



## FINANCE & CORPORATE SERVICES

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### CFAO 50-2 -- RECREATION

#### PURPOSE

1. This order amplifies [QR&O 4.61](#) by prescribing the policy and guidelines for recreation activities in the Canadian Forces (CF).

#### DEFINITIONS

2. In this order:

#### AUTHORIZED RECREATION ACTIVITY

means an activity which has been authorized as part of the total military community recreation program, either by the base or station commander or by a delegated authority such as the recreation council, community council, or the base physical education and recreation officer (BPERO);

#### LEISURE

means the free or discretionary time remaining to an individual over and above that required for job requirements, family and social obligations;

#### MILITARY COMMUNITY

means all military personnel for whom the base or station is responsible, their dependants, and all civilian residents of single and married quarters;

#### NON-MILITARY ORGANIZATION

means an activity group or club concerned with recreation that has not been authorized as an "authorized recreation activity", as defined above;

#### RECREATION

means a free choice of participation in leisure activity which is satisfying and enjoyable and which contributes to the purposeful fulfilment of the individual;

#### RECREATION ACTIVITY

means an individual component of a program (eg, Casual Swimming; Pee-Wee Hockey; Art Club; Ceramics; Bowling; Scouts; Guides);

#### RECREATION CLUB

means a self-governing, authorized recreation activity operating under the terms and conditions of a constitution approved by the base or

station commander;

## RECREATION PROGRAM

means a sub-grouping (eg, Aquatics, Physical Recreation; Arts and Crafts) or the total program provided at a given location;

## TOTAL FITNESS

means a state of well-being which includes the physical, emotional, intellectual, social and spiritual health of the individual.

## DIVISION OF THE ORDER

3. This order contains three sections as follows:

Section 1 -Introduction

Section 2 -Organization

Section 3 -Supporting Resources.

## SECTION 1 -- INTRODUCTION

### GENERAL

4. [QR&O 4.61](#)(1) requires an officer in command of a base or unit to ensure that suitable recreation programs are organized for military personnel and, where practicable, for their dependants and for civilians residing in quarters on the base or unit. [QR&O 4.61](#)(2) authorizes the use of supporting resources to facilitate such programs.

5. The manner in which an individual makes use of his leisure is of prime concern in the military community. Suitable recreation programming provides one means for the creation of an orderly and stable environment, thus reducing management and delinquency problems.

6. Recreation programming also has special value for military personnel functioning in a technically oriented force. A well balanced program helps to maintain total fitness and at the same time reduces mental fatigue tensions and frustrations which develop from every-day work. Besides the physical health benefits, a balanced recreation program including opportunities for participation in arts, crafts, hobbies, and cultural and special interest activities aid in maintaining high morale and work efficiency.

7. The well-being of dependants is a major factor in the morale of members of the CF. Because of military requirements many dependants must live in detached or remote military centres. Frequently these centres lack the support available in civilian communities, such as service clubs, varied commercial recreation outlets, and municipally supported recreation facilities and programs. Further, as a result of such factors as education, diversified employment and travel, the interests of military personnel and their dependants tend to be more varied and cosmopolitan than those which exist in civilian communities of comparable size. The military community recreation program must reflect the needs of the family, be developed through a cooperative process in which both the CF and family are directly concerned, and be supported by base or station resources.

8. The primary responsibility of the CF is to ensure that a reasonable level of recreation facilities, programs and services are available to members of the military community. Once these needs have been met, CFP 110, Chapter 5 details the conditions and priorities whereby the opportunity to participate may be extended to authorized CANEX patrons and other residents of the local civilian community. While [50-20](#) specifies the categories and conditions of membership as they apply to the operation of recreation clubs, a similar approach may be used to allow participation in other activities such as instructional classes or special

programs. The intent of this provision is to foster a mutually beneficial expansion of recreation opportunities in a given area rather than to generate competition with existing local programs.

9. The importance of individual responsibility and accountability within the military community recreation program cannot be over-stressed. Because the CF environment is authoritarian through necessity, it is essential that citizens of the military community have the opportunity to initiate, organize and control their own recreation activities within the limitations imposed by environment and existing CF and base or station administrative policy. Acceptance of such responsibility is an evolving process which can and should be fostered as individuals serve on committees, hold offices, and work together with their colleagues in meeting the recreational needs of all members of the military community.

#### **PROGRAM PRINCIPLES**

10. An effective recreation program should:
- a. provide creative, novel and diversified recreation opportunities for all;
  - b. be related to the physical, mental, emotional and social characteristics, interests and skill level of each sex and age level;
  - c. operate continuously throughout the year, making maximum use of available resources including professional and voluntary leadership;
  - d. provide opportunities for leadership training and development;
  - e. provide opportunities for individual and group acceptance of responsibility, accountability and leadership in the planning and operation of activities;
  - f. use standards developed by recognized recreation agencies with modifications as required to meet local conditions; and
  - g. incorporate long-range planning as a prerequisite to organization and provision of finances.

#### **SECTION 2 -- ORGANIZATION**

##### **CF RECREATION COUNCIL**

11. The base or station commander shall establish a CF recreation council, which shall be responsible for:
- a. developing and recommending policies to ensure that equal opportunities are provided for personnel to participate in activities of their choice at suitable skill and performance levels;
  - b. generally coordinating and evaluating all recreation opportunities in the program sub-groupings listed in para 6;
  - c. recommending long-term plans for the development of recreation facilities and related resources, including those required in whole or in part to meet married quarters requirement;
  - d. examining all proposed budgets submitted by member activity groups and committees and submitting the recommended annual

operating budget for the total recreation program to the Base of Station Fund committee for approval;

- e. making recommendations to the Base or Station Fund committee regarding capital expense items requested for recreation activities;
- f. making recommendations regarding the equitable allocation of entitled public resources such as transport, facilities and surplus equipment in support of authorized recreation activities;
- g. evaluating results of base and station recreation surveys, including those conducted in conjunction with the married quarters community council, and recommending appropriate action; and
- h. acting as a means of communication between individual participants, activity groups and clubs, base or station administration, and the base or station population at large.

12. The recreation council shall be composed of:

- a. a chairman appointed by the base or station commander;
- b. members representative of various broad areas of interest within the recreation program;
- c. the BPERO or senior member of the physical education and recreation staff as the executive director; and
- d. other members as considered necessary to ensure adequate representation of all recreation interests and groups.

NOTE -Normally, the chairman of the recreation council should be a senior officer. In exceptional circumstances, however, the base commander may appoint the BPERO to fulfil both the functions of chairman and executive director of the council.

13. The coordination of recreation activities in married quarters is normally performed by a community council organized in accordance with [50-21](#). At some small locations it may be desirable and more effective for the CF recreation council to assume responsibility for the total military community recreation program. In such circumstances care must be taken to ensure adequate representation from all segments of the military community.

#### **ROLE OF THE BPERO**

14. The duties and responsibilities of the BPERO and physical education and recreation staff, including the general priorities for their performance, are detailed in [50-12](#) and shall be performed and controlled through the normal chain of command. In conjunction, as executive director of the recreation council, the BPERO or senior member of the physical education and recreation staff is responsible to the recreation council for:

- a. provision of administrative services to the council;
- b. provision of budgetary guidelines for activity leaders;

- c. staffing of the operating budget in accordance with input from activity leaders;
- d. reviewing the minutes of meetings of member activity groups;
- e. preparing agendas for council meetings; and
- f. ensuring that minutes of council meetings are prepared and distributed.

#### **OPERATION OF RECREATION ACTIVITIES**

15. While authorized recreation activities may be operated in various ways, to meet local needs and conditions the following methods are most common:

- a. Casual Activities. These include scheduled opportunities for casual participation in a variety of activities such as casual swimming, skating, shooting and woodworking.
- b. Commercial Services. Examples are bowling alleys and theatres.
- c. Instructional Classes. Classes are organized and conducted in response to an identified need, eg, swimming, sewing, ceramics.
- d. Sponsoring Groups. Activities are conducted for a segment of the military community by a steering group in accordance with provincial or national programs. Examples are boy scouts, girl guides, competitive swimming and minor sports.
- e. Recreation Clubs. Self-governing activities are operated for and by specific interest groups under the terms and conditions of a constitution approved by the base or station commander. Examples are badminton, golf, curling, model craft, collectors, soaring, flying and rod and gun. These activities may be affiliated with provincial or national organizations. The policy for the operation and organization of these clubs is contained in [50-20](#).

#### **NON-MILITARY ORGANIZATIONS**

16. It is in the interest of the CF that all recreation activities in a military community be organized under the auspices of the base or station recreation council so that effective control of facilities, equipment and financial support can be exercised by military authorities.

17. When an activity cannot be organized under the auspices of the base or station recreation council, a Leave and Licence Agreement may be negotiated which allows non-military organizations to operate on DND property. All Leave and Licence Agreements require NDHQ approval and shall be staffed through the parent command headquarters.

18. It is emphasized that this approach (Leave and Licence Agreement) should be used as the exception rather than the rule. In this respect, Annex B, which is a comparison chart detailing the terms and conditions under which supporting resources are provided to an authorized recreation activity and to a non-military organization operating on DND property, should be consulted.

## DIVISION OF RESPONSIBILITY

19. Annex A is a chart providing guidelines for the division of responsibility between physical education and recreation staff, community or recreation councils, and activity managers. Nonetheless, in view of the unique situation at each location, it is recommended that specific interpretations and applications be determined locally and appended to the council's constitution.

### SECTION 3 -- SUPPORTING RESOURCES

#### GENERAL

20. [QR&O 4.61\(2\)](#) authorizes the employment of personnel and the use of available equipment, works and buildings to facilitate the provision of suitable recreation programs. The division of responsibility for support from non-public funds (NPF) and public resources is detailed in Chapter 5 of CFP 110.

Any NPF support required shall be provided in accordance with [27-6](#), and may include assessments against individuals participating in or attending a base or station activity administered through the Base or Station Fund.

#### MANPOWER

21. Establishment of publicly paid positions to implement the policy contained in CFP 110 shall be in accordance with the manning guidelines contained in CFP 219(2). Employment of NPF personnel to provide the functional and support services required beyond these guidelines shall be in accordance with the personnel policies contained in Chapters 5 and 10 of CFP 110.

#### MOBILE SUPPORT EQUIPMENT

22. Base and station commanders may authorize the use of mobile support equipment to transport personnel and activity equipment in support of authorized recreational activities and clubs approved by the base or station recreation council provided that:

- a. transport operators and technicians are available, and their use for this purpose -
  - (1) does not prejudice or interfere with operations or training; and
  - (2) does not result in excessive operator overtime; and
- b. the proportion of participants carried conforms to the membership guidelines outlined in paragraph 10 of [50-20](#) regardless of whether the activity is operated as a recreation club, instructional class, sponsoring group or casual activity.

23. Use of mobile support equipment for distances over a 80km radius of the base or unit must be authorized personally by the base commander, who shall satisfy himself that such journeys are necessary and in the best interests of the CF and the public.

#### TRANSPORTATION OF PERSONNEL

24. The transportation of military personnel for activities forming part of the CF recreation programs shall be in accordance with the provisions of [20-12](#).

### **LEADERSHIP DEVELOPMENT**

25. Members of the trade Physical Education and Recreation Instructor (851) who are qualified to TQ6 level are trained to conduct clinics in a variety of topics. A further level of development is available through specialty courses conducted at the Canadian Forces School of Physical Education And Recreation at CFB Borden.

26. All members of the CF are eligible for selection to attend clinics, courses, workshops or seminars conducted by recognized civilian recreation agencies to stay abreast of developments in the field and/or obtain qualifications as supervisors, directors, instructors, leaders, officials or club executives. The provisions of this order are not intended for use in support of educational upgrading described in [9-2](#).

27. The commanding officer of a unit may approve an application, submitted in accordance with the format at Annex C, for the training specified in paragraph 26 where:

- a. a local CF requirement is identified and verified by the BPERO or senior member of the physical education and recreation staff;
- b. training at the required level is not available within the CF;
- c. funds have been allocated within unit resources for this purpose;
- d. the training does not exceed seven training days or 60 hours of instruction;
- e. the training is held at a clinic, course, workshop, institute or seminar; and
- f. the amount of funds expended does not exceed \$1,000.00.

28. Requests for out-service training that exceeds the limitation of sub-paragraph 27d and/or 27f require the approval of Command Headquarters (CHQ). Applications containing the information at Annex C shall be submitted by message to CHQ, info NDHQ/DPERA (Director Physical Education, Recreation, and Amenities), at least 30 days prior to the commencement of the desired training.

29. When out-service training is undertaken in accordance with paragraph 27 or 28, a report shall be prepared in accordance with the format at Annex D. The report shall be forwarded by message, within 20 working days of completion of the training, to command headquarters info NDHQ/DPERA and DIT (Director Individual Training).

30. To supplement this leadership development supported by public funds, recreation activities may allocate a portion of their annual non-public funds budget to support or subsidize individuals attending local leadership training events.

### **OUT-SERVICE RESOURCES**

31. A wide range of services, including reference material, consultant services, special programs, leadership training and financial assistance are available to military communities through various municipal and provincial agencies. In most instances, the initiative for developing and maintaining direct liaison must come from the BPERO or senior member of the physical education and recreation staff.

(C)

1605-50-2 (DPERA)

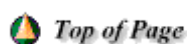
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**ANNEX A -- DIVISION OF RESPONSIBILITY BETWEEN RECREATION STAFF, COUNCILS AND ACTIVIT**

NOTE -This annex gives a general indication of areas of primary responsibility. Whil positions or groups may also be involved in the performance of a function, their inv will normally be to a lesser degree.

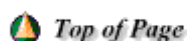
AREA OF RESPONSIBILITY	BPERO/SR PERI	COUNCIL	ACTIVITY MANAGER
1. Program Development	/Evaluate existing program. /Determine program potential. /Generate alternatives. /Promote involvement as life value.	/Determine operating policy. /Determine overall program direction. /Approve new activities. / ties.	/Develop activity and means of incorporating policy and direction into method of operation.
2. Activity Operation	/Technical advice. /Program assistance.	/Inter-activity coordination. /Monitor equality of support.	/Conduct of activity.
3. Resource Management			
a. Leadership	/Recruit. /Maintain inventory. /Organize and conduct clinics. /Publicize and arrange in/out-service development. /Follow up on training. /Source of guidance. /Advice on recognition. /Systems.	/Personal contact and follow-up. /Recruit. /Coordinate long range development program. /Develop and administer system.	/Personal contact. /Recruit. /Select candidates. /Follow up and supervise. /Submit names of individuals meriting recognition. /
b. Finance	/Coordinate and compile budget. /Verify estimates of	/Approval or return for revision. /Submission to Base	/Prepare forecast of proposed program. /Control expense and



/ expenses, revenue and/ or Station Fund / revenue.  
 / participation. / committee. /  
 /Overall expenditure /Budget amendments. /All financial transac-  
 / control. / tions to be conducted  
 /Status reports and /Evaluation. /through NPF accounts in  
 / summary. / /accordance with CFP 105.  
 /Monitor actual revenue/Determine overall /  
 / with budget projec- / policy for ac- /  
 / tions. / tivity operation /  
 / / and support. /

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 c. Equipment /Procure public equip- /Recommend approval /Request temporary use of  
 / ment in accordance / of loan. / surplus equipment.  
 / with applicable CF /Allocate funds. /Advise seasonal needs.  
 / Scales or as auth- /Develop common /Accountable for use and  
 / orized in CFP 110. / policies to sup- / holdings.  
 /Procure NPF equipment./ port equipment /Perform or arrange for  
 /Ensure that duties and/ needs. / specialized maintenance  
 / tasks of property in-/ or repair.  
 / ventory holder are / /  
 / carried out. / /  
 /Advise MQ Council on / /  
 / equipment selection / /  
 / and purchase. / /  
 /Equipment storage and / /  
 / control. / /  
 /Minor repairs and / /  
 / maintenance. / /  
 /Arrange major repairs./ /  
 / / /  
 d. Facilities /Advise on design. /Coordinate facility/Advise needs and re-  
 /Prepare justification / improvement. / quirements.  
 / for each Authoriz- /Recommend long- /Self-help labour.  
 / ation for Project (A / range development /Advise maintenance  
 / for P) and Program / priorities. / needs.  
 / Change Proposal /Submit long-range /Supervise specific ac-  
 / (PCP). / development / tivity.  
 /Administer maintenance/ budget. /Area security.  
 / program. /Recommend time /Area safety.  
 /Allocate and supervise/ priorities. /  
 / use, safety and / /  
 / security. / /  
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**ANNEX B -- COMPARISON OF SUPPORTING RESOURCES AVAILABLE TO NON-MILITARY ORGANIZATION**

Non-Military Organization

1. Temporary use of facilities authorized in accordance with [29-1](#). Occupancy of facility on continuing basis requires lease or licence in accordance with Chapter 50 of CFP 120. Charges for facility, utilities, basic services and personnel borne by organization. Normally, full market value is paid for

Authorized Recreation Activity

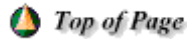
1. Facilities provided at no charge. Public pays for routine maintenance at isolated units. Public pays for utilities at isolated units and for 50% of utilities at semi-urban units. Public provides basic service (security, fire protection, snow and garbage removal) at no charge regardless of classification

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|---|--|
| use of land ( <a href="#">29-8</a> ).   | of unit. No charge for use of land   |
| 2. Pay for costs incurred for special fire-safety requirements, also for caretaking and ancillary facilities such as washrooms. | 2. Provided by DND at no charge.   |
| 3. Profits accrue to private club. Rental monies and other charges accrue to Receiver General.                                  | 3. Profits accrue to Base or Station Fund. No rental or other charges. May be operated as a trust account.                   |
| 4. Pay for installation, and use and repair of safety, operating and activity equipments.                                       | 4. High percentage of equipment provided by DND.   |
| 5. No entitlement to furniture, furnishing or materials with are temporarily surplus to DND requirements.                       | 5. Full entitlement for long term use of scaled equipment. Temporary use of surplus material authorized (CFP 110 art 320).   |
| 6. No entitlement of DND transport.   | 6. Entitled under <a href="#">50-2</a> and <a href="#">CFAO 20-9</a> .   |
| 7. No entitlement to telephone facilities.  | 7. Entitled, subject to provisions of CFP 110 and <a href="#">47-7</a> .   |
| 8. No entitlement to casual use of CF personnel for program labour.   | 8. Entitled, subject to provisions of CFP 110 art 535.   |
| 9. No automatic or permanent entitlement to access to DND property.   | 9. Access can only be guaranteed to members of CF.   |
| 10. No coverage by CF consolidated insurance or third-party liability insurance.  | 10. Normally, full coverage (CFP 105 Chapter 20). Subject to the limitations is Note below.                                  |
| 11. No entitlement to CANEX mark-downs.   | 11. Entitled to buy at cost plus nominal charge for expenses.  |
| 12. Not covered under base liquor licence.  | 12. Covered. (Not normally applicable to flying clubs.)  |
| 13. No controls on hours of operation, patrons or prices.   | 13. Controlled by Base or Station Fund.  |
| 14. Not eligible for any financial assistance from Base or Station Fund.  | 14. Eligible for support including temporary deficit operation, and interest-free loans for major purchases or improvements. |
| 15. Items on public inventory and items procurable with physical fitness grant may not be used.                                 | 15. Full entitlement to public equipment and use of physical fitness grant.  |
| 16. Not eligible for CF sponsorship in liaison with sports governing bodies.  | 16. Eligible.  |
| 17. Not eligible for in-service or out-service training courses.  | 17. Eligible ( <a href="#">50-1</a> , CFAO 210-5).   |

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| 18. No entitlement to benefits deriving from grants paid in lieu of taxes by DND.                                      | 18. Entitled.   |
| 19. No entitlement to infer CF connotation, eg, CFE Podunk Cricket Club.   | 19. Entitled.   |
| 20. No membership restrictions; any proportion can be civilian. Civilians may serve on board of directors.             | 20. Normally, a maximum of 20% associate members is permitted (50-20). Arrival at an acceptable ratio of associate and ordinary members to regular members requires analysis of local factors such as extent of competition in area and public relations. Over-riding factor is that regular members get priority for membership. |
| 21. Audit by private accountants.  | 21. Serviced by NPF accounts.   |
| 22. Must borrow from banks at current loan rates.  | 22. Borrow from CFCF through Base or Station Fund at prevailing low interest rates.   |
| 23. Don't pay 1«% of bar sales to CFCF.  | 23. Pay 1«% of bar sales to CFCF.   |
| 24. Club books and operations are the concern only of club members. BComd or Station CO has no direct input.           | 24. All operations under scrutiny of BComd or Station CO through Base or Station Fund, MQ or Recreation Council, and BPERO.   |
| 25. No preferential treatment, such as reduced membership for military personnel.                                      | 25. Normally organized for the benefit of residents of the military community.  |
| 26. Possibility of applying for provincial grants, providing facilities are open to the public.                        | 26. Historically, provincial grants are not available because of federal responsibility. However, this matter is currently under negotiation with provinces.  |
| 27. Activities cannot be authorized where such use would put DND in position of competing with civilian organizations. | 27. Activities can be authorized where requirements exist in a military community.  |
| 28. Flying club require CDS authority for landing authorization (55-6).  | 28. BComd can authorize use of aerodrome facilities and services under CFAO for aircraft owned by CF personnel. This includes aircraft leased to NPF flying clubs for use by CF personnel. BComd can grant landing authorization.   |

NOTE -CFCF Consolidated Insurance Fund does not cover loss or damage to aircraft. or injury or other risks related to flying activities. Each flying club must secure in separately. Ground equipment, however, is covered. In addition, inherent risks of diving and parachuting clubs are excluded from coverage.

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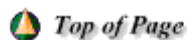
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**ANNEX C -- OUT-SERVICE RECREATION TRAINING -APPLICATION**

1. The application required by paragraph 27 and 28 of this order shall, where applicable, contain the following details:

- a. service particulars of member, including MOC;
- b. member's present or intended involvement in the unit recreation program;
- c. name of the conducting organization;
- d. type of training program;
- e. qualification obtainable;
- f. location of training;
- g. period of training and dates;
- h. substantiation of requirement for attendance including benefits to be derived by the CF;
- j. estimated cost of tuition;
- k. estimated cost of accommodation and meals;
- m. method of travel and estimated costs, and if other than the most economical method is used, a full explanation why;
- n. other estimated costs not elsewhere provided for in this Annex; and
- p. estimated total cost of training (as applicable, indicate the costs borne by the public and/or NPF).

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**ANNEX D -- OUT-SERVICE RECREATION TRAINING -MESSAGE REPORT**

1. The report required by paragraph 29 of this order shall, where applicable, contain the following details:

- a. service particulars of member including MOC;
- b. members present or proposed involvement in the unit recreation program;
- c. name of the conducting organization;
- d. type of training program;
- e. qualification obtained;
- f. location of training;

- g. period of training and dates;
- h. cost of tuition;
- j. cost of accommodation and meals;
- k. method of travel and costs;
- m. other costs not elsewhere provided for in this Annex; and
- n. total cost of training (as applicable, indicate the costs borne by the public and/or NPF).

2. As appropriate, provide a brief statement on the quality of the training, including any conclusions and/or recommendations.

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