

WHAT'S IN A NAME? MERGING OF THE POWER SPORTS
ORGANIZATIONS IN THE PROVINCE OF ONTARIO

by

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Table of Contents

ABSTRACT	3
Introduction	4
Short Summary of the work	5
My argument	7
Step 1: State the Focus Questions	7
Steps 2, 3, and 4: Justify Using an Interdisciplinary Approach, Identify Relevant Disciplines and Conduct a Literature Search	8
Step 5: Develop Adequacy in Each Relevant Discipline	8
Step 6; Analyze the Problem and Evaluate Each Insight Into It	10
<i>The Insights of Business and Economics</i>	10
<i>The Insights of Medicine</i>	12
<i>The Insights of Recreation/Leisure Studies/Sports Management, Law, and Geography</i>	13
<i>The Insights of Environmental Science</i>	14
<i>The Insights of Sociology and Psychology</i>	15
<i>The Insights of Political Science</i>	16
Step 7: Identify Conflicts Between Insights and Their Sources	17
<i>Conflict between Sports Management and Environmental Science Insights</i>	17
<i>Conflict between Recreation/Leisure Studies/Sports Management and Business Insights</i>	18
Steps 8 & 9: Create or Discover Common Ground and Integrate Insights	19
Step 10: Produce an Interdisciplinary Understanding of the Problem and Test It	21
Conclusion	24
Table 1 - Organizations involved	26
Table 2 - Research Literature	28
Table 3 - Merger Research	31
Chart 1 - Power Sports Organization Founding Board of Directors and Advisory Committee	33
Chart 2 - Recommendations from the Ontario Power Sports Working Group	34
References	37

ABSTRACT

Using interdisciplinary critical analysis, I chose to critique the report prepared by the Ontario Power Sports Working Group called *Where the Blacktop Ends, Opportunities Begin*. The main issues that I tried to solve were diversity within the group including non-users (hikers and trail walkers) and users of power sports equipment (all-terrain vehicles, snowmobiles, 4 by 4s, and off road motorcycles), funding, policing, and environmental contradictions. Also, I tried to determine if the proposed merged organization would successfully create change within the power sports industry in Ontario.

After completing literature research, I found that the majority of power sports enthusiasts (over 76 percent according to their own studies) believe that the government and the power sports organizations should work together. The report proposes this to happen with respect to funding, policing, and environmental issues. One source of friction among the all-terrain vehicle industry will be that only two of the three organizations have membership on the board of the proposed new funding agency.

Change should be coming to the power sports industry in Ontario but it will take public consultation with power sports users and the broader public (farm and work users, and people concerned with trails and nature conservation) for the Provincial Government to fully embrace the recommendations within the report.

Introduction

In the winter of 2014, a proposal, called *Where the Blacktop Ends, Opportunities Begin*, for a new organization to be created to manage power sports in Ontario was provided to the Ministry of Tourism, Culture and Sports (MTCS) for the Province of Ontario by the Ontario Power Sports Working Group (OPSWG). The OPSWG is made up of representatives of several of the off-highway vehicle (OHV) organizations of Ontario. Many people have not heard of this document and this group as they have largely remained confidential while the government representatives work on their analysis of this proposal. However, the OPSWG did run a conference for discussion on this document in September 2015 called *Powered Up 2020 and Beyond* that provided additional insight into the proposal.

The objective of this essay is to understand the potential productive nature of the proposed organization, its potential for advancing Ontario's power sports interests and constraints on its influences in the future.

Using the critical analysis methodology,¹ I follow a similar process as Marilyn R. Tayler in "Jewish Marriage as an Expression of Israel's Conflicted Identity" in *Case Studies in Interdisciplinary Research* by Allen Repko, William Newell, and Rick Szostak. Tayler allowed for a ten (10) step process for analyzing a problem using different disciplines and different theories to produce an interdisciplinary understanding of the problem² or in our case, the issues within the power sports merger proposal.

¹ (JSIS Writing Center)

² (Tayler, 2012, p. 48)

Short Summary of the work

The proposal document, *Where the Blacktop Ends, Opportunities Begin*, was created as a discussion paper to determine the future of off-highway vehicle sports in the province of Ontario. The Province of Ontario has been working on determining what to recommend for funding, policing, and safety measures for these types of sports.

These sports include all-terrain vehicles (ATV), 4 by 4 off road vehicles (4x4), snowmobiles, boats, side-by-sides, and off-road motorcycles (ORM). For the purpose of this proposal, boats were not considered as they do not need trails to be used and boats already have a requirement by the Government of Canada to have licenses³ to operate that applies to users in the Province of Ontario and that the other sports do not have.

Each of the sports mentioned have organizations that provide areas of trails throughout Ontario for use, as well as regulations for enthusiasts to follow when using their sporting equipment. Currently, users of ATVs are represented by ATV Ontario (ATVO), Eastern Ontario Trails Alliance (EOTA), and the Ontario Federation of All Terrain Vehicle Clubs (OFATV). Similarly, but not with as many different organizations, 4x4 enthusiasts are represented by the Ontario Federation of 4WD Recreationists (OF4WD); snowmobile enthusiasts by the Ontario Federation of Snowmobile Clubs (OFSC); and off-road motorcyclists by the Ontario Federation of Trail Riders (OFTR). These organizations are summarized in Table 1.

Representatives of these organizations met with representatives for the manufacturers of the products through the Canadian Off-Highway Vehicle Distributors Council (COHV) and with consultants who are familiar with legislation for these

³ (Government of Canada, 2015)

products to create the Ontario Power Sports Working Group (OPSWG). The report/proposal analyzed in this paper is the product of these meetings.

The OPSWG is the first time that there have been representatives from all of these organizations meeting together and agreeing on recommendations that affect all of the organizations.⁴ Together they achieved consensus on a list of fourteen (14) recommendations⁵ (see Chart 2 below). These recommendations include how to collect funding through an annual registration fee on off-highway vehicles (OHV); the set up of a Special Purpose Account (SPA) which would be distributed by an organization called Power Sports Ontario (PSO) within the proposal.⁶ The final name for the organization will be determined after the proposal is approved by the MTCS but PSO will continue to be used within this essay for consistency.

This SPA would be used for funding the organizations' projects, including environmental initiatives such as creating a better environmental management project with the Ministry of Natural Resources (MNR)⁷ and trail development for tourism opportunities⁸. The board of PSO will determine which organizations or sports will get money for their proposed projects out of the SPA. The board of the PSO (see Chart 1 below) is made up of two (2) representatives from each of the sports, two (2) Regional Product Operators, and two (2) representatives from industry. They will also have an Advisory Committee that will include representatives from MTCS, the Ministry of Transportation (MTO), the Ministry of Natural Resources (MNR), the Ontario Trails

⁴ (Ontario Power Sports Working Group (OPSWG), Winter 2014, p. 6)

⁵ (Ibid, p. 7)

⁶ (Ibid, p. 7-8)

⁷ (Ibid, p. 22)

⁸ (Ibid, p. 8)

Council (OTC), the Ontario Federation of Anglers and Hunters (OFAH), a safety advisor, and a tourism advisor. The representatives on this committee will bring perspectives from non-motorized trail users through the OTC and some mixed perspective from the OFAH, which will be considered as the environmental steward for PSO due to their experience as “the oldest and largest nonprofit, nongovernment fish and wildlife conservation organization in Canada.”⁹

To provide further understanding of each of the involved organizations, a summary is provided in Table 1 at the end of this paper. The author understands that all of the abbreviations within this paper can get a bit confusing but also wants to highlight that each of the organizations brings strengths/skills to the OPSWG or Power Sports Ontario (PSO) – the working name for the new organization.

My argument

Step 1: State the Focus Questions

Will the proposed new organization adequately address the issues faced by the individual organizations with respect to diversity, funding, policing, and environmental issues? Will the new organization be successful based upon the experiences of prior sports mergers?

⁹ (Ontario Federation of Anglers & Hunters, 2015)

Steps 2, 3, and 4: Justify Using an Interdisciplinary Approach, Identify Relevant Disciplines and Conduct a Literature Search

There is no single discipline that can cover the diversity of the issues relating to reorganizing power sports in Ontario.

Tables 2 and 3 provide a list of different disciplines and research literature that will be used to discuss the issues later in this proposal. Table 2 deals with research literature that is non-merger related, but focuses on the topics discussed in the merger. Table 3 provides information about research into mergers – within sports and outside of sports – that will be used to discuss the proposed new organization.

As power sports are a diverse industry, so too are the research disciplines involved in providing an informed discussion on the topic, including Business, Economics, Medicine, Recreation/Leisure Studies/Sports Management, Law, Geography, Environmental Science, Sociology, Psychology, and Political Science.

Step 5: Develop Adequacy in Each Relevant Discipline

With a large list of disciplines to develop adequacy for, let me start at the beginning of the list and provide reasons to include them. The Business discipline provides information as each of the organizations – the current and future representatives of the power sports enthusiasts – is a business. Businesses need to be organized, efficient and effective for their members/stakeholders to continue to provide funding and authorization to be their representatives. Economics is important as there is a need to determine if there is a market/need for the power sports product and organizations. If there is no market share for a type of power sports product, there is no need to start an organization to represent that product.

Safety is important to the Health disciplines. Many emergency room visits are due to accidents on power sports products and doctors in the areas around where these sports occur need to recognize what is involved as they may become involved in recommending safety conditions such as helmets, age of drivers, speed limits, and areas to ride that will lead to regulations that require policing of these sports for safety reasons.

The Recreation/Leisure Studies/Sports Management, Law, and Geography assist with the need to manage the power sports in ways that are legal, geographically proper, and fun for both the sports enthusiasts and the non-sport user of the areas (which can also be said for the Environmental Science discipline) where the off-road riding occurs. This may include designated trails, easements, limits on types of motorized use, rules for crossing water courses, guidelines for sharing trails with other users, and educational courses on how to use and maintain the power sport equipment to mitigate the environmental damage.¹⁰

Sociology and Psychology of organizational behaviours are important as these involve how the organizations involved work together and what will happen if they merge as proposed. Other issues might include what may happen if the proposed organization does not work to manage the sports funding well or there are disagreements or one group feels under represented.

Finally, Political Science as the government ministry involved is looking for management of power sports to work together so that government can reduce the number of lobby groups, develop policy that works for the whole sector, and develop policy to increase the popularity of the sports without damaging the reputations of the politicians,

¹⁰ (Ontario Power Sports Working Group (OPSWG), 2015, p. 22)

who must also balance the interests of conservationists, landowners, and other types of users. The politicians will also need to work with the power sports enthusiasts on funding models as the one proposed would include creating fees on the purchase of the power sports equipment and the enthusiasts may not like this without a well thought out and public plan on the spending of the money. The PSA will need to be fully explained by the Government and by the OPSWG members to all taxpayers in Ontario.

Step 6; Analyze the Problem and Evaluate Each Insight Into It

The Insights of Business and Economics

Many of the organizations involved in the merger are separate businesses; however, the sports enthusiasts or their customers also need to be represented in this paper. According to Champniss et al, “[t]he way the consumers see themselves determines their behavior – and you can influence that.”¹¹ Many of the organizations that are coming together to be represented by this new organization have members and are focused on how to get funding from these members to sustain their lobby interests, attract insurance providers, promote the sports, and even to fund the provision of safety training for the use of these products. The organizations also have to police how their members (and others) use the trails. Most of the organizations, except for the OFSC, have to use volunteers to police the trails and, if there is a problem on the trail, the volunteers can call the police to issue trespassing tickets from the trail but then they have to hold the riders until the police arrive. Since the OFSC already uses a provincial permit system, the Ontario Provincial Police (OPP) monitor their trails and can lay charges, including

¹¹ (Champniss, Wilson, & Macdonald, 2015, p. 88)

drinking and driving tickets which affect the enthusiasts' rights in their road vehicles as well as their power sport vehicle. If all of the trails fall within the aspects of the one proposed organization, they may be policed by the OPP in a similar manner as what the OFSC currently has. This will protect the volunteers, the landowners, the enthusiasts, and the trails from damage, bad choices, and potential further harm while waiting for the police to arrive.

There is an economic impact of the policing and the funding as there is only so much money to do both within each of the organizations. As found by Fort and Quirk, "cross-subsidization schemes that result in lower profits for some [organizations] are difficult to achieve even if they result in higher [sports]-wide profits."¹² By using a single organization like the PSO to funnel the funding through and having representatives from all of the sports on the board (see Chart 1) will make it more economically efficient but may reduce profits in the larger organizations, like the OFSC, to help direct funds to the smaller organizations, like ATVO.

Cost efficiencies are important though. Jeziorski wrote that there are "at least three types of cost efficiencies, namely (i) within-market economies of scale, (ii) within-format cost efficiencies, and (iii) cross-market synergies."¹³ While Jeziorski was researching US radio mergers, this is still applicable to PSO in regards to the organizations working together on deciding on the projects, working on the projects, and on PSO being the one voice to the government, the media and the public for Power Sports. This will allow for cross-market synergies and should strengthen policing as well as assist with the cost efficiencies of the organizations as they work together. As most of

¹² (Fort & Quirk, 1995, p. 1266)

¹³ (Jeziorski, 2014, p. 819)

the organizations will remain separate, the cost efficiencies would be found with the board of the PSO leading the smaller organizations away from creating the same things, like promotional materials, permits, and educational material, towards working together in ways that will benefit from the strengths of each of the organizations. For example, ATVO can concentrate more on the creation of marketing materials while the OFATV concentrates more on the government lobbying that each organization had been doing and EOTA can concentrate on funding initiatives that they are strongly skilled at. I see the proposed merger as a strengthening of skills and a reduction of cost ineffective management of doing too many things within one organization.

The Insights of Medicine

With a limited amount of money, the policing can become harder. Denning et al. indicate that laws are hard to enforce as the need to follow is not always easy to do.¹⁴ Volunteers and landowners that have had their lands trespassed on are not always able to catch up, stop, and control unruly riders. Unruly riders usually do not follow the rules as the rule may limit what fun the riders think they can have. For riders that want to take friends along but do not have the extra equipment may take the friend for a ride on their single vehicle. Having passengers on ATVs can cause issues with riding a machine since it is not made to have the extra weight. An experienced rider can feel that he/she can manage a machine with a passenger but can end up hurting both people if an accident happens. Denning et al. write about these types of accidents and how many can be

¹⁴ (Denning, Jennissen, Harland, Ellis, & Buresh, 2013, p. 66)

prevented with safety training, effective enforcement, and special parks for riding,¹⁵ but that accidents will still happen.

The Insights of Recreation/Leisure Studies/Sports Management, Law, and Geography

The parks that Denning et al. mention would fall under recreation/sports management; however, they would be affected by law and geography. In the United States, there are many parks that were created by individual states to allow power sport enthusiasts to ride in places that will not affect other trail users as the parks are dedicated to only allowing power sports within them. For example, Denning et al. collected their research data about their “state [Iowa] eight [8] publically owned OHV parks that are maintained by private organizations and monitored by the Department of Natural Resources (DNR). Regulations in the parks overlap state laws, but also include mandated helmet use.”¹⁶ Even though their DNR is environmentally regulated, the OHV private organizations will be sports based and to allow for better rides, which keep the enthusiasts interested in riding in the park and not in other unwanted locations, the park must be managed with the sports enthusiasts in mind.

Fraser and Brillinger reminds us all that OHV, especially ATVs, riders have their own reputations – some are bad as they do not always follow the laws and trail rules. Clubs should be used to monitor and teach better environmental maintenance for the machines, riding and safety.¹⁷ This can be done within a riding park but does come with a cost. To assist with determining how to be more cost efficient, Fraser and Brillinger,

¹⁵ (Ibid, p. 69)

¹⁶ (Denning, Jennissen, Harland, Ellis, & Buresh, 2013, p. 65)

¹⁷ (Fraser & Brillinger, 2012, pp. 12-14)

and PSO, strive to better understand the needs and desires of recreational OHV riders. Their goal is to improve decision making for PSO to satisfy the sports enthusiasts needs when it comes to funding the best projects and for the diversity of users.

This diversity can be compared to that found by Kihl, Shaw, and Schull when they researched a merger of two gender affiliated intercollegiate athletic departments and found that even though the “women entered the merger from a strong organizational position”¹⁸, the men and women involved alternated from privileged and not depending on the situation. This privilege also depended on historical practices, assumptions, and processes.¹⁹ While they looked at gender relations within an athletic merger, I believe that their results can also be applied to any merger or association when there is a definite difference in stature within the new organization. In PSO, there are three ATV organizations applying for two places on the board. This will leave one with reduced influence and the other organizations with privileges on the funding of their sports projects. This is similar to the gender issues that Kihl, Shaw, and Schull found attributed to the female portion of the merged organizations in their Sports Management research.

The Insights of Environmental Science

Working together is something new for the organizations involved with PSO. However, Haddock and Quinn confirm that “motorized users had higher rates of past public consultation experience than did non-motorized users [of public land].”²⁰ Yet non-motorized recreationalists must always be considered²¹ as their needs are no less

¹⁸ (Kihl, Shaw, & Schull, 2013, p. 155)

¹⁹ (Ibid, p. 155)

²⁰ (Haddock & Quinn, 2015, p. 16)

²¹ (Ibid, p. 16)

important than the needs of the power sports enthusiasts. Public land is owned by the country or province and is to be used for the needs of all. To provide voice to non-power users, PSO will have on their advisory board the Ontario Trails Council (OTC). This organization “is a charity that promotes the development, preservation, management and use of recreational trails in Ontario.”²² This organization was formed in 1988 to include “trail user groups such as hikers, cyclists, snowmobilers and equestrians who shared an interest in trails and in the conservation of abandoned rail lines for use as trails.”²³ Their members include tourism areas, municipalities, and conservation areas as well. They will assist PSO with the determination for funding projects by providing insight into trail development, management, and use from non-motorized users point of view, as they represent both motorized and non-motorized trail users.

The Insights of Sociology and Psychology

When employees, organizational leaders, and sports enthusiasts are involved, there are insights from sociology and psychology that provide insights about issues power. Wheatley and Frieze found in their research that “the world doesn’t change one person at a time. It changes as networks of relationships form among people who discover they share a common cause and vision of what’s possible.”²⁴ Most sports organizations were developed by people interested in the same sport who want to continue to participate in that sport. The OPSWG had not worked towards a common

²² (Ontario Trails Council, 2016)

²³ (Ibid.)

²⁴ (Wheatley & Frieze, 2006, p. 1)

cause before and now they will be required by the merger proposal that they submitted to the government to work together to assist each other with funding.

Most of the insights from psychology involve change in the thinking within the organization and the public. Boen, Vanbeselaere, and Swinnen found that “social identity refers to the group to which we categorize ourselves, together with the emotional importance and the value we attach to these groups.”²⁵ As many of the organizations involved with the OPSWG have seen themselves as separate groups/organizations, the PSO will need them to re-categorize themselves as a new group or as a part of a single organization. It may be difficult for them to change their view of themselves but they have been willing to work within the OPSWG so they are already starting to make this change. The larger change could be with the sports enthusiasts and the government as they usually only direct their contact to one group and the PSO will have to try not to separate the organizations back to individual ones to get different answers for their enquiries. Currently, ATV sports enthusiasts can join different organizations that match their personal philosophy of riding and geographical area but having only one organization may cause them to deflect their views/desires into issues that cause problems for the PSO.

The Insights of Political Science

To fulfil the change with the government, Price Boase writes that “[m]any of those engaged in the study of government have been stuck by the widespread assumptions that there is an urgent need for fundamental change in the way that

²⁵ (Boen, Vanbeselaere, & Swinnen, 2005, p. 8)

governments fulfill the expectations of citizens.”²⁶ The sports enthusiasts involved will need to convince the government that the PSO is necessary and desired. These enthusiasts will need to invite voters to petition or write letters to convince the government to create the PSO as the government will not do it on their own. To create a funding model by adding taxes and fees, is not something that a government generally wants to do without the public committing to the program that these taxes/fees will be paying for. For example, sports enthusiasts wrote more than 10,000 letters to their government representatives for allowing passengers on ATVs on the roads. While this contradicts the fact that the passengers can cause even experienced riders problems when riding, a new law came into effect in Ontario that allows the passengers on the roads.²⁷

Step 7: Identify Conflicts Between Insights and Their Sources

Conflict between Sports Management and Environmental Science Insights

The main conflict that my research has found is that the diversity of the different disciplines and different organizations amalgamating into a single organization for funding is a challenge. Each organization is managed in different ways. Some are volunteers only while others are blended volunteers and paid employees. When/if the PSO is created, there will need to be a consensus as to what/who are paid. The board of the PSO has been decided upon but there may be a conflict with how many of the ATV representatives are on the board. With only two representatives for each sport, this will leave either one or two ATV organizations without representation on the board. This is

²⁶ (Price Boase, p. 76)

²⁷ (Ministry of Transportation, 2015)

similar to the conflict with the accounting bodies in Ontario that I am a member of.

When two of the three organizations merged, the third one decided that they had to do so too to keep competitive advantage. However, the board of the new organization is made up of 8 from one of the old designations and 4 each of the other two.²⁸ As a member of one of the reduced designations, I know that this can cause problems when trying to get policies passed.

The PSO may have the same dilemma with every sport having 2 representatives but missing the input of the one or two ATV organization(s) that do(es) not get representation. Also, an organization like the OTC that represents all users can provide input for non-users. This could cause a conflict between the organizations since they may not feel heard or represented and a conflict that will need to be resolved for the PSO to continue. However, wanting the PSO may become the common ground for the different organizations.

Conflict between Recreation/Leisure Studies/Sports Management and Business Insights

Eagles found in his Recreation/Leisure Studies research that “[i]t is increasingly difficult to justify public expenditure to subsidi[z]e the recreation of one segment of the population.”²⁹ This is a conflict between those motor sports groups who focus on growing and spreading the business while providing cost efficiencies (trail maintenance, licenses, and bridges) and access to public land versus those from the Government of Ontario who would prefer not to have OHVs on this land because of the damage that is caused.

²⁸ (Chartered Professional Accountants of Ontario, 2015)

²⁹ (Eagles, Trends in Park Tourism: Economics, Finance and Management, 2002, p. 135)

Price Boase writes that “[t]he Ontario government suggests that it is critical to identify potential risks before entering into partnership, since negative outcomes are unpredictable.”³⁰ While networks of like-minded people are forming, it does not always mean that the network is successful. As of December 2015, more than one year after submission to the government, the OPSWG’s proposal has neither been accepted nor rejected. The outcome if it is rejected for the members of the organizations within the OPSWG are unknown, but are probably highly negative.

Steps 8 & 9: Create or Discover Common Ground and Integrate Insights

While there are some conflicts among the groups in the merger, and between the power recreation group and government, there is also some new common ground. Research that examines how power sports enthusiasts might enjoy their chosen sports without causing too much environmental damage is key. Management of these power sports and policing or enforcement of agreed upon rules and best practices will need to happen in ways that keep the users safe, yet are cost effective.

Change does not come easily. A media campaign that encourages people to adopt changes in behaviour will be needed to assist the OPSWG members, government, enthusiasts and non-enthusiasts. Determining the needs of the power sports enthusiasts is important but they must be filled in such a way that non-users of power sports equipment are not inconvenienced too much. A balancing act between funding and cost efficiencies may create conflict between user and non-user groups so that environmental issues caused by the enthusiast groups will need to be considered. For example, one of the PSO

³⁰ (Price Boase, p. 79)

member organizations may have a bridge they want to build that would allow for more riders, for cost efficiency the bridge will allow all of the sports to use it, and the PSO has the funds to build it; however, all bridges come with an environmental impact. Bridges affect wildlife as they may change their migration patterns or need to be built in environmentally sensitive areas by water. While the bridge is important to the power sports user groups, a balancing act with the environmental issues will need to be considered before funding is approved. This is where the OFAH as an advisor to the PSO board can help with their stewardship; however, the final decision needs to be approved by MNR as well as the PSO.

Politicians want to meet the needs of the voters in ways that will bring in the most votes so they do not want to be the cause of any conflicts between users and non-users. Also, all politicians and parties run on a platform that they want to fulfil while in office and most politicians want to fairly represent the people of the province. While they may want to accept all of the recommendations in the proposal from the OPSWG, they will need to have public input on the PSO funding model. Because the funding will be coming from the enthusiasts, they will require input from them, at the very least, before the finalization of the funding model. They will also want to hear from non-users, especially conservationists, and the PSO will need to review with the government and the non-users, their environmental stewardship planning especially in cases like the previously mentioned bridge.

Step 10: Produce an Interdisciplinary Understanding of the Problem and Test It

When “affiliated sport organizations are seen by their supporters to be more effective and efficient, organizing the sport and competing as one organization for funding,”³¹ funding is a little easier to get. While Kihl, Shaw, and Schull wrote the previous quote to refer to merged gender related organizations, I believe that it also can apply to all networked sports organizations. Business and economics disciplines want for sports to be “purposefully cooperative”³² and managed cost effectively.

Eagles et al. indicate that “present public governance systems exist because both civil society and government realized the importance of partnering to have management systems that are more efficient and function better.”³³ This is what the OPSWG is working on with their proposal. They want to work with the Province of Ontario to provide better services for the power sport enthusiasts while assisting the government by having only one place to contact and fund with respect to these sports.

When it comes to funding though, all of the public will need to be consulted as there may be some current non-users that will become future power sports enthusiasts. Recommendation 1 from the report states that “[a]n annual enhanced registration fee system for all off-highway vehicles”³⁴ and this could be considered another tax by purchasers of power sports vehicles as many power sport equipment purchasers, like farmers and work related purchasers, do not currently need to purchase permits/memberships to use their equipment. This is especially true for Jeep 4x4 purchasers as only enthusiasts currently purchase memberships to the OF4WD but there

³¹ (Kihl, Shaw, & Schull, 2013, p. 146)

³² (Dilys & Gargasas, 2014, p. 95)

³³ (Eagles, et al., 2012, p. 271)

³⁴ (Ontario Power Sports Working Group (OPSWG), Winter 2014, p. 10) and from Chart 2

may be additional fees added, under the PSO funding, on all Jeep style vehicles whether or not the purchasers will be using the vehicle off road. Since many politicians campaign on the fact that they will not raise taxes or add another tax, this could be cause for concern for the citizens that are power sports enthusiasts. Many of the organizations involved in the OPSWG already charge an annual membership/permit fee; however, this would apply to all purchasers even if they were not members of the organizations involved in sports, and for example use these tools for work related purposes, like farming, or for driving on roads, like Jeep style vehicles. The proposed dedicated registration fees collected from all sales of OHV type vehicles would be used as PSO Recommendation 7 indicates; for

- Power sports, recreation and tourism product development, infrastructure and maintenance;
- Governance, Administration, and Human Resources [for the PSO];
- Safety and Environmental Programs;
- Marketing, Fundraising and Partner Development; and
- Internal and External Communications.³⁵

As the PSO suggests, “[i]n order for this system to be successful, it must be broad-based – meaning that a rationalization of the current system would have to take place with respect to the elimination of exemptions based on geography.”³⁶ The loss of the rural exemption would mean that any OHVs purchased for farming would be subject to the new fees. However, a well thought out advertising campaign to explain that the use of

³⁵ (Ontario Power Sports Working Group (OPSWG), Winter 2014, pp. 10-12) and Chart 2

³⁶ (Ontario Power Sports Working Group (OPSWG), Winter 2014, p. 33)

the money could assist the farmers with having fewer OHV trespassers and less crops destroyed for a small amount of OHV fee.

An organization similar to the one proposed in Ontario has been formed in Europe and in the United States. The European organization is called the All Terrain Vehicle Industry European Association (ATVEA) and the American one is called National Off Highway Vehicle Conservation Council (NOHVCC). To assist with the networking discussions for the OPSWG, a representative came from each of these organizations to the conference in September 2015 to discuss their experiences with the ATV industry in each of the countries. Also, the Fédération Québécoise des Clubs Quads (FQCQ) from Quebec gave a talk about the ATV industry in Quebec. The organizations recommended that the OPSWG members seek out co-operation from other industry stakeholders, like they did with the OFAH and the OTC; contribute to riders' education and training so that the enthusiasts are responsible for the use of their equipment; and contribute to the regulations for the use of the OHVs³⁷ as this will lead to the longevity of the industry.³⁸ Learning from each other and learning of the experiences in other countries and provinces may lead to a successful network within Ontario. If the OPSWG, with the help of the recommended/requested legal expert³⁹ and the funding to run a well thought out advertising campaign, with the backing of the government and the member and partner organizations occurs, the PSO may be successfully launched in Ontario. Without the backing of all of the member organizations, the power sport enthusiasts, the advisory partners, and the government, the proposed merged organization should not be attempted.

³⁷ (All-Terrain Vehicle Industry European Association (ATVEA), 2015)

³⁸ (National Off-Highway Vehicle Conservation Council (NOHVCC), 2015)

³⁹ (Ontario Power Sports Working Group (OPSWG), Winter 2014, pp. 10-12) and Chart 2

Conclusion

Sports enthusiasts want to use their power sports equipment/machines and the number of them are growing every year. However according to Ipsos, 76% of the sports enthusiasts that they surveyed think that the “Government and power sports organizations should **work together** [emphasis not added] to expand trail riding and tourism, promote safety, and enhance other mutually-beneficial goals.”⁴⁰ While the member organizations are diverse because of the different sports involved and may have had issues working together in the past, the leaders of the OPSWG member organizations have changed their perspectives of each other and joined together in the network organization to create recommendations for the government and provided them with a report in October 2014. These recommendations involve funding strategies with an inclusion of an advisory board of chosen organizations to assist with environmental issues, including bridge building, rider non-conformity issues, and trail development and location, and recreation for non-power sports enthusiasts. However, the network may have issues with the removed presence of at least one ATV organization within the board as there are three organizations for two board positions.

Will the network be successful with changing the government perception of the OPSWG members and create the PSO? That will be determined by the success of the change psychology that continues to take place. Future study will need to be done if the Government of Ontario does approve the proposal for a new organization to manage the

⁴⁰ (Bricker, 2015)

funding of the Power Sports for Ontario instead of leaving the funding for the individual organizations to find.

Table 1 - Organizations involved

Organizations	Organization Abbreviation	Industry Represented	Funding	Skills	Head Office Location	Website
ATV Ontario	ATVO	All Terrain Vehicles (ATVs)	User pay	Marketing & Economic Development	Haliburton	www.atvontario.com
Canadian Off-Highway Vehicle Distributors Council	COHV	all Power Sports	Manufacturers	Relationships will all power sports groups	Markham	www.cohv.ca
Eastern Ontario Trails Alliance	EOTA	ATVs	User pay & grants	Business & grantor relationships	Tweed	www.thetrail.ca
Ministry of Natural Resources	MNR	Ontario Government - citizens of Ontario	Tax collections	Forest protection, conservation, & preservation	Peterborough	https://www.ontario.ca/ministry-natural-resources-and-forestry
Ministry of Tourism, Culture, and Sport	MTSC	Ontario Government - citizens of Ontario	Tax collections	Tourism and sport knowledge	Toronto	http://www.mtc.gov.on.ca/en/home.shtml
Ministry of Transportation	MTO	Ontario Government - citizens of Ontario	Tax collections	Transportation knowledge	Toronto	http://www.mto.gov.on.ca/english/
Ontario Federation of 4WD Recreationists	OF4WD	4WD [Jeep]	User pay	Trail maintenance & working with other power sports organizations	Toronto	www.of4wd.com
Ontario Federation of All Terrain Vehicle Clubs	OFATV	ATVs & Side-by-Sides	User pay	Trail development & government advocacy	London	www.ofatv.org

Table 1 - Organizations (continued)

Organizations	Organization Abbreviation	Industry Represented	Funding	Skills	Head Office Location	Website
Ontario Federation of Anglers and Hunters	OFAH	Fishing & Hunting	User pay	Environmental conservation & government advocacy	Peterborough	www.ofah.org
Ontario Federation of Snowmobile Clubs	OFSC	Snowmobiles	User pay through Ontario Government	Trail building, maintenance, & political power	Barrie	www.ofsc.on.ca
Ontario Federation of Trail Riders	OFTR	Off-road Motorcycles	User pay	Communication & safe, responsible trail use	Markham	www.oftr.ca
Ontario Power Sports Working Group	OPSWG or PSO (used interchangeably)	all off-road Power Sports	User pay through Ontario Government	Advocacy, trail development and maintenance, safety training		
Ontario Trails Council	OTC	all trail users - motorized and non-motorized	User pay, donations, & partnerships	Trail development, management, & use	Deseronto	www.ontariotrails.on.ca

Table 2 - Research Literature

Authors	Detail Researched	Discipline	Research Method	Research Topic
ATVEA	European ATV industry	Business	Experience	State of European Power Sports
Champniss, Wilson, & Macdonald	Product Promotion	Business	Social Identity Approach	Managing social identities for product promotion
Clewer	Sports Funding Options	Business	Experience	Funding for Power Sports
COHV	Sustainable Funding	Business	Experience	Funding for Power Sports
Marmenout	Employee Reactions	Business	Multimethod Experimental Study	Low morale and Its detrimental effect post merger
Moss Kanter	Change	Business	Case Studies/Examples	Globalization and change management
NOHVCC	US ATV industry	Business	Experience	US Power Sports infrastructure and partnerships
OF4WD	4WD industry in Ontario	Business	Experience	Ontario off-road [Jeep] infrastructure and partnerships
OPSWG	Sports Funding Options	Business	Experience	Funding for Power Sports
Richelieu	Branding teams	Business - Marketing	Brand Strategy	Building brand for professional sports teams
Cameron & Glick	Interrelated Markets	Economics	Cooperative Oligopolistic Models	Market share & US anti-trust legislation
Dilys & Gargasas	Corporate Relationships	Economics	Structural Business Model	Sports management & infrastructure
Mantere, Schildt, & Sillince	Failed Mergers	Economics	Grounded Theory	Strategic Plan Reversal
Mongeon & Winfree	Salaries in NBA, MLB, & NHL	Economics/Sports Management	Duopoly Model	Cross league ownership effect on salaries

Table 2 - Research Literature (continued)

Authors	Detail Researched	Discipline	Research Method	Research Topic
Kahr	Right to Exclude vs Right to Ride	Environmental Law	Case Studies/Examples	Review of Private Property, Public Recreation, and the Rise of OHV
Haddock & Quinn	Public engagement	Environmental Studies	Survey	Better understand ways to connect policy makers with users/citizens
Fraser & Brillinger	User pay areas/market	Geography	Survey	Better understand need and desires of recreational off-highway vehicle users
Denning, Jennissen, Harland, Ellis, & Buersh	Accident prevention	Medicine	Retrospective study	Determine whether ATV safety laws and parks cause differences in injuries
Albritton, Stein, & Thapa	Conflicted sports groups	Park and Recreation Administration	Goal interference	Perceived differences between different off-highway sports
Duncan	US Laws and proposed use	Park and Recreation Administration	Analysis of laws vs proposals	Use of National Park by snowmobiles
Price Boase	Public-Private Partnership	Political Science	Case Studies/Examples	Risks and benefits of different types of public-private partnerships
Eagles	National Park Tourism	Recreation and Leisure Studies	Parastatal management structures	Nature-based tourism costs and revenues
Eagles, Buteau-Duitschaever, Rattan, Havitz, Glover, Romagosa, & McCutcheon	National Park Governance	Recreation and Leisure Studies	Survey	Comparison of Ontario (parastatal) and British Columbia (public & for-profit) park governance
Miller, Lawrence, McKay, & Rowe	Globalization of sport	Sociology	Latour's observation	Sport is spread across country borders through capital and competition

Table 2 - Research Literature (continued)

Authors	Detail Researched	Discipline	Research Method	Research Topic
Wheatley & Frieze	Lifecycle of Emergence	Sociology	Case Studies/Examples	Emergence of connected power
Shaw & Slack	Gender Equity	Sports & Recreation	Post Modern Analysis	Gender representation within sports organizations
Edelman	Sports Subsidies	Sports Law	Political relations	Scarce market & US anti-trust legislation
Bricker	Politics and Power (Sports)	Statistics	Survey	Involvement in Power Sports and Politics of Sport

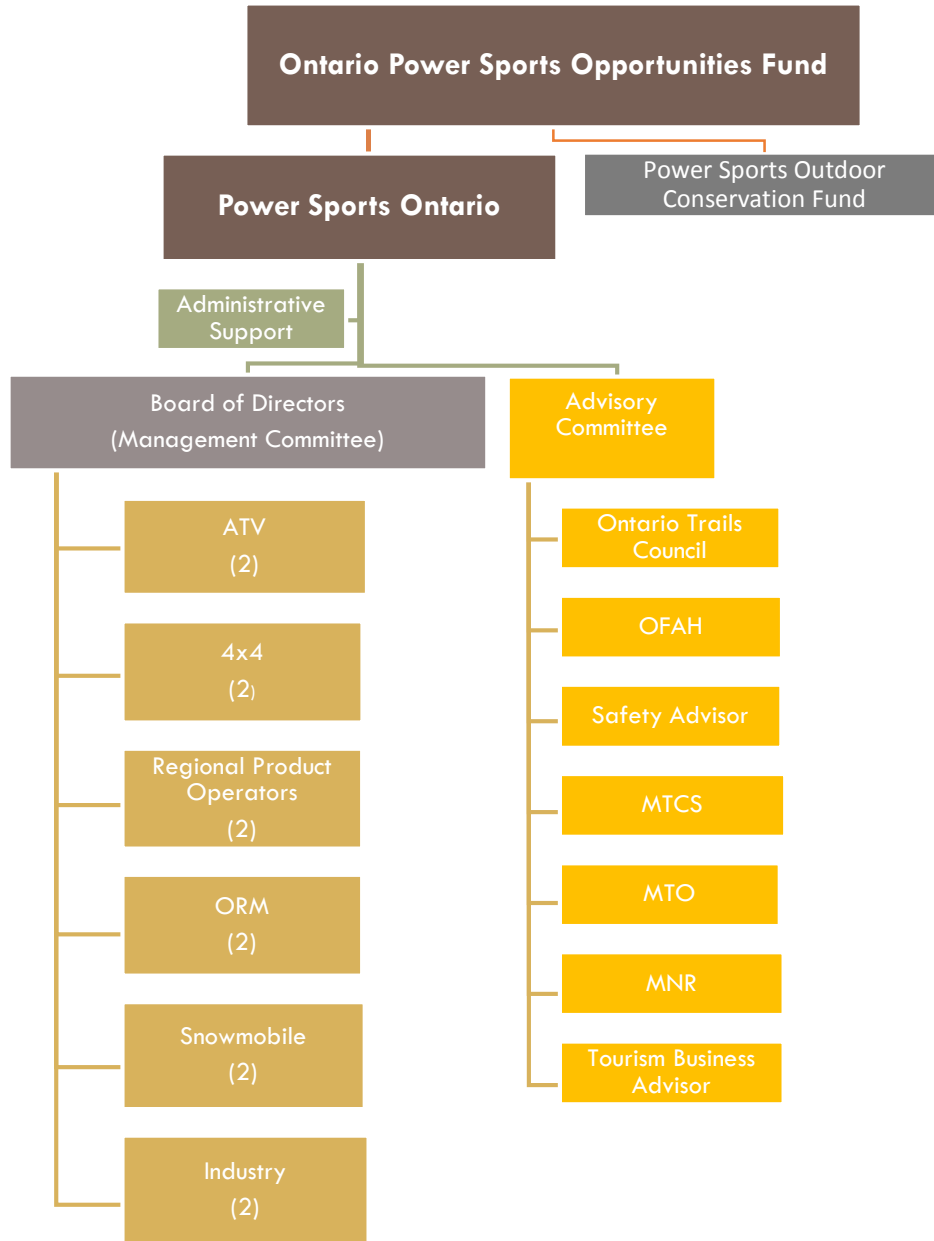
Table 3 - Merger Research

Authors	Merger Researched	Discipline	Research Method	Research Topic
O'Shea, Alonso, & Morton	Australian Rugby Union	Business	Complexity Theory-spin off of chaos theory	Different developments change the way organizations operate
Brakman, Garretsen, van Marrewijk, & van Witteloostuijn	Manufacturing	Economics	Oligopolistic International Trade Modeling	Cross-border comparative advantages
Fort & Quirk	AFL&NFL, Major League Baseball (MLB), & National Basketball League (NBA)	Economics	Profit maximization	Cross-subsidizations
Jeziorski	US Radio	Economics	Dynamic modeling	Cost efficiencies from mergers
Kahn	MLB, NFL and US Football League (USFL), NBA, & National Hockey League (NHL)	Economics	Monopsony model	Salaries between different leagues and owners
Graham	UK Public Interest Mergers	Law	Description	Mergers in the public interest
Kirkwood	Tyson Foods, Wal-Mart's buying power	Law	Mirror Image Analysis	Buying power
Moss	Regional Sports [Programming] Networks	Law	Competition Analysis	Buying power for TV & Radio programming

Table 3 - Merger Research (continued)

Authors	Merger Researched	Discipline	Research Method	Research Topic
El-Hodiri & Quirk	American Football League (AFL) and National Football League (NFL)	Political Science & Economics	Formal Decision-making Model	Economic structure of professional sports
Boen & Vanbeselaer	Belgian Soccer	Psychology	Social Identity Approach	Fan commitment after merger
Boen, Vanbeselaer, & Swinnen	Belgian Soccer	Psychology	Social Identity Approach	Prediction of fan commitment in a merger
Vaara	8 Finnish-Swedish mergers	Social Sciences	Social Construction Processes & Narrative Analysis	Views on management's ability to control change
Velija, Ratna, & Flintoff	Women's Cricket Association with (male) England & Wales Cricket Board	Sociology	Feminist Research Framework	Exclusionary power in merged sports organizations
Kihl, Shaw, & Schull	Merging of gendered organizations - women's & men's sports organizations	Sports Management	Gendered Social Processes	Transition and integration of the merged organizations
Stevens	Canadian Hockey Association Merger	Sports Management	Qualitative Case Analysis Approach	Organizational tracks with merged organization

Chart 1 - Power Sports Organization Founding Board of Directors and Advisory Committee⁴¹



⁴¹ (Ontario Power Sports Working Group (OPSWG), Winter 2014, p. 94)

Chart 2 - Recommendations from the Ontario Power Sports Working Group⁴²

All of this chart was taken directly from the report/proposal – even the fact that there are 16 recommendations in the list and fourteen are mentioned in the leading paragraph.

Based upon the analysis of existing and potential funding models used elsewhere, the Ontario Power Sports Working Group (OPSWG) achieved consensus on a set of options that is both achievable and desirable given the state of the power sports sector in Ontario today. While the sustainable funding mechanisms are at the heart of these recommendations, it is important to understand that the OPSWG has presented the recommendations as a package – their advice is meant to be considered in its entirety, not piecemeal – in order to ensure the highest level of stakeholder support and to ensure that any losses, perceived or real, are compensated by wins for various stakeholders. The *fourteen* [italics added] recommendations for a sustainable future for the power sports sector and the rationale that led the OPSWG to recommend them are described in detail within this document. They include:

1. An annual enhanced registration fee system for all off-highway vehicles.
2. Amend the criteria for the Provincial Roads Funding Program to permit a \$750,000 million contribution (or 1% of the program total) to PSO on behalf of 4x4 recreationists to allow them to participate with other power sport organizations in the resolution of issues facing the ORV and MSV sector as a whole.
3. A Special Purpose Account (SPA) in which all proceeds from the collection of annual enhanced registration fees shall be deposited and dispersed for the betterment of those who pay into the Fund.
4. An accountable and effective not-for-profit corporation to ensure that funds are dispersed for the benefit of the power sports sector, the communities it serves and to be a single voice for government liaison on behalf of power sports.
5. Promote, to the greatest extent possible and if legally permissible, adoption of shared or multi-use amongst power sport and non-power sport trail bodies.

⁴² (Ontario Power Sports Working Group (OPSWG), Winter 2014, pp. 10-12)

6. The retention of a legal expert specializing in board governance and the soon to be proclaimed Not-For-Profit Corporations Act in order to draft a legal charter for the new corporation, to facilitate the election of officers and to establish a dispute resolution mechanism or continuum.
7. A funding distribution framework that ensures that generated funds are allocated within five specific categories to meet the needs addressed in this report.
 - Power sports, recreation and tourism product development, infrastructure and maintenance;
 - Governance, Administration and Human Resources;
 - Safety and Environmental Programs;
 - Marketing, Fundraising and Partner Development; and
 - Internal and External Communications
8. In order to become immediately effective, provide PSO a \$1 million operating advance to be repaid in deductible increments once proposed funding mechanisms are established and revenues begin flowing.
9. An expanded legislated authority (to all Off Road Vehicles, otherwise known as ORVs, and not just snowmobiles) for the collection of permit fees on prescribed willing host trail systems to support local fundraising efforts to build, maintain and promote trail systems as economic development and tourism opportunities.
10. A branding exercise in conjunction with government partners to appropriately name both the Special Purpose Account and the new not-for-profit corporation. It is proposed that the interim working titles for these entities be the Ontario Power Sports Opportunities Fund (OPSOF) and Power Sports Ontario (PSO) respectively.
11. In consultation with the distributors of Motorized Snow Vehicles (MSVs) and ORVs, and in recognition of the opportunity arising from the creation of Power Sports Ontario, design a fair and achievable one-time contribution from distributors to the OPSOF.
12. In order to facilitate better communication with visitors to Ontario, a more seamless tourism experience and ensure fairness relative to resident Ontario power sports participants; initiate a consultation with tourism operators, trail managers and municipalities to design a user-friendly minimum fee recovery mechanism for non-resident power sport enthusiasts to contribute to the OPSOF.

13. In recognition of the important role power sport enthusiasts and anglers and hunters play in the stewardship of the outdoors, empower the leaders in these sectors to forge a working relationship with the OPSWG to reinvest funds from within the sector for the protection, enhancement and conservation of Ontario's outdoor resources.
14. Recognizing that effective ORV training on a province-wide basis remains a priority, recommend ORV safety training for persons under sixteen years of age and that training for those over sixteen be enhanced. Training should be made more broadly available while ensuring that capacity is created or expanded to make training opportunities accessible.
15. Immediately strike a working committee between the Ministry of Transportation and the Ontario Power Sports Working Group to develop action-oriented solutions to leveling the regulatory playing field for new and emerging ORV types including two-up and side by side ATVs with a view toward treating all ORV and Off Road Motorcycles (ORMs) similarly with respect to trail linkage authorization, road access and the legality of appropriately manufactured and safely designed vehicles.
16. Establish a working group between PSO and MTO to, subject to applicable Freedom of Information and Protection of Privacy Act (FIPPA) protocols, determine appropriate ways of communicating with owners of registered ORVs, MSVs and ORM's through the MTO registration database and permit that communication to occur on a frequent basis in an affordable manner.

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