



City of Richmond

Report to Committee

To: Parks, Recreation and Cultural Services
Committee

Date: February 10, 2015

From: Serena Lusk
Senior Manager, Recreation and Sport

File: 11-7375-01/2015-Vol
01

Re: Framework for Recreation in Canada

Staff Recommendation

That:

1. The staff report titled, "Framework for Recreation in Canada," dated February 10, 2015, from the Senior Manager, Recreation and Sport, be received for information; and
2. Letters be sent to local MLAs and to the Minister of Community, Sport and Cultural Development expressing the City's support for the "Framework for Recreation in Canada."

Serena Lusk
Senior Manager, Recreation and Sport
(604-233-3344)

Att. 1

REPORT CONCURRENCE		
ROUTED TO: Parks Services Community Social Development	CONCURRENCE <input checked="" type="checkbox"/> <input checked="" type="checkbox"/>	CONCURRENCE OF GENERAL MANAGER _____
REVIEWED BY STAFF REPORT / AGENDA REVIEW SUBCOMMITTEE	INITIALS: _____	APPROVED BY CAO _____

Staff Report

Origin

On February 12, 2015, Canada's provincial and territorial ministers responsible for recreation and sport met in Prince George, British Columbia, to review the "Framework for Recreation in Canada" and plan the next steps for its implementation.

The purpose of this report is to provide information on the Framework for Recreation in Canada (the "Framework") and describe Richmond's role in relationship to the Framework.

This report supports Council's Term Goal #10 Community Wellness:

Continue to collaborate with community organizations and agencies to optimize resources in the implementation of the City's adopted Wellness Strategy.

Analysis

Background

Since 2011, the Canadian Parks and Recreation Association (CPRA) has been co-leading the development of a renewed vision and framework for recreation in Canada. Richmond has participated in this renewal process through its membership in the British Columbia Recreation and Parks Association (BCRPA).

The purpose of the Framework is to create a plan which addresses the current challenges and opportunities associated with recreation services and service delivery. In particular it identifies the following challenges which are consistent with those that have been identified in existing council adopted strategies such as the Social Development Strategy, the Community Wellness Strategy and the Parks and Open Space Strategy:

- Demographic changes – aging, diversity, urbanization;
- Health challenges – increasing chronic health issues, mental health concerns and increasing sedentary lifestyles;
- Economic inequities;
- Social isolation;
- New and emerging technologies;
- Recreation infrastructure deficit; and
- Threats to the natural environment.

More positively, the Framework identifies benefits and opportunities associated with recreation services to address the challenges. These include the following:

- Enhanced mental, physical and social wellbeing;
- Building strong families and communities;
- Helping people connect with nature; and
- Providing economic benefits by investing in recreation.

Specific to the economic benefits, the Framework identifies these financial metrics:

1. \$3,773 – the amount spent on recreation by average Canadian Household (2012);
2. \$6.8 Billion – total health care costs of physical inactivity in Canada; and
3. \$2.9 Billion – labour income jobs created by Canada's Parks (2009).

Staff and volunteers have participated in workshops, conference sessions, focus groups, surveys and webinars and provided input into the key priorities for the future of successful recreation delivery in Canada. Most recently, at the Richmond Communities Fall Conference, held at Richmond City Hall in November 2014, staff and community volunteers received an update on the proposed content of the Framework by keynote speaker, Brenda Herschmer, one of the lead authors for the Framework document.

Key messages heard from Richmond and other communities throughout the development of the framework included the following three priorities:

1. High quality, accessible recreation opportunities are integral to a well-functioning society;
2. The recreation sector can be a collaborative leader in addressing major issues of the day; and
3. All people and communities deserve equitable access to recreational experiences. Recreation must be accessible and welcoming to all.

The Framework has now been adopted by the CPRA and was forwarded to the provincial and territorial ministers at their February 12, 2015, meeting for consideration and implementation. The framework takes into account the close relationship between sport and recreation and considers the existing Canadian Sport Policy and the role of recreation in delivery of this policy.

The Framework

The Framework is called “Pathways to Wellbeing: A Framework for Recreation in Canada 2015” and provides the following renewed definition and vision for recreation:

Definition: “Recreation is the experience that results from freely chosen participation in physical, social, intellectual, creative and spiritual pursuits that enhance individual and community wellbeing.”

Vision: We envision a Canada in which everyone is engaged in meaningful, accessible recreation experiences that foster:

- Individual wellbeing;
- Community wellbeing; and
- The wellbeing of our natural and built environments.

Beyond the renewed definition and vision, there are five goal areas (with priorities within each) that provide priorities for action. Each of these five goal areas are consistent with current Richmond strategies and plans and is supported by our current recreation service delivery model.

Framework Goals and Priorities

Goal 1: Active Living	Priorities: <ul style="list-style-type: none"> • Participation throughout the lifecourse • Physical literacy • Play • Reduce sedentary behaviours
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Participation in physical recreation is essential to developing healthy, active individuals of all ages. Evidence supports the relationship between regular physical activity and healthy aging as it adds to vitality and quality to life. In addition, the increased involvement of media and technology in our children's lives has contributed to a lack of physical activity causing increased levels of sedentary behaviour and excess weight in our youth. The concern for missed outdoor play directly involves children's creativity, problem-solving and emotional and intellectual development. The City's current focus on recreation delivery is across the age spectrum and includes both youth and older adults. Ensuring that everyone has the ability to play and participate in age-appropriate recreation experiences, cultural life, artistic and leisure activities at low or no-cost coexists with our vision of promoting physical literacy for all age groups.

Goal 2: Inclusion and Access	Priorities: <ul style="list-style-type: none"> • Equitable participation for all, regardless of socioeconomic status, age, culture, race, Aboriginal status, gender, ability, sexual orientation or geographic location
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Recreation has the ability to reach all citizens and bring people together. Meeting Richmond's diverse needs is vital to recreation service delivery in the community. Inclusiveness celebrates diversity as a gift rather than a deviation from the norm. The City currently provides leadership, support, encouragement, information, policies and programs that facilitate full participation in recreation by all people of all abilities and across all settings.

Goal 3: Connecting People and Nature	Priorities: <ul style="list-style-type: none"> • Natural spaces and places • Comprehensive system of parks • Public awareness and education • Minimize negative impacts
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Connecting people with nature is integral to promoting improved cognitive, mental and physical health, enhanced creativity and positive social behaviours. Similar to the City's Parks and Open Space Strategy, the Framework seeks to create and support recreation in urban environments that are accessible year round and minimize the use of non-renewable resources that have negative footprint to our natural environment. It also prioritizes a coordinated system of parks and open spaces that allow year-round access to nature, and it identifies that awareness and education

initiatives are imperative to increase the understanding of the importance of nature to wellbeing of all.

Goal 4: Supportive Environments	Priorities: <ul style="list-style-type: none"> • Provide essential spaces and places • Use existing structures and spaces for multiple purposes • Renew infrastructure • Active transportation • Partnerships in social environment • Recreation education • Assessment tools • Align community initiatives
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Supportive physical and social environments help people explore their creativity and adopt healthy, active lifestyles by making the “healthy and easy choices”. Environments encompass many settings, including homes, schools, neighbourhoods, community spaces and places, rural places, and the natural and built environments. Recreation plays a leadership role in all of these settings and requires support efforts and planning processes for active transportation and public transportation. The City’s Official Community Plan (OCP) outlines clear policies and plans which lead to supportive environments throughout the community.

Goal 5: Recreation Capacity	Priorities: <ul style="list-style-type: none"> • Collaborative system • Career development • Advanced education • Capacity development • Community leadership • Volunteers • Knowledge development
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Recreation provides many people with opportunities for employment, leadership and career development. Leaders include professional staff and volunteers who both need the skills, knowledge and resources required to plan and deliver high-quality recreation services.

Richmond’s relationship-based approach to recreation service delivery ensures there is recreation leadership capacity community-wide. The City supports development of this capacity through its support of staff from both the City and community associations in training and development opportunities.

Financial Impact

None.

Conclusion

“Pathways to Wellbeing: A Framework for Recreation in Canada” is a comprehensive document that proposes a renewed definition and vision for recreation. The goals and priorities outlined in the document are consistent with those already in place in Richmond through our Council approved strategies and plans such as the Community Wellness Strategy, the Social Development Strategy and the Parks and Open Space Strategy. Given this, the City is well-positioned to be a leader in delivery of recreation services in Canada.



Serena Lusk
Senior Manager, Recreation and Sport
(604-233-3344)

Att. 1: Pathways to Wellbeing: A Framework for Recreation in Canada

A Framework for Recreation in Canada 2015

Pathways to Wellbeing

A Joint Initiative of the Interprovincial Sport and Recreation Council
and the Canadian Parks and Recreation Association



A Framework for Recreation in Canada 2015: Pathways to Wellbeing

January 2015

Également disponible en français sous le titre: Cadre stratégique pour les loisirs au Canada 2015 : Sur la voie, du bien-être

Available online at
lin.ca/national-recreation-framework and www.cpra.ca

For more information, contact the Canadian Parks and Recreation Association
Phone: (613) 523-5315
Email: info@cpra.ca

This paper is a collaborative effort of the provincial and territorial governments (except Quebec), the Canadian Parks and Recreation Association and the Provincial/Territorial Parks and Recreation Associations (including l'Association québécoise du loisir municipal).

The authors of this paper would like to acknowledge and thank the many participants in the engagement process for their insights and contributions leading up to the development of this document. Please see Appendix A for full acknowledgements.

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Executive Summary

Recreation provides multiple pathways to wellbeing for individuals, communities, and for our built and natural environments. This paper and the Framework for Recreation in Canada 2015 which it describes allows for a timely re-visioning of recreation's capacity for achieving wellbeing.

Recreation has the potential to address challenges and troubling issues such as increases in sedentary living and obesity, decreased contact with nature, and inequities that limit recreation opportunities for some population groups.

Doing this requires a clear understanding and commitment to a shared vision, values and goals, as well as the development and implementation of action plans. The Framework provides a foundation for reflection, discussion and the development of such action plans.

The first part of the paper presents a renewed definition of recreation and explores the challenges and benefits of recreation today. It provides the rationale for investing in an evolved recreation strategy, and describes the need for collaboration with other initiatives in a variety of sectors.

A Renewed Definition of Recreation

Recreation is the experience that results from freely chosen participation in physical, social, intellectual, creative and spiritual pursuits that enhance individual and community wellbeing.

The second part of this paper describes a Framework for Recreation in Canada. The Framework provides a new vision, and suggests some common ways of thinking about the renewal of recreation, based on clear goals and underlying values and principles.

A Vision for Recreation in Canada

We envision a Canada in which everyone is engaged in meaningful, accessible recreation experiences that foster:

- Individual wellbeing
- Community wellbeing
- The wellbeing of our natural and built environments

The Framework describes five goals and priorities for action under each goal. The goals are:



Goal 1: Active Living

Foster active living through physical recreation.



Goal 2: Inclusion and Access

Increase inclusion and access to recreation for populations that face constraints to participation.



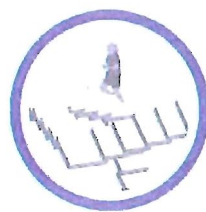
Goal 3: Connecting People and Nature

Help people connect to nature through recreation.



Goal 4: Supportive Environments

Ensure the provision of supportive physical and social environments that encourage participation in recreation and build strong, caring communities.



Goal 5: Recreation Capacity

Ensure the continued growth and sustainability of the recreation field.

Although this paper and the Framework it contains is primarily written for and by the recreation and parks field, its implementation requires discussion and collaboration with a broad range of stakeholders. Key partners for recreation include departments and not-for-profit organizations at all levels, and the private sector. These include stakeholders in sport, physical activity, health, urban planning, Aboriginal affairs, infrastructure development, rural development, natural resources and conservation, arts and culture, social development, tourism, justice, heritage, child development and active aging.

Our opportunity is to identify concrete ways to work together that enable all people in Canada to enjoy recreation and outdoor experiences in supportive physical and social environments.

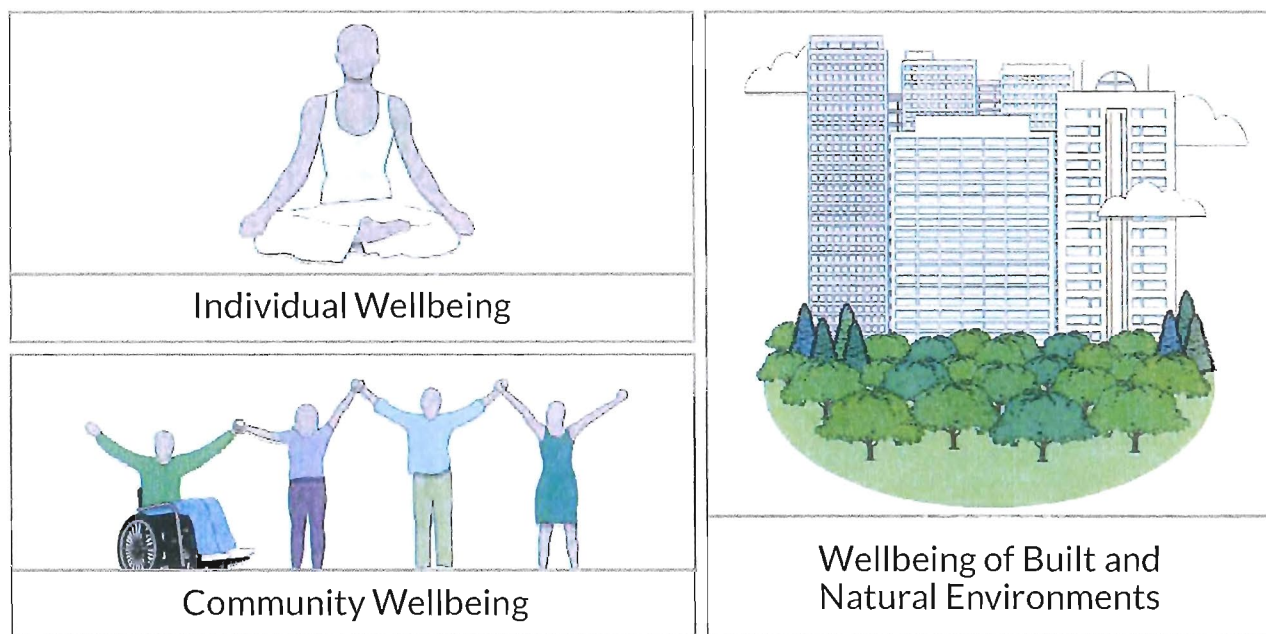
The development of the Framework is a co-led initiative by the provincial and territorial governments (except Quebec), the Canadian Parks and Recreation Association and the Provincial/Territorial Parks and Recreation Associations (including l'Association québécoise du loisir municipal). It is the result of a comprehensive consultation process that began at the 2011 National Recreation Summit.

This document and the Framework it describes is a call to action that invites leaders, practitioners and stakeholders in a variety of sectors to collaborate in the pursuit of common priorities, while respecting the uniqueness of individuals and communities across Canada. All provinces and territories (except Quebec) intend to implement the measures and recommendations outlined in the framework as they deem appropriate to their recreation system. The Framework presents an opportunity to return to traditional paths and to forge new ones that will ensure recreation's continued relevance and leadership in the journey to wellbeing. The time to move forward is now.

Introduction

Recreation fosters the **wellbeing** of individuals and **communities**, and of our built and natural environments. This paper and the Framework for Recreation in Canada 2015 that it describes allows for a timely re-visioning of recreation's capacity to foster wellbeing.

Recreation Fosters



Purpose of this Paper

This paper is designed to guide and stimulate coordinated policies and practices in recreation and related jurisdictions in Canada that aim to improve the wellbeing of individuals, communities, and the built and natural environments.

Structure of this Paper

The paper is divided into three parts:

- Part I ***Setting the Context*** provides a renewed definition of recreation, and explores the challenges and benefits of recreation today. It provides the rationale for investing in an evolved recreation strategy, and describes the need for collaboration and alignment with other sectors.

- Part II *A Framework for Recreation in Canada* provides a new vision for recreation and suggests some common ways of thinking about this renewal, based on underlying values and principles. The Framework is a call to action, which invites leaders and stakeholders in a variety of sectors to collaborate in the pursuit of five goals and priorities for action.
- Part III *Moving Forward* provides some ideas for next steps in implementing the Framework for Recreation in Canada.

Throughout this document, “recreation” is an umbrella term for recreation and parks, as well as recreational activities in physical activity, sport, arts, culture and heritage. When recreation in nature is discussed, the term “parks” may be specifically added to acknowledge the lead role of parks services.

While the Framework provides recommendations for all sectors (public, private and not-for-profit), it respects and does not override the jurisdiction of each governmental and non-governmental collaborator.

Infographics and Sidebars are used to provide additional evidence or to illustrate promising practices in policies and programs. These serve as examples only; the paper does not provide a scan of the many excellent initiatives across the country that address the key issues and priorities described in the paper.

A Glossary at the end of this paper helps clarify the meaning of key terms used in the text. Words highlighted in red are hyperlinked to the Glossary. The Endnotes section provides document sources, references and links to websites that provide additional information.

Revitalizing Recreation

Over the past 50 years, recreation and society have changed. Historically, recreation was considered a public good, which focused on outreach to vulnerable people, families and communities. In recent times, this has often shifted toward an individual-based, facility-focused, user-pay model. At the same time, we are witnessing rapid technological, economic, environmental, demographic and social changes.

This creates an urgent need for recreation to reaffirm historic values, while simultaneously adopting new ways of working that meet emerging needs. Underscoring this revitalization is a community development approach that empowers people and communities to work together to enhance wellbeing.

Recreation has the potential to address socio-demographic challenges and troubling issues such as increases in sedentary behaviour and obesity, decreased contact with nature, threats to the environment, and inequities that limit participation. These challenges can become opportunities but addressing them requires a commitment to a shared vision, values and goals, as well as the development and implementation of effective action plans. The Framework for Recreation in Canada 2015 provides a foundation for reflection, discussion and the development of such action plans.

The **recreation field** has developed capacities that help address needs and achieve positive outcomes in a broad range of areas. Working with partners in sectors such as community design, physical activity, public health, crime prevention and natural resources, the recreation field has gained experience and skills in helping to create inclusive opportunities; develop healthy, engaged citizens; build healthy, active communities; enhance leadership; and build and protect spaces that are essential for participation in recreational experiences.¹ The benefits of recreation are discussed later in this section of the paper and are fully captured in the **National Benefits Hub**.

The Framework is the result of a comprehensive process of renewal that began at the 2011 National Recreation Summit.² It draws on reflections and recommendations from two years of consultations, discussions and debate at provincial, territorial and national levels. Throughout these conversations, three key messages emerged:

- High quality, accessible recreation opportunities are integral to a well-functioning society.
- The recreation sector can be a collaborative leader in addressing major issues of the day.
- All people and communities deserve equitable access to recreational experiences. Recreation must be accessible and welcoming to all.

Understanding Recreation

A Renewed Definition of Recreation

The evolution of the following definition from the one in the National Recreation Statement (1987)³ reflects the evolution of recreation in response to changes and challenges in Canadian society.

A Renewed Definition of Recreation

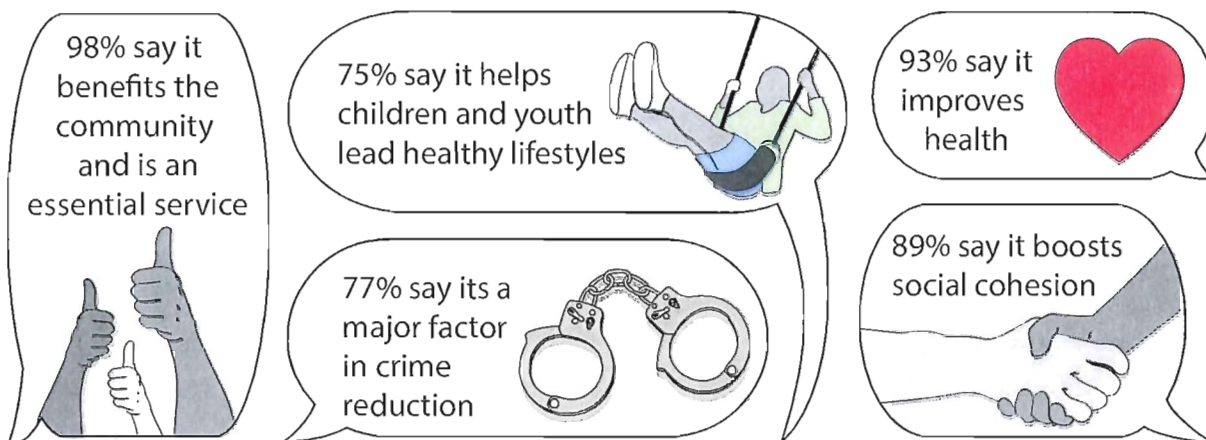
Recreation is the experience that results from freely chosen participation in physical, social, intellectual, creative and spiritual pursuits that enhance individual and community wellbeing.

Recreational experiences include participation in physical activity and sport, and in artistic, cultural, social and intellectual activities. Spiritual wellbeing may be enhanced through connecting with nature, helping others through volunteering, engaging in artistic expression and other forms of recreational experiences. Recreational activities can be structured and unstructured. Many are done with other people while others are done alone.

Recreation remains a fundamental human need in all ages and stages of life.⁴ People participate in recreational activities for fun, enjoyment, fitness and health, social interaction, creative expression, a desire to connect with nature, relaxation, and to enhance their quality of life. Most people also understand and support the beneficial role that recreation plays in community development.

The recreation field contains players from the public, not-for-profit and private sectors. **Public recreation** is the provision of recreation services by governments and non-governmental organizations for the benefit of individuals and communities.

What Canadians Say About Parks and Recreation ⁵



Who is Involved in Recreation?

The recreation field includes volunteers, paid staff, community groups, educators, researchers, organizations and governments that work collectively to enhance individual and community wellbeing through recreation. This includes stakeholders and service providers from the not-for-profit, private and public sectors.

Key partners for recreation include government departments and not-for-profit organizations at all levels, including those dealing in sport, physical activity, **health**, urban planning, infrastructure development, rural development, Aboriginal affairs, natural resources and conservation, arts and culture, social development, tourism, justice, heritage, child development and active aging. Educational institutions and educators are important partners in recreation, developing leaders through advanced recreation studies, providing spaces and programs in the community, teaching students about recreation, and developing and sharing knowledge.

Implementation of the Framework for Recreation in Canada 2015 will respect the existing roles and responsibilities of federal, provincial/territorial and municipal governments that are described in the National Recreation Statement (1987) and other existing governmental agreements addressing specific jurisdictional circumstances.

- The provinces and territories have primacy of jurisdiction for recreation, as they do for health and education⁶ (except on First Nations reserves as defined in federal legislation).
- Local government is the primary supplier of direct recreation services.
- The federal government plays a role in matters of national and international concern, and in collaboratively developing and supporting policies and funding mechanisms that enable all Canadians to participate in recreation.

The Framework recognizes that governing bodies and organizations in Aboriginal communities are concerned with the management of matters that directly affect **Aboriginal Peoples** and their communities. These governing bodies may oversee services, policies, programs and infrastructure development in health, education, natural resources and conservation, cultural identity and community recreation. It also recognizes that spending on public recreation by local governments is significant. For example, in 2008 local governments in Canada spent \$9.189 billion on recreation (12.4% of total expenditures).⁷

Collaboration between and among all orders and levels of government is essential. According to the National Recreation Statement, there is an “expectation that independent provincial and territorial actions will be complemented by a commitment to work together on an interprovincial basis to meet mutual needs”.⁸

The Federal/Provincial/Territorial (F/P/T) Ministers Responsible for Sport, Physical Activity and Recreation provide a key platform for collective discussion of this Framework, and for considering action on the goals and priorities it describes. Outreach and inclusion of governing bodies and leaders in Aboriginal communities is also required.

The large and vibrant not-for-profit/voluntary sector in sport, recreation and nature conservation serves the general public, members, and specific population groups in all areas of the country. It has a rich history of reaching out to diverse groups who face constraints to participation. The sector employs recreation specialists and volunteers play a major role in their operations.

The private sector employs recreation specialists and provides opportunities for recreation and physical activity. Increasingly, innovative public-private partnerships in recreation have been shown to support park renewal efforts, sponsorship, product and service innovation, cooperative access to facilities, and the delivery of tourism products and services.

Challenges and Opportunities

Recreation has a rich history of enabling wellbeing. The Framework for Recreation in Canada 2015 builds on the National Recreation Statement (1987) and other existing federal, provincial/ territorial/ and local government agreements that respond to the realities of the day and to emerging trends and challenges in recreation. To address the critical challenges that lie ahead, the Framework recognizes the existing alignment of governmental responsibilities, as defined in the National Recreation Statement and other agreements, and is intended to increase intergovernmental collaboration. Drawing on the experiences of the past, the Framework looks to the future to find new ways to integrate previous agreements.

The challenge today is to build pathways to wellbeing in the midst of change and emerging issues, and to turn challenges into opportunities. Challenges and current trends are often interrelated and include:

Demographic changes. Four key trends provide both challenges and opportunities for recreation.

- The aging of the population means that many communities have a declining proportion of children and an increasing proportion of older adults. This is particularly evident in rural areas due to the migration of young people to urban centres to pursue education and work, and the desire of older people to “age in place” if possible.

- Canada's population is increasingly rich in diversity. Two demographic trends are particularly relevant: 1) since changes in immigration policies in the 1970s, newcomers to Canada come from all areas of the world; and 2) the Aboriginal community is younger and growing faster than the general population. These populations and other ethnocultural/racial groups enrich our recreational experiences with multiple languages, historical context and diverse cultural identities, while challenging recreation to respond to their unique needs and strengths.
- Rapid urbanization (80% of Canadians now live in cities) ⁹ means that people have less exposure to the healing power of nature. They have increased exposure to the human and environmental stresses that accompany urban development, such as high levels of traffic and high-rise housing. Urbanization holds many opportunities but also challenges recreation to develop and nurture programs and places and spaces, which contribute to a high quality of life, both socially and environmentally.
- At the same time, Canada's rural and remote areas face particular challenges in recreation due to small and decreasing population levels (in most but not all communities), a lack of funds and infrastructure, threats to the natural environment and traditional ways of life, increasing pressure on small numbers of volunteers to lead in many areas, and challenges related to transportation and distance.

Challenges to health. Modern lifestyles combined with changes in the social and physical environments have precipitated some negative trends in health. These include increases in:

- risk behaviours such as sedentary living, and risk factors for disease such as obesity
- chronic diseases such as diabetes and heart disease
- mental health concerns such as depression and youth suicide.

Economic inequities. While visible minority populations face some of the worst effects of Canada's growing economic inequality, this trend affects all Canadians. For example, family after-tax income inequality rose by 40.9 % between 1995 and 2011, with economic gains going primarily to higher-income families.¹⁰ Individuals and families with lower incomes typically have fewer opportunities for recreational experiences due to costs associated with transportation, equipment, some activities and facility rental.

Social challenges. Rapid changes associated with increasing inequities, persistent unemployment, rapid development, the use of social media instead of face-to-face interaction, and the loss of traditional supports have compounded feelings of isolation for many people, and negatively affected civic involvement, **social connectedness**, community engagement and **social cohesion**.

Addressing Sedentary Behaviour

The **Canadian Physical Activity Guidelines** have been developed to encourage children and youth to accumulate at least 60 minutes of moderate- to vigorous-intensity physical activity daily. Now, these guidelines are complemented by evidence-based **Sedentary Behaviour Guidelines** for children and youth. These guidelines recommend that for health benefits, children and youth limit sedentary behaviour (i.e., screen time, sedentary transport, prolonged sitting and time spent indoors) during their free time each day. Guidelines are also provided for infants, toddlers and preschoolers at www.csep.ca.

New and emerging technologies. The recreation field is challenged to access and keep up with rapidly changing technologies, which offer opportunities for innovation, communication, improved efficiency and enhanced connections, especially with young people. At the same time, parents and leaders in public health and recreation are concerned about the increasing amounts of time people (especially children and youth) spend in sedentary and solitary digital pursuits, instead of active recreation and unstructured play. New technologies that encourage 24/7 connections have led to reductions in time available to pursue recreational experiences, and to challenges in achieving a balanced lifestyle.

Infrastructure deficit. Most communities in Canada have significant infrastructure deficits.¹¹ These deficits include the need to develop walking and cycling routes, facilities, and green spaces in order to meet the recreation requirements of growing communities, and to upgrade existing facilities to make them more functional and energy efficient. The opportunity for recreation is to contribute to an integrated community design and infrastructure planning process that considers what is built, and where it is located in relation to where people live and how they move through the community to get there.

At the same time, some communities on reserves and in remote areas still lack basic recreation facilities. Communities in the North that have recreation facilities face unique challenges in maintaining them. Strengthening the infrastructure for recreation, sport and physical activity is critical to strengthening the health, vitality and economies of local communities.

Threats to the natural environment. Failing fish stocks, extreme weather, decreasing biodiversity, new destructive species such as the spruce budworm and mountain pine beetle, the loss of green spaces to urban sprawl, and the warming of northern regions are all indicators of environmental stresses that directly affect the **spaces and places** where people enjoy recreational experiences. Growing threats to the natural environment have made the role of environmental stewardship increasingly important to the recreation field.

Benefits of Recreation

The evidence on the benefits of recreation and exposure to nature suggest that recreation and parks can address existing challenges with policies and practices that:

Enhance mental and physical wellbeing.¹³ Public recreation and parks services have an important role in enhancing physical activity, which in turn, is a critical factor in improved physical and mental health. Increased physical activity levels are associated with the presence of trails for walking, hiking and cycling, and organized events, including sport competitions and other attractions. For children, the presence of a playground within a nearby park is significantly associated with enhanced levels of physical activity. Among all ages, recreational experiences involving physical activity facilitate the maintenance of healthy weights, and thus a reduction in health care costs.

Participants in recreation report improvements in mental wellbeing, including increased self-esteem and life satisfaction. Recreation provides opportunities for personal growth and development for people of all abilities and can be especially helpful to people living with disabilities.

Enhance social wellbeing.¹⁴ Participation in recreational experiences is shown to enhance social wellbeing. For example, participation in after-school recreation programs provides many developmental opportunities for children and youth. For both children and adults, recreation can facilitate and support social relationships—through clubs, social organizations, participating on a team or making a new friend. Among youth, recreation can help decrease anti-social behaviours.

Help build strong families and communities.¹³ Recreation can be an important vehicle for promoting family cohesion, adaptability and resilience. Culture and recreation help build **social capital** in the form of arts, recreation and parks programs, and community celebrations, such as festivals, parades and block parties. Community events help keep neighbours in touch with each other and reinforce relationships that make neighbourhoods strong. Participation in cultural and artistic programs has been shown to promote social connectedness and social cohesion, and positively influence civic behaviour, mutual caring and voluntarism. Recreational activities can help build welcoming communities for people and families from diverse cultures.

Help people connect with nature^{15, 16, 17, 18} Enhancing opportunities to connect people with nature can result in both environmental and human benefits. **Natural playgrounds** (which incorporate natural elements like logs, flowers and trees) stimulate physically active and imaginative play and help children connect with nature. Studies have shown that exposure to the natural environment and green spaces have an independent, positive effect on health and health-related behaviours. From lowering blood pressure, to reducing stress levels, to supporting children's cognitive development, nature has a profound ability to support both physical and mental health. Nature-based recreation fosters a better understanding and appreciation for all aspects of nature. This may be especially important in Aboriginal communities, where fishing, hunting and nature conservation are traditional activities.

Recreation and parks has a key role as a steward of natural environments: protecting and interpreting parks, trails, waterways and wilderness areas, managing and balancing the needs of natural ecosystems with the needs of users, and minimizing any negative impacts resulting from services and programs.

Provide economic benefits by investing in recreation. Though economic benefit is not the primary driver for recreation service decisions, recreation is an important contributor to community economic development and cost reductions in other areas. Spending on recreation creates jobs, fosters tourism, and makes communities more attractive places in which to live, learn, work, play and visit. “Upstream” investments in recreation can lead to improvements in individual and community wellbeing, which helps to reduce costs in health care, social services and justice.¹⁹

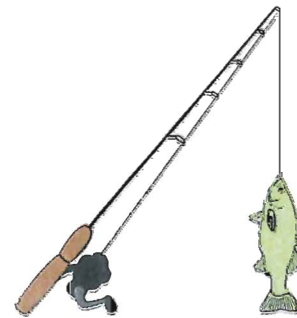
The Economic Case For Investing In Recreation



\$2.9 Billion
Labour income, jobs created by
Canada’s parks (2009)²²



\$3, 773
Amount spent on recreation by
average Canadian household
(2012)²⁰



\$8.3 Billion
Total amount spent on
recreational fishing contributed
to local economies (2010)²⁴



\$134 Million
Amount spent by cyclists using
Quebec’s Route Verte (2013)²¹



\$14.5 Billion
Amount Canadians spent on nature-
based recreational activities (2012)²⁵



\$6.8 Billion
Total health care costs of
physical inactivity in Canada²³

Convergence and Collaboration

In recent years, a number of complementary strategies and frameworks have been developed, which address interrelated public policy at national, provincial and local levels. These include:

Active Canada 20/20: A Physical Activity Strategy and Change Agenda for Canada (2012) provides a vision and a change agenda to describe steps that will increase physical activity and reduce sedentary behaviour, thereby reducing health risks and achieving the many benefits of a society that is active and healthy. Recreation is identified as an important player in pursuing this agenda.²⁶

The Canadian Sport Policy (CSP, 2012) sets a direction for the period 2012-2022 for all governments, institutions and organizations committed to realizing the positive impacts of sport on individuals, communities and society. F/P/T Ministers responsible for Sport, Physical Activity and Recreation endorsed the policy in June 2012. CSP sets out 5 broad objectives, including “Recreational Sport: Canadians have the opportunity to participate in sport for fun, health, social interaction and relaxation”. Participants are introduced to the fundamentals of sport through programs delivered primarily by clubs, schools and local recreation departments. Participants develop sport-specific skills with an emphasis on fun, a positive attitude, healthy human development and remaining active for life.²⁷

Connecting Canadians with Nature. An Investment in the Well-Being of our Citizens was developed by the Canadian Parks Council on behalf of the F/P/T Ministers Responsible for Parks. The report synthesizes the growing body of evidence demonstrating the benefits of connecting with the natural world. Canada’s park leaders endorsed the paper in March 2014 and committed to working with various sectors to support experiences in nature that enhance Canadians’ collective health, prosperity, growth and productivity. This initiative positions park agencies to adapt to changing societal circumstances and enable increased opportunities for recreational experiences in nature.²⁸

The Declaration on Prevention and Promotion, which was adopted by Canada’s F/P/T Ministers of Health and of Health Promotion/Healthy Living in 2010, confirms that health and wellbeing is determined by “the physical and social conditions that people experience daily in the places where they live, learn, work and play”. The declaration calls upon a wide range of people and organizations in communities and across society to help create the conditions that reduce risks for poor health and support individuals in adopting healthy lifestyles.²⁹

Healthy Aging in Canada: A New Vision, A Vital Investment³⁰ a policy brief adopted by the F/P/T Committee of Officials Responsible for Seniors in 2006, specifically identifies recreation as critical to addressing priority areas in healthy aging such as social connectedness, physical activity and **age-friendly communities**. Canada has been a leader in developing Age-Friendly Communities in communities and cities of all sizes, and particularly in rural areas.³¹

IndigenACTION³² (2010) aims to foster partnerships that will help ensure Indigenous peoples in Canada have every opportunity to enhance their lives and their communities through recreation, sport, community fitness, and wellness. IndigenACTION, which was adopted by the Chief’s Assembly, is complementary to the Framework for Recreation in Canada described in this paper. There is clear alignment in terms of vision and direction; therefore, collaboration and convergence with this strategy is in order.

While recreation is unique, the Framework described in this document aligns well with all of these strategies. The fields of physical activity, sport, recreation, parks, the environment and health all share a common mandate to enhance the wellbeing of individuals, communities and the environment. Thus, there is a clear need to coordinate these strategies and frameworks, and to collaborate on specific actions and initiatives.

Strategies proposed by the parks, physical activity, sport and health sectors have historically involved the recreation sector. For example, recreation is a key delivery agent for sport and provides a variety of supports to local sports organizations. These include access to facilities, early skill development and exposure programs, ongoing sport play, coordination and communication, enhanced coaching capacity, allocation policies and subsidies, joint use agreements, sport hosting and sport tourism.

Similarly, the promotion of physical activity is a key priority for recreation. This includes the provision of physical activity programs for all age groups, ranging from active play for preschool children, to teen and adult fitness classes, to engaging older adults in ongoing activity. Many communities have worked with partners in public health, physical activity, sport and education to develop comprehensive community plans for active living. These plans include awareness campaigns, program opportunities and events, initiatives aimed specifically at inactive and vulnerable populations, and the development of supportive indoor and outdoor environments.

Our challenge and opportunity is to link these unique yet complementary efforts in ways that strengthen each sector while leveraging resources, and facilitating outcomes that meet common mandates and goals. This requires collaborative action and implementation, ongoing communication, knowledge sharing, common measurements, the sharing of resources, and joint efforts in service improvement.

Part II

A Framework for Recreation in Canada 2015

Vision

Everyone engaged in meaningful, accessible recreation experiences, that foster:

Individual Wellbeing | Wellbeing of Natural & Built Environments | Community Wellbeing

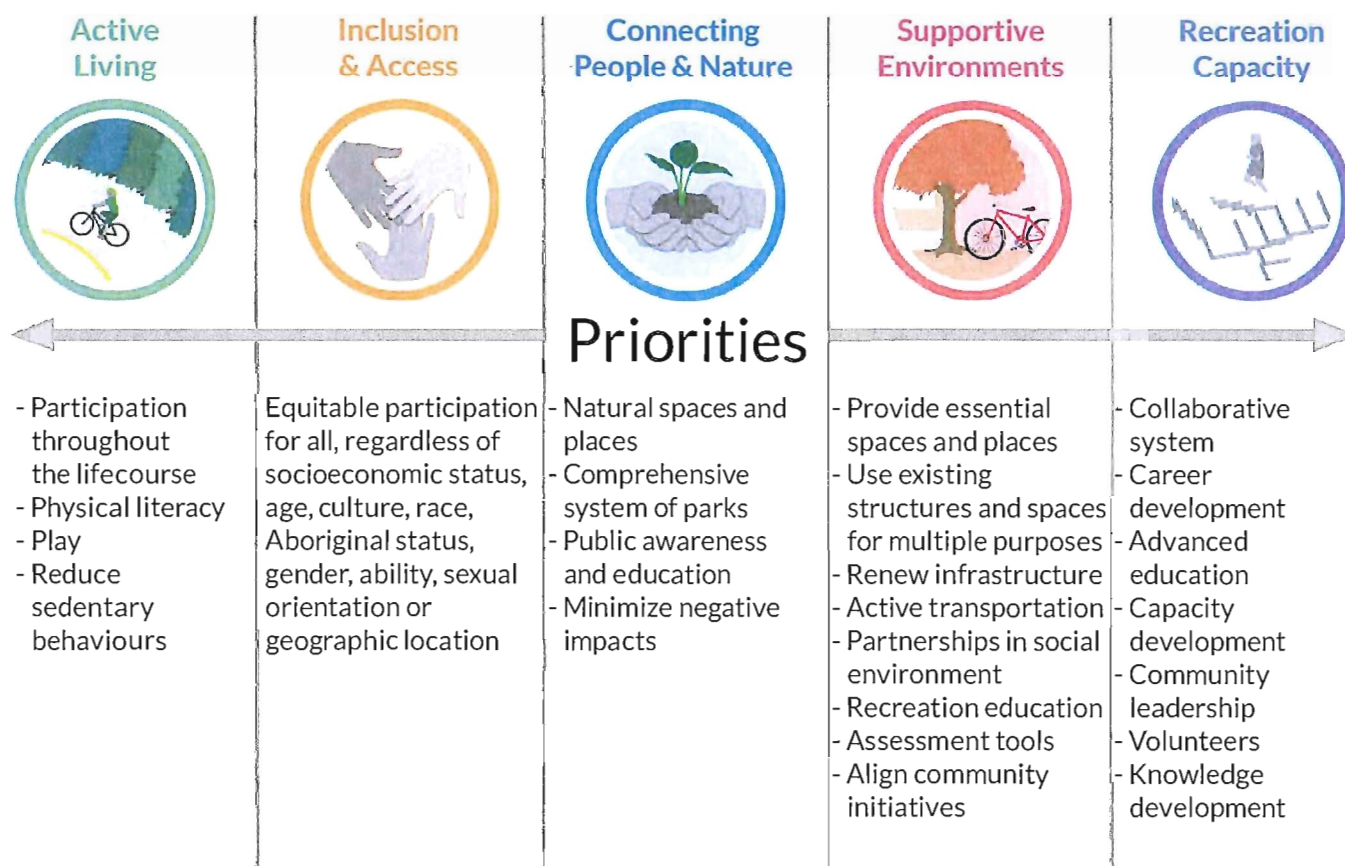
Values

Public Good | Inclusion & Equity | Sustainability

Principles of Operation

Lifelong Participation | Outcome-Driven | Quality & Relevance | Evidence-Based | Partnerships | Innovation

Goals



Priorities

Vision

We envision a Canada in which everyone is engaged in meaningful, accessible recreation experiences that foster:

- Individual wellbeing
- Community wellbeing
- The wellbeing of our natural and built environments

Values and Principles of Operation

Values

Values are deeply held beliefs that guide the decision-making, management and delivery of policies and practices.

Public Good

Through much of the 20th century, public recreation was regarded as a “public good.” The emphasis was on accessibility for all, outreach to disadvantaged groups and a belief in the universal benefits to the whole community, not just to users. In the 1990s, recreation departments and organizations came under increasing pressures for cost recovery and revenue generation, including increases in user fees. The community development and outreach functions that were historically part of the mandate of public recreation were often quietly marginalized, as the field shifted its focus to meet the demand from that portion of the population who could pay. Leaders in recreation have continued to stress the need for equitable recreational experiences for all, with a call for the renewed importance of public recreation’s historic mandate of addressing the inclusion of vulnerable populations. Quality recreation needs to be available to all, paid for by a combination of taxes and flexible user fees, which take into account economic circumstances. This does not mean denying services to people who have resources, but that they should not be served to the exclusion of those who face constraints to participation.

Inclusion and Equity

Inclusion is an organizational practice and goal in which all groups and individuals are welcomed and valued. Equity speaks to fairness in access to resources, opportunities and experiences.

Sustainability

To deliver quality recreational experiences, recreation requires a system that is sustainable, in terms of human resources, economics and the environment. Recreation values and stewards indoor and outdoor places and spaces in the built and natural environments. This requires balancing the needs of natural ecosystems with those of users, and providing sustainable facilities and services that minimize negative effects on the social and natural environments.

Lifelong Participation

Individuals and communities benefit from lifelong participation in recreational experiences, from early childhood to old age.

Active for a Lifetime

Canadian Sport for Life (CS4L) is a movement to improve the quality of sport and physical activity in Canada. It links sport, education, recreation and health, and aligns community, provincial and national programming. CS4L’s mission is to improve the health, wellness, and sporting experiences of all Canadians by advancing **physical literacy**, improving performance and increasing life-long participation in physical activity.

Source: Canadian Sport for Life: canadiansportforlife.ca

Principles of Operation

Principles of operation provide some “rules of the road” in how the field carries out its business.

Outcome Driven

Recreation is outcome-driven. It strives to help individuals and communities attain the outcomes they are seeking, such as improved health and wellbeing. It also focuses on indirect benefits to all, such as enhanced community cohesion and green environments that will serve generations to come.

Quality and Relevance

Recreation is committed to offering safe recreation experiences of the highest possible quality, while addressing the unique needs and capacities of each community, and the economic situation of individuals, families and communities.

Evidence-based

Recreation is committed to “fact based” decision-making— getting the best evidence and using it to guide policy and practice. Recreation integrates the best available research evidence with practitioner expertise and the characteristics, needs, capacities, values and preferences of those who are affected. This requires support for the systematic collection and analysis of data, the sharing of information, and the use of both quantitative and qualitative research methods, evaluation, and social and economic modeling.

Partnerships and Collaboration

Recreation relies on and nurtures partnerships and collaboration among:

- Public, not-for-profit and private providers of recreation and parks experiences
- Public and private planners and developers (urban and rural)
- All orders and levels of government (local, regional, provincial/territorial, federal and in Aboriginal communities)
- Multiple sectors and disciplines that influence wellbeing and share common goals, e.g. health, tourism, education, arts and culture, nature conservation, etc.
- People who care about and influence the wellbeing of individuals, families, communities and our natural and built environments, e.g. parents and other family members, elected officials, recreation staff, early childhood educators, caregivers, teachers, school boards, coaches and volunteer leaders in community programs.

Innovation. Recreation practitioners value innovation and recognize the benefits of ingenuity, the co-creation of new policies or services with people, and the creation and implementation of new ideas in design, program concepts, research and learning.

Quality Assurance Programming

HIGH FIVE® is an example of best practice in quality assurance programming for recreation and sport programs for children aged 6-12. HIGH FIVE provides a range of training, assessment tools and resources to ensure that organizations can deliver the highest quality programs possible. HIGH FIVE ensures leaders, coaches, and instructors have the tools and knowledge to nurture a child's mental health and create positive experiences for children. www.highfive.org



Goals and Priorities for Action

NOTE: The goals and priorities are numbered for ease of discussion and use; however, the ordering does not indicate levels of importance or priority. This will be determined by the organizations, communities and individuals who are using the Framework for Recreation in Canada 2015 to guide the development of their own action plans.

Goal 1

Active Living



Foster active living through physical recreation.

Participation in physical recreation is essential to building healthy, active individuals from infancy to older adulthood.

A solid evidence base supports the positive relationship between regular physical activity and healthy aging. For older people, participation in active recreation adds vitality and quality to life. It positively affects functional capacity, mental health, fitness levels, the prevention and management of chronic diseases and disability, and overall wellbeing. Engaging in physical activity with others can help older adults build social networks that promote overall health.³³

While unstructured **play** is important for all ages, the evidence suggests it is particularly critical for children in today's society. Over the last few decades, children's lives have become increasingly structured and media oriented, reducing their time in active unstructured play. This shift has contributed to increasing levels of physical inactivity, sedentary behaviour and excess weight in children and youth.^{34, 35, 36, 37} There is a particular concern for the missed opportunity of outdoor play, which has been shown to increase a child's capacity for creativity, problem-solving, and emotional and intellectual development.³⁸

The Canadian Physical Activity Guidelines provide recommendations about the amount of physical activity required for health benefits for older adults, adults, and youth and children, including preschoolers, toddlers and infants. These are complemented by the Canadian Guidelines for Sedentary Behaviour, which encourage children and youth to enjoy incidental movement, active play, active transportation and time outdoors, and discourage prolonged periods of sitting. For health benefits, this is good advice for all ages.³⁹

Individuals and families choose active living over sedentary behaviours when the "active choices are the easy choices." This requires the creation and maintenance of supportive environments for physically active recreation in the everyday settings where people live, work, play and learn. See Goal 4 for more discussion and priorities related to this.

The Economic Impact of Increased Physical Activity and Reductions in Sedentary Living⁴⁰

According to an analysis by the Conference Board of Canada (October 2014), small changes in physical activity and sedentary living can have substantial benefits. By getting 10% of Canadians with suboptimal levels of physical activity to be more active and less sedentary, the incidence of chronic conditions would be substantially reduced. With Canadians living healthier, more productive lives, GDP could increase by a cumulative \$7.5 billion between 2015 and 2040. In addition, health care spending on hypertension, heart disease, diabetes and cancer would potentially be reduced by \$2.6 billion within this same timeframe.

Source: Conference Board of Canada, 2014

Priorities

- 1.1 Enable participation in physically active recreational experiences throughout the lifecourse, continuing to focus on children and youth but expanding to meet the needs and foster the participation of the growing number of older people in Canada.
- 1.2 Incorporate physical literacy in active recreation programs for people of all ages and abilities. Physical literacy is recognized as a precondition for lifelong participation in and enjoyment of sport in the Canadian Sport Policy 2012.⁴¹
- 1.3 Support the child's right to play, and to participate freely and fully in "age-appropriate recreational experiences, cultural life, and artistic and leisure activities", as outlined in the United Nations Convention on the Rights of the Child.⁴² Enhance opportunities for children and youth to play outdoors and interact in nature in school, community and neighbourhood settings. Engage parents and provide safe, welcoming, low- or no-cost opportunities for families and multiple generations to experience the joy of spontaneous active play together.
- 1.4 Inform recreation leaders about the importance of reducing sedentary behaviours, and enable them to explore and implement strategies and interventions that address this important public health issue.

After-School Recreation Programs

Ontario's After School Program is an example of how recreation and community partners are working to enhance wellbeing among young people at risk. It provides programming for 21,000 children and youth, at low or no cost, who participate in fun, safe, supervised activities that focus on physical activity (including both recreation and sport), healthy eating/nutrition, personal health and wellness, and activities that address cultural identity and local needs. More than 130 not-for-profit recreational organizations, local governments and First Nations groups deliver programming in over 400 sites to at-risk children and youth (grades 1-12) during the hours of 3:00 p.m. – 6:00 p.m. throughout the school year. (2014).

For more information, visit www.mtc.gov.on.ca/en/sport/afterschool/after_school.shtml

Goal 2

Inclusion and Access



Increase inclusion and access to recreation for populations that face constraints to participation.

More than any other service, recreation has the ability to reach all citizens, and to bring people together in a non-threatening, pleasurable atmosphere. However, a rebalancing of recreation is necessary if it is to strategically address the barriers and constraints to participation faced by some people, and to celebrate the rich diversity of Canada's population.

At its most basic, “diversity” refers to any and all differences between and among people. Acknowledging and valuing cultural, ethnic and racial diversity is vital to the prevention of prejudice and discrimination. At the same time, recreation needs to take into account other differences. Some of these are visible, such as variations in sex and gender, age, and ability. Others may be invisible, such as sexual orientation, education, hearing, religious beliefs, socioeconomic status and mental health concerns that affect wellbeing.

Inclusiveness celebrates diversity as a gift, rather than a deviation from the norm. Inclusive organizations value the perspectives and contributions of ALL people, and strive to incorporate the needs and viewpoints of diverse communities into all aspects of the organization and their services and programs.

Priorities

- 2.1 Develop and implement strategies and policies, which ensure that no families or individuals in Canada are denied access to public recreation opportunities as a result of economic disadvantage.
- 2.2 Enable people of all ages to participate in recreation. Address constraints to participation faced by children and youth from disadvantaged families and older adults who are frail and/or isolated.

Acting on Equity and Social Inclusion

In Moncton, New Brunswick, the Parks and Recreation Services Department addresses poverty and homelessness within their portfolio of services. A Community Development Officer of Social Inclusion facilitates programs and services for disadvantaged citizens in the city. He/she liaises with other local programs and community development staff. These efforts encourage a coordinated approach to reducing poverty and encouraging social inclusion in the community through parks and recreation (2014).

- 2.3 Build trust and participation through the provision of recreational opportunities and experiences that are respectful and appropriate for various ethnocultural groups. Actively engage persons of diverse and racialized backgrounds in developing, leading and evaluating recreation and park activities.
- 2.4 Recognize and enable the experience of Aboriginal peoples in recreation with a holistic approach drawn from traditional values and culture. Work with Aboriginal communities in pursuit of all five goals outlined in the Framework for Recreation in Canada 2015.
- 2.5 Enable and encourage women and girls of all backgrounds and circumstances to achieve their potential and participate fully in all types of recreation. Address the historical, cultural and social barriers to participation experienced by girls and women, and apply a gender equity lens when developing and monitoring policies, programs and practices.
- 2.6 Enact policies of nondiscrimination on the basis of gender identity and gender expression. Provide a welcoming and safe environment for people with all sexual orientations and sexual identities.
- 2.7 Provide leadership, support, encouragement, information, policies and programs that facilitate full participation in recreation by people of all abilities across all settings. Work with persons with disabilities and special needs to create inclusive opportunities and build leadership capacity. Ensure that recreation environments are accessible, and remove physical and emotional barriers to participation.
- 2.8 Address the unique challenges and capacities in rural and remote communities. Seek community leadership in decision-making regarding the provision of and access to appropriate spaces and places, opportunities and experiences in recreation.

Goal 3 Connecting People and Nature



Help people connect to nature through recreation.

People have an inherent need to connect with the natural world and the recreation field plays a vital role in meeting that need. Connecting with nature is associated with improved cognitive, mental, and physical health, enhanced creativity and positive social behaviours. Communities also see economic benefits associated with ecotourism.⁴³

Traditionally, recreation has contributed to this goal through the provision and stewardship of outdoor places and spaces, and the development of enabling policies, programs and services related to natural environments. These activities continue to be essential components of recreation's role.

More recently, the need to increase appreciation of and exposure to nature through participation in the community design process has become increasingly important. Recreation contributes to creating walkable, safe, livable communities through the provision of parks, trails, waterways, community gardens and landscaped areas. Recreation supports policies, which ensure that neighbourhoods are designed to maximize opportunities for healthy, active living and exposure to nature.

For many people, urban parks may be one of the few connections that they experience with the natural world. Because of this, urban parks play an essential role in public health and wellbeing. Urban parks can serve as restorative environments in which individuals have the ability to view nature, to be active in nature, to observe plants and gardens, and to observe and encounter animals (both pets and wildlife).

Canadians Care About Nature



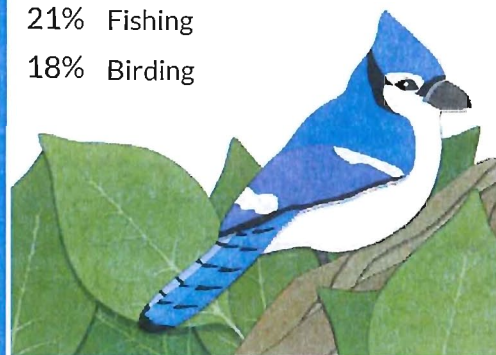
Percentage of Canadians in 2012

Who:

- 70% Spent time in nature
- 53% Participated in nature education
- 47% Travelled to experience nature
- 45% Reduced their ecological footprint
- 13% Volunteered in nature conservation

Most Popular Activities:

- 71% Picnics and relaxing in nature
- 64% Hiking, climbing, and horseback riding
- 41% Gardening and landscaping
- 21% Fishing
- 18% Birding



Priorities

- 3.1 Work in partnership with community and provincial/territorial planners and Aboriginal communities to provide natural spaces and places in neighborhoods, communities and regions through the retention and addition of natural areas, forests, parks, trails and recreational waters (rivers, lakes, canals and beaches).
- 3.2 Work collaboratively at all orders and levels of government (local, regional, provincial/territorial, federal and with Aboriginal governing bodies) to create and maintain a coordinated, comprehensive system of parks and protected areas across Canada that allows year-round access to nature. Share best practices and findings in planning, design, management, ecosystem monitoring and public information.
- 3.3 Develop public awareness and education initiatives to increase understanding of the importance of nature to wellbeing and child development, the role of recreation in helping people connect to nature and the importance of sustainability in parks and recreation.
- 3.4 Ensure that operational policies and practices in parks and recreation limit the use of non-renewable resources and minimize negative impacts on the natural environment.

Goal 4 Supportive Environments



Ensure the provision of supportive physical and social environments that encourage participation in recreation and help to build strong, caring communities.

Supportive physical and **social environments** help people explore their creativity and adopt healthy, active lifestyles by making “the healthy choices the easy choices”. They also facilitate community and family connectedness, which foster reciprocal caring—taking care of each other, our communities and our natural environment.

Some people (especially those who have had limited experiences with quality recreation) are unaware of the benefits of recreation and how to get involved. A lack of knowledge about available options and/or fears related to safety and entering new environments may limit their decisions about the use of their time outside of work or school.

Environments for recreation encompass many settings, including homes, schools, neighbourhoods, community spaces and places, rural places and the natural and built environments. Recreation has a leadership role to play in community building in all of these settings. Aligning with other community initiatives avoids duplication of efforts and helps to build social networks and voluntarism, as well as community norms of trust and cooperation.

Creating **supportive environments** for recreation has many dimensions including the implementation of policies and guidelines, innovative programming, social action, education and funding. All of these mechanisms are needed to ensure access to safe and effective spaces and places that are required to deliver a comprehensive mix of high quality recreational experiences.

Creating supportive physical environments includes the provision of essential facilities, the effective use of existing spaces and places, and addressing the decline of Canada’s **recreation and sport infrastructure**. It also includes the creation and maintenance of built environments that enable people to actively recreate as part of their daily activity and as a form of transportation.

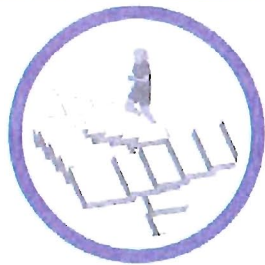
Walking, biking, wheeling and skating are modes of **active transportation** and active recreation. Good walking environments and well-designed multipurpose trails encourage walking, cycling and wheeling and enable recreational experiences during daily commutes to work, school or other places in the community. Ideally, all parts of a well-maintained walking environment are integrated and connected to make it easy for pedestrians to move through the community to a variety of destinations.

Priorities

- 4.1 Provide recreation facilities and outdoor spaces in under-resourced communities (including on-reserve and in remote and rural areas), based on community and/or regional needs and resources.
- 4.2 Work with partners to increase the use of existing structures and spaces for multiple purposes, including recreation (e.g. use of schools, churches, vacant land and lots).
- 4.3 Enable communities to renew recreational infrastructure as required and to meet the need for green spaces by:
 - securing dedicated government funding at all levels, as well as partnerships with the private and not-for-profit sectors for the necessary development, renewal and rehabilitation of facilities and outdoor spaces
 - developing assessment tools and evidence-based guidelines for investing and reinvesting in aging recreation infrastructure
 - developing and adopting innovative renewal strategies that will endure over time, use less energy and provide affordable access for all.
- 4.4 Lead and support community efforts and planning processes for active transportation and public transit. Participate in the planning and design of communities to encourage the placement of workplaces, schools, shops libraries, parks, and sport and recreation facilities in close proximity so that active modes of transportation are easier to use. Encourage development and maintenance of active transportation routes that connect people to the places they want to go.
- 4.5 Enhance mental and social wellbeing by creating supportive social environments in the settings where people live, learn, work and play. This requires strengthened partnerships with schools, social service groups, the arts community, law enforcement, transportation and urban planners, community organizations and the private sector.
- 4.6 Develop and implement targeted **recreation education** campaigns that increase knowledge about how recreation contributes to enjoyment and quality of life, and help people acquire the skills and attitudes they need to plan for making recreation a part of their lives.
- 4.7 Develop a common understanding of community wellbeing through the development and use of standardized assessment tools and indices that will help communities assess and measure their status on community wellbeing.
- 4.8 Adopt a strategic approach to community building that features alignment and collaboration with other community initiatives (e.g. Age-Friendly Communities, **Healthy Cities/Communities**, **Community Food Centres**).

Goal 5

Recreation Capacity



Ensure the continued growth and sustainability of the recreation field.

Leaders in recreation include professional staff and volunteers. Both need the skills, knowledge and resources required to plan and deliver high-quality recreation services, based on specific community needs and strengths.

Volunteers in recreation make an impressive contribution to community cohesiveness, Canadian society and the economy. Volunteers need to be valued, trained and supported as an essential part of the delivery of recreational experiences in every community in Canada.

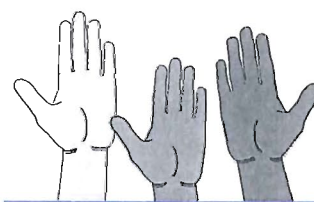
Leaders in recreation need to work within a connected, vibrant and comprehensive delivery system. This system requires ongoing nurturing and support to deliver a comprehensive mix of recreational experiences and sustain a viable system that Canadians can enjoy for generations to come.

The recreation field needs to recruit and inspire new leaders (of all ages) who can address emerging trends and have knowledge in a variety of areas, such as cultural diversity, emerging technologies, urban planning, active transportation and nature conservation. All who work in recreation need to acquire and attain the core competencies for recreation and the capacity to address changes in the physical and social environments that impact recreation.

Recreation provides many young people with opportunities for employment and for leadership and career development. For example, in 2013, 8.4% of youth (age 15-24) were employed in the Arts, Culture and Recreation sector in Canada.⁴⁶ These young leaders are critically important to the recreation workforce both today and in the future.

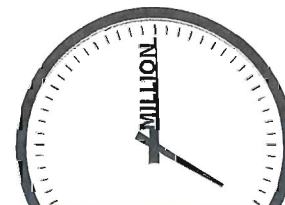
To be relevant and outcome-driven, leaders in recreation need timely access to emerging technologies as well as current evidence and information. A comprehensive **knowledge development** strategy including research, knowledge transfer, and monitoring and evaluation would address this need.

Canadians Volunteer in Recreation and Sport (2010)⁴⁵



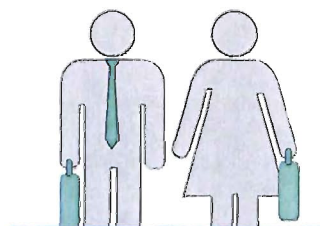
3.3 Million

Number of volunteers in recreation and sport



400 Million

Number of hours per year given by these volunteers



Over 208,000

Equivalent number of full-time jobs

Academics and governments at all orders and levels undertake research and data collection to analyze recreation trends and issues in order to keep recreation policies and programs current and effective. In addition to theoretical and conceptual research, applied research projects, which identify promising approaches at the community level, are particularly important. The findings of research need to be shared broadly (knowledge transfer), with provincial/territorial recreation associations, communities, and other stakeholders and partners.

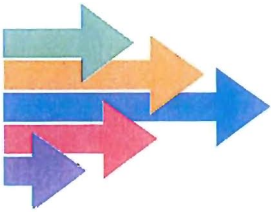
Priorities

- 5.1 Increase collaborative efforts among provincial/territorial governments, local governments, voluntary organizations, Aboriginal communities, the private sector and recreation associations to support and nurture a vibrant recreation system that serves as the primary means for achieving the vision and goals in this Framework.
- 5.2 Implement career awareness, preparation and development strategies to attract and educate new leaders.
- 5.3 Support advanced education in recreation. Use long-term market studies to inform curricula development and capture supply and demand needs in the industry.
- 5.4 Develop and implement high-quality training and competency-based capacity development programs for organizations and individuals (professionals and volunteers) working in recreation, particularly in under-resourced rural and remote areas.
- 5.5 Develop a strategy to enhance community-based leadership in recreation.
- 5.6 Rejuvenate and update volunteer strategies to reflect societal changes and take advantage of community and individual capacities. Engage volunteers of all ages and from all walks of life. Make a special effort to recruit and support volunteers from a variety of ethnocultural and racialized populations and other groups that face constraints to participation. Recognize and support the role of the not-for-profit sector in developing and engaging volunteers.
- 5.7 Support a pan-Canadian, comprehensive knowledge development strategy that increases support for:
 - recreation research and data collection carried out by universities and colleges, the not-for-profit sector, provincial/territorial, local and Aboriginal governments, with special attention to applied research at the community level
 - the national recreation information system so that all those planning and delivering recreation services have access to the latest evidence
 - collaborative efforts among governments, recreation associations and colleges and universities to develop new recreation programs and services that meet the evolving and expanding needs within communities.

Developing and Sharing Knowledge

The Leisure information Network (LIN) at www.lin.ca is a national knowledge- based digital forum for sharing information on individual and community wellbeing through recreation, parks, and active living. The Northern Links web site at www.northernlinks.org is an initiative of LIN that supports recreation and sport practitioners and volunteers in Canada's Aboriginal communities (both rural and urban) in creating more culturally relevant and engaging programming. The National Benefits HUB at <http://benefitshub.ca> is a living resource, which summarizes evidence on the value of recreation and parks services. Validation is provided for 49 outcome statements. LIN and the Benefits HUB are invaluable resources for policy development, planning, marketing, program/service development and evaluation.





The Framework for Recreation in Canada 2015 invites the field to think of its place in Canadian society in different ways. With a refreshed definition and vision, and a renewed sense of what is important, the Framework presents a rare opportunity to take a new path. This path will ensure recreation's continued relevance as an essential contributor to the wellbeing of individuals, communities, and the built and natural environments.

Embrace the Framework – Share it, Use It, Own It

The reader is encouraged to share this document widely and to talk about the Framework with colleagues, partners, policy-makers, community leaders, and others who are interested and involved in recreation. All stakeholders can use the Framework to guide decision-making, planning, resource allocation and the development of strategies, policies, programs and performance metrics.

Next Steps

Some actions going forward require strategic thinking, development and coordination at the national level. These will require the leadership of the Canadian Parks and Recreation Association (CPRA), intergovernmental Federal/Provincial/Territorial (F/P/T) mechanisms and Aboriginal communities. Not-for-profit organizations, provincial/territorial associations, local/regional governments, the private sector and stakeholders in education, health, sport, physical activity and the environment may take on initiatives that advance the Framework goals, either alone or in partnership.

Follow-up activities are both short- and long-term, and include action in the following areas:

Endorsement

The Framework for Recreation in Canada 2015 has been endorsed by the Canadian Parks and Recreation Association. In early 2015, it will be presented for endorsement by the Provincial/Territorial (P/T) Ministers responsible for Sport, Physical Activity and Recreation, and the P/T Recreation and Parks Associations. In the longer term, it is hoped that Aboriginal communities and many other stakeholders will support the ideas and directions outlined in the Framework. Community leaders, parents, caregivers, and the public will support and advocate for full inclusion in recreation as described in this document.

Communication

A first step in implementing the Framework for Recreation in Canada 2015 is to ensure it is top of mind within the recreation system. There are many ways to achieve this, which could include using the Framework as a topic for discussion and analysis at staff meetings, conferences and workshops. Building cross-Canada awareness and use of the Framework requires an effective national communications plan. Enhanced mechanisms for sharing best practices across Canada will inform leaders about concrete ways to address the challenges, opportunities and directions provided by the Framework.

Implementation

It is suggested that the partnership of F/P/T governments, CPRA and the P/T Recreation and Parks Associations continue to work on the Framework for Recreation in Canada 2015 and that these organizations take on leadership and coordination roles at the national level. Governments at local, regional and provincial/territorial levels may use the Framework for Recreation in Canada 2015 to develop implementation action plans in areas of their jurisdiction. Non-governmental agencies and organizations working in recreation may develop action plans to address the goals and priorities identified in the Framework that are relevant and important in their communities. Other sectors and stakeholders (e.g. education, physical activity, sport, nature conservation, health) are encouraged to consider the relevance of the Framework in their area, how it may influence the work of their organizations, and how they might address the goals and priorities identified in the Framework. Employers and private sector providers of recreation may consider ways to support the ideas and goals described in this document.

It is recommended that an implementation group be formed. This group would be responsible for collating and sharing the action plans of governments and non-governmental organizations and for reporting on progress, in collaboration with evaluation efforts underway in sport and physical activity. This group would facilitate the development of indicators and metrics, as appropriate, and analyze longer-term pan-Canadian impacts. Recognizing that they are accountable to their own constituents, individual governments and organizations will be responsible for evaluating their own programs and activities and assessing their contributions.

Knowledge Development

The Framework for Recreation in Canada 2015 can become an integral part of post-secondary curricula, and used to identify research topics and inspire choices for professional development. The Leisure Information Network and Northern Links will continue to publish items related to the Framework, and the creation of a community-of-practice network could be explored.

Collaboration

Leaders in recreation will invite conversation about alignment and plans for partnership action with other sectors and stakeholders who share a mandate to enhance wellbeing among individuals, communities and in our built and natural environments. It is important to identify concrete ways to collaborate with other pan-Canadian initiatives in areas where visions overlap, strategies converge and resources can be shared (e.g. The Canadian Sport Policy 2012, Active Canada 20/20, Connecting Canadians with Nature). Work that is already underway will continue (e.g. the collaboration among F/P/T governments, Sport Canada, P/T associations, the Federation of Canadian Municipalities and CPRA to inventory and assess the state of sport and recreation facilities across the country).

While there are many steps along the path to an integrated, effective strategy for recreation in Canada, the Framework provides a roadmap and a bridge for how to get there. The vision is compelling—a future Canada in which everyone is engaged in meaningful, accessible recreation experiences that foster the wellbeing of individuals and communities and of our natural and built environments. The time to take action is now. Together, we can build pathways to wellbeing for all Canadians.

Glossary*

*Thank you to The Leisure Information Network (LIN) for their help in preparing this Glossary.

Aboriginal Peoples refers to the indigenous inhabitants of Canada when describing the Inuit, First Nations (Indians) and Métis people, without regard to their separate origins and identities.

Source: Inuit Tapiriit Kanatami, <https://www.itk.ca> (accessed September 2014)

Active transportation refers to any form of human-powered transportation, such as walking, cycling, using a wheelchair, in-line skating or skateboarding.

Source: Public Health Agency Canada, www.phac-aspc.gc.ca/hp-ps/hl-mvs/pa-ap/at-ta-eng.php (accessed September 2014)

Age-Friendly Communities. In an age-friendly community, the policies, services and structures related to the physical and social environment are designed to help older people “age actively”. In 2014, over 400 cities and communities in Canada were involved in this global movement.

Sources: 1) www.phac-aspc.gc.ca/seniors-aines/afc-caa-eng.php and 2) afc-hub.ca (accessed September 2014)

Canadian Physical Activity Guidelines and Canadian Sedentary Behaviour Guidelines.

The Canadian Physical Activity Guidelines (2011) describe the amount and types of physical activity that offer substantial health benefits to children (from infancy to age 12), youth, adults and older adults. The Canadian Sedentary Behaviour Guidelines provide recommendations to Canadian children and youth on limiting sedentary behaviour during discretionary time in order to reduce health risks.

Source: Canadian Society for Exercise Physiology, www.csep.ca (accessed September 2014)

Community/communities: a group of individuals who share common interests or characteristics, such as demography, geographic location, culture, etc., and who are perceived or who perceive themselves as distinct in some respect from the larger society within which it exists.

Source: Adapted from Dictionary.com

Community Food Centres provide places where people come together to garden and grow, cook, share and advocate for good food.

Source: cfccanada.ca (accessed September 2014)

Health is defined by the World Health Organization (WHO) as “a state of complete physical, social and mental wellbeing, and not merely the absence of disease or infirmity”. The Ottawa Charter for Health Promotion goes on to say, “Health is a resource for everyday life, not the object of living. It is a positive concept emphasizing social and personal resources as well as physical capabilities.”

Source: WHO: Constitution 1948 at www.who.int/governance/eb/who_constitution_en.pdf; WHO: Ottawa Charter Health Promotion, 1986 at www.who.int/healthpromotion/conferences/previous/ottawa/en (accessed September 2014)

Healthy Cities/Communities create and improve the physical and social environments and community resources, which enable people to mutually support each other in performing all the functions of life and developing to their maximum potential. Several cities and communities in Canada have adopted Healthy City strategies.

Source: WHO Healthy Settings. www.who.int/healthy_settings/types/cities/en (accessed September 2014)

Knowledge development in recreation is the creation, synthesis, exchange, and application of knowledge to strengthen recreation and improve wellbeing. It includes research of all types, monitoring and evaluation, the sharing of knowledge (sometimes called knowledge transfer) and program development.

Natural playgrounds are play environments that blend natural materials and vegetation (e.g. logs, sand, boulders, hills, trees and stumps) with varied landforms to provide unique, creative play areas for children. They are designed with the intent of helping children connect with nature.

Source: adapted from various sources

National Benefits Hub provides updated evidence for 50 outcomes statements about the benefits of recreation, the trends impacting benefits, and emerging promising practices.

Source: <http://benefitshub.ca> (accessed September 2014)

Physical literacy is the ability of an individual to move with competence and confidence in a wide variety of physical activities in multiple environments that benefit the healthy development of the whole person.

Source: Canadian Sport policy 2012 and Physical and Health Education Canada, 2010 http://canadiansporttourism.com/sites/default/files/docs/csp2012_en_lr.pdf (accessed March 2014)

Play is freely chosen and self-directed mental or physical activity that is undertaken for enjoyment and that is separate in some way from “real” life.

Source: Adapted from 1) The Value of Play I: The Definition of Play Gives Insights, by Peter Gray, published on Nov 8, 2008 in Freedom to Play, accessed March 2014 at www.psychologytoday.com/blog/freedom-learn/200811/the-value-play-i-the-definition-play-gives-insights; and 2) Discover Leisure Education, accessed March 2014 at www.indiana.edu/~nca/leisureed/play.html

Recreation is the experience that results from freely chosen participation in physical, social, intellectual, creative and spiritual pursuits that enhance individual and community wellbeing.

The **recreation field and system** includes stakeholders and providers from the not-for-profit, private and public sectors; including volunteers, paid staff, community groups, educators, researchers, organizations and governments that work collectively to enhance individual and community wellbeing through recreation.

Public recreation is the provision of recreation services by governments and non-governmental groups and organizations for the benefit of individuals and communities.

Recreation and sport infrastructure includes the construction, maintenance, repair, operation, and the supervision of facilities and outdoor areas. Indoor spaces and places include arenas, community centres and halls, indoor pools, cultural centres, senior and youth centres. Outdoor spaces and places include parks, playing fields, play-structures, trails, forested areas, outdoor pools, splash pads, pavilions, gardens,

waterfronts, marinas, outdoor courts (e.g., tennis, basketball), outdoor rinks and golf courses.

Recreation education is the process of acquiring the knowledge, skills, and attitudes required for positive experiences in recreation. Recreation education helps individuals and communities understand opportunities, potentials and challenges in recreation; understand the impact of recreation on wellbeing; and gain knowledge, skills, and appreciation enabling full participation in recreation experiences.

Source: Adapted from Leisure education and physical literacy by Brenda Robertson, NRA 2011 National Summit, Accessed March 2014 at lin.ca/sites/default/files/attachments/Robertson%20summit%20talk.pdf

Social environment includes the formal and informal groups and networks to which people belong, the neighborhoods in which we live, the organization of the places where we work, worship, learn and play, and the policies we create to order our lives. The degree of social cohesion that exists in communities results from everyday interactions between people. It is embodied in such structures as civic, cultural and religious groups, family membership and informal community networks, and in norms of voluntarism, altruism and trust. The stronger these networks and bonds, the more likely it is that members of a community will co-operate for mutual benefit.

Source: Adapted from 1) Yen IH, Syme S. The social environment and health: A discussion of the epidemiologic literature. Annual Review of Public Health 1999; 20: 287-308, accessed March 2014 at www.annualreviews.org/doi/abs/10.1146/annurev.publhealth.20.1.287 and 2) WHO Glossary Health Promotion, 1998, accessed September 2014 at www.who.int/healthpromotion/about/HPG/en

Social capital: The features of social organization such as social networks, norms and social trust that facilitate coordination and cooperation for mutual benefit.

Source: Putnam, R. Social Capital: Measurement and Consequences. Isuma, Canadian Journal of Policy Research 2001;2(1):41–51, and Putnam, R. Bowling Alone: America's Declining Social Capital. Journal of Democracy, 1995; 6(1):65-78.

Social cohesion is an ongoing process of developing a community of shared values, shared challenges and equal opportunity, based on a sense of trust, hope and reciprocity.

Source: Adapted from Government of Canada's Policy Research Sub-Committee on Social Cohesion. Accessed March 2014 at www.parl.gc.ca/content/lop/researchpublications/prb0756-e.htm

Social connectedness: A person's number of close friends, frequency of interactions with family and friends, trust in neighbors, and level of participation in volunteer activities or community events all play a role in supporting well-being and can also influence health, both directly and indirectly. Together, these examples begin to describe social connectedness - the extent to which people interact with one another, either individually or through groups.

Source: Social Connectedness and Health, Wilder Research 2012. Accessed September 2014 at www.bcbsmnfoundation.org/system/asset/resource/pdf_file/5/Social_Connectedness_and_Health.pdf

Spaces and Places. Spaces are areas or expanses deliberately designed for specific processes or purposes, such as an urban park or a community garden. Spaces integrate people with nature and with each other, increase socialization within and between neighbourhoods and invite increased physical activity. Places are portions of those spaces, such as a specific building, structure, or location, e.g., splash pad or skate park within a larger park.

Source: Adapted from various sources

Supportive environments for recreation offer safe, enjoyable experiences, and empower people to expand their self-reliance, confidence and abilities to participate. They occur where people live (their homes and communities) and where they learn, work, worship and play. Supportive physical and social environments are structured to support a desired activity, action or outcome. Individuals are provided with encouragement, opportunities, access, and resources that enable this activity, action or outcome.

Source: Adapted from 1) WHO Glossary Health Promotion, 1998 accessed March 2014 at www.who.int/healthpromotion/about/HPR%20Glossary%201998.pdf?ua=1; and 2) Halton Active Living Bulletin, accessed March 2014 at lin.ca/sites/default/files/attachments/Bulletin%203%20-%20Supportive%20Environments.pdf and 3) Canadian Fitness and Lifestyle Research Institute Survey 2008, accessed March 2014 at www.cflri.ca/media/node/256/files/Bulletin_3.pdf

Wellbeing. The presence of the highest possible quality of life in its full breadth of expression, focused on but not necessarily exclusive to: good living standards, robust health, a sustainable environment, vital communities, an educated populace, balanced time use, high levels of democratic participation, and access to and participation in recreation and culture.

Source: Adapted from Canadian Index of Wellbeing, accessed March 2014 at uwaterloo.ca/canadian-index-wellbeing

The Framework vision incorporates:

- Individual wellbeing: Individuals with optimal mental and physical wellbeing, who are engaged and contributing members of their families and communities
- Community wellbeing: Communities that are healthy, inclusive, welcoming, resilient and sustainable
- The wellbeing of places and spaces: Natural and built environments that are appreciated, nurtured and sustained.

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Appendix A Acknowledgements

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