critical this physical education framework is to the overall educational reform for this province, but further agreement and acknowledgement of my intent to conduct research on the project is critical to my professional development and masters program.*

Wallace, as you said "the impetus for curriculum development is inherent in Recommendation 91 of the Royal Commission". It's a powerful recommendation, however, there are no recommendations cited in Chapter 14 of the Royal Commission as to how the Department of Education, the school boards, schools or teachers can improve the curriculum process through research or inquiry. Your idea to approach a graduate class as an alternative way to doing curriculum development in this province has been the spark that ignited my interest in curriculum development. My desire to embark on research into this curriculum venture may open up another avenue for future development. I am poised for the challenge. Acknowledged by the Department of Education of the recommendations, as cited above, are part of the 'political act' in curriculum development. Acknowledged by the Department of Education of my desire to conduct thesis research on the process provides me with some security (safety net) that my commitment to the physical education framework will not jeopardize my graduate program goals.

Thank you! I look forward to your reply.

Sincerely,
Gordon Brockerville

cc: Forest Gray

Communications and Negotiations

P.O. Box 895
Marystown, NF
A0E 2M0

September 23, 1993

Mr. Wallace A. Brave, Manager - Curriculum and Learning Resources Section
Division of Program Development - Department of Education
P. O. Box 8700
570 Newfoundland Drive
St. John's, NF
A1B 4J6

Dear Mr. Brave:

Thank you for the letter of September 2, 1993 and the accompanying Curriculum Development Contract. I apologize for the delay in returning this contract. It's been quite busy returning to school after having taken the year off for study.

As stated on several other occasions, the preparation for this framework document and subsequent thesis has been, at least up to this point, an interesting learning process. I sense that this learning will continue and may be a potential learning experience for all parties involved.

As you may recall from my letter dated August 27, 1993, I requested another meeting and asked for an acknowledgement of my intent to conduct thesis research. While that has not been forthcoming, item two gives impetus for a negotiated curriculum. I interpret item two in the contract as providing the latitude to explore the potential for insight from a thesis. For me, the two are mutually interconnected, with each informing the other in the process of development and implementation.

Like Forest, I feel confident that we will be able to live up to both the Department of Education and our own expectations for the curriculum framework . For me it is a continuation of a lifelong educational experience. Thank you for providing the spark that directed me to curriculum and all that it entails.

Sincerely,

Gordon Brockerville

cc. Forest Gray

Curriculum Development Contract

Department of Education
Program Development Division
(Curriculum and Learning Resources Section)

It is hereby agreed that **Gordon Brockerville** accepts the following tasks:
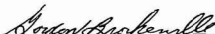
1. To assist in drafting a new curriculum framework for physical education from primary to graduation based on the recommendations of the Physical Education Advisory Committee.

2. To modify the draft framework based on input from school district personnel and other educational agencies.

These tasks are to be completed to the satisfaction of the Division of Program Development by **March 31, 1994.**

The Program Development Division, Department of Education, agrees to pay a fee in the amount of $2,500.00 (two thousand five hundred dollars) to Mr. Brockerville upon completion of the above tasks.

_____

Assistant Deputy Minister
Primary, Elementary, Secondary Education

_____

Manager
Curriculum and Learning Resources

Gordon Brockerville
Gordon Brockerville
P.O. Box 895
Marystown, NF
A0E 2M0
S.I.N. #

October 4, 1993

Mr. Gordon Brockerville
P.O. Box 895
Marystown, NF
A0E 2M0

Dear Mr. Brockerville:

Gordon

This will acknowledge receipt of your letters of August 27, 1993 and September 23, 1993 regarding your participation in the research and writing of a curriculum framework in physical education. I am delighted that Mr.   and yourself have agreed to draft the document in collaboration with the Physical Education Advisory Committee. I anticipate that this Committee will hold its first meeting in the near future.

As I indicated to you on May 13, 1993, I will facilitate research for your thesis if it is related to the development and implementation of a new curriculum framework in physical education.

I trust this is satisfactory.

Sincerely yours,

Manager
Curriculum and Learning Resources

WB/ms
cc: Mr.

Intent to Conduct Research and Procure Consent

PECAC Meeting 1 - Day 2
November 9, 1993
9:00 am

Prior to taking on the role of collaborative writer for further drafting of this Physical Education Curriculum Framework, I proposed to conduct thesis research for the completion of a Masters of Physical Education. I am trying to understanding more about decision making and action during this curriculum project. The manager for the Curriculum Learning Resources Section, Mr. Wallace Brave, has officially acknowledged this study. I plan to make audio recordings of the proceedings of all PECAC meetings and other meetings, where possible. As well, I plan to conduct a number of reflective interviews during the project and as a post project follow-up.

I am, therefore, requesting your permission to record the proceedings. However, you may at any time request to have the recording system stopped if you wish to speak off the record. As for interviews, I plan to conduct a series of interviews as a formal member check. The interviews will be audio-taped for future reference as they will be cross-checked with my interpretations of the decision-making and action within the project. The research will follow strict guidelines as outlined in the manual Ethical Guidelines for the Institutional Review Committee for Research with Human Subjects (September 1981), including the following:

1. Informed Consent:
- all participants will be fully informed of the nature of the study and a full explanation of procedures that will be followed;

- all participation will be on a voluntary basis only;

- any participant may have recourse to withdraw from the research at any time;

- informed verbal consent will be obtained as part of project deliberations.

2. Confidentiality and Anonymity:

- participants will be made aware of the degree of anonymity and confidentially expected in the study;

- there will be a clear understanding between the inquirer and the participants in the project as to the extent of confidentiality of information divulged.

3. Use of Information:

- the research conducted will be used as a basis for a Masters of Physical Education thesis;

- information will be synthesized into papers for professional publication and as information in various workshops and presentations;

- information gathered from observation, interviews, and document and record analysis will be shared (while maintaining the anonymity of individuals, etc.) with the Department of Education and Training, the Newfoundland and Labrador Teachers' Association, the School of Physical Education and Athletics, the Faculty of Education and members of the PECAC.

APPENDIX II

REFLECTIVE INTERVIEW EXCERPTS

Excerpt from Reflective Interview with Wallace Brave
Manager, Curriculum and Learning Resources Section
July 11, 1995, 2:00 p.m.

Gord: As I said, Wallace, anything you feel you don't want to answer, don't answer, and anything that you want to pose to me, any time during this interview you pose problems or concerns or issues to me, okay? Because the lens is on the project and I'm part of the project and so is Forest. Wallace, tell me about your role as Manager of Curriculum and Learning Resources Section within this particular Division of Program Development?

Wallace: Well, my role is one of managing a group of consultants in the various subject areas and to facilitate, co-ordinate, supervise, whichever term you wish to use, a number of curriculum committees and working groups that are made up of teachers, post-secondary instructors, educators, and others, and that in terms of the final curriculum. I have responsibility to take final curriculum documents given to me and given to the Director of Program Development for authorization. Also, my responsibility is in the area of learning resources to take recommendations from committees and working groups and to put those recommendations forward to the director who authorizes changes in learning resources and these learning resources are then purchased by the learning resources distribution centre for distribution to students and teachers.

Gord: Okay. On the average, how many curriculum development projects does the department typically have in any given year?

Wallace: I think the average... it's very difficult to say what the average is, but the highest number of curriculum committees and working groups has been twenty-five in a given year and usually it ranges... each consultant would have one, sometimes a consultant would have responsibility for perhaps up to three different committees and working groups in a year, and maybe around fifteen, sixteen is usually the number that we have got going in any particular year. I should also say I guess that sometimes we have committees where there are subcommittees and even though it says committee such as a phys ed committee, there was within the committee three subcommittees. So if you count subcommittees sometimes it could very well be upwards towards twenty.

Gord: What is the criteria for being selected or appointed to a committee?

Wallace: We try to get as many practising teachers as we can on a committee. We also try to span the different regions of the province for a committee and we try to get a cross range of new people plus older experienced people. Sometimes we want to make sure there is a representative from the post-secondary environment. Sometimes we go to get other stakeholders involved, and we want to make sure there's in some instances a balance between the different levels of schooling, for example primary, elementary, intermediate, senior high. So the criteria is all of these plus large schools, small schools, the different size schools; we try to have a mixture. And I think the phys ed advisory committee is probably a good example of the mixture I'm talking about. It had all of the criteria.

Gord: Does gender or religious denomination play a role?

Wallace: Gender is a factor. We try to where possible make sure there are both males and females on the committee; however, there are certain committees where it is more female, for example in the area of family studies, home economics, you might find more females and in the area of primary education you might find more females, whereas in the case of developing a technology program in a high school, you could find more males, but we try to balance the male/female ratio; we have roughly equal distribution and it is fair to say we also try to maintain some kind of a balance among the various school boards in the province so that all of our committees have a distribution of Integrated, Roman Catholic, and Pentecostal teachers involved.

Gord: Okay. Who typically writes curriculum documents?

Wallace: That's an interesting question. Curriculum documents are written in some instances by members of committees; however, we tend not to ask committees, particularly advisory committees, to write but we sometimes establish small working groups of two or three people to work on curriculum documents. Sometimes we contract out within individuals such as yourself and Forest in the case of phys ed, and we have an advisory committee to sort of provide feedback. In other instances we contract out to an individual in the summer time to write and sometimes there's a member of a committee who is interested in a particular area, and then there are consultants. In some instances consultants themselves draft the document for the committee. In fact there are many times in which a consultant will draft, based on the meetings of the committee or the working group, and then take it back to the group for... and when we do it that way, we sometimes go through as many as five or six drafts of documents before it's finalized.

Gord: I know what drafts are like. We went through a number of them.

Wallace: You know what a draft is, right.

Gord: Is there any particular criteria that you used?

Wallace: No. What we've done is we've been experimenting with alternative ways of developing curriculum in the last five years and we've found that the combination of consultants in some instances, depending on the type of document, working group members, sometimes contracting out, all of these, it ends up each consultant sits down with me to decide what is probably the best way or the most appropriate way to draft something, and in some instances it might be that the consultant feels that there is better expertise out in the field and therefore we go out to the field and find somebody in the system that has more expertise than, say, internally or in-house.

Gord: When you contract out, what's the typical contract?

Wallace: We have a contract which says... we treat people on contract similar to people on the marking board, we have a standard $150 a day which we consider to be the amount that we use times the number of days we think it would take somebody to work on the document, and we use that amount as a guideline, but there are other occasions in which we have to make a judgment call on a number of equivalent days it would take, because we know that some people don't work on a daily basis, they work in the evenings or Saturdays, or whatever the case is, so we use... for example, a curriculum document that would take ten working days, a working day being roughly eight hours, we would contract at $1500, that type of thing. And sometimes there are two people involved, as you know, and when we have two people involved, then we probably look at the amount of time that two people would be involved in this and so you might say, okay so somebody is going to be involved for twenty days, that will be $3000, and then maybe another person will be involved for twenty days, so that's another $3000, so essentially that's forty days' work altogether, which would be roughly $6000. That's the guideline that we use.

Gord: Okay, I think you may have actually answered this: What is the role of the internal consultant in a curriculum development project?

Wallace: The internal consultant in all projects, it all comes down to the internal consultant, for the most part, reviewing drafts, making sure, facilitating internally the process of getting it typed, making sure that the appropriate

covers are designed, making sure that when the document is given to me that it is ready for printing; in other words, it is read carefully, all typographical types of things, so even if a document is contracted out, eventually someone has to sit and read it to make sure it also reflects what the department is saying, to make sure that we have appropriate acknowledgements and standard types of things that we have in our documents. So there is a role for the internal consultant in all documents.

Gord: Any particular criteria for selection of a consultant for a particular project?

Wallace: No, because in all cases, with the exception of phys ed, there is a consultant hired or seconded in a subject area. For example, there is a social studies consultant, there is a mathematics consultant, and these people are responsible for making sure that the documents are ready for final printing and distribution.

Excerpt from Reflective Interview with Helen Price
University Representative
April 13, 1994
Re: Curriculum Process

Gord: I'm about to do an informal interview pertaining to the curriculum process that we've been going through for the last number of hours, somebody called it "The Hundred Hours". Helen, as I say, this is quite informal. I do have a series of questions that I've actually put into the Appendix which may stay or may not, and I'll use them periodically, but I hope that it will become open-ended and go from there. As well, I'm looking for advice, as we talk, you may get the gist of what I'm up to, what I'm trying to do, and you might be able to give me a sense of direction, to pinpoint exactly what might be the most important thing to actually go for in studying this process. You've been here now for two years, and you've had approximately, well, I don't know how many, but you've had a good number of high school students come through, come from the high school system here to Memorial to do physical education, and you also have met a number of physical education teachers through graduate studies. In your opinion, based on what you've observed, what's going on in the name of physical education, curriculum development in this province?

Helen: The specific activity that I can define and that I've been involved with in curriculum development is the PECAC Committee, which you and I have been involved with, which is drafting a curriculum framework document, whether that's curriculum development or not maybe we'll get into later. I've been so I think six school boards for in-service sessions which I think maybe counted on some level as curriculum development and I've been involved in curriculum development of the undergraduate program at MUN specifically regarding the practical activity courses here. Those are things I'm directly involved in. I don't feel in my two years that I have a handle on what else is going on or isn't going on. Now, I can expand on any of those three or...

Gord: Okay. Let's focus on this curriculum process which we've been engaging in, and you're aware of, we've been appointed through the Department of Education and we're about to create a curriculum document that supposedly will guide future curriculum in physical education. Based on the process that we're going through right now, whose interests are being served or not being served?

Helen: Provincial Government interests, which in this case are, well, most of the time I feel are directly opposed to teachers' interests. I feel that quite strongly. The

Provincial Government has the Department of Education which has a separatist and hierarchical and very traditional notice of curriculum development. It's a very Tylerian notion that experts in the field can be, can draw on university faculty master teachers, so- called curriculum development developers at the Department level to pool their wisdom and produce a guiding document which is what we've been involved, and that's the first stage of, if you like, an RDD model, there's various ways of calling it, research development dissemination. We've been involved in the research part, we've done the writing, we've done the thinking, the so-called experts. And then there's the development which comes through the rhetoric of them sharing the document with the field. And the field is defined in terms of school board administrators and I think I'm right in saying that very few of them are physical educators in Newfoundland, so they are about as far away from experts as you can get in my opinion. But they are administrators, bureaucrats, and therefore slightly closer to government officials than teachers, and slightly safer. So there's interest being served there by maintaining that relationship of having school board officials control the curriculum, and supposedly putting them up there as needed in an educational system, and then obviously that protocol that keeps coming through is part of the dissemination process. And behind the RDD model is that once the knowledge about the curriculum has been created and researched and written, it can be then given to a teacher to implement and that's about as clear an example; this process is as clear an example as you could possibly get of regarding a teacher as a worker who will implement a curriculum and there is a very strong body of literature that critiques that from a practical sense and from a political sense. The practical sense is that teachers are teaching ninety-nine percent of the time, us the experts are released, we have time to develop the curriculums, the school board administrators have time to read and react, obviously curriculum development developers at the Department of Education have time to do all this but teachers are not given the time to really look at the document once it's given to them, you know, a day here, a day there, isn't in my mind anything like real time. So the teachers are kept in the classroom within that structure and that's what prevents teachers from realizing how they are being controlled. If they have time to do graduate study or enter into a provincial advisory board, they then have time off from school, from teaching, to start to ask questions and that starts to unsettle the status quo. So that's kind of a practical way in which this process won't work. And also, as I started to talk about interests, that's the political way of maintaining power, it's the hegemony in that teachers don't even realize how being kept busy is a way of, you know, is an opiate of the masses, if you like, it keeps things a little bit quieter.

Gord: Um hm. Do you think that those people who are in a position of power, such as Wallace and people who are actually above him, are they actually aware of the fact that the mechanism, the kind of curriculum development that they're advocating is actually detrimental to teacher development and will never ever accomplish what they really would like to. Do you think they're actually aware of it? Do they do it consciously or unconsciously?

Helen: That's a good question. No, I don't think they're aware of it. Because I think they've come through the educational system as teachers, then principals, administrators, and that's the way the view is, that you need administrators to make the system work. I think, I know of a few people that may be working in government Department of Education but none here that are aware of the role as somebody who would like to change the hierarchy, change the way that government works, and empower teachers to actually change the curriculum that they're teaching. And they have quite a hard time because it's a very big institution to rearrange. I think what needs to be said is, I've explained what I see as the process here, an RDD model, that the critique to name it is that teaching is a human act; the human, the subject, the object, the teacher, only changes through having time to look at resources, look at their teaching, question assumptions, and giving a document and expecting teaching to improve through a document really does not work. We can mandate it and it may alter teaching superficially, but real change comes from the teacher deciding to change and finding out how to do that. And becoming teachers-as-intellectuals, the teacher becoming part of the decision making process - well, if we have all teachers with some time off to read, to ask questions, to think about reaching the system, it seems as though anarchy would reign. You know. We'd have people in Gander doing different things than St John's, there would be no national kind of control which is probably the case if we have teachers who are professionals and intellectuals who have the time to look at their teaching and want to improve, because it's a profession, most teachers want to do the best bloody job they can, so they'd make the best use and really probably go off in very diverse ways, but they would probably, in my opinion, they would improve their teaching, whether it went along with what I think good teaching is or not. You'd have change in teaching, and that's really the way to go. But as I said this notion of diversity and lack of control, lack of standardization, is diametrically opposed to what government feels it needs to improve teaching.

Gord: Okay. See, I concur with what you're saying. I think that you have articulated better than I have.

APPENDIX III

SYSTEM FOR ANALYZING CURRICULUM DELIBERATIONS (SACD)

System for Analyzing Curriculum Deliberations (SACD)

Adapted From a Study of

Deliberations in Three Curriculum Projects

by

Decker F. Walker (1971 a&b, 1975)

MACRO ANALYSIS -- EPISODES

An *episode* is the grossest and most general level of analysis. It is a consecutive portion of transcript having a degree of unity and coherence and being separable from the surrounding discourse by subject and style of discussion (Walker, 1971b, 1975). Walker identified four episodical typologies: issues, reports, brainstorms, and explications.

MICRO ANALYSIS -- DELIBERATIVE MOVES

A *deliberative move* is a remark or series of remarks contributing in one of a number of specified ways to the accomplishment of the deliberative tasks within the project. Walker (1971b, 1975) identified five deliberative moves: problems, proposals, arguments, instances, and clarifications.

ACTION ANALYSIS -- DELIBERATIVE ACTS

A *deliberative act* is a proposed or planned course of action based on reflection about a particular direction that the committee or a person within the committee wished to advance, or wished to enact based on a particular problem, concern, or constraint (limitation) which impinged on advancing the purpose and cause of the physical education curriculum.

Note

I chose to focus my analysis on proposed courses of action (deliberative acts) in this deliberative-action orientated study, rather than an analysis of arguments which was the focus of Walker's (1971a&b, 1975) study. It was my intent to analyze the political, economic and social constraints (pressures, forces, coercion, power and legitimacy) that affected decision-making and the deliberative acts that were proposed or enacted to counteract or resist the various constraints.

MACRO ANALYSIS -- EPISODES

ISSUES -- Task-relevant arguments, concerns, and constraints. It consists of argumentation concerning what course of action the project or some part of it should undertake or follow. An issue can be about a single problem or family of related problems. Some members of the PECAC or other stakeholders advocate something and others oppose it or advocate an alternative. Discussion is intense and animated, many persons speak, and the discourse is connected; that is, later remarks are directed toward earlier ones.

REPORTS -- A recounting of the activities of some member of the PECAC or subcommittees for information and enlightenment of other members. Usually one person briefs the committee on events or situations about which he/she has privileged information. The briefing may be guided by questions, prompts, or suggestions of others.

BRAINSTORMS -- Idea-generating sessions. It usually is a rapid fire generations of suggestions for solving some problem, coping with some situation or to fulfill some particular function. All members may participate and the tone of discourse may be mildly competitive as members vie with one another to find the solution to their common problem.

EXPLICATIONS -- Episodes in which one person talks at length about ideas, terms, or propositions whose meaning or significance seems unclear or is misunderstood in the committee. These explications are orderly in which ideas are systematically developed in the manner of a lecture.

MICRO ANALYSIS -- DELIBERATIVE MOVES

PROBLEMS -- Remarks identifying unsatisfactory situations needing the committee's attention. The statement of problems serves to focus the committee on a problem or a problem that they should be dealing with.

PROPOSALS -- Remarks that suggest something the committee might do or adopt as a principle of action, as means of resolving some problem.

ARGUMENTS -- Remarks for and against propositions that tend to induce acceptance or rejection of a proposal.

INSTANCES -- Neutral references to specific objects, events, or situations offered as illustrative cases of some term, expression, proposition, concept, or idea.

CLARIFICATIONS -- A special move used to clarify or modify other deliberative moves. A committee member might offer an example instead of an abstract characterization of a point, or might make a crude but dramatic and simple statement of a position with the intent of clarifying it later.

APPENDIX IV

ANALYSIS FORMS

Macro Analysis - Episodes
Micro Analysis - Deliberative Moves
Action Analysis - Deliberative Acts

PHYSICAL EDUCATION CURRICULUM ADVISORY COMMITTEE (PECAC) MEETING ANALYSIS
MACRO ANALYSIS -- EPISODES

Form # _____

Meeting # _____	Date _____	Tape # _____	Counter # _____	Transcript # _____	Line _____
Sub-Committee Meeting _____		Tape # _____	Counter # _____	Transcript # _____	Line _____
Other _____	Date _____	Tape # _____	Counter # _____	Transcript # _____	Line _____

Issue Report Brainstorm Explication	*Related —— Episode Move Act*
_____	Meeting: __ Tape # __ Counter # _____ Form # ___ Transcript _____ Line ___
_____	Meeting: __ Tape # __ Counter # _____ Form # ___ Transcript _____ Line ___
_____	Meeting: __ Tape # __ Counter # _____ Form # ___ Transcript _____ Line ___

Interpretations/Analysis

260

PHYSICAL EDUCATION CURRICULUM ADVISORY COMMITTEE (PECAC) MEETING ANALYSIS
MICRO ANALYSIS -- DELIBERATIVE MOVES

Form # _____

Meeting # _____ Date _____	Tape # _____	Counter # _____	Transcript # _____	Line _____
Sub-Committee Meeting _____	Tape # _____	Counter # _____	Transcript # _____	Line _____
Other _____ Date _____	Tape # _____	Counter # _____	Transcript # _____	Line _____

Problems Proposals Arguments Instances Clarifications

Related —— Episode Move Act

Meeting: __ Tape # __ Counter # _____ Form # ___ Transcript _____ Line ____

Meeting: __ Tape # __ Counter # _____ Form # ___ Transcript _____ Line ____

Meeting: __ Tape # __ Counter # _____ Form # ___ Transcript _____ Line ____

Interpretations/Analysis

PHYSICAL EDUCATION CURRICULUM ADVISORY COMMITTEE (PECAC) MEETING ANALYSIS
ACTION ANALYSIS -- DELIBERATIVE ACTS

Form # _____

Meeting # _____	Date _____	Tape # _____	Counter # _____	Transcript # _____	Line _____
Sub-Committee Meeting _____		Tape # _____	Counter # _____	Transcript # _____	Line _____
Other _____	Date _____	Tape # _____	Counter # _____	Transcript # _____	Line _____

ACT (TBD) _____ _____ _____	*Related —— Episode Move Act*
_____	Meeting: __ Tape # __ Counter # _____ Form # __ Transcript _____ Line ___
_____	Meeting: __ Tape # __ Counter # _____ Form # __ Transcript _____ Line ___
_____	Meeting: __ Tape # __ Counter # _____ Form # __ Transcript _____ Line ___
_____	_____
_____	_____
_____	_____
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Interpretations/Analysis
_____
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PHYSICAL EDUCATION CURRICULUM ADVISORY COMMITTEE (PECAC) MEETING ANALYSIS
MICRO ANALYSIS – DELIBERATIVE MOVES

A Must Transcribe

Form # _96_

Meeting # _3_ Date _Dec 27-28/94_ Tape # _46_ Counter # _160-210_ Transcript # ____ Line ____
Sub-Committee Meeting _____ Tape # ____ Counter # ____ Transcript # ____ Line ____
Other _____ Date _____ Tape # ____ Counter # ____ Transcript # ____ Line ____

Problems Proposals Arguments Instances (Clarifications) Con	Related — Episode (Move) Act
Stephen, the Storyteller, tells a story of hearth tip/facts leading to a story of Chiara encouraged to eat ants & maggots for Iron content leads to Helen making connections about the committee being into adopting the curriculum & orientation & founding on appropriate substitute title for E-V/E-I She actually authores the flow: Personal-Local is required global & later she goes into to actually say personal-global	Meeting: _3_ Tape # _4_ Counter # _160_ Form # ___ Transcript ___ Line ___ Meeting: __ Tape # __ Counter # ____ Form # ___ Transcript ___ Line ___ Meeting: __ Tape # __ Counter # ____ Form # ___ Transcript ___ Line ___ Related to other tacit move by Gordon & Helen

Interpretations/Analysis

This tacit move appears to be leading towards the adoption of a more user friendly term for "ecological Variability / ecological integration"

APPENDIX V

MEETINGS, DATES AND SETTINGS

Meetings, Dates and Settings

DATE	STAGES	SETTINGS
	PRE-COMMITTEE STAGE	
May 13, 1993	Wallace, Forest & Gordon	CLRS
June 16-17, 1993	Forest & Gordon	SPEA
	COMMITTEE STAGE	
November 8-9, 1993	*PECAC Meeting 1* *(Wallace present during morning session on Day 1)*	CLRS
December 12-13, 1993	*PECAC Meeting 2* *(Sherry Brace joins the committee)*	CLRS
January 27-28, 1994	*PECAC Meeting 3* *(Helen Price joins committee proceedings for first time)* *(Wallace & Dr. Mallard visits the Committee in morning of* *Day 1; Karen visits in the afternoon)*	SPEA
March 10-11, 1994	*PECAC Meeting 4* *(Forest & Gordon attend two update meetings on March 9* *at CLRS)*	SPEA
April 11-13, 1994	*PECAC Meeting 5*	SPEA/CLRS
May 9-10, 1994	*PECAC Meeting 6*	SPEA
	POST-COMMITTEE STAGE	
February 15, 1995	Wallace, Colin, Jake, Karen & one other DET Official	CLRS
March 8, 1995	Wallace, Colin, Jake, Forest & Gordon	CLRS

APPENDIX VI

GRADUATION OUTCOMES FOR ATLANTIC CANADA

SUGGESTED GRADUATION OUTCOMES FOR ATLANTIC CANADA

▼ AESTHETIC EXPRESSION ▶

STUDENTS WILL BE ABLE TO EXPRESS THEMSELVES THROUGH THE ARTS AND AWARENESS WITH CRITICAL AWARENESS TO VARIOUS FORMS OF THE ARTS, INCLUDING LITERATURE.

Students will be able to, for example:

use various art forms as a means of formulating and expressing ideas, perceptions and feelings;

demonstrate understanding of the contribution of the arts to daily life, cultural identity and the economy.

▼ CITIZENSHIP ▶

STUDENTS WILL BE ABLE TO DEMONSTRATE UNDERSTANDING OF THE PRINCIPLES OF A JUST, PLURALISTIC AND DEMOCRATIC SOCIETY, AND ACT IN WAYS WHICH ARE CONSISTENT WITH THOSE PRINCIPLES.

Students will be able to, for example:

demonstrate understanding of the forces that have shaped the past and present, and apply those understandings in planning for the future;

demonstrate understanding of human rights, recognize forms of discrimination, and apply those understandings;

reflect critically on ethical issues.

▼ COMMUNICATION ▶

STUDENTS WILL BE ABLE TO EFFECTIVELY USE LANGUAGE (LISTENING, VIEWING, SPEAKING, READING AND WRITING), MATHEMATICAL AND SCIENTIFIC CONCEPTS AND SYMBOLS.

Students will be able to, for example:

present information and instructions clearly, logically, concisely and accurately;

explore, reflect on, and express their own ideas, perceptions and feelings;

access, process, evaluate and share information;

express and demonstrate understanding of ideas presented through words, numbers, symbols, graphs and charts;

reflect on, and interpret, ideas presented through a variety of media;

acquire a knowledge of the second official language and an understanding of the bilingual nature of the country;

▼ GLOBAL AWARENESS ▶

STUDENTS WILL BE ABLE TO DEMONSTRATE UNDERSTANDING OF SOCIAL, ECONOMIC AND ENVIRONMENTAL INTERDEPENDENCE IN A GLOBAL CONTEXT.

Students will be able to, for example:

demonstrate understanding of sustainable development and its implications for the stewardship of the environment;

demonstrate understanding of Canada's political, social and economic systems in a global context;

demonstrate understanding of the significance of the global economy on economic renewal and the development of society.

SUGGESTED GRADUATION OUTCOMES FOR ATLANTIC CANADA

◄ LIFELONG LEARNING AND PERSONAL DEVELOPMENT ►

STUDENTS WILL BE ABLE TO DEMONSTRATE THE KNOWLEDGE, SKILLS AND ATTITUDES NEEDED TO LIVE AND WORK WITH OTHERS IN THE CHANGING WORLD, TO CONTINUE TO LEARN, AND TO BE ACTIVE, HEALTHY PEOPLE.

Students will be able to, for example:

make appropriate decisions and take responsibility for those decisions;

adapt to the changing world of work and discriminate among a wide variety of career opportunities;

work and study purposefully, both independently and in groups;

demonstrate intellectual curiosity, an entrepreneurial spirit, and initiative;

demonstrate understanding of the relationship between health and life style.

◄ PROBLEM SOLVING ►

STUDENTS WILL BE ABLE TO DEMONSTRATE THE KNOWLEDGE, SKILLS AND ATTITUDES NEEDED TO SOLVE A WIDE VARIETY OF PROBLEMS, INCLUDING THOSE REQUIRING LANGUAGE, MATHEMATICAL AND SCIENTIFIC CONCEPTS.

Students will be able to, for example:

identify, describe, formulate and reformulate problems;

supply specific examples and make appropriate generalizations;

formulate tentative ideas, question their own assumptions and those of others;

ask questions, observe relationships, make inferences and draw conclusions;

identify, describe and interpret different points of view and distinguish fact from opinion;

interpret, evaluate and express data using language, including mathematical and scientific terms and concepts;

solve problems with flexibility and creativity using a variety of strategies and perspectives which includes using mathematical and scientific concepts;

frame and test hypotheses.

◄ TECHNOLOGICAL EMPOWERMENT ►

STUDENTS WILL BE ABLE TO USE A VARIETY OF TECHNOLOGIES, AND DEMONSTRATE UNDERSTANDING OF TECHNOLOGICAL APPLICATIONS.

Students will be able to, for example:

demonstrate understanding of and use existing and developing technologies;

demonstrate understanding of the impact of technology on society and recognize ethical questions related to the use of technology;
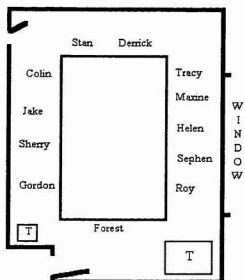
locate, evaluate, adapt and create information using a range of technologies.

APPENDIX VII

PHYSICAL EDUCATION CURRICULUM ADVISORY COMMITTEE SETTINGS

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Curriculum Learning Resources Section Setting
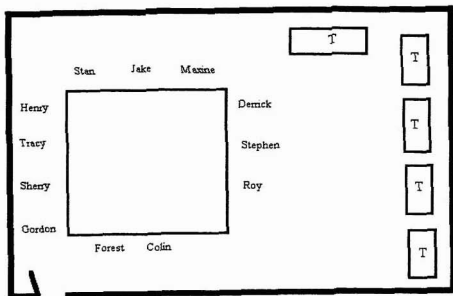
Legend - Table (T)

School of Physical Education and Athletics Setting

Legend - Table (T)

APPENDIX VIII

GENERIC CURRICULUM OUTLINE

Generic Curriculum Outline

A Curriculum Framework for Physical Education

Table of Contents

CURRICULUM FRAMEWORK DOCUMENTS

```
        ┌─────────────────────────────┐
        │ Philosophy, goals, design   │
        │ of the curriculum, etc.     │
        │ (Primary to Graduation)     │
        └─────────────────────────────┘
```

Primary Curriculum	Elementary Curriculum	Intermediate Curriculum	Senior High Curriculum
			Provincial Courses · Local Courses

```
┌─────────────────────────────────────┐
│ Course Descriptions, Curriculum     │
│ and/or Teaching Guides,             │
│ Handbooks, etc.                     │
└─────────────────────────────────────┘

        ┌─────────────────────────┐
        │   Learning Resources    │
        │ Authorized/Recommended  │
        └─────────────────────────┘
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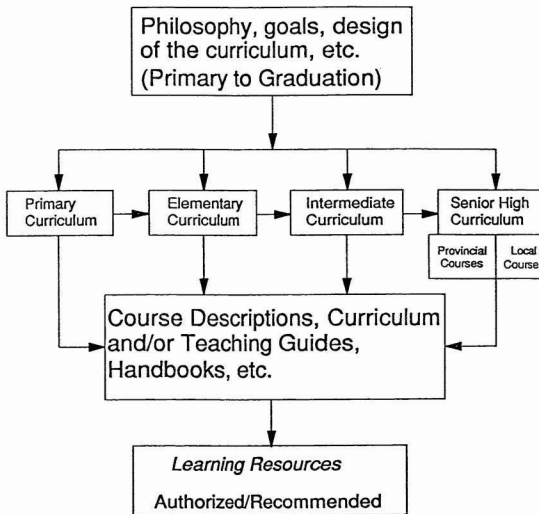
APPENDIX IX

PHYSICAL EDUCATION CURRICULUM ADVISORY COMMITTEE
TERMS OF REFERENCE

Physical Education Advisory [Curriculum] Committee

1993 - 94

Terms of Reference

1.   To review a draft Curriculum Framework for physical education (primary to graduation

2.   To finalize the draft primary/elementary physical education curriculum and teaching
      guide entitled <u>Moving Towards Quality Daily Physical Education</u>.

3.   To recommend teaching/learning resources to be authorized for primary/elementa
      physical education

4.   To finalize the draft intermediate physical education curriculum and teaching guic
      entitled <u>Promoting Quality Daily Physical Education</u>.

5.   To recommend teaching/learning resources to be authorized for intermediate physic
      education.

6.   To draft revised course descriptions for Physical Education 1100, 2100 and 3100.

Number of Meetings

      5 Meetings (10 days)

Place of Meetings

      St. John's

APPENDIX X

DEFINITION FOR A CURRICULUM FRAMEWORK

Curriculum Framework Definition

A curriculum framework is a guide which is explicitly designed and written to assist school communities of teachers, students and parents in their curriculum decision-making about K-12 programmes (Kerr, D., 1989, cited in Marsh, C. J., 1992, p. 73-74). A curriculum framework document usually includes

(a) a rationale or platform,

(b) scope and parameters of curriculum area,

(c) broad goals and purposes of subjects within the curriculum area,

(d) guidelines for course design,

(e) content,

(f) teaching and learning principles,

(g) guidelines for evaluation of subjects,

(h) criteria for accreditation and certification of subjects,

(i) future developments for the area.

In essence, a framework provides a structure for designing a specific subject and a rationale and policy context for subsequent curriculum development of that subject (Marsh, 1992).
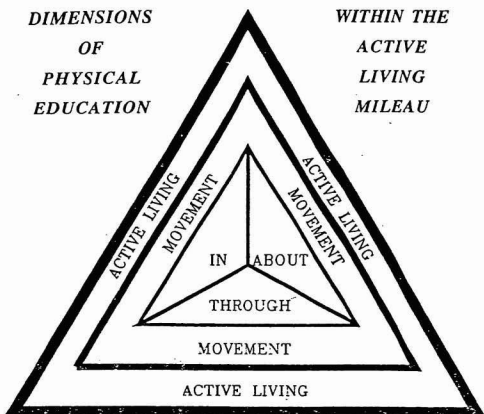
APPENDIX XI

ALTERNATIVE TERMS FOR CURRICULUM ORIENTATIONS

Alternative Terms for Curriculum Orientations

Subject-centered	Disciplinary Mastery	Academic Rationalism
Child-centered		Humanistic
Lifelong Learning	Learning Process	Cognitive Learning Processes
Social Change	Social Reform	Social Reconstruction
Global-Personal	Eco-Personal Integration	Ecological Validity

APPENDIX XII

COVER GRAPHIC FOR CURRICULUM FRAMEWORK
DRAFT 8 and 9

DIMENSIONS OF PHYSICAL EDUCATION   WITHIN THE ACTIVE LIVING MILEAU

ACTIVE LIVING

MOVEMENT

ACTIVE LIVING

MOVEMENT

IN   ABOUT

THROUGH

MOVEMENT

ACTIVE LIVING

A PERSONAL-GLOBAL CURRICULUM FRAMEWORK FOR PHYSICAL EDUCATION: CREATING A VISION

December, 1994

APPENDIX XIII

CRITICAL PATH FOR PHYSICAL EDUCATION
CURRICULUM REFORM

A Critical Path for Curriculum Reform in Physical Education

Development	Implementation
Stage 1: Curriculum Framework Development	**Stage 2: Curriculum Framework Implementation**
Phase I - Representatives for the Department of Education and School of Physical Education and Athletics. Memorial University of Newfoundland collaborate on the potential to develop a draft Curriculum Framework for Physical Education. The concept becomes a class project in graduate curriculum studies *Phase II* - Department of Education appoints Curriculum Framework writers. *Phase III* - Department of Education appoints an Advisory Committee to review the Curriculum Framework. *Phase IV*- Advisory Committee completes Curriculum Framework draft *Phase V* - Department of Education conducts an in-house review of the Curriculum Framework draft.	*Phase I* - Department of Education officials. in consultation with its Advisory Committee. plan and conduct an in-service for school board/district representatives. The in-service focuses on the need for the Curriculum Framework, curriculum development and implementation, and the continuing process of development, validation, and implementation. *Phase II* - Board/district representatives conduct a similar process at the district level for all teachers of Physical Education and relevant school administrators. Within in a timeline. teachers provide feedback concerning the Curriculum Framework, followed by an official school board response to the Department of Education. *Phase III* - Writers conduct final editing of Curriculum Framework in preparation for authorization by the Minister of Education.
Stage 3: Curriculum Guide Development	**Stage 4: Curriculum Guide Implementation**
Phase I - (a) Revise / re-write the draft Elementary/Primary and Intermediate Curriculum Guides (b) Write course descriptions for Senior High Physical Education. The Curriculum Framework and other Departmental publications guide the process. This phase may take place concurrently with Phase I and II of Stage 2 or as follow-up to Stage 2. Possible options - (a) another graduate curriculum studies project at the School of Physical Education and Athletics: (b) reappoint the original draft committees. *Phase II* - Department of Education appoint Advisory Committee to review of all Curriculum Guides.	Follow a similar path as in Stage 2. The process applies the formative (in-process) evaluation from the Curriculum Framework implementation stage.

Merging Development and Implementation	
Stage 5: Assessment Research and Development	**Stage 6: Curriculum Research and Development**
Phase I - Department of Education in collaboration with School Boards and the Physical Education Special Interest Council (PESIC) facilitate the establishment of teacher research teams in various districts. Teachers in collaboration with students conduct Action Research on student assessment. See Appendix VI for general guidelines to facilitating this research. *Phase II* - As in Phase I, teacher research teams conduct Action Research on teacher evaluation.	*Phase I* - Department of Education in collaboration with school boards and the PESIC facilitate Action Research on the refinement and implementation of curriculum models at the three grade divisions. *Phase II* - Teachers are encouraged to initiate their own collaborative Action Research projects on curriculum reform in their settings. The PESIC could consider creating research grants to encourage research possibilities.
Stage 7: Assessment Review	**Stage 8: Sharing Research/Giving It Away**
Department of Education in collaboration with the SPEA, PESIC and the Action Research teams appoint a curriculum assessment committee to devise assessment guidelines for student achievement and teacher evaluation.	The Department of Education, School Boards, PESIC, and SPEA facilitate workshops/inservice that permit Action Research teams to share their experiences and results with teachers, parents, and students. *Collaborative teams of teachers, school board consultants, educational consultants review the process of curriculum and implementation as outlines in stages 1-8.*