

**STRATHCONA COUNTY
RECREATION AND
CULTURE STRATEGY**

BROADER PLANNING REVIEW

**PREPARED BY: RC STRATEGIES+PERC
DRAFT - MARCH 2019**







SUMMARY

NATIONAL



National and provincial planning documents and frameworks can provide a foundation for recreation, parks, and culture services in municipalities.



The Framework for Recreation in Canada calls upon all service providers to increase inclusion and access to recreation for populations that face constraints to participation.



Parks for All is an action plan for Canada's parks community. It provides direction on connecting people to nature, conserving and enhancing park systems, and collaborating with others to achieve common goals.

REGIONAL



To varying extents, all of the municipalities in the Capital Region have planning in place for community services such as recreation, parks, and culture.



Nine of the thirteen municipalities/entities in the Capital Region are currently developing, or strongly considering, major capital projects for recreation and culture.

PROVINCIAL



The Modernized MGA requires municipalities to explore how they can work with regional neighbours in providing recreation services (among others).



The Government of Alberta, as expressed through the Spirit of Alberta policy, envisions an Alberta where all citizens feel a sense of belonging and pride, and participate in cultural activities that reflect their diverse heritage and enrich their lives.



The Active Alberta policy encourages municipalities to advocate on behalf of community-based recreation, active living and sport initiatives to other levels of government.

LOCAL



Local community groups are advocating for new facility development. Such initiatives include the potential enhancement or replacement of existing facilities as well as the introduction of new spaces.

BROADER PLANNING REVIEW

This broader planning review summarizes relevant external plans and frameworks (non-Strathcona County documents). A variety of national and provincial level planning documents provide guidance for local level service providers. A scan of recreation and culture planning documents was also conducted to identify relevant planning among regional municipalities. Planning initiatives led by local community organizations are identified herein as well.

TABLE OF CONTENTS

Contents

1 National Frameworks	1	4 Local Stakeholder Planning Initiatives	17
A Framework for Recreation in Canada 2015: Pathways to Wellbeing		Soccer Dome	17
Let's Get Moving: A Common Vision for Increasing Physical Activity and Reducing Sedentary Living in Canada (2018)	2	Museum and Archives	17
Parks for All		Archery Centre of Excellence	17
Truth and Reconciliation	3	5 Key Findings	18
Creative Canada (2017)	4	National	18
Canadian Sport for Life	5	Regional	18
Moving Forward: Towards A Stronger Canadian Museum Sector	6	Provincial	18
	7	Local	18
	8		
2 Provincial Frameworks and Policies	9		
Municipal Government Act	10		
Spirit of Alberta: Alberta's Cultural Policy	11		
Active Alberta Policy	12		
Going the Distance: The Alberta Sport Plan (2014-2024)	13		
3 Regional Planning and Potential Infrastructure Initiatives	14		

1 NATIONAL FRAMEWORKS

This section provides summaries on a number of pertinent national planning frameworks relating to recreation and culture. They provide great starting points for municipalities to ensure they are on the right track to identify trends and implement best practices.



Broadmoor Lake Park Accessible Playground

A FRAMEWORK FOR RECREATION IN CANADA 2015: PATHWAYS TO WELLBEING

A Framework for Recreation in Canada is a guiding document for publicly supported recreation providers in Canada. The Framework was developed by the Canadian Parks and Recreation Association and the Interprovincial Sport and Recreation Council with input from various stakeholders across Canada. In 2015, it was endorsed by Federal and Provincial/Territorial Ministers. The Framework provides a philosophic foundation for the recreation sector and confirms recreation as an essential public service.

The Framework provides a vision and five goals for the delivery of recreation in Canada. While it is understood that recreation is a broad term and that local interests, priorities, and needs differ in each community, the Framework is great starting point for recreation planning. In addition, aligning the recreation sector across the country can help build a stronger case for investment from the provincial and federal levels.

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.

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.

Goals:



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 with Nature

Help people connect to nature through recreation.



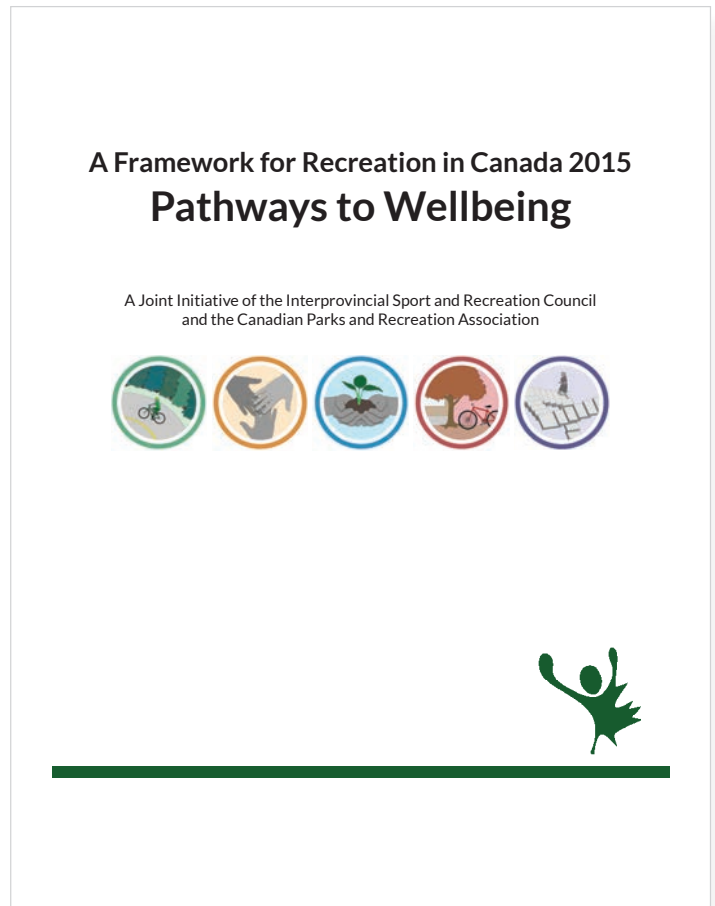
Goal 4: Supportive Environments

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



Goal 5: Building Recreation Capacity

Ensure the continued growth and sustainability of the recreation field.



LET'S GET MOVING: A COMMON VISION FOR INCREASING PHYSICAL ACTIVITY AND REDUCING SEDENTARY LIVING IN CANADA (2018)

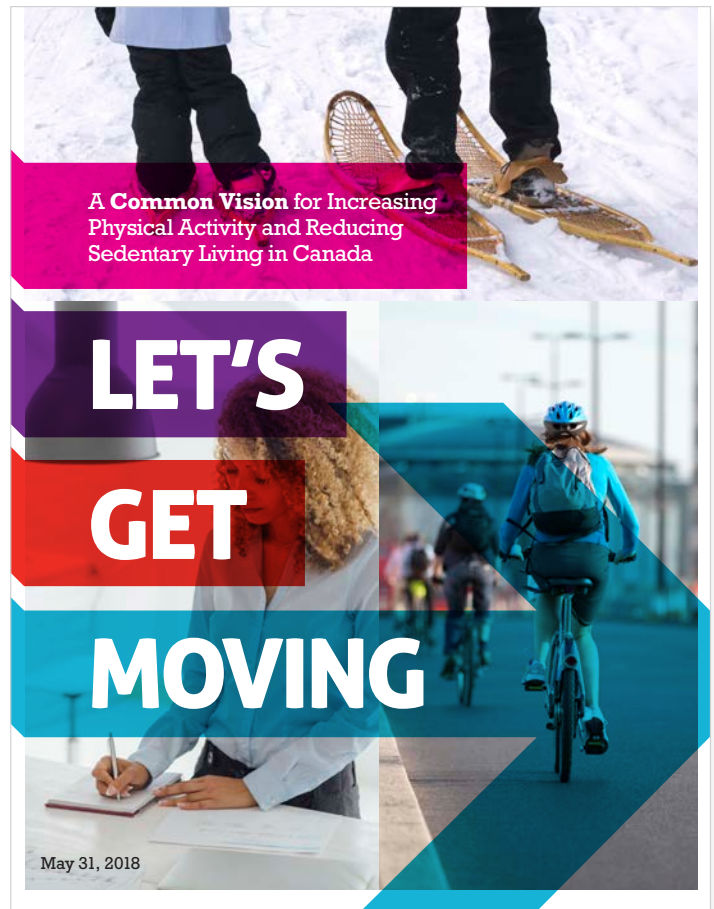
The *Common Vision* is a national policy document to lead Canadians towards ways of increasing physical activity and reducing sedentary living. Input was gathered from a wide range of stakeholders including the public, professionals, non-profit and private sectors, academia and researchers, and all orders of government across the country.

Suggested actions and strategic imperatives are categorized into the following six areas of focus:

- Cultural Norms
- Spaces and Places
- Public Engagement
- Partnerships
- Leadership and Learning
- Progress

There are a number of ideas presented that call upon municipal governments; some ideas are presented as follows:

- Work with community planners to create accessible and inclusive spaces and places.
- Work in partnership with Indigenous leaders to realize the Calls to Action from the Truth and Reconciliation Commission's Final Report (2015).
- Use Geographic Information System (GIS) tools to reveal trends and detect weaknesses in walkability and access to recreation facilities and the use of green spaces in communities.
- Monitor parks, fields and playgrounds to determine how best to activate these places and spaces.



- Use evidence-based checklists and self-assessment tools (e.g., Photovoice) to help assess physical activity opportunities and barriers in neighbourhoods.
- Audit accessibility and improve access to recreation facilities where appropriate.
- Help organizations that have volunteer capacity issues (or face high turnover of volunteers/coaches/programmers) find meaningful solutions support them so that quality programming is consistent and reliable.

PARKS FOR ALL

Developed in 2017 by the Canadian Parks and Recreation Association (CPRA) and the Canadian Parks Council (CPC), Parks for All presents a vision for parks as well as four strategic directions.

Vision:

- Connected Canadian park lands and waters that support healthy Nature and healthy people in harmony for generations to come, backed by an active, diverse parks community that cultivates shared goals, mutual respect, and collective action.

Strategic Directions:

- Collaborate
 - » Nurturing partnerships between Indigenous organizations and the broader parks community.
 - » Collaborating with new and diverse sectors.
 - » Strategizing beyond park boundaries.
- Connect
 - » Raising public awareness of our parks.
 - » Facilitating experiences which connect visitors with nature.
 - » Sharing stories and successes to inspire more engagement.
- Conserve
 - » Expanding Canada's park system.
 - » Enhancing parks planning and management.
 - » Enhancing ecosystem service benefits from parks.
- Lead
 - » Setting ambitious examples that can pave the way for others, in Canada and internationally.
 - » Building the capability of current and future leaders.
 - » Developing and maintain systems, tools, and resources to support leaders.



TRUTH AND RECONCILIATION



Truth and Reconciliation
Commission of Canada

Reconciliation Canada is an Indigenous-led organization that envisions a vibrant Canada where all peoples achieve their full potential and shared prosperity through meaningful relationships, values-based dialogue, leadership and action. Several “calls to action” were outlined in the Truth and Reconciliation report commissioned by Reconciliation Canada in 2016. Some of the calls to action are pertinent to the public delivery of culture and recreation services.

Call to Action 66: We call upon the federal government to establish multiyear funding for community-based youth organizations to deliver programs on reconciliation...

Call to Action 67: We call upon the federal government to provide funding to the Canadian Museums Association to undertake, in collaboration with Aboriginal peoples, a national review of museum policies and best practices...

Call to Action 87: We call upon all levels of government, in collaboration with Aboriginal peoples, sports halls of fame, and other relevant organizations, to provide public education that tells the national story of Aboriginal athletes in history.

Call to Action 88: We call upon all levels of government to take action to ensure long-term Aboriginal athlete development and growth, and continued support for the North American Indigenous Games, including funding to host the games and for provincial and territorial team preparation and travel.



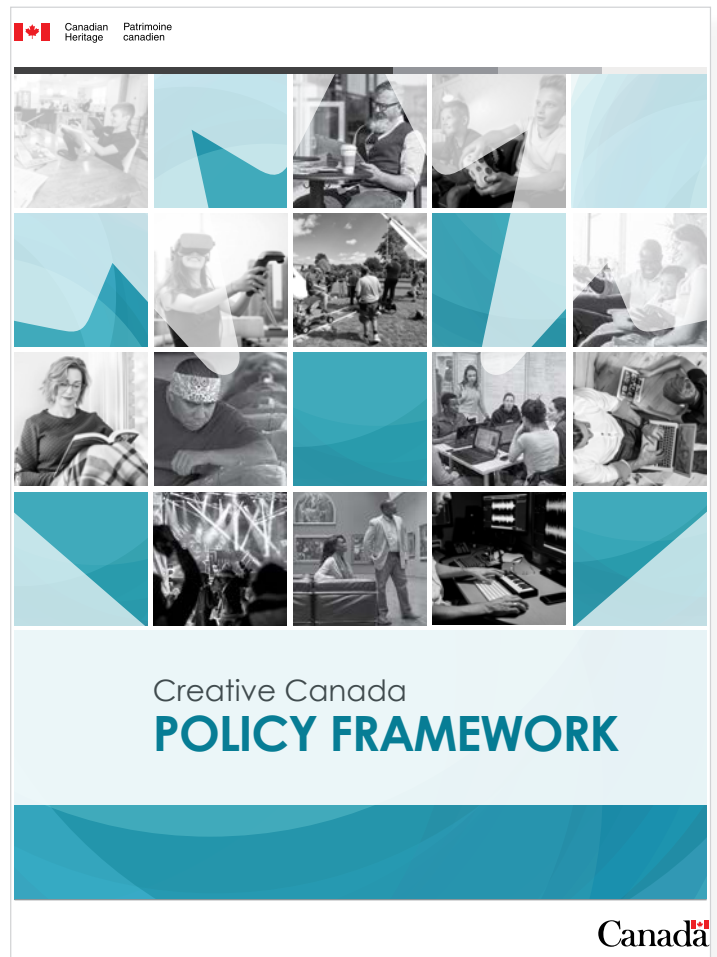
Pickleball at Kinsmen / Westboro Park

CREATIVE CANADA (2017)

Creative Canada is a policy framework with a new vision and approach to creative industries and to growing the creative economy by the Government of Canada. Creative Canada charts the course for federal policy tools that support Canada's creative industries. It strengthens the government's existing cultural policy tools, sets out a path to renew the ones that require updating, and introduces new initiatives that will help Canada's creators and creative industries succeed in a global, digital marketplace.

The Policy Framework identifies three pillars.

1. Invest in Canadian creators, cultural entrepreneurs and their stories.
2. Promote discovery and distribution at home and globally.
3. Strengthen public broadcasting and support local news.



Cherished Memories Mural, Art Society of Strathcona County, Ardrossan Recreation Complex

CANADIAN SPORT FOR LIFE

Canadian Sport for Life (CS4L) is regarded as the national leader in physical literacy advocacy and resource support. CS4L is led by Sport for Life Society, a federal non-profit society that was incorporated in September 2014 and comprises experts from sport, health, recreation, and academia who are employed as independent contractors, yet work cooperatively to promote the movement's goals.

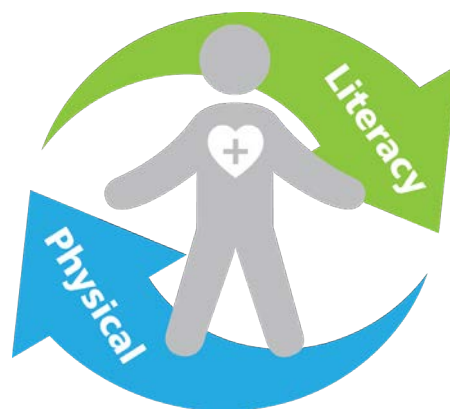
The movement introduces two important concepts that influence how recreation and sport activity should be planned, promoted, organized, and delivered.

1. The **Long-Term Athlete Development** (LTAD) framework is a seven-stage training, competition, and recovery pathway guiding an individual's experience in sport and physical activity from infancy through all phases of adulthood.
2. **Physical literacy** is the motivation, confidence, physical competence, knowledge, and understanding to value and take responsibility for engagement in physical activities for life.

Canadian Sport for Life, with Long-Term Athlete Development and physical literacy, represents a paradigm shift in the way Canadians lead and deliver sport and physical activity. The movement calls on municipalities to help further these two important concepts in a variety of ways as outlined below. As it relates to the provision of indoor recreation services and facilities, it is important to consider these roles and the fundamentals of the two concepts as they define a broader social good that is delivered through recreation, ensuring that these concepts are catalyzed through all publicly supported recreation services, will optimize the benefits and value for public investment in facilities and infrastructure.

Identified areas where municipalities, and organizations such as Greater Vernon Recreation Services, can help further the CS4L movement:

1. Physical Literacy Program Development
2. Municipal Planning and Sport Strategy Development
3. Sport Councils
4. Facility Planning
5. Access and Allocation



Canadian Sport for Life (CS4L) has also developed a series of best practices and principles that it recommends to be followed in the allocation of facility time to user groups:

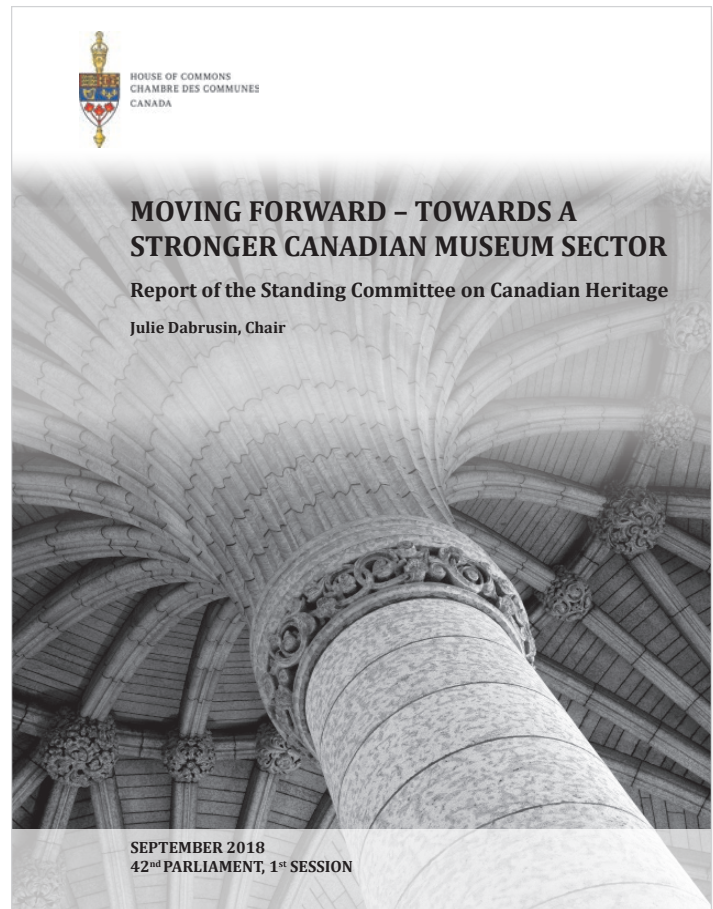
- Allocation practices are based on “standards of play” principles in terms of the time and space required by each group.
- Allocation policies are transparent and reviewed with the groups.
- Allocation is not done by tradition, but rather on actual requirements of all groups, including the needs of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

MOVING FORWARD: TOWARDS A STRONGER CANADIAN MUSEUM SECTOR

This report was presented by the Standing Committee on Canadian Heritage to the House of Commons in September 2018. Fifteen recommendations for consideration by the Government of Canada are included and fall within the following broader categories:

- Simplify and create more sustainable funding systems
- Improve and modernize policies
- Examination of admission fees and impact on museum attendance
- Collaboration of museums with post-secondary institutions and the private sector
- Improved staff training and storage/cataloguing of collections
- Cultural diversity
- Pooling of resources between museums
- Review of museum policies and best practices to determine the compliance with the United Nations Declaration on the Rights of Indigenous Peoples and to make recommendations

These recommendations have potential implications for museums across the country and can be examined more closely to make changes or improvements at the local level.



2 PROVINCIAL FRAMEWORKS AND POLICIES

This section provides summaries on relevant provincial level frameworks and policies relating to recreation and culture.



RE/MAX Spray Park at Broadmoor Lake Park

MUNICIPAL GOVERNMENT ACT

The Municipal Government Act (MGA) is the law under which all Alberta municipalities are empowered to shape their communities. The Government of Alberta initiated a process to amend the MGA in 2015 with amendments becoming effective in 2018 (Modernized Municipal Government Act). The MGA sets rules for how local governments function and provide services to citizens; this has not been extensively updated since 1995. There are two elements of the MGA that are pertinent to this Recreation Master Plan: Inter-municipal Collaboration Frameworks and Off-Site Levies.

INTER-MUNICIPAL COLLABORATION FRAMEWORKS

The Modernized MGA encourages (requires) municipalities to explore how they can work with regional neighbors in providing recreation services (among others). These frameworks will highlight and formalize existing collaborative work across the province and provide a forum for neighboring municipalities to work more closely together to better manage growth, coordinate service delivery and optimize resources for citizens.

OFF-SITE LEVIES

A Municipal Council may, through bylaw, impose payment of a levy (called an off-site levy) in respect to land that is being developed or subdivided. The off-site levy may be used to pay all or part of the capital cost for new or expanded community recreation facilities. The Modernized MGA enables off-site levies to include community recreation facilities, libraries, fire halls and police stations to empower municipalities to work in partnership with developers and ensure Albertans and their families have access to these facilities. This new regulation was drafted to:

- Update general principles for identifying, consulting on, funding and coordinating infrastructure needs;
- Create additional principles for the new expanded scope (i.e. fire halls, police stations, libraries and recreation facilities);
- Identify criteria for developing levy formulas;
- Identify considerations upon which a levy is calculated;
- Update consultation requirements;
- Update reporting requirements; and
- Update off-site levy bylaw appeal requirements.



Province of Alberta

MUNICIPAL GOVERNMENT ACT

Revised Statutes of Alberta 2000
Chapter M-26

Current as of February 1, 2019

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JOINT USE PLANNING AGREEMENTS (JUPA'S)

The Modernized MGA will also require municipalities to develop JUPA's with each school authority operating within municipal boundaries. The content of JUPA's will include joint use and maintenance of facilities provisions as well as processes and protocols for planning new school sites and disposing of surplus school sites. It is likely that these agreements will need to be completed within the next 3-5 years.

SPIRIT OF ALBERTA: ALBERTA'S CULTURAL POLICY

The Spirit of Alberta is the province's guiding cultural document. It was formulated through research and consultation with Albertans, cultural organizations and foundations, other jurisdictions and various ministries in the provincial government.

The document states that Albertans have expressed a clear desire for culture to be a priority and that all levels governments should work in partnership together, and with the private sector, non-profit organizations, other stakeholders and individuals, to ensure that a vibrant culture enhances quality of life.

Vision

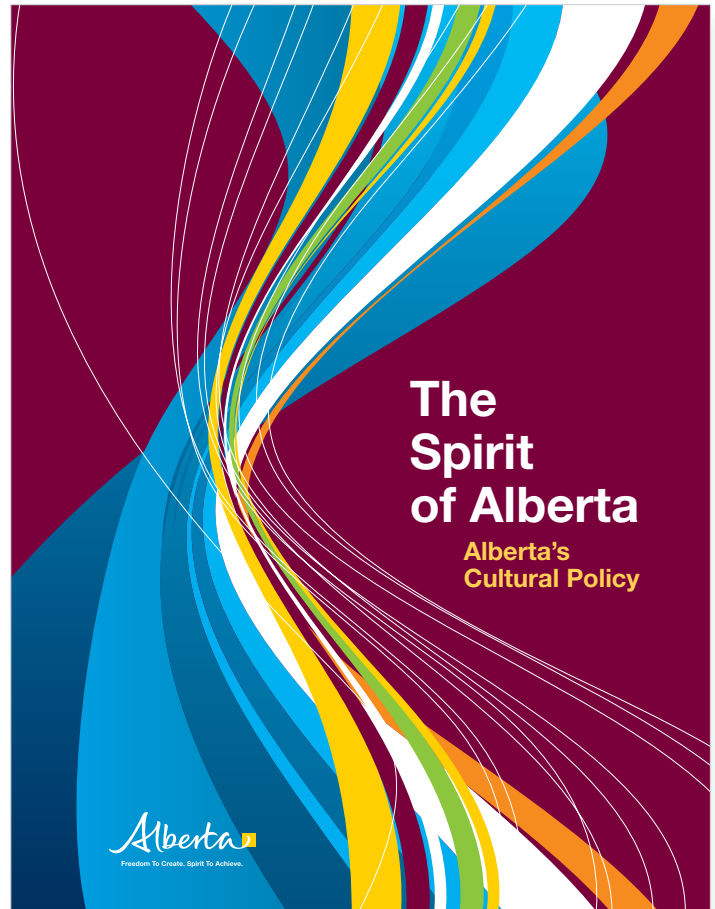
- An Alberta where all citizens feel a sense of belonging and pride, and participate in cultural activities that reflect their diverse heritage and enrich their lives.

Mission

- To ensure Albertans have the opportunity to share, express and experience culture in a province that respects the past, celebrates the present and welcomes the future.

Goals

- Ensure Albertans, throughout the province, have access to a wide range of cultural experiences and opportunities.
- Enhance community capacity to support and promote cultural activity.
- Encourage excellence in the work of Alberta's cultural professionals and organizations.
- Foster growth, sustainability and investment in Alberta's cultural industries.



ACTIVE ALBERTA POLICY

The Government of Alberta's Active Alberta (2011 – 2021) policy is the overarching policy document that is intended to guide the delivery of recreational, active living and sport opportunities in the province.

Core to the policy document is the identification of six (6) core outcomes which reflect the intended objectives of the policy:

- Active Albertans: More Albertans are more active, more often.
- Active Communities: Alberta communities are more active, creative, safe and inclusive.
- Active Outdoors: Albertans are connected to nature and able to explore the outdoors.
- Active Engagement: Albertans are engaged in activity and in their communities.
- Active Coordinated System: All partners involved in providing recreation, active living and sport opportunities to Albertans work together in a coordinated system.
- Active Pursuit of Excellence: Albertans have opportunities to achieve athletic excellence.

Roles of municipal governments are identified, which include:

- Ensure availability, affordability and accessibility of a broad range of recreation.
- Undertake regular assessment to determine community needs or interests.
- Coordinate the best use of community resources.
- Build, operate, and maintain infrastructure and facilities.
- Advise and consult with other levels of government regarding sector development initiatives.
- Advocate on behalf of community-based recreation, active living and sport initiatives to other levels of government, and within other service sectors.
- Support the volunteer and not-for-profit sector in the provision of recreation, active living and sport opportunities.
- Optimize access and use of public recreation facilities



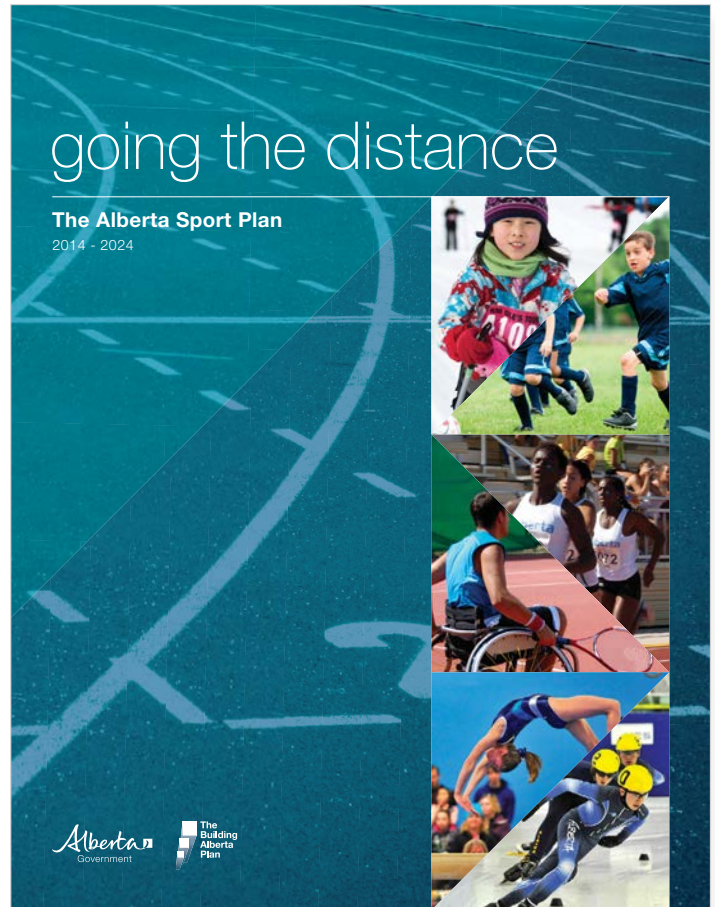
GOING THE DISTANCE: THE ALBERTA SPORT PLAN (2014-2024)

The renewed Alberta Sport Plan provided Albertans the opportunity to share their views, passion and ideas about Alberta's current and future priorities for sport. The Plan identifies the following vision for sport in the province.

Alberta is the national leader in sport with a coordinated and adaptive system which promotes excellence and fosters opportunities for lifelong participation for all Albertans.

- Core to the Plan are the following two areas of focus:
 - » Coordinated Efforts and Activities
 - » Promotion
 - » Alignment and collaboration
 - » Capacity building
 - » Creative solutions
 - » Accountability
- Sport Support and Sport Delivery
 - » Sport support
 - » Sport delivery

The Plan also identifies roles and contributions for key sectors of the sport delivery system in Alberta, including municipal governments. The Plan identifies that municipalities should play a number of key roles in the provision of sport opportunities including the operation of facilities.



3

REGIONAL PLANNING AND POTENTIAL INFRASTRUCTURE INITIATIVES

The following chart outlines recent recreation planning undertaken by Capital Region municipalities/entities and potential recreation and culture facility projects that are being planned and/or contemplated.

MUNICIPALITY/ENTITY	RECREATION AND CULTURE MASTER PLANNING	THEIR PLANS FOR NEW FACILITY DEVELOPMENT
	<ul style="list-style-type: none"> • 2014 Community Services Needs Assessment (no Master Plan) • Recreation, Parks & Facilities Master Plan currently being developed. 	<ul style="list-style-type: none"> • Ice arena and field house under design (Aqua-fit expansion)
	<ul style="list-style-type: none"> • Parks, Culture & Recreation Master Plan Interim Report (2015) • Previous studies regarding indoor aquatics (10+ years ago) • Parks Recreation & Culture Master Plan (2009-2014) 	<ul style="list-style-type: none"> • Design RFP underway for a new twin arena (possibly two additional) with track and fitness area *no commitment to move forward yet
	<ul style="list-style-type: none"> • The Approach to Community Recreation Facility Planning (2018) • Breathe: Edmonton’s Green Network Strategy (2016) • Art of Living (2008) 	<ul style="list-style-type: none"> • Lewis Farms will include a community recreation centre, public library, academic centre, and district park • Heritage Park is slated as the next neighbourhood for major facility development • Considering closing Eastglen Leisure Centre
<p>Edmonton Garrison</p>  <p>Canada</p>	<ul style="list-style-type: none"> • Have some strategic planning in place • “Centres of bases are supposed to look for situations where they can combine services with local municipalities to save costs”— Strategic objectives for the Department of National Defence 	<ul style="list-style-type: none"> • Current focus is to renew skate parks • Fitness centre renewal project (major facility development) • Indoor soccer field dome facilities

MUNICIPALITY/ENTITY	RECREATION AND CULTURE MASTER PLANNING	THEIR PLANS FOR NEW FACILITY DEVELOPMENT
	<ul style="list-style-type: none"> • ECN Strategic Plan (2015-2017) 	<ul style="list-style-type: none"> • Preliminary plans exist for indoor recreation facility development however the overall scope of the project is undefined (spring 2019)
 <p>CITY OF FORT SASKATCHEWAN ALBERTA</p>	<ul style="list-style-type: none"> • Recreation Facility & Parks Master Plan Update (2015) • Gymnastics Facility Feasibility Study (2017) 	<ul style="list-style-type: none"> • Additional aquatic facility (resident vote 2017) • Field house twinning at the Dow Centennial • West River's Edge outdoor facilities (outdoor water feature) • Partner projects: gymnastics centre
 <p>CITY OF Leduc</p>	<ul style="list-style-type: none"> • Recreation Facility Needs Assessment (in progress) • Long Term Facilities Master Plan (2013) 	<ul style="list-style-type: none"> • Arts and culture program space • Multipurpose program/dryland space • Longer term needs for indoor leisure aquatics, turf field house, and performance arena
 <p>Morinville <i>Growing Together</i></p>	<ul style="list-style-type: none"> • Regional Recreation Needs Assessment (2016) • Recreation Parks and Open Spaces Master Plan (2011-2021) • Regional Recreation Facility Master Plan (2013) 	<ul style="list-style-type: none"> • Arena (replacement) and field house (new) under design • Future pool and additional indoor ice if funding can be secured
 <p>parkland county</p>	<ul style="list-style-type: none"> • Parks, Recreation and Culture Master Plan (2017) • Tri-Plan Indoor Recreation and Culture Facilities Strategy (2017) 	<ul style="list-style-type: none"> • Entwistle outdoor pool and community hub (2018) • West multiplex (twin ice, gym, field house, adventure play) in Stony Plain (Tri-Plan) • Wabamun Arena is not opening in 2017-2018
 <p>The City of SPRUCE GROVE</p>	<ul style="list-style-type: none"> • Tri-Plan Indoor Recreation and Culture Facilities Strategy (2017) • Sport Field Study (2018) 	<ul style="list-style-type: none"> • Major multipurpose spectator arena/event centre being contemplated • The following regional initiatives may or may not include Spruce Grove involvement: Glenn Hall Centennial Arena twin contribution commitment • Twin indoor ice facility (design in 2018) • West multiplex (twin ice, gym, field house, adventure play) in Stony Plain (Tri-Plan) • 10 year capital plan includes \$100M multiplex (2026)

MUNICIPALITY/ENTITY	RECREATION AND CULTURE MASTER PLANNING	THEIR PLANS FOR NEW FACILITY DEVELOPMENT
	<ul style="list-style-type: none"> • Recreation Master Plan (2012) • Facilities planning process in 2018 • Indoor Ice Needs Assessment Analysis (2016) 	<ul style="list-style-type: none"> • Possible ice arena • Pool development/expansion • Library development • Partner projects: gymnastics, indoor fields
	<ul style="list-style-type: none"> • Tri-Plan Indoor Recreation and Culture Facilities Strategy (2017) • Culture Plan (2015) 	<ul style="list-style-type: none"> • West multiplex (twin ice, gym, field house, adventure play) in Stony Plain (Tri-Plan) • Arts and culture program spaces • Performing arts centre • Glen Hall Centennial Arena twinning
	<ul style="list-style-type: none"> • Regional Recreation Facility Master Plan (2013) 	<ul style="list-style-type: none"> • No significant indoor facility development but continued outdoor trail and park projects



Youth Kickboxing Class at Millennium Place

4 LOCAL STAKEHOLDER PLANNING INITIATIVES

This section highlights local community groups and stakeholders that are currently undergoing planning initiatives relating to recreation and culture in Strathcona County.

SOCCER DOME

Sherwood Park District Soccer Association is proposing the development of a regulation non-boarded indoor field facility. Their vision of the facility includes a turf field as well as a running and walking track in an air supported dome. Based on their preliminary cost estimates, they expect capital costs to be approximately \$5.5M (excluding land) and would require an 872K annual operating budget which would be recovered through program fees, rentals, and other revenue. A five to ten acre site would be need to host such a facility.

MUSEUM AND ARCHIVES

With a vision of a new facility, the Strathcona County Heritage Foundation, with support from the County, hired a consultant to conduct a review of the Museum and Archives. The report recommends the County to complete a feasibility and functional program study in 2019-2020 to help determine when the vision of a new Museum and Archives can be realized. The request for which will be presented through the 2019-22 budget process and an update will be provided to Council in the third quarter of 2019.

ARCHERY CENTRE OF EXCELLENCE

The Sherwood Park Archery Club would like a 70-metre indoor range building at the outdoor range. The Club is asking Council to approve the transfer of the title to the lands they have been leasing for approximately three decades at the outdoor range. The title could include a caveat so that the title would revert to the County in the event the Club ceases to operate the facility/ lands for the intended purpose at any time in the future. The donation of land can be used for a matching grant under the CFEP program. However, this must include the transfer of title. The grant is capped at a total of \$1M and the full market value of the donated land would qualify for matching funds under CFEP.

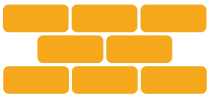


Art Gallery @ 501

5

KEY FINDINGS

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