



# BUILDING ENHANCED COLLABORATION BETWEEN RECREATION AND SPORT



## I Introduction: Context and Purpose

### Context and Background

From the time municipal recreation systems began their period of dramatic growth in the 1960s, the field has worked closely with community sport organizations. In fact, many of the early programs and facilities placed an emphasis on child and youth play, physical activity and sport to meet the demands of the rapidly expanding Baby Boom generation. As the scope and mandates of municipal services broadened in the early 1970s to be far more inclusive of the full range of community needs and age groups, the commitment to supporting and working with community sport remained key.

There are two major sport delivery systems in Canadian municipalities or rural regions. The first is made up of local sport organizations led by volunteer boards. Generally, they have volunteer coaches, although certain sports employ paid coaches, especially at the more elite levels. Most local sport organizations are associated with their Provincial/Territorial Sport Organization (P/TSO), and through them, the National Sport Organization (NSO).

The second type of sport delivery is through the education system and exists at both the grade-school levels and in colleges and universities. The education sport system has its own sport affiliation organizations and primarily uses its own facilities for training and competition. On the other hand, local sport organizations are far more reliant on municipally owned and operated facilities but may also use school gyms and fields, private facilities, and facilities they operate themselves.



The quality of the relationship between municipal recreation and the sport delivery system varies between communities and among sports in the same community. At least two P/T recreation and parks associations, the Alberta Recreation and Parks Association (ARPA) and the British Columbia Recreation and Parks Association (BCRPA), have created task groups to look at how overall collaboration between municipal recreation and sport may be improved. Recreation Nova Scotia (RNS) has also worked with sport and education partners to enhance coaching capabilities in that province.

In 2010, Canadian Sport for Life (CS4L) developed a discussion paper, “Partnering ‘Recreation’ with ‘Sport’ Through Canadian Sport for Life.” The paper originated in 2009 when a member of the ARPA Community Sport Development Committee, Gary Shelton, independently wrote the first draft of his perspective on the municipal recreation role in sport. The initial paper used a Sport for Life lens, so in early 2010, CS4L agreed to provide resources to further develop the paper with a national perspective, and added authors Richard Way and Paul Jurbala. This paper was reviewed prior to the CS4L Conference in April 2010, and Mark Vulliamy, who has extensive experience in municipal recreation, was added as a fourth author to prepare the Version 1 draft dated December 2010.

The Canadian Parks and Recreation Association (CPRA) and its allied P/T member organizations had an opportunity to provide high-level feedback to the Version 1 discussion paper at a workshop in January 2011. While the CPRA appreciated the effort and thought put into the draft, they felt the paper needed to better reflect the needs, interests and breadth of the municipal recreation sector. It was agreed a task group be formed to develop refinements to achieve a better balance and help build more collaborative approaches between recreation and sport.

## **Purpose of the Paper**

The purpose of this paper is to review the current discussion paper and comment on how it can be improved within a refined “Version 2.” This refined document could evolve into a position paper for organizations and governments at the national, P/T and municipal levels involved with recreation and sport. The “Version 2” paper would incorporate the perspectives of both recreation and sport and how they can more effectively collaborate. This paper outlines the broad roles of municipal recreation (II), the roles that it can and does play in supporting sport (III), the key shifts in sport in terms of policy and focus (IV), the nature of the partnership and common challenges (V), and key areas in which collaborative approaches may take place (VI).

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## II Nature and Scope of the Municipal Recreation System

### Breadth of the Municipal Recreation Role

The municipal recreation system plays a vital role contributing to the quality of life enjoyed by residents in communities across Canada. This includes addressing the broad individual needs of all age groups, as well as building supportive community environments. The range of needs include those related to social, creative, intellectual, physical, and emotional development, as well as satisfaction. This municipal recreation role typically involves a number of elements including:

- Preservation and development of outdoor environments within an open-space system including parks, pathways and bikeways, playgrounds, sport fields, and natural areas and features.
- Providing a broad range of community indoor facilities, many within multipurpose complexes.
- Developing program opportunities for personal growth and development, learning, and enjoyment.
- Ensuring programs and facilities are affordable and accessible.
- Supporting the efforts of related community organizations to provide services within a community development approach.
- Taking part in collaborative efforts to address local issues and improve overall quality of community life.

In short, municipal recreation is responsible to the whole community and all its residents. While a significant part of the municipal recreation role involves the direct provision of opportunities within indoor and outdoor environments, it also includes supporting local voluntary organizations in their provision of services. Community groups involved in the arts, sports, heritage, youth, environment, and a myriad of other interests are the recipients of these supports. However, in most communities the greatest single benefactor of support has been the sport delivery system – especially in terms of the use of municipally owned indoor facilities and outdoor sport fields.

## The Benefits Approach

The 1992 and 1997 CPRA Benefits Catalogues published by CPRA have had a subtle yet profound effect. They have helped the field become more outcome focused and to broaden its mandate from the delivery of traditional services to the creation of individual and community benefits. Departments are increasingly defining outcomes in their strategic planning processes and then developing new strategies to achieve those outcomes. The 1992 Catalogue, originally developed by the Parks and Recreation Federation of Ontario, outlined 27 key benefit statements for parks and recreation under the Personal, Social, Environmental, and Economic benefit categories. It also provided the evidence base behind each statement. The 1997 Catalogue identified 44 evidence-based benefits under 8 outcome statements. The work on documenting the evidence for the benefits continues and is available on the ARPA “Benefits Hub” website supported by the Leisure Information Network (LIN).

<http://benefitshub.ca>



## The National Recreation Statement and Senior Government Roles

In relation to recreation, the respective roles and responsibilities of the three levels of government (federal, P/T, and municipal) have evolved over the last 25 years. The formal statement of respective responsibilities is found in the National Recreation Statement (NRS), signed by the F-P/T ministers responsible for recreation, sport, and physical activity in 1987. The federal government recognized the constitutional primacy of the provinces and territories over itself in the area of recreation, viewing it as a social service similar to education and health. At the same time, the two senior governments identified that the community was the core focal point for recreation activity. The NRS clearly identified that municipalities are the primary agency for the delivery of recreation services. "Municipal governments are closest to the people; they are likely to respond more flexibly, more quickly and more effectively to the needs of the community in matters of recreation."

The federal role was supporting communication and coordination in the area of recreation and physical activity at the national level, primarily by working with national organizations and the P/T governments. At the time, the principal federal focus in recreation was the promotion of physical activity through Fitness Canada. The agency worked closely with national organizations until it was dissolved in 1992 and the mandate was transferred to Health Canada. The federal government's former strong role in physical activity has diminished since the mid '90s. The portfolio now lies with the Public Health Agency of Canada, where it has further declined. This has left a leadership void at the federal level for national recreation and active living organizations, including the CPRA.



The NRS more specifically identified the broader roles of P/T governments in the development and coordination of recreation in their jurisdictions, especially in terms of supporting those involved in the delivery of services at the local level. Many P/T governments continue to play a key role in recreation, although a greater emphasis has been placed on promoting physical activity over the last decade. The role of the P/T parks and recreation associations as a key partner to government has increased significantly throughout the country, both in terms of influencing policy and supporting communities in recreation delivery.



The scenario for sport is different in terms of direct F-P/T government roles and the level of vertical integration between them. The Canadian Sport Policy of 2002 appears to have strengthened both federal and related P/T government commitment, as well as their involvement with sport governing bodies and sport-focused organizations like CS4L, True Sport, and the Sport Matters Group.



## Municipal Roles in Sport

Municipal recreation provides a variety of supports to local sports organizations in a number of areas. These include facility provision, early skill development and exposure programs, ongoing sport play, coordination and communication, enhanced coaching capacity, allocation policies and subsidies, joint use agreements, and sport hosting.



## 1. Facility Provision

Collectively, municipalities are one of the largest investors in sports infrastructure serving as the primary homes for many community sport groups. The other major investor is the education system, which allows community use after its own sport use needs are met. There are also private and commercial facilities, as well as some owned directly by sports groups, with or without municipal support. Municipally owned and operated indoor and outdoor facilities serving as venues for both training and competition for sport groups include:

- **Sport Fields:** A variety of municipal playing fields serve as the primary homes of numerous sports groups. These include fields for soccer, rugby, football, field hockey, field lacrosse, adult slow pitch, baseball, and softball. Sport groups also use school fields, but tend to home-base at municipal fields, which are generally of higher quality due to construction and maintenance practices.
- **Other Outdoor Facilities:** Many municipalities provide outdoor lacrosse boxes, tennis courts, outdoor tracks (often in partnership with school districts), BMX facilities, as well as open turf areas for activities such as ultimate frisbee and informal sports.
- **Ice Arenas:** Municipalities are the largest provider of ice surfaces for hockey, figure skating, and short-track speed skating. Summer and dry-floor uses also accommodate indoor soccer and lacrosse. The private sector can also provide ice space, but at higher rental rates.
- **Pools:** Outside of universities and a small number of school districts, most aquatic sport group training occurs at municipal facilities. Users include swim, water polo, synchronized swimming, diving, and triathlon clubs.
- **Gymnasiums, Field Houses and Indoor Tennis:** While schools are the major source of gymnasiums, it is becoming more common for municipalities to include them in multi-purpose complexes. These are used for a variety of programs, including sport leagues. Many communities have also built larger field-houses, allowing for indoor soccer, tennis, track and other activities. Some communities have indoor tennis complexes to complement those in private clubs.
- **Other Indoor Facilities:** Municipal complexes may include rooms suitable for martial arts training, squash courts, and private rehabilitation services.

## 2. Early Skill Development and Exposure Programs

Many children learn to swim and skate in municipal lessons. In addition, pre-school programs include basic movement education and physical literacy elements, as well as unstructured, exploratory play. Specific programs such as Sportball are offered through program partners. In many cases, learn to swim programs include awareness of aquatic sport opportunities and the transition to community sport programs. Children may also learn skills in individual activities such as tennis in municipal programs when they are at the right maturity level. Finally, a number of municipalities have partnered directly with sport organizations to offer exposure clinics or camps (single or multi-sport) within their offerings.

## 3. Ongoing Sport Play

Municipalities are generally careful not to compete with community sport groups by providing similar participation programs. However, they will offer opportunities for those who wish to enjoy a sport outside of the sports system, or who have been excluded by sports not operating within the CS4L model. Examples of this are drop-in basketball for youth not involved in school programs, after-school programs at recreation centres or schools including team sport and other activities, and programs aimed at skill development and play for young females who feel uncomfortable in a competitive environment.

## 4. Coordination and Communication

Municipalities commonly assign staff to act in a liaison role with all types of sport groups. The major liaison areas are with field sport, aquatic and ice sport groups. The liaison staff keep in touch with the groups, have them participate in seasonal scheduling sessions, and resolve issues and opportunities throughout the year. Liaison staff also commonly assist local sport groups with their organizational development needs. A growing number of municipalities have encouraged the development of sports councils to enhance coordination and joint advocacy among sport groups. Municipal recreation departments have communication vehicles such as seasonal leisure guides that can be used to list sport group contacts and registration dates. Some municipalities will support sport group meetings or registrations with free or reduced facility rental rates.



## 5. Enhanced Coaching Capability

A number of municipalities have supported the provision of National Coaching Certification Programs (NCCP) offered by the Coaching Association of Canada for local coaches. As identified earlier, Recreation Nova Scotia (RNS) is working with its municipal members and other sectors to enhance coaching capacity throughout Nova Scotia.

## 6. Allocation Policies and Subsidies

Municipalities commonly have allocation policies and fee schedules that favour community volunteer organizations over private or commercial organizations in terms of booking priority and rates. The highest subsidization levels for fees are generally for local minor age groups, although all volunteer organizations generally pay less than the actual cost of operations. This means community sport use is subsidized by the local taxpayers as a matter of policy. Ice groups, for example, pay far more when they rent time from commercial arena operations. In most cases, the allocation of municipal facilities will entail the input and participation of involved community sport organizations at allocation meetings. Groups are encouraged to look at how spaces can be most equitably allocated, although municipalities will reserve the right to make final decisions if groups can not find common agreement on space or time period allocations.

## 7. Joint-use Agreements with School Districts

Municipalities commonly develop joint-use agreements with school districts allowing mutual uses of facilities and create opportunities for sport group use of schools. The trend with these agreements has been to broaden them to include joint facility development and joint programming within “partnership agreements”.

## 8. Sport Hosting / Sport Tourism

Sport Hosting / Sport Tourism: Municipal governments are a key member of community sport hosting / sport tourism committees, and in some cases, were instrumental in initiating them. They work with sport, tourism, and business organizations to both secure and support events. Municipal politicians are involved in bid solicitation, parks and recreation departments serve as venue hosts, and police facilitate crowd and traffic control when required.



## III Municipal Roles in Physical Activity

The promotion of active, healthy lifestyles for all age groups is a key priority for municipalities. This includes the provision of physical activity programs to all age groups, ranging from active play for pre-school children, teen and adult fitness classes, to engaging older adults in ongoing activity. Many municipalities have worked with partners in public health, sport, and education to develop comprehensive active community plans. These plans include awareness campaigns, program opportunities and events, initiatives aimed specifically at the inactive, and the development of supportive indoor and outdoor environments. Physical activity levels have essentially flatlined over the last decade while obesity levels have increased. The greatest issue is with children, where levels of weight gain, obesity, and inactivity have risen significantly.

While sport is an important form of physical activity for many people, the majority of active lifestyle choices, especially for adults, are not sport centred. Activities tend to be more individual and informal, involving walking, jogging, cycling, strength and cardio equipment use, aerobics, yoga, and other activities. Some are done in a program class setting, while others are done within the home or community setting. The development of physical literacy skills and participating in sport clearly support an ongoing active lifestyle for many but are not the only determinants in encouraging individuals to make more active choices.

Municipalities provide significant fitness centres with weights, cardio equipment, rooms designed for aerobics and other classes, pools supporting lap swimming and water play, pre-school program spaces, and a variety of other amenities providing active choices. Just as important are safe outdoor environments including parks with playgrounds and trails. Especially important are pathway and bikeway systems linking communities and encouraging active lifestyles to schools and workplaces everywhere. Active transportation corridors such as bicycle lanes and sidewalks also encourage commuting to schools and workplaces.

## The Infrastructure Deficit

Municipalities have experienced shrinking capital budgets and increasingly constrained operating budgets. While F-P/T infrastructure programs have helped municipalities over the last decade, there are still significant infrastructure deficits. These deficits include the need to develop new facilities in order to meet the needs of growing communities, and to upgrade existing facilities to make them more functional and energy efficient. Many ageing facilities are “energy hogs,” consuming fossil fuels, electricity, and water at far higher levels and costs than newer, “greener” facilities. The infrastructure deficit is an area where recreation and sport organizations at the provincial/territorial and national levels can advocate on a collaborative basis. There needs to be a clear recognition by sport that municipal indoor and outdoor facilities must also serve the broad range of community needs.

Infrastructure Canada is currently working with Sport Canada, CPRA, the Federation of Canadian Municipalities (FCM), P/T governments and other partners to develop a renewed “Building Canada Plan” (2014) infrastructure program. A steering committee for the theme “Infrastructure and Stronger Communities” has undertaken a three phase process: 1) Identifying Priorities, 2) Taking Stock, and 3) Informing the Next Agenda. The key partners have identified the critical importance of both new and refurbished sport, recreation, and physical activity infrastructure to strengthen the health, vitality and economies of local communities. The partners also agree on the importance of a standardized infrastructure information gathering and monitoring system.



## IV Shifts within the Sport System

### Canadian Sport Policy

In April 2001, the National Summit on Sport took place in Ottawa, with the purpose of developing a Canadian policy on sport. The event, and the six regional roundtables that preceded it, involved the active participation of the recreation field through the CPRA and the P/T recreation and parks associations. However, an early draft of the Canadian Sport Policy largely ignored the municipal role in spite of this input, prompting the CPRA and the P/T associations to develop a Parks and Recreation Position Paper on the Canadian Sport Policy. The final May 2002 Canadian Sport Policy better reflected the municipal role and referred to the National Recreation Statement as a foundation document.

The 2002 Canadian Sport Policy earmarked a fundamental shift in sport, especially at the federal level. Prior to the 2001 Summit, the predominant focus at the national level had clearly been on excellence, and many National Sport Organizations (NSO) were called “National Team Organizations” (or NTO) by their P/T counterparts. Despite an 11% decline in Canadian sport participation levels between 1992 and 1998, the focus was still on excellence. A CBC Decima poll just prior to the Summit disclosed that while the majority of Canadians supported increased expenditures for sport, less than 5% felt that funding should focus on developing Olympic champions as opposed to the general fitness of Canadians (44%) and increasing the number of children and teams who participate (35%). The participants in the regional roundtables and the Summit identified that a broader focus was needed that placed greater emphasis on building participation, interaction, and support systems.



The 2002 Canadian Sport Policy is based on four major pillars: Enhanced Participation, Enhanced Excellence, Enhanced Capacity, and Enhanced Interaction. The F-P/T Ministers responsible for sport subsequently developed a document outlining the “Federal-Provincial/Territorial Priorities for Collaborative Action 2002-2005” that was based on goal statements and priorities within the four pillars. Individual sport governing bodies were challenged to include these four pillars in their plans and approaches.

In 2010, Sport Canada began the process of developing a renewed Canadian Sport Policy 2.0 that would serve Canada for the next decade of 2012-2022. After extensive consultation followed by a National Gathering in November 2011, the Canadian Sport Policy 2012 was approved by the F-P/T ministers responsible for sport, physical activity, and recreation on June 27, 2012. The new policy builds on its 2002 predecessor and



fully engages the sport, recreation and physical activity sectors in its development. The policy includes the full range of sport and physical activity including introduction to sport, recreational sport, competitive sport, high performance sport, and sport for development.

Another important development in sport has been that of Canadian Sport Centres. There are seven in Canada: Atlantic Canada, Montreal, Manitoba, Saskatchewan, Calgary, Pacific and Ontario. They are affiliated with Sport Canada, the Coaching Association of Canada, the Canadian Olympic Committee, and the provincial governments where they are situated. While the primary focus is developing and supporting high performance athletes, they have also attempted to influence positive changes to sport development, including supporting the development and publication of CS4L materials.

## Canadian Sport for Life

CS4L was a natural evolution from the thinking involved in the Canadian Sport Policy. It was built on the LTAD Model that sees sport participants going through a seven-stage process of involvement, based on developmental age, and culminating for some in the development of excellence. CS4L also focuses on lifelong involvement in sport, irrespective of the stages that individuals progress to. The seven stages are divided into three categories. These categories and stages are:

### Physical Literacy

1. Active Start: Birth to +/- 6 years
2. FUNdamentals: +/- ages 6-8 for girls; 6-9 for boys
3. Learn to Train: +/- ages 8-11 for girls; 9-12 for boys

### Enhancing Excellence

4. Train to Train: +/- 12-16 years
5. Train to Compete: +/- 15-21 years
6. Train to Win: +/- 18 years +

### Active for Life

7. Enter at any age

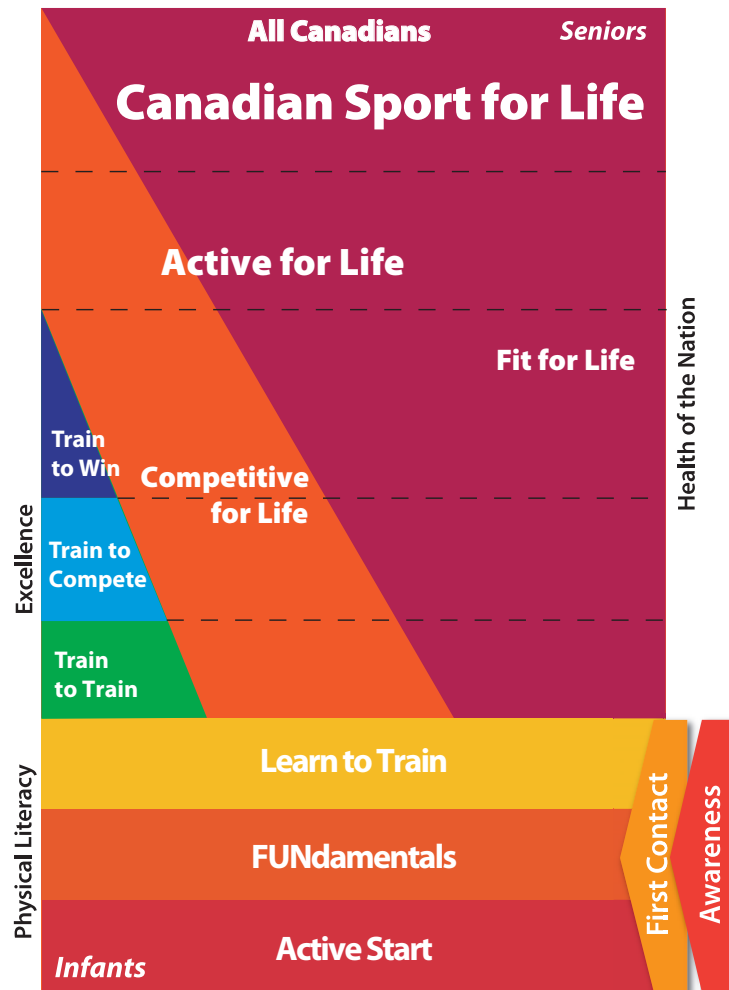


Figure 1. Canadian Sport for Life

CS4L is based on a number of key principles including developmental age rather than chronological age cut-offs, emphasis on physical literacy, exposure to multiple sports rather than early specialization, training based on research, continuing participation rather than progressive elimination with age, and integrated approaches by organizations.

CS4L is working with national and P/T sport organizations to encourage them to adopt the model and all the NSOs and P/TSOs have formally adopted the model. For example, Baseball Canada has developed the “Rally Cap” program to introduce children to the sport based on LTAD and CS4L principles. However, the commitment to LTAD and CS4L has not penetrated to all levels of sport and certain sports still use practices that are progressively exclusionary with reduced opportunities as athletes’ age. The CS4L model has considerable strengths and principles that can be embraced by municipal recreation. Perhaps the areas of greatest connection are within Physical Literacy (stages 1-3) and Active for Life (stage 7), as well as through providing the supports noted in Section II for sport training and competition in stages 4-6.



## V Defining the Foundations of the Partnership

### Partnership Principles

There is little question that the key elements of CS4L are highly compatible with many of those within community recreation. As a movement to improve the sport development process, CS4L is influencing individual sport governing bodies to change their approach and improve their outcomes in terms of both participation and excellence. However, because the scope and roles of the municipal recreation system are so broad, sport can only be seen as one partner among many – even in the area of influencing individuals to embrace physically active lifestyles.

Both recreation and sport need to respect the focus of each sector and look at areas of greater integration. It would be an error to say either that sport is part of recreation, or that recreation is part of sport. Neither is a sub-set of the other. Rather than seeing the partnership as a lock-step “marriage”, it should be seen as an opportunity for enhanced collaboration in a number of areas.



### Tri-partnerships with Recreation, Sport and Education

A partnership between municipal recreation and sport must also involve education. School districts are a major facility provider, especially in terms of gymnasiums and playing fields. They have major sport systems, particularly at the secondary level. They will also play a key role in the development of physical literacy within physical education programs, and as a venue partner for after-school programs. At the political level, partnership/joint-use agreements will be between school district boards and municipal councils.

## VI Areas of Enhanced Collaboration Between Recreation and Sport

### The Policy and Decision Making Environments

It should be noted that each municipal government is autonomous within the confines of its respective P/T legislation, and policy decisions rest with each elected council. Mayors and councilors generally belong to both the Federation of Canadian Municipalities (FCM) and the equivalent body in their own province or territory. However, these bodies have no jurisdiction at the local level, but support the information and advocacy needs of their members. The FCM, for example, was instrumental in advocating for the national infrastructure programs that were developed.

Municipal recreation and parks departments and their members recommend policy to their individual councils for decision making, but have considerable latitude in program development and practice within a policy framework. The provincial and territorial recreation and parks associations have considerable influence over their members, as well as on municipal and provincial policy development, but no actual power over decision making by individual councils. The CPRA is an alliance of the P/T associations and focuses on national advocacy, communication and collaborative efforts among the member associations.

In sport, there are more clearly defined working relationships, not only between the federal and provincial territorial governments, but also between the national sport organizations and their provincial/territorial counterparts. This vertical integration has allowed CS4L to directly influence the approaches taken by governments and the national sport organizations through to their P/T and local sport organization counterparts. Vertical integration in municipal recreation is far less direct, and the roles of P/T recreation and parks associations are absolutely vital in influencing future directions within the sector.

## Potential Strategies for Enhanced Collaboration

There are a number of areas where recreation and sport can work closer together and where the CS4L model serves as a valuable construct. These areas include the following:

1. Increasing Mutual Awareness
2. Supporting Physical Literacy Program Development
3. Municipal Planning and Sport Strategy Development
4. Sport Councils
5. Facility Planning
6. Access and Allocation



## 1. Increasing Mutual Awareness

A critical element in building stronger relationships between recreation and sport is increasing the levels of mutual awareness and understanding that the two sectors have of each other. Building awareness needs to occur at the national, P/T, and local levels.

At the national level, the following can occur:

- CPRA and CS4L should collaboratively develop a “Version 2” on “Partnering ‘Recreation’ with ‘Sport’ Through Canadian Sport for Life.” This paper should be shared with Sport Canada, the NSOs, the Canadian Sport Centers, Sport Matters Group, and other Multi-Sport Organizations;
- The CPRA and CS4L’s co-sponsorship of the pre-workshop at the annual CS4L conference should continue with enhanced dialogue on collaboration and between sport and recreation within the CS4L framework;
- CPRA and its P/T recreation and parks associations should continue to participate in the development of the new Canadian Sport Policy that was brought before the F-P/T Ministers in April 2012; and
- The CPRA and the P/T associations should ensure that the vital role played by the recreation sector in sport is recognized in the policy and included in resultant strategies.

At the P/T level, strategies to enhance collaboration include the following:

- The P/T associations should share and discuss the “Version 2” paper with their respective P/T governments and sport federations;
- The P/T associations should build on the work done by ARPA, BCRPA and RANS in creating collaborative task groups and hosting P/T dialogues with sport;
- The “Version 2” paper should also be shared with the P/T associations’ members and with P/T sport organizations.

At the local level, municipal recreation and parks departments can play the following roles:

- Host a “sport forum” with local sport associations to identify issues and opportunities to work together in collaborative ways;
- Work with local sport groups to increase physical literacy and the exposure to Fundamental Movement Skills; and
- Work collaboratively with sport in other ways identified in this paper including: developing a community sport strategy, helping to create and support a sports council or alliance, involving sport organizations in strategic and master planning, and using a facility allocation policy based on fairness and “standards of play” principles.





## 2. Supporting Physical Literacy Program Development: Stages 1-3

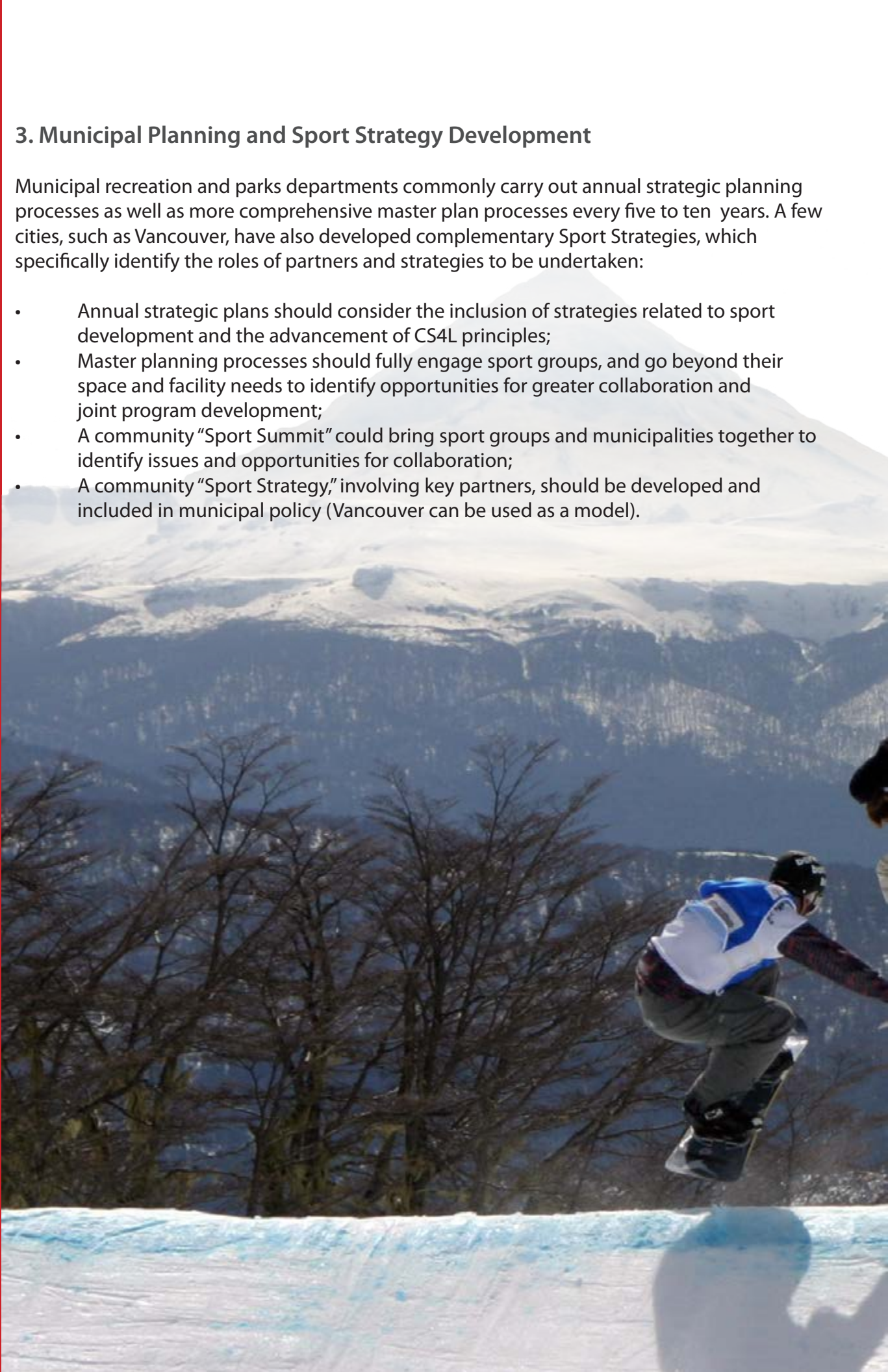
The development of physical literacy in children, especially in Stages 1 and 2 of the CS4L process, is considered to be extremely important. There are a number of areas where enhanced collaboration between recreation and sport can support the development of physical literacy, an early start to an active lifestyle, and the successful entry into sport programs. These include the following:

- Ensuring physical literacy elements and active play are integrated within pre-school and day-care programs;
- Providing more focused physical literacy development programs for younger children in recreation centres, either directly or with organizations such as Sportball;
- Ensuring HIGH FIVE® training is provided to all staff working with children so that they are aware of healthy child development principles which support physical literacy development practices;
- Including basic skill learning and play within after-school programs held in both school and recreation settings;
- Participants in physical literacy and introductory skill classes (e.g. learn to swim or skate) should be exposed to related sport programs available in the facility or community;
- Information about physical literacy principles, parental roles, and CS4L principles can be distributed to parents through leisure guides and other communication vehicles to assist them in their child's development and selecting sport programs;
- Providing introductory skill exposure opportunities in a variety of sports in partnership with sport in summer camps and other program settings, using appropriate sized equipment;
- Enhancing local coaches' understanding of physical literacy through CS4L materials and the new NCCP "Fundamental Movement Skills" course;
- Municipalities and sport working with school districts to provide training opportunities for elementary school teachers which emphasize the inclusion of physical literacy elements within their programs. Physical and Health Education Canada has developed physical literacy resource materials directed at teachers.

## 3. Municipal Planning and Sport Strategy Development

Municipal recreation and parks departments commonly carry out annual strategic planning processes as well as more comprehensive master plan processes every five to ten years. A few cities, such as Vancouver, have also developed complementary Sport Strategies, which specifically identify the roles of partners and strategies to be undertaken:

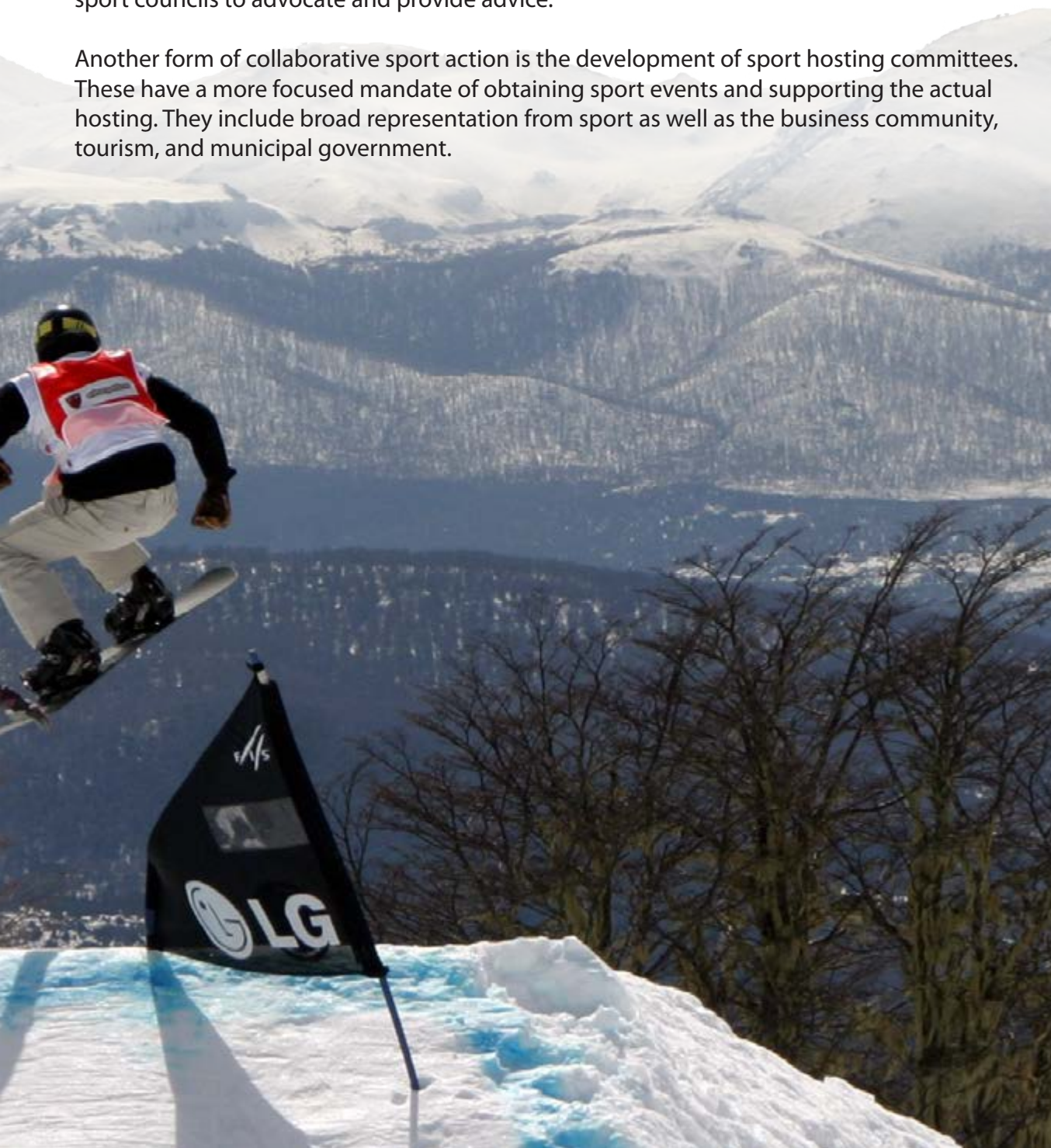
- Annual strategic plans should consider the inclusion of strategies related to sport development and the advancement of CS4L principles;
- Master planning processes should fully engage sport groups, and go beyond their space and facility needs to identify opportunities for greater collaboration and joint program development;
- A community “Sport Summit” could bring sport groups and municipalities together to identify issues and opportunities for collaboration;
- A community “Sport Strategy,” involving key partners, should be developed and included in municipal policy (Vancouver can be used as a model).



## 4. Sport Councils

Sport councils are mechanisms to encourage greater cooperation and collaboration among sports groups. Their development has been encouraged by municipal councils, appointed recreation advisory committees, or staff to provide a collective voice for sport in a community. They are intended to break down barriers between sports, serve as a liaison on sport issues, and support joint advocacy regarding sport needs. A number of sport councils have been developed, although the results have been mixed in terms of their longevity. Effective sport councils seem to be able to focus on the broad needs of sport, and engage in joint action such as promoting sport participation and awareness. Having a municipal staff liaison and administrative supports are considered to be important, while maintaining the autonomy of the sport councils to advocate and provide advice.

Another form of collaborative sport action is the development of sport hosting committees. These have a more focused mandate of obtaining sport events and supporting the actual hosting. They include broad representation from sport as well as the business community, tourism, and municipal government.



## 5. Facility Planning and Provision

Below are a number of key areas where sport groups can be more fully engaged in facility planning, as well as in making meaningful contributions toward their development and operation:

- Sport groups need to be fully included among stakeholder groups within the master planning processes. While this is generally the case at the early stages of master planning, there also needs to be subsequent follow up with sport groups at the later stages, and especially throughout the design process for confirmed facility projects.
- Many sports groups also make significant capital contributions to projects, either in terms of construction or equipment purchase. This appears to occur most frequently for sport field user groups who tend to generate the highest level of contributions toward the upkeep and development of the municipal facilities they use. Because some sport field leagues are “home-based” at a site, they are often willing to contribute funding and other supports for upgrades to the fields and related amenities.
- Because of the higher capital costs of indoor facility development, arena and pool user groups will more often contribute to the purchase of specialized equipment where they are the primary benefactors.
- Community level facilities need to consider overall citizen needs as well as those of sport groups. In the case of pools, for example, this means provision of leisure pool areas and amenities for families, as well as rectangular lap pools that will need to be shared by swim lessons, lap swimming for fitness, public swims, and sport group uses.
- In the case of major facilities used for major games and/or elite athlete training and competition at the national and international levels, the fiscal burden of capital costs need to be shared by senior governments as well as the participating municipalities.
- Legacy funds from senior governments for ongoing operation also need to be included for major facilities designed for elite use to take some burden off local governments.



## 6. Access and Allocation Policies for Sport Groups

In the case of sport fields and ice surfaces, there are minimal conflicts between general public use and sport groups uses. For those facility types, the primary use issues are between sport groups. In the case of quality sport fields and diamonds, some are allocated as a home-base to specific leagues that schedule their own teams. Other fields and diamonds are shared and the issue is fair allocation processes among groups. For arenas, there is some evening and weekend demand for public skating, but most times are allocated among sport user groups. Pools are different; there are heavy competing evening and weekend demands for swim lessons, public swims, and lap swimming for fitness during the many of the same hours desired by aquatic sport groups. Pool sharing is not just among aquatic sports, but also with other public uses. Some principles and practices of fair allocation of facilities to sport groups include the following:

- Allocation practices are based on “standards of play” principles in terms of the time and space required by each group;
- Allocation policies are transparent and reviewed with the groups;
- Allocation is not done by tradition, but rather on actual requirements of all groups, including the needs of emerging sports;
- Seasonal allocation meetings are held with common users groups to review their requests and try to achieve consensus on sharing available spaces and times;
- As seasons progress, groups are encouraged to be flexible in the reallocation of spaces with other groups when no longer needed, either temporarily or for longer periods;
- User fees and subsidies need to reflect community taxpayer support, and the rationale should be shared with sport organizations.



## VI Summary and Next Steps

The purpose of this paper was twofold.

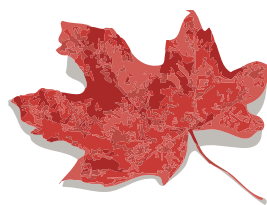
The first intent was to build a greater mutual understanding of the respective mandates and roles of the municipal recreation system and the sport system in Canada. This means more fully understanding and appreciating the aspirations, challenges and contributions each sector has and can make. These areas are reviewed in Sections II and III.

The second purpose was to identify concrete ways we could work together on a collaborative basis to better encourage Canadians of all ages to enjoy physical activity and sport at a level of their own choice. Section IV defines the foundations of the relationship in terms of partnership principles. Section V identifies 37 potential strategies for enhanced collaboration in the following six areas:

1. Increasing Mutual Awareness
2. Supporting Physical literacy Program Development
3. Municipal Planning and Sport Strategy Development
4. Sports Councils
5. Facility Planning and Provision
6. Access and Allocation Policies

The challenge now is to implement the collaborative strategies that will have the greatest impacts on how recreation and sport work together for the benefit of all Canadians. The CPRA and CS4L have provided national leadership to bring the two sectors together and to support the collaborative efforts of those at the P/T and community levels.





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