



# Recreation Master Plan

(2023 - 2033)

Town of Carbonear  
August 2023

## TRACT

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**The Master Plan will ensure the Town continues to be a place where people want to live and play. It will enable the Town to build upon its many attributes and strengths, and to realize opportunities for the long-term provision of services and facilities that meet the needs of all residents. It will enable Council to continue to offer residents a diverse range of recreational opportunities.**

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*- FRANK BUTT, MAYOR*

A large, stylized green closing quotation mark.



# Acknowledgements

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The Town of Carbonear is grateful to the many residents who were involved in the development of this Recreation Master Plan.

The Tract team would also like to thank the community groups, program providers, volunteers and residents who donated their time to provide valuable insights into recreation services in the Town of Carbonear.

Our appreciation extends as well to Mayor Frank Butt; Councillor Malcolm Seymour, Chair of the Recreation, Special Events, Culture and Tourism Standing Committee; Councillor Danielle Doyle, Chair of external liaison committees – the Carbonear Recreation Commission and Carbonear Special Events Committee; Cynthia Davis, CAO, and all members of Council for participating in the development of this Plan.

A final note of appreciation goes to Rob Button, Director of Recreation, for his ongoing support throughout the preparation of this Recreation Master Plan.



# Executive Summary

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Carbonear is an attractive community with a rich history, thriving culture and shared sense of belonging. The Town has a population of nearly 4700 people and is a service hub and business centre for the Baccalieu Trail.

The Town has an abundance of recreation facilities, both indoor and outdoor. It is home to the only indoor swimming pool in the region, the Carbonear Recreation Complex Pool. The Complex is a significant sports facility with an athletic track, sports fields, festival grounds, and several fun amenities serving the community. The Town also has a regional performance theatre, the Princess Sheila NaGeira Theatre. It is also currently completing a Downtown Revitalization Project, which will further enhance the appeal and vitality of the community.

Recreation services in the community are provided directly and indirectly - the Town provides many facilities and programs, and many other programs are run by volunteers. Additionally, other programs and facilities are provided by the private sector. The medals the young athletes regularly bring home from Provincial Championships speak to the quality of programs and dedication of volunteers.

Carbonear Town Council endeavors to provide residents with the best recreation services possible. It has undertaken this Recreation Master Plan to allow it to strategically manage the direction of all parks and recreation services until 2030.

A key component of this Plan was citizen engagement: all residents had an opportunity to inform recommendations and ensure their recreation needs are met. The consultants met with municipal leaders, staff, residents, and stakeholders to learn what their perceptions, challenges, and needs are regarding recreation services and facilities in the Town of Carbonear. Residents also participated in a public survey and had the opportunity to provide feedback through unstructured (open-ended) questions that allowed them to provide detailed and unrestricted thoughts and opinions in their own words.

In many ways this Recreation Master Plan is about renewal - it is about improving and building upon what exists and ensuring that opportunities are provided to residents of all ages and abilities. The Strategic Directions and Recommendations in Section 8 and 9 highlight key opportunities and actions. Thirty-eight recommendations, priorities and costs, are summarized in the Implementation Plan in Section 10.

The Recreation Master Plan has been developed in response to the Master Plan Vision, to ensure that recreation services in ...

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**The Town of Carbonear  
will provide meaningful recreation  
experiences that foster individual  
and community well-being,  
protect and enhance natural  
and built environments, create a  
strong sense of community, and  
support long term sustainability  
of services and facilities.**

*(VISION, SECTION 8.0)*

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A close-up photograph of several golden wheat stalks against a dark, blurred background. The stalks are in sharp focus, showing the texture of the grain heads. The lighting is warm, highlighting the golden color of the wheat.

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# INTRODUCTION

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# 1. Introduction

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Carbonear is a thriving community located on the Avalon Peninsula, approximately 100 km from the City of St. John's. The Town has a population of around 4,700 and it serves as the business centre for the Baccalieu Trail region, offering an extensive array of services and amenities including retail stores, banks, and restaurants. The Town is home to the Carbonear General Hospital, a modern health-care facility offering a full range of in-patient and outpatient services.

The Town provides its residents with a variety of parks and recreation facilities and services. The Recreation Complex features a 6-lane

swimming pool, softball fields, outdoor rinks, a skatepark, a 400m rubberized walking track, and a play structure. Additionally, trails, open spaces and playgrounds are distributed throughout the community.

The Town has undertaken this Recreation Master Plan to strategically manage the direction of parks and recreation services for the next ten years, 2023- 2033. The Master Plan provides a clear action plan to guide and direct the Municipality in the development and operation of future recreation facilities and opportunities.

## Specific goals of this Master Plan are to:

- Determine current and future recreation requirements in the Municipality.
- Inform future investment in and development of recreation services and facilities.
- Ensure recreation and leisure facilities, and services are environmentally sustainable, inclusive and accessible.
- Assess user fees and identify cost recovery opportunities.
- Provide a framework to manage and sustain facilities and services consistent with industry standards and best practices.
- Provide recommendations and priorities related to development and management of facilities and services for the next ten years.

## 1.1. Approach and Methodology

The approach to the Master Plan consisted of three main elements or phases, each comprised of several defined activities. The activities included a review of background information, such as community demographics and recreation budgets, a comprehensive public engagement exercise that included interviews with stakeholders, a community forum and public survey to identify residents' concerns and issues, and finally preparation of the report. The elements are...

### Element 1

Collection of Relevant Information

### Element 2

Field Work and Visual Inspection

### Element 3

Analyze Data and Prepare Recreation Master Plan Report





# 2 INVESTMENT IN RECREATION

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# 2. Investment In Recreation

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The Town of Carbonear provides both “direct” and “indirect” approaches to service delivery:

- Direct services are facilities and programs provided by the Town and run by recreation staff, such as swimming lessons.
- Indirect service delivery refers to those recreational opportunities supported by Carbonear but provided by others. Subsidized facility rentals to user groups, such as ball diamonds and rectangular fields, are examples of indirect service delivery.

“

The municipality invests a gross value (before revenues) of \$1,269,706 or \$270.38 per capita to operate recreation services and facilities.

*(BASED ON 2022 BUDGET)*

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# 3 RECREATION FACILITIES AND SERVICES

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# 3. Recreation Facilities and Services

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The following tables summarize the recreation facilities and programs available in Carbonear. While every effort has been made to include all programs, the list is a compilation of information gathered throughout the planning process and may not include all offerings: other programs may be available in the community that were not captured in this process. It is important to note that program offerings change, especially programs that are one-offs. Additionally, some programs are identified using general terms, rather than a specific listing.

Indoor Facilities		
Facility Type	Number of Facilities	Location
Indoor Swimming Pools	1	Recreation Complex 6 lane, 25m swimming pool
Multi-purpose Rooms	3	<ul style="list-style-type: none"> <li>Recreation Complex Swimming Pool Observation Room</li> <li>Multi-purpose Room, Recreation Complex</li> <li>Sheila NaGeira Senior’s Community Centre</li> </ul>
Theatre	1	Princess Sheila NaGeira Theater located in Conception Bay Community Centre
Library	1	Conception Bay Community Centre
Museum	3	Carbonear Railway Museum National Historic Site The Old Post Office Museum Rorke Store Museum
Fitness Centres	1	Titanium Fitness
Gymnasia	2	Carbonear Collegiate Carbonear Academy (K-8)
Kitchens	2	Recreation Complex has two small kitchens

## Outdoor Facilities

Facility Type	Number of Facilities	Location
Softball Fields	2	Recreation Complex One diamond has lights
Outdoor Skating Rinks	2	Recreation Complex
Tennis Courts/Pickleball	2	Recreation Complex
Skate Park	1	Recreation Complex
Rectangular Field (Football / Soccer + Amenities)	1	Recreation Complex
Multi-play Surface	1	Willoughby Playground Supports basketball, ball hockey and stencil play
Concert / Event Space	1	Paddy's Garden, Recreation Complex
Basketball Court	3	Claude Garland Memorial Playground Crocker's Cove Playground Recreation Complex
Trails	3	George Earle Promenade (Boardwalk) Nell's Walking Trail Southside Rail Bed Trail
Rubberized Athletic Track	1	Recreation Complex (400m track)
Playgrounds	6	Recreation Complex Crocker's Cove Soper Avenue Claude Garland Memorial Playground Willoughby Playground Quinn Playground (accessible play structure and swing)
Dog Park	1	Claude Garland Memorial Playgrounds
Winter Sliding Hill	1	Claude Garland Memorial Playgrounds
Outdoor Climbing Wall	1	Willoughby Playground
Campground	1	Fox Farm Campground
RV Dumping Station	1	Bottom of Sandra's Run
Carbonear Harbour	1	
Community Gardens	1	St. Patrick's Organic Community Garden

## **Aquatic Programs**

Swimming Lessons (Preschool, Child, Adult)

Red Cross Instructor Training

Public Swim | Family Swim | Lane and Therapeutic Swim

Poseidon Swim Club (competitive)

Water Aerobics

Special Olympics Swim

Swimming Events (e.g., Last Swim of the Year Party)

## **Toddlers and Young Children Programs**

Tumblin' Tots drop-in play program

CBN Family Resource Centre programs

## **Sports Programs**

Minor Basketball

Minor Football

Minor Softball

Slades Boxing and Fitness (private studio))

Youth Ball Hockey League

## **Fitness Programs**

Step Aerobics with Monica

Yoga (private provider)

## **Arts and Cultural Programs**

Painting with Michelle's Fine Arts – Adult and Youth (private provider)

Kids in the Kitchen Baking Program

Paint and Plant Community Program

Various programs at the Carbonear Public Library

Various one-of arts and culture workshops / programs offered by Town

Various concerts and performances at Princess Sheila NaGeira Theatre

## Community / Special Events

Community Clean Up

Community Better Challenge

Outdoor Easter Egg Hunt

Christmas Programs - Story Time with Santa and Polar Express Movie Night

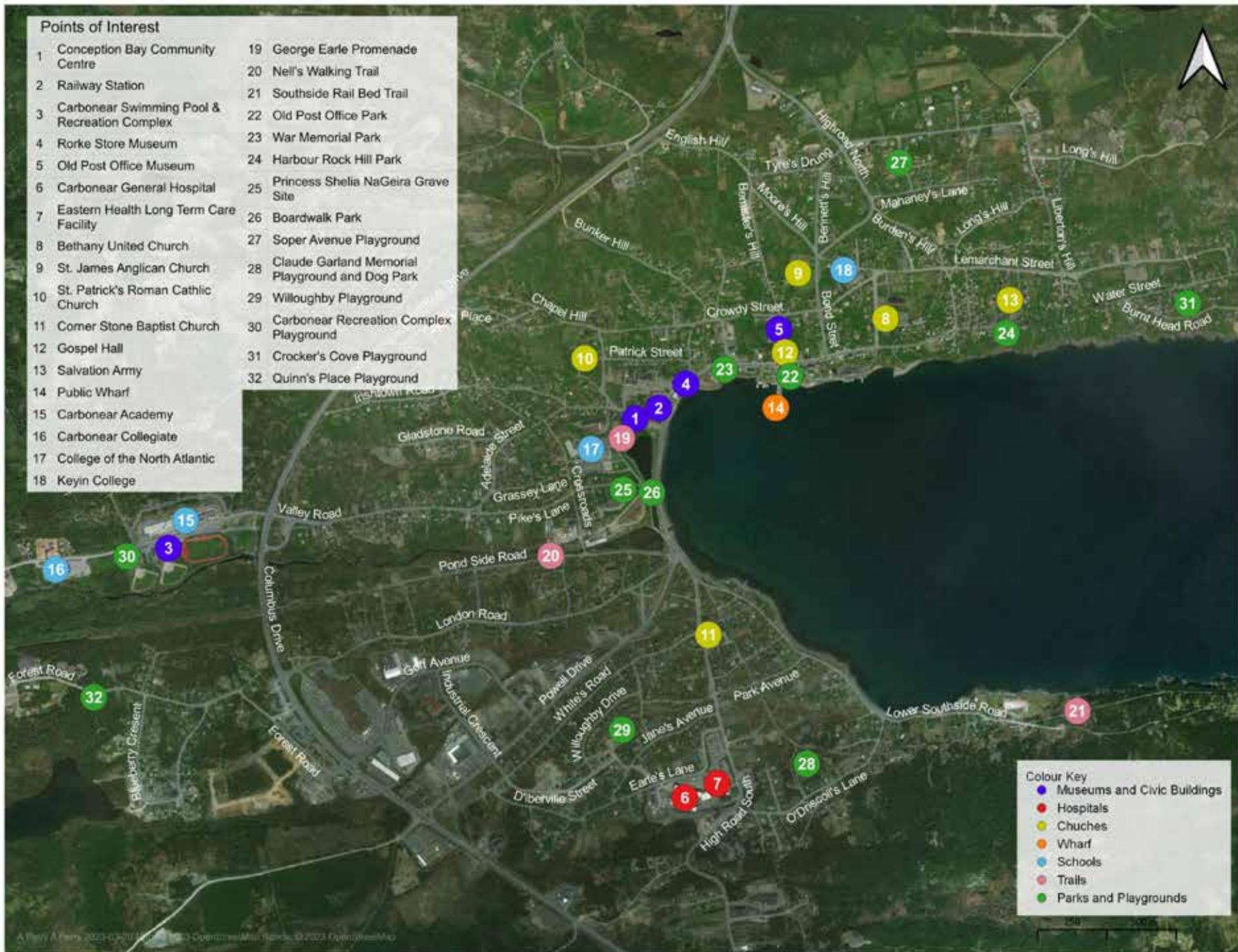
Halloween Craft Event

Concerts at Paddy's Garden

## School Programs

Various school programs include sport, music, and art, and fine art.











# 4 PUBLIC ENGAGEMENT - KEY FINDINGS

# 4. Public Engagement

## – Key Findings

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An important component of the recreation planning process is engaging with municipal leaders, staff, residents, and stakeholders to learn what their perceptions, challenges, and needs are regarding recreation services and facilities in the Town of Carbonear.

The consultants met with various stakeholder groups and organizations between January 17-February 01, 2023. Ten stakeholder organizations participated in meetings and three also submitted a completed questionnaire. We received one written submission (see *Appendix 1*) and met with high school and elementary students from Carbonear Collegiate and Carbonear Academy. We also held one (in-person) public meeting in which all residents were invited to participate. Additionally, we facilitated a Council Workshop in which all of Council participated.

Furthermore, a total of 446 respondents participated in a public survey, which ran from December 20, 2022 – January 20, 2023. However not all respondents completed every question, with some participants choosing to skip select questions: roughly around 290 answered most questions.

The following is a summary of Key Findings. A more detailed summary is provided in *Appendix 2*.

### What Residents Really Like about Recreation in Carbonear

#### THE PLACES TO WALK

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#### THE FACILITIES AND THEIR VARIETY

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#### THE SWIMMING POOL

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#### THE TRAILS

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#### THE PROGRAMS

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#### THE ACCESSIBILITY

# 4.1. Indoor Facilities

## KEY FINDINGS – WHAT WE HEARD

- More program spaces are needed.
- The need for gymnasium space was identified as a priority by stakeholders.
- Facilities are not used to their full potential (i.e., community centre, schools, theatre).
- The Recreation Complex building has issues with air quality, program space, storage space, and parking.
- Improvements to pool amenities would be ideal - e.g., accessibility, fun features, tot area.
- Accessible outside washrooms at the Recreation Complex are a priority.
- A Clubhouse and/or change rooms for sport teams is needed, and space for equipment storage is required.

## KEY FINDINGS (SURVEY RESULTS)

- Respondents think the highest priority for funding is a Farmers Market (89% - 61% think it is a high priority and 28% think it is a medium priority).
- This is followed by (high + medium priority):
  - Youth Centre / Space (85%) .
  - Seniors Program Space (83%).
  - New Multi-purpose Community Centre (81%).
  - Fitness Centre (80%).
  - 61% respondents use Carbonear Swimming Pool; and
  - 61% respondents use Princess Sheila NaGeira Theatre.

## 4.2. Outdoor Facilities

### KEY FINDINGS – WHAT WE HEARD

- Parks and trails are highly valued.
- Improved accessibility is critical.
- Better trail connectivity is a priority; accessibility + additional amenities are needed.
- Playground improvements are a priority (i.e., accessibility, equipment, lighting, etc.).
- Increased access to water-based activities is desired: recreational boating, paddle sports, swimming.
- Improvements to athletic fields were identified.
- Improvements to Recreation Complex amenities are needed (parking, accessibility, storage, accessory buildings).
- More lighting and security is desired (trails, parks, athletic fields).
- Better regular maintenance and upkeep could be improved.

### KEY FINDINGS (SURVEY RESULTS)

- Walking is the top recreational activity respondents participate in by far (92%), followed by visiting parks (56%).
- Respondents think the highest priority for funding is improved accessibility for persons with disabilities (84%).
- This is followed by (high + medium priority):
  - Improvements to playgrounds (83%).
  - New splash pad (79%).
  - Improvements to Recreation Complex Grounds (77%).
  - Better trail connectivity to neighborhoods (68%).
  - 82% respondents use trails in Carbonear.

## 4.3. Programs

### KEY FINDINGS – WHAT WE HEARD

- Outdoor activities are most important to community members.
- More programs are needed.
- Programs are needed for Youth ages 13+ (they have nothing to do).
- Programs Adults 30+ need programs.
- More swimming programs are needed (lessons, free school programs, and Swim to Survive).
- More community events are needed.
- Inclusive programs are needed for low-income families.
- A “change in culture” is needed to engage youth in physical activities and healthy living.
- Better promotion of all programs is needed.

### KEY FINDINGS (SURVEY RESULTS)

- Nothing limits participation for 38% of respondents.
- Lack of programs limits participation for 20% of respondents.
- This is followed by lack of facilities and inconvenient times/hours of operation (17%) .
- Programs are most needed for Teens (77%), Seniors (76%), Adults (75%), Persons of Disabilities (75%) and Families (74%).
- The top five types of programs respondents think are most needed are:
  - Nature and Outdoor Oriented programs (81%).
  - Special Events (concerts, festivals, etc.) + Fitness (79%).
  - Recreational Level Sports + General Interest Programs (e.g., cooking, gardening,) (74%).
  - It was also noted that programs addressing mental health issues such as depression and anxiety should be offered. This speaks to the emerging expanded roles in recreation agencies. It also addresses one of the barriers to youth brought forth in stakeholder consultations.
- Survey respondents offered many suggestions for new programs (see Section 8).

## 4.4. Partnership Issues - Key Findings

- Volunteers are vital to recreation in Carbonear.
- Volunteer organizations are dedicated but are ageing out.
- Committees are a valuable resource that can provide even more support.
- Regional partnerships are beneficial to all communities in the service area.



## 4.5. Maintenance & Operations

- Facilities are well maintained, but staff are challenged to keep up with the level of existing facility maintenance requirements.
- Specific Concerns include:
  - More garbage collection and bins.
  - Timely maintenance and earlier seasonal start-up of softball fields.
  - Regular repair of playground equipment.
  - More winter maintenance of trails, playgrounds, athletic track.
  - Security and enforcement.
- Better registration system for aquatic programs.







# POPULATION + DEMOGRAPHIC REVIEW

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# 5. Population + Demographic Review

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## 5.1. Demographics Profile

The population of the Town of Carbonear in 2021 was 4,696.

- There was a decrease of 162 people, or 3.3%, from 2016, when the population was 4,858.
- In 2021 there were 35 births in Carbonear. This is a 16.7% increase since 2020 when there were 30 births.
- In 2021 there were 130 deaths in Carbonear.
- The average age of the population is 47.6 and the median age is 51.6, indicating that Carbonear is an ageing community.
- There are more women than men in Carbonear: there are 2,520 women and 2,175 men.
- 755 children are in a two-parent family household.
- 400 children are in a one-parent family household.
- There are 280 single parent families in Carbonear.
- 680 people live alone.



## 5.1. Demographics Profile

The following table represents the age groups of the population:

**Total age groups of the population in the Town of Carbonear (2020).**

Age	Counts	Number of Males	Number of Females
<b>0-14 years</b>	<b>605</b>	<b>305</b>	<b>300</b>
0-4	180	95	80
5-9	190	85	100
10-14	240	120	115
<b>15-64 years</b>	<b>2,740</b>	<b>1,280</b>	<b>1,460</b>
15-19	220	100	125
20-29	425	220	210
30-39	470	215	265
40-49	530	245	285
50-59	605	280	325
60-64	395	170	225
<b>65 years &amp; over</b>	<b>1,355</b>	<b>590</b>	<b>760</b>
65-69	415	195	215
70-79	665	290	380
80-89	230	95	140
90-99	40	10	30
100 years	0	0	0

Statistics Canada. 2023. (table). Census Profile. 2021 Census of Population. Statistics Canada Catalogue no. 98-316-X2021001. Ottawa. Released February 8, 2023. <https://www12.statcan.gc.ca/census-recensement/2021/dp-pd/prof/index.cfm?Lang=E> (accessed February 13, 2023).

**Total Distribution (%) of the population of the Town of Carbonear by broad age groups.**

Age	% Total	% Men	% Women
0 to 14 years	12.9	14	11.9
15 to 64 years	58.4	58.9	57.9
65 years & over	28.9	27.1	30.2
85 years & over	2.4	1.6	3.4

Statistics Canada. 2023. (table). Census Profile. 2021 Census of Population. Statistics Canada Catalogue no. 98-316-X2021001. Ottawa. Released February 8, 2023. <https://www12.statcan.gc.ca/census-recensement/2021/dp-pd/prof/index.cfm?Lang=E> (accessed February 13, 2023).

The table above shows that most of Carbonear residents are adults with 86% of the population 15 years and over. Approximately 19% of Carbonear's population are child bearing age.

## FAMILY INCOME

Income has a direct correlation to participation in recreation.

In 2020 there were 2,095 private households in Carbonear.

Household income in 2020 is as follows:

- The median total income of all households is \$56,800. This means 50% of households have incomes above this level and 50% have incomes below this amount.
  - The median after- tax income is \$52,000.
- For one person households (680), the income is significantly lower:
  - The median total income is \$27,000.
  - The median after-tax income is \$26,200.
- For two + person households (1410), incomes are higher:
  - The median total is \$79,000.
  - The median after tax income is \$70,500.
  - The average total income \$73,800
  - The average after-tax income \$63,000

### Total - Household After-tax income groups in 2020 for the population in private households (2095 households)

Income Category	
Under \$10,000	40
\$10,000 - \$19,999	90
\$20,000 - \$29,999	355
\$30,000 - \$39,999	295
\$40,000 - \$49,999	240
\$50,000 - \$59,999	200
\$60,000 - \$69,999	145
\$70,000 - \$79,999	150
\$80,000 - \$89,999	135
\$90,000 - \$99,999	90
\$100,000 and over	365

Statistics Canada. 2023. (table). Census Profile. 2021 Census of Population. Statistics Canada Catalogue no. 98-316-X2021001. Ottawa. Released February 8, 2023. <https://www12.statcan.gc.ca/census-recensement/2021/dp-pd/prof/index.cfm?Lang=E>(accessed February 13, 2023).

## FAMILIES OF LOW-INCOME

The Low-Income Measure After-Tax (LIM-AT) is one measure of low-income recorded by Stats Canada. Based on the LIM-AT Carbonear has 905 families living on a low income. At 20.1%, this is higher than the provincial rate of 15.2% and nearly twice the national rate of 11.1%. For individuals over 65+ years, 31 % are low income, compared to 25.4% for the province and 15.0 % for Canada. A comparison of Carbonear to the rest of the province and the rest of Canada for specified age groups is provided in the following table:

Low Income Measure, After-Tax (LIM-AT) 2020				
	Town of Carbonear		NL	Canada
	Number	%	%	%
In low-income based on the Low-Income Measure After Tax (LIM-AT)	905	20.1	15.2	11.1
0-17 years	145	20	15.4	11.9
18-64 years	390	15.2	11.3	9.7
65+ years	365	31	25.4	15.0

Statistics Canada. 2023. (table). Census Profile. 2021 Census of Population. Statistics Canada Catalogueno.98-316-X2021001. Ottawa. Released February 8, 2023. <https://www12.statcan.gc.ca/census-recensement/2021/dp-pd/prof/index.cfm?Lang=E>(accessed February 13, 2023).

Carbonear should ensure current measures (policies, practices, etc.) are effective in supporting all individuals with low income, including seniors, young families, and their children. Trails, neighbourhood parks and amenities are one way to ensure equitable services. Providing access to other opportunities benefits the entire community, not only those who participate (for example, youth that participate in recreational activity engage in less risky behaviors).

### Diversity

Diversity represents an opportunity to offer programs and events that highlight and celebrate cultures other than our own. Carbonear has a diverse population, with an Indigenous population and some residents originating from countries other than Canada.

### Indigenous population

Carbonear is home to 175 people who identify as Indigenous. 35 identify as First Nations (North American Indian); 35 identify as Métis, and 85 residents identify as Inuk (Inuit). Statistics Canada. 2023. (table). Census Profile. 2021 Census of Population.

Statistics Canada Catalogueno.98-316-X2021001. Ottawa. Released February 8, 2023. <https://www12.statcan.gc.ca/census-recensement/2021/dp-pd/prof/index.cfm?Lang=E>(accessed February 13, 2023).



## Immigrants to Carbonear

Immigrants include persons who are, or who have ever been, landed immigrants or permanent residents. Such persons have been granted the right to live in Canada permanently by immigration authorities. 115 individuals in Carbonear are immigrants: 25 are from the Americas with 20 from the US; 40 are from Europe with 20 from the United Kingdom; and 50 are from Asia. 40 are male and 80 are female (the difference in the total number is due to Statistics Canada rounding).

Statistics Canada. 2023. (table). Census Profile. 2021 Census of Population. Statistics Canada Catalogueno.98-316-X2021001. Ottawa. Released February 8, 2023. <https://www12.statcan.gc.ca/census-recensement/2021/dp-pd/prof/index.cfm?Lang=E>(accessed February 13, 2023).

## Visible Minorities

The Employment Equity Act defines visible minorities as “persons, other than Aboriginal peoples, who are non-Caucasian in race or non-white in colour”. 135 people in Carbonear describe themselves as a visible minority.

Statistics Canada. 2023. (table). Census Profile. 2021 Census of Population. Statistics Canada Catalogueno.98-316-X2021001. Ottawa. Released February 8, 2023. <https://www12.statcan.gc.ca/census-recensement/2021/dp-pd/prof/index.cfm?Lang=E>(accessed February 13, 2023).







# 6 CURRENT TRENDS AND BEST PRACTICES

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# 6. Current Trends And Best Practices

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A review of trends can help identify leading practices and current issues in the delivery of recreation and cultural services. It can also identify evolving interests at the local, provincial, or national level that may be important to consider when identifying current and future facility and program needs. The trends presented in this section are derived from a variety of publicly available sources.

## **TOWARD INFORMAL AND INDIVIDUAL ACTIVITIES:**

- There has been a shift from formal and organized activities to more individualized and informal pursuits that can be done at a time of the individual's choosing.
- There is an increased interest in outdoor activities.
- New trail development consistently ranks at or near the top of public surveys as preferred new facilities.
- Young families seek inexpensive, informal activities including community events and festivals.

## **CHANGING PREFERENCES AND EXPECTATIONS:**

- There is a movement toward experiential activities that lead to personal growth and lifestyle skills.
- As people age, they seek more moderate activities such as walking, water fitness and yoga.
- Baby Boomers were born between 1946 and 1964 and are (in 2023) between the ages of 59-77 years. Boomers have an increased interest in culture, in attending performances, visiting cultural and heritage venues, and participating in art activities. This bodes well for Carbonear, which has a theatre, and many arts and culture programs.

## TRENDING LEISURE ACTIVITIES:

Activities that continue to grow in popularity include:

- Walking and Cycling.
- Pickleball.
- Cultural Activities.
- Outdoor Activities and Environmental Learning.
- Cultural Learning and Ecotourism.
- Youth Physical Activity and Healthy Living Opportunities.
- Rehabilitation and Chronic Disease Management.

## VOLUNTEERISM:

- The greatest drop-off in volunteerism rates occurs in the 35-49 age group who are juggling work and family obligations.
- Individuals are more likely to volunteer for shorter term projects and tasks - "termed episodic volunteering". This is certainly true in Carbonear where recruiting volunteers to help with individual events is no problem; however, getting volunteers for long term commitments such as serving on Boards is more of a challenge.

## CHILDHOOD OBESITY AND YOUTH INACTIVITY

- Inactivity and obesity levels in children and youth are resulting in the increasing early diagnosis of chronic diseases in the young, potentially resulting in a lower life expectancy than current levels.
- Since the 1980's, overweight childhood in Newfoundland and Labrador has increased by 28% and childhood obesity by 175%.
- Nearly 80% of middle school and high school children in the province do not get enough exercise:
  - The Canadian 24-Hour Movement Guidelines for Children and Youth (ages 5 to 17) recommends that youth ages 12 to 17 accumulate at least 60 minutes of moderate to vigorous-intensity physical activity daily.
- There is a need for increasing physical activity and having accessible venues where children can engage in physical activity (see *Preventing and Treating Childhood Overweight and Obesity in NL, 2009* available at <https://www.mun.ca/nlcahr/chrsp/childhood-overweight-and-obesity/>).

## NATURE DEFICIT DISORDER

There is a growing disconnect between children and nature. Fewer children are playing outside in natural settings for reasons including increasing sedentary screen time.

Many children are losing their connection with nature and the creativity, imaginative play, physical activity, and other benefits that come from spending time outdoors.

## **STAFFING**

- Agencies are more challenged to recruit vital part-time staff including lifeguards, after-school programming and childcare staff.
- Agencies are getting out of before-school and after-school programs, daycare, and summer camps due to a lack of qualified and available workers.

## **PARTNERING**

- Partnerships are expanding to include the health system, social services, the corporate sector, and community service agencies to reflect broader social issues mandate.
- Other partnerships include facility naming and sponsorship arrangements, lease/contract agreements, the contracted operation of facilities, or delivery of programs.

## **TECHNOLOGY**

- Greater use of technology includes bar-coded entry systems, web-based program registration systems, tracking systems, and enhanced communications using social media.
- GIS maps, including trails, are becoming more available to the public on interactive websites.
- Commercial drones will be utilized to seed, inspect buildings, and in public safety missions and security.

- The commercial mowing machine market is evolving with implications for parks and recreation, including fully electric, zero emission mowers that will require less maintenance and last longer than internal combustion powered mowers.

## **BROAD WORKPLACE SHIFTS**

- More people working remotely from home have increased weekday use of recreation facilities and open spaces, especially drop-in casual use.

## **INTEREST IN THE ENVIRONMENT**

- There is heightened interest in environmental activities and learning.
- New facilities and retrofitted buildings are designed and constructed to reduce energy and resource consumption.
- Water conservation efforts are now standard practice with parking lots and landscape areas designed to reduce water use and run-off, and use of low flush toilets and faucet/ shower cut-off valves.

## **COVID-19 IMPACTS**

The pandemic has resulted in an increased appreciation for the necessity of parks and trails. This has led to a resurgence in participation of related activities.





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# INVENTORY ASSESSMENT

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# 7. Inventory Assessment

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All facilities were assessed by Tract’s landscape architect: issues and opportunities for enhancements were noted. The following is a brief overview of the types of issues and opportunities identified. An assessment summary is provided in Appendix 3.

## KEY FINDINGS - TRAILS

- Improve connectivity to parks, playgrounds, green spaces, other trail segments, schools, recreation complex, schools, neighborhoods, and other attractions.
- Improve accessibility in places.
- Upgrade trail features to improve user safety.
- Develop or formalize rest areas along trails.
- Add signage to improve wayfinding, park identification, access points and site navigability.
- Implement consistent standards for grading, drainage, surfaces, footbridges, etc.

## KEY FINDINGS – PARKS AND PLAYGROUNDS

- Improve Accessibility + Safety:
  - Remove or relocate rocking/spring equipment to ensure a safe fall zone (6’).
  - Improve access roads and parking areas where needed.
  - Upgrade playground surface to CSA standards, either with pea gravel or another standard material.
  - Ensure surface grades at play equipment is appropriate (at slide opening for example).
  - Increase fence height at basketball courts to stop errant balls.
  - Replace damaged or worn-out equipment (e.g., basketball nets).
  - Better define entry points where necessary.
  - Add new signage – wayfinding, park identification, interpretation.
  - Add benches for parents / caregivers to sit.

## KEY FINDINGS - RECREATION COMPLEX

### Parking and Access

- Consider parking improvements and possibly – if future facility demand changes - slating areas within the site for parking use and rearranging existing parking layouts where possible.
- Consider another dedicated pedestrian path along the fenced area between the tot lot and skatepark entrance to prevent cars from parking right up against the fences and create a safer pedestrian realm for users.
- Add information signage with maps of facilities to improve navigation from parking lots site and mark the entrances.
- Improve parking area between athletic track and Valley Road with new landscaping and tree planting.

### Playground

- Consider relocating playground away from maintenance shed and its vehicular activity.
- Upgrade playground surface to CSA standards, either with pea gravel or another standard material.
- Increase grade of surface at slide opening.
- Add places for parents / caregivers to sit. At current location, this will be a challenge as space is limited.
- Location of concession window may contribute to line-ups extending into playground during busy times.

### Concession Area

- Repair concrete pad surface of Concession Area.

### Basketball Court

- Fence north of basketball court ideally would be higher to prevent balls from entering parking lot.

### Softball

- Softball bleachers should have fall protection.
- Extend path all the way up to bleacher area to create accessibility to farthest ball field.

### Athletic Running Track

- Lighting around track could be improved especially if future nighttime tournament use anticipated.







**VISION +  
STRATEGIC  
DIRECTIONS**

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# 8. Vision + Strategic Directions

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## VISION

The Town of Carbonear will provide meaningful recreation experiences that foster individual and community well-being, protect and enhance natural and built environments, create a strong sense of community, and support long term sustainability of services and facilities.

## STRATEGIC DIRECTIONS

The following seven Strategic Directions arose from the public engagement and inventory assessment. These Strategic Directions respond to recreational opportunities and community needs in the Town of Carbonear. The Strategic Directions guide development of the Recreation Master Plan recommendations, which must respond to them.

### Enhance Facilities

#### Better Utilize Existing Spaces

#### Plan for End of Useful Life for the Swimming Pool

#### Focus on Increasing Opportunities for All Citizens

#### Improve Accessibility

#### Strengthen Partnerships

#### Enhance Staffing Levels







9

RECOMMENDATIONS

# 9. Recommendations

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The recommendations in this section are guided by the Strategic Directions. The recommendations respond to the needs of residents and those that provide recreation programs and services in Carbonear. Recommendations are also based on an assessment of what exists in the Town – parks and open spaces, playgrounds, trails, and indoor facilities, as well as current and projected demographics, and current trends in recreation.

Recommendations are prioritized and an associated cost to meet the recommendation is presented in Section 10.

## 9.1. More Program and Gymnasium Space

### EXISTING PROGRAM SPACES

Many recreation programs in Carbonear are held at the Carbonear Recreation Complex. The Complex features two program rooms: a dedicated program space on the main level and an upper-level pool viewing area. Both spaces have a small kitchen. Additionally, the Town recently built a dual-purpose program room / backstage at the Princess Sheila NaGeira Theatre on Water Street. As well, the Town-owned Sheila NaGeira Seniors Centre (also on Water Street) could be utilized to expand program space.

### WHAT WE HEARD

**More Program Space:** Residents, stakeholders and survey respondents think there is a need in Carbonear for more indoor program space. More program spaces for community events, meetings, youth, and seniors' programs, as well as a fitness centre, indoor courts, and indoor play spaces / splash pad were identified most often.

**Improvements to Existing Program Space:** The need for improved program space was identified in the public engagement process. The program room on the main level is fine for arts and culture programs, but high humidity, temperature control, and small storage space (for outerwear) impacts the quality of fitness classes. Stakeholders have

also said the Sheila NaGeira Seniors Centre could be better utilized for program offerings, but renovations would be required to optimize the space and to improve the (musty) air quality.

Residents have conveyed the importance of fully utilizing existing facilities before adding new infrastructure.

**More Gymnasium Space:** The need for more gymnasium space was identified as a priority by stakeholders. Nearly 60% of survey respondents also think it is a high or medium priority for funding over the next ten years (21% think it is a high priority and 37% think it is a medium priority).

Gymnasium access is available at Carbonear Collegiate and Carbonear Academy after school hours. Carbonear Collegiate gymnasium is fully booked for school use. Carbonear Academy has more availability: it is, however, sometimes limited during the evening due to school events (concerts, school closures, etc.). This limits the Town's ability to offer a more extensive gymnasium program, and currently results in program interruptions (e.g., basketball programs) due to school use.

Stakeholders have also suggested that an indoor sports facility should be developed in Carbonear. An indoor sports facility with an artificial turf (either temporary or permanent) would have the advantage of being unique to the region, and potentially could be a regional facility. This option should be explored.

For recommendations addressing the need for more program space, see Section 9.2 below.



## 9.2. A New Multi-purpose Community Centre

81 % of survey respondents think a New Multi-purpose Community Centre should be a high or medium priority for funding over the next 10 years (53% think it is a high priority and 28% think it is a medium priority).

A new multi-purpose community center in Carbonear can improve residents' health and well-being, offer cultural and recreational opportunities, strengthen the local economy, and further enhance social cohesion. It would also contribute to community sustainability and growth, as the Town would be more attractive to young families, something that is needed to reverse the declining and ageing population.

A new multi-purpose community center will cost several million dollars. Before proceeding, the Town should confirm that a new multi-purpose community centre is affordable. It should conduct a Feasibility Study that assesses various options, including renovating / upgrading existing municipal-owned spaces, better utilizing other existing spaces in Carbonear, and partnership opportunities with regional municipalities and local service districts. The study should also consider operational costs and revenues, confirm site location, floor plan, and building concept, as well as amenities and programming. The Study will confirm what recreational amenities should be included – gymnasium, artificial turf, program space, indoor playground, etc. Once completed, the Town can confirm funding opportunities with provincial and federal agencies.

### Recommendation #1.

Prepare a feasibility study for a new multi-purpose community centre that confirms amenities to be included, operational costs and revenues, potential partnerships, and funding sources.

Before undertaking the feasibility study for a new community centre, the Town should confirm the availability of other program spaces in Carbonear, including spaces for a youth centre, senior's space, and fitness centre. It should also work with Carbonear Academy to confirm if schedule modifications are possible to improve community availability. The success and sustainability of utilizing these spaces should be assessed and confirmed before adding new program spaces.

### Recommendation #2.

Confirm the availability of other program spaces in Carbonear before undertaking the feasibility study for a new community centre.

## New Youth Spaces

75% of survey respondents think a youth center or space for youth/teens should be a funding priority, and youth have stated there is nothing to do after the age of 13 years. The Town should thus explore how best to provide youth with a dedicated space. Youth spaces are best offered in a multi-purpose centre and can be shared with seniors, with seniors using it during school hours and youth using it after school. Typically, youth spaces will include:

- **Computer Room** with Wi-Fi, computers, printer, desk and chairs, computer desk, table and chairs.
- **Activity Rooms** for arts and crafts-based activities and physical activities.
- **Gaming Room** with pool, ping pong, air hockey, and foosball tables, gaming consoles, TV/projectors, board games, couches and recliners, and tables with chairs.
- **Snack Bar** with either vending machines or a full-service kitchen with small appliances.
- **Lobby** that serves as an entrance to the facility where youth check-in and visitors can register.
- **Locker area** to safely store belongings.

## Recommendation #3.

The Town should immediately retain an architect to explore the opportunity to create more program space, including a youth /senior's space, and improved meeting space in the Sheila NaGeira Seniors Centre.

## Recommendation #3b.

If it is not possible to provide a youth space in Carbonear, the Town should discuss a partnership opportunity with the Town of Harbour Grace Splash Centre and provide transportation to this facility.





Nearly 70% of public survey respondents think funding for pool improvements should be a high or medium priority over the next 10 years.

## 9.3. Planning for Eventual Replacement of Carbonear Pool

The Recreation Complex features a 25m 6 lane swimming pool, recently renovated gender-neutral change rooms, plus one male and one female change room.

The Carbonear Swimming Pool is the only indoor swimming pool serving Economic Zone 17, which has a 2021 Census population of 38,970: 5,032 of these are school age children - down from 10,587 in 1990 ([https://nl.communityaccounts.ca/profiles.asp?\\_vb7En4WVgb2uzqVjXA\\_](https://nl.communityaccounts.ca/profiles.asp?_vb7En4WVgb2uzqVjXA_)). Most current pool users - estimated at around 80% - currently come from communities in the region.

Residents have identified several ideal improvements to the existing pool. While the pool is considered adequate, and has been enjoyed by many residents, the space does not exist for the expansions required to provide residents with the pool amenities they demand. For instance, the former small blue slide cannot be reinstated due to deck size regulations, the tot area is limited, and there is no space to store inflatables and other fun amenities. The space is also too small to accommodate a zero-entry feature for accessibility.

## Regional Opportunity

In 2014, the Town of Bay Roberts completed a feasibility study for an Aquatic and Recreation Centre (<https://www.bayroberts.com/parks-recreation/sports-facilities/>). This centre would include a modern indoor 25m swimming pool and amenities, gymnasium, fitness rooms, and multi-purpose room. However, the Town of Bay Roberts has not moved this initiative forward and has no immediate plans to do so - it is a long-term project, and if the project moves ahead, regional partnerships will be pursued (pers comms with CAO Nigel Black (April 05, 2023)).

Development of the Bay Roberts aquatic centre would have an impact on sustainability of the Carbonear swimming pool. Carbonear swimming pool will be 50 years old in 2024, and, based on age only, possibly near the end of its useful life (the actual end of useful life timeline would have to be confirmed by a professional engineering and architectural assessment). Even if Carbonear pool had several years remaining, a new modern aquatic centre built in Bay Roberts, a short 25-minute drive from Carbonear, with fun features, accessibility, tot pool, leisure pool, etc. would likely draw existing users and residents away from the older Carbonear pool.

A new regional aquatic centre would have significant benefit: residents of all ages would have access to a newer, modern facility with the features many members of the community are seeking. If the pool were located elsewhere, Carbonear pool would eventually close. In this scenario, the Town would save approximately \$400,000-\$500,000+ in recreation expenditures that could be re-allocated to improving other facilities, as identified in this Master Plan.

As a next step, Carbonear should confirm how many remaining years of useful life its pool has. Once this is confirmed, the Town will have a clear view of how to proceed with the provision of aquatic services. The Town should therefore:

- Determine Carbonear Pool's actual end of useful life.
- Assess the feasibility of developing a new aquatic centre versus continuing to operate the existing facility. This should be a component of the new multi-purpose community centre feasibility study.
- Begin discussions to determine the opportunity for regional partnerships. Partnership discussions should consider the option of the Town of Carbonear becoming a partner in the Bay Roberts Aquatic Centre.
- With its partners, explore the opportunity of acquiring provincial and federal funding with funding agencies to build a new aquatic centre.

The Town of Carbonear multi-purpose community centre feasibility study recommended above should include an analysis of the community centre proceeding with and without an aquatic centre. The feasibility study could also consider an indoor splash facility as this is highly demanded and will serve the region. The building concept for the community centre could be designed so that the aquatic centre could be constructed at a later phase.

## Recommendation #4

Conduct a full engineering and architectural assessment of Carbonear Pool, including structural, electrical, and mechanical components, to determine actual life expectancy and replacement costs.

## Recommendation #5

Once the assessment is complete, evaluate the feasibility of building and operating a new pool as part of the multi-purpose community centre feasibility study. The feasibility study should compare the cost of retrofitting and rejuvenating the pool with the cost of building a new facility.

## Recommendation #6

Begin discussions with regional partners to establish willingness to participate in development of a regional aquatic facility and with funding agencies to confirm available funding.



## 9.4. New Indoor Farmer's Market

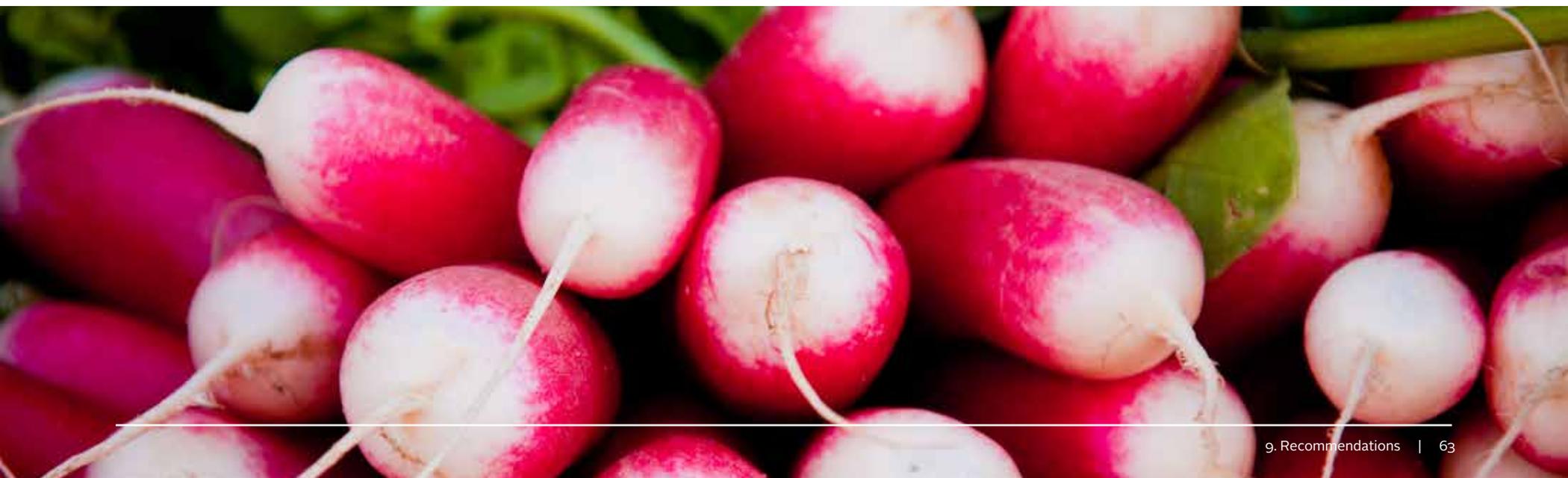
Almost 90% of survey respondents think a Farmer's Market should be the high priority facility for funding (61% think it is a high priority and 28% think it is a medium priority), making it the highest indoor facility priority for funding that residents support.

Farmers markets have numerous social and economic benefits, including:

- Providing direct access to fresh, healthy, and locally grown food.
- Supporting local farmers and the local economy.
- Helping to preserve farmland and rural communities.
- Encouraging sustainable agriculture practices.

Farmer's markets also:

- Foster community connections: Farmers markets provide a gathering place where members of the community can come together and connect with local farmers and other vendors. This can help to strengthen community ties and create a sense of community pride.
- Provide opportunities for small businesses: small businesses can showcase their products and reach new customers. This can help to promote entrepreneurship and create new jobs in the community.
- Promote food education: Farmers markets provide an opportunity for consumers to learn about the foods they eat and the people who produce them. This can help to promote food education and encourage people to make healthier food choices.



Farmers markets can therefore help to create a more sustainable and resilient food system, support local farmers and small businesses, and promote healthier and more connected communities.

An indoor Farmer's Market will require infrastructure and result in capital as well as operational costs. It is therefore recommended that the municipality implement its plan for an outdoor farmer's market in the downtown as per the *Carbonear Downtown Revitalization Design Concepts Final Report (2017)*. If the outdoor market proves successful, the municipality should bring together potential partners who could develop and run a year-round indoor Farmer's Market. Local partners may be farmers, artists, artisans, local performers, and other potential vendors. It is not suggested that the Town of Carbonear own and operate the Farmer's Market; rather it could take a leadership role in facilitating its development.

Farmers markets are typically developed by a variety of partners, including:

- Non-profit organizations such as community development corporations, business associations, or local food coalitions.
- Private businesses such as grocery stores may develop and manage farmers markets as part of their corporate social responsibility.
- Farmers and growers may develop and manage their own farmers market, either as a standalone venture or in partnership with a non-profit organization or local government.
- Local governments.



## Recommendation #7

Implement plans to develop the outdoor Farmer's Market in the Downtown as per the *Carbonear Downtown Revitalization Design Concepts Final Report (2017)*. If the outdoor farmer's market is successful, engage potential partners to explore the feasibility of developing an indoor farmer's market.

## 9.5. Enhance Existing Playgrounds

The Town owns six playgrounds dispersed throughout the community. 83% of survey respondents, as well as stakeholders and residents consulted for this study think playground improvements are needed. The consultants also identified upgrades to enhance these small parks (see Appendix 3).

### Summary of Playground Improvements - What We Heard:

- Add tot and preschool equipment for smaller children.
- Be accessible and have accessible equipment.
- Upgrade to CSA standardized surfaces and add rubberized surfaces.
- Repair court surfaces.
- Provide places for parents/caregivers to sit.
- Add sheltered areas at playgrounds.
- Update equipment.
- Provide different equipment/features at each playground so each is unique.
- Upgrade the swings and add more.
- Add more garbage bins.
- Add picnic tables and bathrooms.
- Improve aesthetics.
- Improve signage.
- Prioritize playgrounds in lesser income and in areas with lots of children.
- Consider an indoor playground.



While some enhancements can be achieved through regular park maintenance, others are more substantial and costly. The Town of Carbonear should develop a longer-term park improvement plan that provides redevelopment concepts, costs and implementation schedule for all its parks and playgrounds. The plan should seek to improve and expand recreation opportunities in parks for all ages and abilities. The plan should address safety, accessibility, aesthetics, and functionality. It should focus on updating the Town's park system with trending amenities such as a pumptrack, splash pad, multi-use courts, beach volleyball + pickleball courts, and other new trends that may emerge.

Parks and recreation are vital to community sustainability. It was noted in the community forum held on February 01, 2023, that modern parks and recreation facilities are critical to where, in Conception Bay North, young families choose to live. Indeed, a recent research study conducted by the National Recreation and Parks Association, *2021 Engagement with Parks Report* found that proximity to great parks and quality recreation opportunities plays a significant role in determining where many people choose to live. In fact, four out of five U.S. adults seek high quality parks and recreation when choosing a place to live. Furthermore, easy access to high-quality parks, playgrounds, open spaces, or recreation centers is of greatest importance to millennials (i.e., that demographic between 25-40 years of age, representing individuals of childbearing years or those with young families). <https://www.nrpa.org/contentassets/257fe28053c6420786927cffc2f9996/2021engagementreport.pdf>

## Recommendation #8

As a priority, continue with plans to upgrade all playground surfaces to CSA safety standards.

## Recommendation #9

As a priority the Town should designate at least one playground as accessible, have a redevelopment concept prepared by a landscape architect, and redevelop it as soon as possible.

## Recommendation #10

The Town of Carbonear should develop a ten-year Parks Redevelopment Master Plan that includes redevelopment concepts for all parks and playgrounds, costs, and implementation schedule.

## 9.6. Improve Trails and Connectivity

Trails are highly valued by Carbonear residents. The public survey results show that:

- 92% of survey respondents walk; 54% hike.
- 82% use the walking trails in Carbonear.
- 49% participate in ATV'ing .
- 51% use the multi-use trails.

The public engagement process identified several improvements residents would like. A summary of desired trail improvements is provided as follows:



### Summary of Trail Improvements - What We Heard:

Improve trail connectivity, including Davis Earle to Nells' Trail, Nell's Walking Trail to Recreation Complex and Schools, and ATV route from Canadian Tire to Earle's Pond.

Improve accessibility.

Add more sidewalks for walkers.

Keep one or two trails cleared in winter.

Grade walking trails (fix potholes).

Add interpretation of flora and fauna.

Add bathroom facilities.

Better maintenance of Southside Rail Bed Multi-purpose Trail (potholes).

More parking for Nell's Walking Trail, Davis Earle Trail and Southside Trail.

Add lighting along trails.

More benches along trails.

Enhance safety and security along trails.

Prioritize the multi-use trail system.

Address conflicts between walkers and ATVs on Nell's Walking Trail, Southside and Valley Road.

Add a pedestrian activation signal at Powell Drive / High Road South intersection to improve connectivity and safety.

More enforcement and signage or doggie poop bags along boardwalk.

More speed bumps in neighborhoods.

Many survey respondents think that trails should be a priority for funding over the next ten years:

- 68% of respondents think better trail connectivity to neighborhoods should be a priority (37% high priority + 31% medium priority).
- 67% think more walking trails should be a priority (29% high priority + 38% medium priority).
- 60% think more multi-purpose trails should be a priority (28% high priority + 38% medium priority).

The Conference Board of Canada Issue Briefing, *Trekking out Trails. The Benefits and Significance of Canada's Trail System* (2021) highlights the many benefits of trails, including:

- Increased physical activity.
- A decrease in chronic illnesses.
- Improved physical health.
- Improved quality of life.
- Direct and indirect economic benefits, including employment and spending impacts.
- Attracting domestic and international tourists.

- Providing needed mental health benefits during the COVID-19 pandemic, acting as a catalyst for Canadian recovery from the COVID -19 pandemic.
- Many environmental benefits, including protecting green space and mitigating climate change effects.

The Government of Newfoundland and Labrador Active NL Fund provides funding for initiatives, infrastructure and equipment that supports healthy living, including those that increase participation in active recreation and physical recreation. Applications are open until October 31, 2023. Criteria that must be met is as follows:

- Offer significant active healthy living benefits.
- Is available to a large number of individuals, across all ages and abilities.
- Funding sources beyond the requested amount and/or leveraged funding have been confirmed.
- Offers economic and community benefit.
- A need for increased funding support is demonstrated.

The Municipality could also apply to the Innovative Communities Fund – Strategic Community Capacity, through Atlantic Canada Opportunity Agency, for a grant to develop an Active Transportation System.

Funding could potentially cover 100% of the costs of planning and design, and capital development of an active transportation system or corridor. (In 2022, St. Peter's Area Development Corporation received \$650,000 to develop an active transportation corridor. (<https://search.open.canada.ca/grants/record/acoa-apeca,276-2022-2023-Q1-00369,current>)

## Recommendation #11

That the Town of Carbonear immediately seek funding to connect Nell's Trail to the Recreation Complex and Schools and to connect the ATV route from Canadian Tire to Earle's Pond.

## Recommendation #12

That the Town of Carbonear seek ACOA and Provincial funding to develop an Active Transportation System in Carbonear.

## 9.7. New Splash Pad

Residents of Carbonear would very much like to have a splash pad. 79% of survey respondents think it should be a priority for funding over the next ten years (62% think it should be a high priority and 17% think it should be a medium priority). Funding for a new splash pad is the third highest priority among respondents.

The nearest splash pad to Carbonear is in Bay Roberts, and many residents travel the 25 minutes to use their facility. Splash pads are among the most sought-after recreation amenities; they provide a respite from summer heat and are a fun water experience. Some of the benefits of splash pads include:

- **Accessibility:** Splash pads are typically designed to be accessible to people of all ages and abilities, including those with disabilities. This makes them a great option for families with young children, older adults, and individuals with mobility challenges.

- **Safety:** Splash pads do not require lifeguards, which can reduce operational costs for communities.
- **Health and wellness:** Splash pads can provide opportunities for physical activity and outdoor play, which can promote health and wellness among community members. Additionally, cool water can help prevent heat-related illnesses during hot weather.
- **Community building:** Splash pads can serve as a gathering place for families and community members, providing opportunities for socialization and community building.
- **Economic benefits:** Splash pads can attract visitors and tourists to your community, which can provide economic benefits to local businesses and the community.

In summary, splash pads provide a safe, accessible, and fun environment for people of all ages and abilities, while also promoting health and wellness, community building, and economic benefits for the community.

A modern facility will cost approximately \$200,000 - \$500,000, depending on its size. The Municipality should engage community partners to help with developing a new outdoor splash pad. Partner roles can also include sharing the cost of operating this facility (staffing for instance) which has been proven to be a successful model in other similar-sized Canadian municipalities.

Alternatively, the Town could include an indoor splash pad in the Feasibility Study for the Multi-purpose Community Centre. Given the short summer season in NL, an indoor splash pad would attract visitors to Carbonear.

### Recommendation #13

The Town of Carbonear should engage community partners to help with the cost of developing and operating an outdoor splash pad. Alternatively, the Town could include an indoor splash pad as part of the Multi-purpose Community Centre Feasibility Study.



## 9.8. Improved Recreation Complex - Outside Amenities

The Carbonear Recreation Complex is a well used facility with a variety of amenities that serve residents, sports groups, and festival goers. Several needed improvements were identified in the public engagement consultation process and are summarized in the table below. Other potential enhancements were also noted by the consultants during the assessment of facilities (see Section 7).

Note that 77% of survey respondents think the Town should prioritize funding for improvements to Recreation Complex grounds over the next ten years (36% think this is a high priority and 41% think it is a medium priority).

### Summary of Recreation Complex Improvements - What We Heard:

Increased focus on accessibility, including washrooms and changerooms.

Playgrounds should be accessible.

More parking at Recreation Complex; monitoring school parent use of parking lot during daytime pick-up times; better parking signage during events .

More lighting (at football field, basketball court, softball field, running track).

New outside canteen for football field.

Expand football field to athletic standard.

More storage space for sports equipment.

Improve and maintain outdoor rinks; reduce the quantity to one.

Upgrade Paddy's Garden with a new stage and better and accessible washrooms.

Fix the surface of the athletic track and maintain it in winter.

Improve softball fields.

## Accessible Outside Washrooms and Changerooms

Development of a new accessible washroom and changeroom and additional storage space for equipment was mentioned most often in the consultations as an amenity that is very much needed. Generally, if an outdoor recreation facility is adjacent to an indoor recreation facility with existing washroom and changing facilities, it may be possible to utilize the indoor facilities, provided they are easily accessible, have sufficient capacity, meet the needs of the outdoor facility users, and comply with relevant regulations. However, there are circumstances and user requirements that justify separate facilities, and this is the case for the Recreation Complex.

At the Recreation Complex, use of the indoor pool changerrooms by outside sport teams is not workable. Stakeholders have said there is not sufficient capacity for both indoor and outdoor users, there is an issue with mud being tramped inside to the changerrooms by outside facility users, access was not easy, and the indoor space did not meet the needs of the outdoor facility users, including the need for equipment storage.

Given the demand for the outside washroom/changeroom, it is recommended that the existing washroom be replaced with a new accessible washroom/changeroom as soon as it is feasible to do so. Appropriate equipment/locker space should be included in the new building. The minor softball leaders have stated the desire to have an indoor observation area for visiting teams. Including this space should be considered in the design of a new accessory building.

Plans for the new accessory building should be confirmed once the engineering assessment has been completed for the pool. If it is determined that the pool is near the end of its useful life, and if

the Town proceeds with development of a new community centre, consideration should be given to renovating the existing pool building to meet the needs of the outside facility users.

## Recommendation #14

Develop a new accessible washroom/ changeroom with sufficient storage for outside sports teams and if space allows, include a sports field viewing area.

### New Outside Canteen for Football Field

The Avalon Minor Football Association has stated the desire to have a canteen with electricity that serves the football field. The Recreation Complex has a canteen on site, and this building is available to the minor football team. Consideration could however be given to locating the new outside accessible washroom/changeroom with a concession (accessory building) closer to the football field.

It will be important to also ensure that the accessory building continues to adequately serve the many users –of the playground, courts, rinks, skate park and softball fields – facilities are currently located in a cluster at the west end of the field. Since the building will have to meet accessibility requirements, the building may have to remain as close to those facilities as possible. If it is determined that the accessory building should be located closer to the existing cluster of facilities a formal path to the concession building from the football field should improve both functionality and access to the building, thus allowing it to better serve the football team.

## Recommendation #14b

Consider moving the new outside accessory building closer to the football field so that it better serves all users of the recreation complex.

### Expand Football Field to Athletic Standards

Avalon Minor Football serves children and youth in Conception Bay North aged 6-17 years. The season runs from mid-August to November. Team leaders have stated the need to increase the field to standard size by relocating the goal posts and modifying the podium area. The Town should proceed with expanding the field size, as football is trending in Carbonear and on the Avalon, the program is run by dedicated and enthusiastic volunteers, the program has the support of Avalon Minor Football, there is currently no minor soccer program in Carbonear, and expanding the length of the field does not negate using the field as a soccer pitch if that sport were to experience a resurgence. The Town should work with volunteers, such as the Special Events Committee, service groups and youth to help with fundraising, if necessary.

## Recommendation #15

Expand the rectangular field at the Recreation Complex to meet the athletic field standard for football.

### More Lighting at Football Field, Basketball Court, Softball Field, Running Track

User groups have stated the need for more sport lighting at the football field, basketball court, softball field and running track. The cost of adding lights to these facilities can vary widely depending on the type of lighting system, the quality and brightness of lights, the location and accessibility of the field, and local labor and material costs.

The Town is currently considering adding streetlights to sports facilities. Street lights may not meet the specific lighting requirements for a sports field, which typically require higher levels of illumination and specific lighting distribution.

Factors to consider when lighting a sports field include:

- **Light Levels:** Proper light levels are essential for player safety, performance, and comfort.
- **Uniformity:** The lighting should be uniform across the playing surface, with consistent intensity and color temperature to avoid hot spots and dark areas that can affect gameplay and safety.
- **Glare and Light Pollution:** Excessive glare and light pollution can interfere with visibility and cause discomfort or distraction to players and spectators.
- **Color Rendering:** The lighting should have a high color rendering index (CRI) to enable players to distinguish colors accurately and minimize eye fatigue.
- **Energy Efficiency:** Energy-efficient lighting systems can help reduce energy consumption and operating costs, while also minimizing environmental impact. LED lights, occupancy sensors, and other energy-saving technologies can achieve this.

It is recommended that the Town obtain quotes from professional lighting contractors. Consulting with experienced professionals and obtaining detailed cost estimates based on the specific requirements of the facilities will provide an accurate estimate of the overall cost.

### **Fundraising**

Once the costs are confirmed, the Town should meet with the Special Events Committee and other service groups to explore the possibility of partnering with them to hold fundraising events specifically aimed at raising funds for sports field and athletic running track lights. The Special Events committee has stated that it can get volunteers to support one-time events; additionally, the committee itself has an interest in hosting more community events. Given the high capital costs of lights (estimated at more than \$6000 per light + pole, + supporting infrastructure) and the high community demand for more lights at the Recreation Complex, the Town of Carbonear should be successful in engaging citizens to support this and other facility upgrades.

## **Recommendation #16**

That the Town engage a sports facility lighting specialists to provide an estimate to develop a phased lighting plan, including costs, for the entire Recreational Complex.

## **Recommendation #17**

The Town should engage the Special Events Committee and other service organizations to host fundraising events to cover the capital costs of lighting these facilities at the Recreation Complex.

### **Improve Outdoor Rinks**

Warmer winters have resulted in less usable days for natural outdoor rinks across Canada and Carbonear is no exception. However, when temperatures are cold enough to support natural ice, both outdoor rinks at the Recreation Complex are filled. When the ice is off the rinks, they are used for ball hockey.

The surface of the outdoor rinks needs refurbishment and should be repaired. The Town should also consider converting the rink surfaces to multi-sport courts. Multi-sport courts can be developed using asphalt surfaces to accommodate a variety of sports: basketball, ball hockey, tennis, futsal, volleyball, Pickleball®, dodgeball, and in winter can still be flooded to make an outdoor ice rink. Multi-sport courts support spontaneous “pick-up” activity, which is currently a leading trend. Additionally, multi-sport courts support all ages and abilities. Fifty three percent of survey respondents think multi-sport courts should be a priority for funding (18% think it is a high priority and 38% think it is a medium priority).

## **Recommendation #18**

That the Town replace the surfaces of the outdoor rinks with multi-sport courts.

### **Upgrade Paddy's Garden with a New Stage and Better and Accessible Washrooms**

The Town has continually improved Paddy's Garden: it has recently improved the entrance, added new accessory buildings, and improved the washrooms. Carbonear residents have additionally asked for better accessible washrooms and an upgraded stage. Residents also want Paddy's Garden to be better utilized - for youth programs and concerts for example.

User groups have stated that better communication before improvements or new buildings are added would ensure that new facilities are added in a way that maximizes efficiency and functionality for operators. The Town should therefore continue to improve Paddy's Garden in consultation with the user groups.

## **Recommendation #19**

The Town should continue to improve Paddy's Garden in consultation with the user groups and work with the Special Events Committee to increase programming of the site.

### **Fix the Surface of the Athletic Track and Maintain it in Winter**

The running track was installed for the 2012 NL Summer games and since then has become an important walking venue for residents. The running track surface is showing some wear and tear. Residents would like the surface to be repaired, and the track to be cleared in winter. Athletic tracks need periodic repairing and resurfacing to keep them safe and competitive.

Repairing a running track typically involves cleaning the track, repairing any cracks or holes, and if necessary, resurfacing the track. Town maintenance staff should identify any areas that need repair: cracks, holes, or uneven surfaces that could affect the safety and performance of the track. While staff can then fill in any cracks or holes in the track surface using appropriate repair materials, such as asphalt patch or track crack filler or repair kit, it is best to hire professionals to do this work.

Clearing snow however is not recommended for running tracks due to the damage it can cause to the surface. If snow accumulates on the running track, it is best to let the snow naturally melt and drain away when weather conditions improve. Attempting to clear snow from a running track using snow shovels, plows, or snow blowers can potentially cause damage to the track surface, including scratching or tearing the material, which may result in costly repairs or reduced track performance. Salt or chemical ice melt products should not be used on the track surface either, as they can potentially damage the track material.

## **Recommendation #20**

Hire a professional company to repair cracks or holes in the track surface.

## Improve the Softball Fields

Carbonear has a robust minor league program that fosters excellent player development, as demonstrated by the Carbonear Islanders U20 first place win in the 2022 Minor Provincial championships. The league also hosts provincial tournaments, which brings hundreds of visitors to the town.

Representatives from Carbonear Minor Softball have stated the need for:

- Improved drainage.
- Accessible washroom, changeroom and a rest/observation area for visiting teams.
- Earlier seasonal start-up.
- Installation of existing scoreboards.

## Other Infrastructure Improvements

In an open-ended question, survey respondents identified several other softball field improvements:

- Increase the size of the lower softball field to accommodate baseball.
- Provide a batting cage.
- Replace the infield with better clay.
- Align and set lights.
- Add more bleachers and loud speakers.
- Add lighting to the upper field needs.
- Replace sod with proper turf.
- Replace the bases.
- Extend roofs of dug-outs to the fence.
- Consistently maintain the softball fields.

Most of the issues identified by Carbonear Minor Softball are operational. (The need for accessible washrooms/changerooms has been addressed above.) And while the Recreation Department supports the softball program through the provision of facilities and maintenance, timeliness of maintenance, especially related to infield draining after rainfall, is an area minor softball believes can be improved. The Recreation Director should continue to meet with minor softball representatives to ensure seasonal and tournament needs are met, and to prioritize other improvements listed above.

## Recommendation #21

The Recreation Director should schedule periodic meetings with minor softball to ensure their needs are met.



## Other Infrastructure Improvements

The consultants have identified other improvements in the site assessment and inventory that would enhance both the aesthetics and functionality of the park. These are listed in Section 7.

## Recommendation #22

The Town should immediately address safety issues at the Recreation Complex identified in the site assessment and inventory for this Study.

The Town should also explore partnership opportunities for fundraising to support infrastructure improvements. Besides the sports organizations, partners may include the Special Events Committee, Recreation Committee, and service organizations willing to help raise funds for facility improvements. This approach to raising funds to build new facilities and/or enhance existing facilities has been used with great success in similar-sized Canadian municipalities. Besides raising capital funds, such partnerships have the added benefit of increasing community support, participation, and spectatorship.

## Recommendation #23

The Town should explore partnerships opportunities with the Special Events Committee, Recreation Committee, service organizations, and sports organizations to fundraise for Recreation Complex improvements.

## More Parking at Recreation Complex During Events

Inadequate parking and signage issues were raised during the public engagement process. Generally, it was felt that parking is inadequate, and more spaces are needed. This is the case during the day when parents park at the Complex to pick up their children from elementary school (note the Recreation Director has since solved this issue). During events, parking is an issue with people not following signs and not using school parking lots (irate visitors who are issued a ticket for parking in no parking zones express anger toward volunteers, which is unfair to volunteers who are giving their time to host the events).

The following are suggestions to address parking issues:

- Consider acquiring land next to Carbonear Academy if it becomes available.
- Consider providing a shuttle service during events to transport visitors from a rendezvous point, such as the Conception Bay Regional Community Centre.
- If existing Recreation Complex (park) uses change, or if more space comes available through decommissioning of amenities inside the complex, consider slating areas within the site for parking use, and rearranging existing parking layouts where possible.
- Continue to ensure parking spaces are not taken up during busy times at the Carbonear Pool Building by parents picking up their children.

## Recommendation #24

Continue to monitor daily parking lot use at the Recreation Complex and consider implementing a shuttle service if deemed necessary.

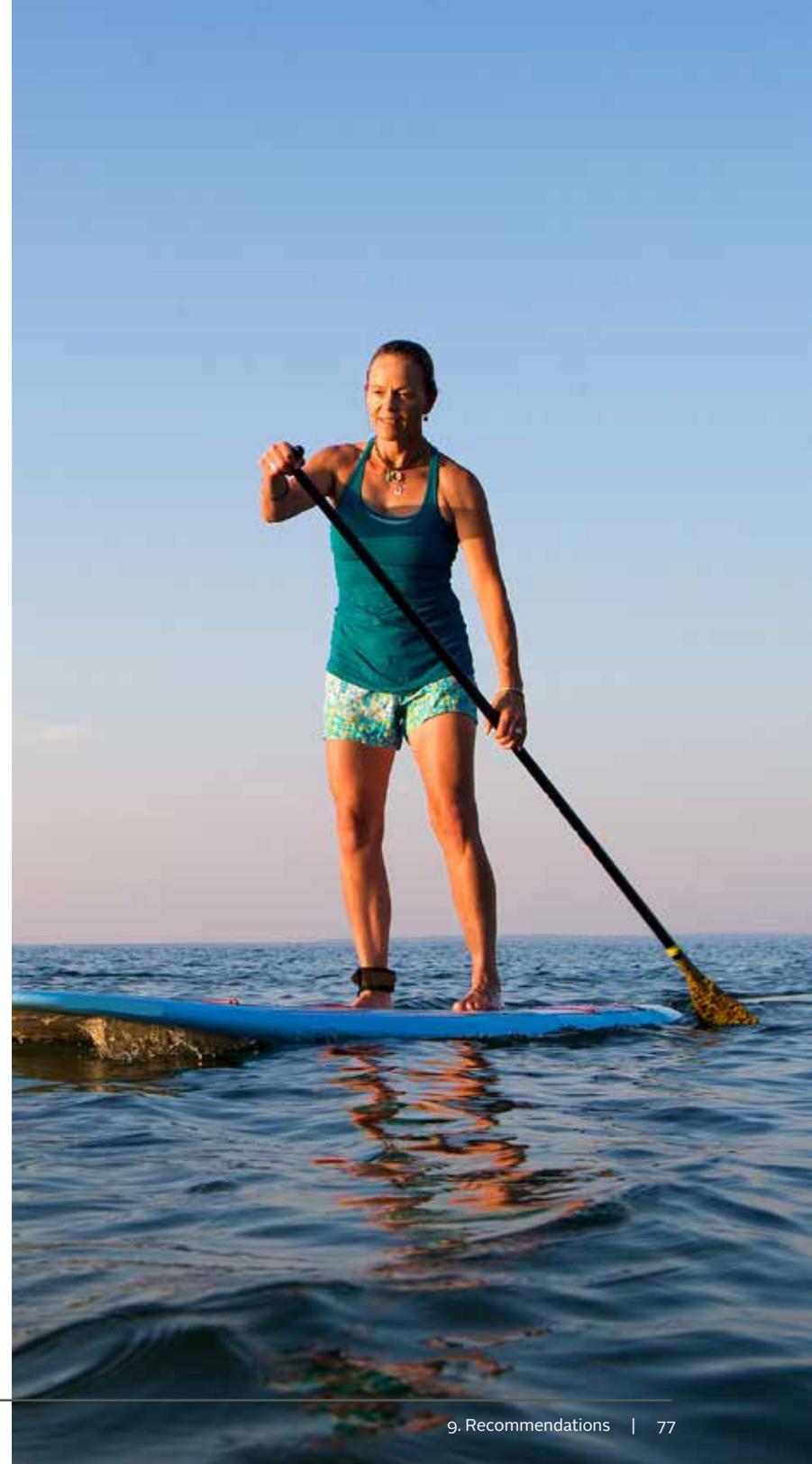
## 9.9. Focus on Outdoor Water Recreation Opportunities

High school students would like to be able to rent paddlesports equipment (paddleboards, kayaks, etc.) on Freshwater Pond. Additionally, 20% of survey respondents participate in paddlesports and 14% participate in recreational boating / sailing (this number of recreation boaters could potentially result in the need for almost 60 berths). 67% of survey respondents think more boat launches for canoes, kayaks should be a priority for funding (31% think it is high priority and 36% think it is a medium priority); additionally, 53% think more recreational boating infrastructure should be a priority for funding (27% think it is high priority and 28% think it is a medium priority).

### **Paddlesports – Things to Consider**

There are no freshwater ponds inside Town of Carbonear boundaries. While Carbonear could offer paddlesports on ponds outside of their own boundaries, the potential benefits and risks associated with offering these activities would need to be considered.

If the Town offered paddlesports on ponds outside of its boundaries, it would be responsible for ensuring safety and minimizing risk. Potential risks include issues around liability, and possibly permitting and licensing, and environmental impact. The Municipality would need to carefully assess and address these concerns before proceeding.



The Municipality may however collaborate with other stakeholders, such as other municipalities, government agencies, community groups and entrepreneurs, to ensure that infrastructure, resources, and regulations needed to support paddlesports are in place.

## Recommendation #25

The Town of Carbonear explore the opportunity to work collaboratively with partners to facilitate the development of infrastructure for paddlesports within the region while carefully considering an acceptable level of associated risks and liabilities.

### Recreational Boating Infrastructure

The *Carbonear Downtown Revitalization Design Concept (Tract Consulting Inc., 2017)* identified the potential for a future marina with transient berths. Developing a marina can have several benefits to the Town of Carbonear, from providing an economic boost to creating another attractive place to host festivities and events that bring residents together.

Conception Bay is already an established and popular boating destination with many boaters originating from the marinas in Conception Bay South and Holyrood and sailing to Conception North. With the recently revitalized Water Street, Carbonear can become another destination for these boaters.

### Benefits of Developing a Marina Include:

**Economic benefits:** A marina can provide a significant boost to Carbonear's economy by attracting tourists and generating revenue through sales and services, e.g., storage, fuel sales, and rental fees, and can lead to increased business for cafes, restaurants, and other attractions in the Town. Marinas can also create job opportunities for residents: marina staff, mechanics, and salespeople or other service providers for example.

**Recreation and tourism:** A marina can serve as a hub for boating events and competitions, which can further boost tourism and promote Carbonear as a place to live and visit, thus supporting community growth as well as its economy.

**Community benefits:** A marina can serve as a gathering place for Carbonear residents, providing a venue for social events, such as concerts, festivals, and community gatherings. It can also serve as a hub for local boating clubs and organizations, fostering a sense of community and promoting boating safety and education.

## Recommendation #26

The Town should work with the Harbour Authority and other partners to develop a marina with transient berths as recommended in the *Carbonear Downtown Revitalization Design Concepts (2017)*.

## 9.10. Focus on More Programs

The following programs were provided by respondents in an open-ended question in the public survey and by stakeholders and residents during the public consultation process.

### Children

- Healthy Living Programs for kids – programs to encourage healthy living.
- Indoor Play.
- After-school programs for young kids.
- More organized sports, especially during winter months. (i.e., indoor basketball or soccer for younger kids).
- Kids programming at the playgrounds.
- Science activities for kids.

### Youth Programs

- Programs for Youth 13+.
- Summer programming for youth age 13-14.
- Yoga Class.
- Spin Class.
- Other Youth Exercise Groups.

- Hunting themed programs for youth.
- Teen dances.
- Gardening & environmental programming for children.
- Expanded cooking classes for ages 12 and up.

### Adults

- More recreation programs for older adults.
- More activities.
- Night classes for Zumba/yoga/shallow water fitness.
- Activities for single people in their 40's or 50's.
- Indoor walking.
- More adult sports.
- More physical activities.
- Adult Tennis League.
- Walking groups.
- Programs to support home gardening (greenhouse, vegetables).
- Cooking lessons.

- Music lessons.
- More public skating.
- More adult options after work hours.
- More weekend tournaments (football, softball, ultimate frisbee,, pickle ball, etc.).



## Families

- Free drop-in programs for low-income families.
- More programs generally.
- Family paint-nights.
- Craft night.

## Seniors

- More seniors programs.
- Knitting Club.
- Book Club.
- Shuffleboard during winter.
- More social, fitness and educational activities.
- Day outings.

- More seniors outreach programs.
- Free Senior's exercise programs.
- Organized outdoor walking club.

## Sports

- Indoor Basketball.
- Gymnastics.
- Indoor Pickle Ball.
- Different sports in 6 to 8 week blocks for different age groups, from younger kids up to teenagers.
- A recreational hockey league where kids can go once a week and play together without the commitment of being part of a team.

- Badminton.
- Softball for older residents.
- Indoor corn hole league Bowling.
- Indoor/ outdoor soccer program.
- Adult Co-Ed softball.

## Indoor Aquatic Programs

- Re-instatement and sponsorship of Swim to Survive program.
- Free swims for schools / looney swims.
- Free Lifeguard programs and training programs.
- Increase number of swimming lessons.
- More public swims for Families.
- More public swims generally.

## Arts and Culture Programing

- More arts and culture programs.
- More crafts.
- Fall and Winter programs like the Water Street).
- Traditional activity programs (knitting, etc.).
- Dinner Theatre.
- Sing-alongs such as impromptu choirs.
- Guided historical tours.



- Haunted Hikes.
- Homesteading and gardening.
- Maple syrup tapping and boiling (community sugar shack).

### Technical Programs

- Digital café and VR Room at Princess NaGeira Building.

### Outdoor Recreation

- Expand outdoor winter activities – snowshoeing, cross country skiing, etc. (with rentals).
- Paddlesports equipment rental on Ponds.
- Running / biking races.
- More opportunity for winter walking outside .
- Tennis lessons.
- Hiking / walking/riding groups.
- Pickle Ball.
- Metal detecting and recreation gold panning.
- Leash-free dog walking.
- Re-instated Triathlon.

### Fitness Programs

- Yoga (inside and outside).
- Exercise programs and indoor gyms.

### Inclusive Programs

- Multi-cultural cooking and language classes (offered previously).
- Sealskin mitts and moccasin making.

### Community Events

- More events.
- More smaller events like Christmas Exhibition at Stone Jug.
- More community clean-up days.
- More activities on Carbonear Days (e.g. washer toss).
- More live music events .
- More organized events for all ages.
- Pet friendly activities.
- Dances.

### Partnerships

- Utilize school equipment for programming (e.g., archery).



## Recommendation #27

That the Town continue to provide a variety of programs and further expand program offerings as identified in this Plan.

# 9.11. Increase Maintenance and Program Staffing

### Maintenance Staff

The greatest challenge to meeting maintenance requirements of outside facilities is the current level of staffing relative to the quantity of facilities and level of effort required to maintain facilities to desired standards. As an illustration, Carbonear has 40 areas that require regular grass cutting, some of which require mowing three times a week during peak season.

Maintenance staff are responsible for over 130 acres of parkland and about 11.0 km of trails. Tasks include regular sport field maintenance, playground maintenance - equipment and space inspection, repair, and garbage collection. Trail maintenance, event space maintenance and set-up, and just dealing with other items as they arise are also tasks maintenance staff are responsible for. What is required to ensure facilities are maintained to the best standard is additional staff.

It is difficult to benchmark a typical number of maintenance staff needed due to the variety in features and requirements of park and trails, the tools and equipment and efficiency of staff in each

recreation agency. Based on a best practice guideline of allocating one maintenance staff member per 12-20 acres of parkland and one maintenance staff member per 5-8 km of trail, Carbonear could need around 8-11 maintenance staff members to maintain 130 acres of parkland and 11 km of trail. However, this is a rough estimate.

The most accurate means to determine the number of staff needed is to ask current staff. Based on their input, the Town will need to hire one full-time staff person. This full-time staff person could be retained throughout the winter months to meet residents request for better maintenance during the winter season. The amount of maintenance staff required should be reviewed as new facilities, indoor and outdoor, are added: a maintenance impact statement to identify annual requirements and costs should be prepared if warranted.

The National Parks and Recreation Association provides benchmarking metrics for parks and recreation professionals based on data collected in the US and to a lesser degree Canada. The typical park and recreation agency dedicates 46 percent of its annual operating budget to managing and maintaining parks and open spaces. Carbonear spends approximately 36% of its budget on parks and play fields. Additionally, the typical agency serving a jurisdiction of fewer than 500 people per square mile and spends \$4,359 per acre of park and non-park sites: Carbonear has 145.71 people per square mile and spends \$298 per acre of parkland. (<https://www.nrpa.org/contentassets/3ae6ba685dbf47a1b537af2f15c615d9/2023-agency-performance-review.pdf>.)

## Recommendation #28

That the Town hire one additional outside maintenance employee, beginning in the 2023 summer season. Add another employee in 2024.

### Program Staff

As discussed in Section 9.10, residents and survey respondents have expressed a desire for more programs to be offered in Carbonear. Providing more programs will require dedicated program staff. Currently one pool lifeguard dedicates approximately 50% of her time to programming. What is needed is a full-time program coordinator. This person would be responsible for developing programs, recruiting community partners and program providers, developing and implementing a volunteer recruitment strategy (in partnership with service groups and committees), facilitating marketing and promotion of programs, and educating the community on the benefits of leisure and recreation. The program coordinator will also ensure announcements / updates on program cancellations and revisions are promoted to the community.

## Recommendation #29

That the Town immediately hire one full-time program staff.



## 9.12. Better Promotion of Recreation Opportunities and Benefits

Stakeholders and residents think more communication from the Town is needed. More communication with service providers, and better promotion and marketing of programs and facilities are priorities among all groups. A barrier to participation in recreation for 10% of survey respondents is that they are not aware of programs in the Town.

### WHAT WE HEARD

Communication issues identified included better communication with residents, consultation with relevant groups when facilities are improved or added, more collaboration with the Town and more input from groups on events and programs, and better wayfinding signage when events are happening.

Additionally, programs and events need to be conveyed in more ways than social media, especially for seniors, many of whom do not access social media. Stakeholders have also stated the need to educate youth on the benefits of recreation and especially physical activity. Residents would also like to see the Town's website improved and updated when new programs are offered.

It was however recognized that with the recent hiring of a new communications person, communication and promotion has already improved.



New communication initiatives should include development of bi-annual electronic and printed activity guides, specifically a Spring/Summer Activity Guide and a Fall/Winter Activity Guide. Updates to programs and events planned after publication should continue to be provided on the Municipal website and social media channels.

### Recommendation #30

Develop a bi-annual electronic and printed Activity Guide and continue to provide updates of programs and events planned after publication on the Municipal website and social media channels.

### Recommendation #31

The Town should redesign its website to be more user friendly.

## 9.13. Focus on Maintaining and Strengthening Partnerships

### Strengthening Volunteer Base

The Town of Carbonear works closely with a variety of volunteers in the delivery of recreation services. Volunteers are thus essential to the delivery of recreation services in the Town. Volunteer groups consulted for this Master Plan have stated that, in terms of volunteer recruitment, there is great community support and no problem to get volunteers to help with one-time events: this “episodic volunteerism” is a growing trend in North America. Getting people in Carbonear to commit for the long term – becoming Board members- for example - is more of a challenge.

Another serious challenge faced by organizations in Carbonear is that volunteers are ageing. This is consistent with what is happening across Canada: the population of volunteers is aging with more and more volunteer hours contributed by seniors and older Canadians. In 2013, 28% of all Canadian volunteers were aged 55 and older. (<https://www150.statcan.gc.ca/n1/pub/89-652-x/89-652-x2015001-eng.pdf>).

### Why Canadians Volunteer

A TD Bank survey, reported in *The Conference Board of Canada. The Value of Volunteering in Canada (2018)* asked Canadians why they volunteer. Over 90 per cent reported that they volunteered because they wanted to make a positive contribution to the community. Close to 80 per cent cited the ability to use their skills and experience as reasons for volunteering, while having friends or acquaintances already doing volunteer work was another important factor. A smaller percentage (22 per cent) reported that they volunteered as a means of helping them find a job. That same report found evidence of the positive impacts of volunteering on program recipients—for example, music education programs for low-income youth led to higher school grades and reduced behavioural issues for participants.

While many recreation and leisure services in the Town of Carbonear are and will continue to be impacted by a shortage of long-term volunteers, statistics from the TD survey quoted above indicate several opportunities for Carbonear:

- Older volunteers (55 years and older) are more likely to sit on Boards, representing an opportunity for Carbonear.
- Younger people aged 15 to 19 are the most likely to do volunteer work, possibly because “mandatory” volunteering is required to meet high school completion requirements. Nevertheless, mandatory volunteering provides an opportunity to introduce young people to the many benefits of volunteering.
- Persons aged 35 to 44, who are often parents of school-aged children, are also the most likely to do volunteer work (there has however been a decline in the national volunteer rate of people in this age group, so a targeted approach will be needed).

- Volunteers aged 65 to 74 spent almost double the number of hours (122 hours) recorded for those aged 35 to 44. Given Carbonear’s ageing population, this group provides a significant opportunity for Carbonear.
- New immigrants to Canada are also an important source of volunteers in Canada.

As noted earlier in this report, some volunteer groups have also expressed a willingness to be more involved in program delivery. The Recreation Committee for instance is willing to expand its services to offering more programs. The Town should also engage the Recreation Committee and other organizations to ask if their organization would be interested in assisting with the implementation of the recommendations in this Plan. Their role could include fundraising for facilities and programs, as recommended throughout this report.

New Zealand has some excellent resources on recruiting and retaining volunteers. The Town can access a volunteer management toolkit at <https://sportnz.org.nz/media/1518/volunteer-management-toolkit-sep-2019-1.pdf>.

## Recommendation #32

The Town should develop and implement a volunteer recruitment strategy. It should also ask existing volunteer organizations to expand their role in recreation and leisure service delivery, including assisting in the implementation of this Recreation Master Plan.

## Create Strong Partnerships

Many municipalities nationwide are increasingly forming partnerships to enhance service levels and leverage public funds. We heard that corporate support in Carbonear is very strong, but more can be done to increase sponsorships. As reported in the *The Value of Volunteering in Canada (Conference Board of Canada (2018))*, besides providing sponsorships, corporations are also an excellent source of volunteers, and companies that support their employees to volunteer benefit in many ways: volunteers gain numerous business relevant skills, which improves their effectiveness in the workplace, and employee morale is boosted. Canadian firms are increasingly encouraging their employees to volunteer to help address social issues and needs in the community.

## Recommendation #33

That the Town engage the private sector to increase sponsorships and community volunteers.

## Regional Partnerships

In 2021, Carbonear and the entire region, Economic Zone 17, had a Census population of 38,970. This represents a decline of 2.6% since 2016 (38,970 in 2021, down from 40,000). The median age in this region was 53 in 2021. The 2021 median age in Newfoundland and Labrador was 48. [https://nl.communityaccounts.ca/profiles.asp?\\_vb7En4WVgb2uzqVjXA\\_](https://nl.communityaccounts.ca/profiles.asp?_vb7En4WVgb2uzqVjXA_)

Except for Bay Roberts, whose population has remained the same, and North River which has increased 1.6% from 570 to 579, the population of all other towns in the region has decreased. What this illustrates is that the entire region is, overall, facing a declining and an ageing

population, which, if it continues, will impact the fiscal ability of all communities to provide recreation services to its residents. Sharing resources makes good sense and will benefit every town and all residents in the region.

Such sharing is already happening, particularly between Carbonear and Harbour Grace, with Carbonear residents participating in ice arena programs at the Danny Cleary Harbour Grace Community Centre and soccer programs at the St. Francis Soccer Field & Walking Track. Regional residents use the Carbonear Swimming Pool and the Princess Sheila NaGeira Theatre.

While the provincial government announced in April 2023 that it will not be implementing formal regionalization in Newfoundland and Labrador, as per the *2022 Joint Working Group on Regionalization Report and Recommendations*, it will take actions to advance collaboration and service sharing among communities including

spending \$500,000 to “address service gaps and build capacity through a collaboration and shared services approach”. The province will hold consultations to determine if regional services boards could do more to improve service delivery and will also develop a self-assessment tool to help identify service gaps.

It is therefore recommended that Carbonear initiate discussions with regional municipalities and local service districts, including Harbour Grace and Bay Roberts, to identify gaps and see if there are opportunities for a shared-services approach in existing and future recreation facilities and programs.

## Recommendation #34

That Carbonear initiate discussions with regional municipalities and local service districts to explore opportunities for a “shared-services approach” in existing and future recreation facilities and programs.



**Collaboration and service sharing build resilient communities, and helps ensure residents receive the services they need, such as drinking water, fire protection, economic opportunities and recreational facilities. We will review the role of regional service boards, help communities assess**

**their challenges and opportunities, and support collaborative initiatives that address gaps and build capacity. This is a realistic approach for our province that will support community leaders and build vibrant, sustainable communities.**

**- HONOURABLE KRISTA LYNN HOWELL  
MINISTER OF MUNICIPAL AND  
PROVINCIAL AFFAIRS**



## 9.14. Focus on Improved Inclusivity

The *Framework for Recreation in Canada 2015, Pathways to Wellbeing* defines inclusion as “an organizational practice and goal in which all groups and individuals are welcomed and valued” and equity “as fairness in access to resources, opportunities and experiences”.

Survey respondents think additional programs are needed for persons with disabilities (75%), persons of low income (67%) and people of diverse backgrounds (56%).

### FOCUS ON PEOPLE OF LOW-INCOME

Stakeholders have said that program cost (particularly sports that have high registration fees and equipment costs) is a barrier for many young people.

Breaking down barriers for populations that face constraints to participation is recognized as a key function of public recreation service providers. *The Framework for Recreation in Canada 2015, Pathways to Wellbeing* identifies inequities as one of the most significant challenges to building pathways to wellbeing. Individuals and families with lower incomes, for example, typically face fewer opportunities for recreational experiences due to costs associated with transportation, equipment, activities, and facility rental.

As shown in the trends section of this plan, there are individuals in Carbonear in a low-income category. Additionally, current rising inflation and increased costs of living are impacting many families and their ability to participate in recreation. The Municipality should

therefore adopt policies and practices to ensure recreation service provision is inclusive for all.

Some suggestions for improving access to community members are:

- Identify funding and program partners that can support inclusive programs for low-income youth, young families, seniors, and other groups who may face barriers to participation.
- Work with community partners who can provide free program equipment (such as schools), sponsor free events, (such as a free swim night), arts and cultural workshops, or pop-up concerts.
- Offer equipment swaps and donation days where residents can donate sports equipment, bicycles, skates, and sports clothing.
- Continue to consult with youth to determine their interests. The youth consulted for this study have identified several options for programs and facilities that will enable them to pursue many interests and gain a variety of skills.
- Continue to provide and enhance the connectivity of trails, parks, and green spaces.
- Ensure all low-cost options are promoted widely.
- The Canadian Parks and Recreation Association website for publications, toolkits, and funding for making recreation more accessible for everyone (<https://cpra.ca/>).

It is important to acknowledge that the Town of Carbonear already provides low-cost programs and free facilities such as trails and green spaces that are accessible to all community members. Additionally, seniors are offered discount senior rates.

## Recommendation #35

Implement policies to support inclusion and affordable access for all residents. Continually evaluate and monitor the success of the programs.

### FOCUS ON IMPROVED ACCESSIBILITY

Respondents think the highest priority for funding over the next ten years is improved accessibility for persons with disabilities (84% - 61% think it is a high priority and 23% think it is a medium priority). Stakeholders, residents, and respondents agree that addressing accessibility issues is critical. The following is a summary of accessibility issues raised in the public engagement process (also see Appendix 1):

- All infrastructure and programs should be accessible.
- Accessible washrooms and changerooms at Recreation Complex and Paddy's Garden.
- Playgrounds should be upgraded to be accessible and have accessible equipment; a fully accessible playground(s), ideally close to school.
- All recreation facilities should be accessible for seniors and persons with disabilities.
- Accessibility must address vision, hearing, and cognitive impairment.
- Indoor spaces need to be accessible.
- Support for youth with mental health issues is needed.

Inaccessible facilities are a barrier to participation for 5% of survey respondents. While it is not known what percentage of Carbonear residents have disabilities, according to the Canadian Survey on Disability conducted by Statistics Canada in 2017, approximately 4% of Canadian children and youth aged 0 to 14 years and 13.7% of Canadians aged 15 years and older reported having a physical disability. This includes disabilities related to mobility, agility, flexibility, dexterity, and pain.

Regarding mental health, the Canadian Paediatric Society reports that 20% of Canadian children and youth will experience mental illness. Recreation services can make a difference: policies that enhance social connectedness can help improve mental health and well-being in both children and their parents ([https://cps.ca/uploads/strategic-priorities/2021\\_june\\_8\\_issue\\_brief\\_isolation\\_EN.pdf](https://cps.ca/uploads/strategic-priorities/2021_june_8_issue_brief_isolation_EN.pdf)). The availability of safe spaces, including safe parks and kids clubs, creates social connection and a sense of belonging, essential to supporting mental health in children. Socially connected people have meaningful and trusting relationships and bonds with those around them, including their peers, families, and communities (<https://www.synergos.org/sites/default/files/media/documents/building-social-connectedness-practice-brief-synergos.pdf>).

## Recommendation #36

The Town should complete a multi-year accessibility plan that includes an accessibility audit of all facilities and a timeline to complete them.

## Recommendation #37

The Town should also engage mental health and youth partners to collaborate on the development of new programs and to ensure all programs offered are inclusive.



**High quality, accessible recreation opportunities are integral to a well-functioning society. All people and communities deserve equitable access to recreational experiences. Recreation must be accessible and welcoming to all.**

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*A FRAMEWORK FOR RECREATION IN CANADA 2015, PATHWAYS TO WELLBEING*



## **FOCUS ON DIVERSITY**

The demographic profile of Carbonear (Section 5) illustrates that Carbonear's population is relatively diverse. This provides the opportunity to celebrate and share cultural practices – hosting for example culinary and music events that showcase the diversity of cultures in Carbonear. Such events create a welcoming environment for newcomers and create an opportunity for residents to gather and share ideas. Cultural activities and events may also contribute to community growth, as people who work in the Town but live elsewhere - hospital workers for instance - may decide to stay in Carbonear.

The *Framework for Recreation in Canada 2015* highlights the importance of ensuring that service delivery strives to include people from all cultural backgrounds. The Municipality should use recreational activities to build a welcoming community for individuals and families from diverse cultures.

## **Recommendation #38**

Engage with diverse populations to develop multi-cultural events and programming.







# 10 IMPLEMENTATION PLAN

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# 10. Recreation Implementation Plan

The following table is a summary of the recommendations arranged in order of priority. Note the Implementation Plan is meant to be a living document: priorities are fluid and will change as opportunities or circumstances change.

Summary of Final Recreation and Leisure Priorities		Recommendation No.	Priority	Estimated Costs (Order of Magnitude)
1.	Explore partnerships opportunities with the Special Events Committee, Recreation Committee, service organizations, and sports organizations to fundraise for Recreation Complex improvements.	23	Year 1 2023	In-house
2.	Explore the opportunity to work collaboratively with partners to facilitate the development of infrastructure for paddlesports within the region while carefully considering an acceptable level of associated risks and liabilities.	25	Year 1 2023	In-house + TBD Development costs
3.	Confirm the availability of other program spaces in Carbonear before undertaking the feasibility study for a new community centre.	2	Year 1 2023	In-house
4.	Immediately seek funding to connect Nell's Trail to the Recreation Complex and Schools and to connect the ATV route from Canadian Tire to Earle's Pond.	11	Year 1 2023	\$200/m (including timber bridge)
5.	Engage the Special Events Committee and other service organizations to host fundraising events to cover the capital costs of lighting facilities at the Recreation Complex.	17	Year 1 2023	In-house

Summary of Final Recreation and Leisure Priorities		Recommendation No.	Priority	Estimated Costs (Order of Magnitude)
6.	<p>Retain an architect to assess the opportunity to create more program space, including a youth /senior’s space, and improved meeting space in the Sheila Nageira Seniors Centre.</p> <p>If it is not possible to provide a youth space in Carbonear, the Town should discuss a partnership opportunity with the Town of Harbour Grace Splash Centre and provide transportation to this facility.</p>	3	Year 1 2023	\$15,000 In-house plus transportation
7.	Designate at least one playground as accessible, have a redevelopment concept prepared by a landscape architect, and implement the plan as soon as possible.	9	Year 1-2 2023-2024	\$75,000 - 200,000
8.	Begin discussions with regional partners to establish willingness to participate in development of a regional aquatic facility and with funding agencies to confirm available funding.	6	Year 2 2024	In-house
9.	Engage a sports facility lighting specialists to provide an estimate to develop a phased lighting plan, including costs, for the entire Recreational Complex.	16	Year 2 2024	In-house
10.	Implement plans to develop the outdoor Farmer’s Market in the Downtown as per the <i>Carbonear Downtown Revitalization Design Concepts Final Report (2017)</i> . If the outdoor farmer’s market is successful, engage potential partners to explore the feasibility of developing an indoor farmer’s market.	7	Year 2 2024	In-house
11.	Prepare a feasibility study for a new multi-purpose community centre that confirms amenities to be included, operational costs and revenues, potential partnerships, and funding sources.	1	Year 2-3 2024-2025	\$70,000-\$100,000
12.	Conduct a full engineering and architectural assessment of Carbonear Pool, including structural, electrical, and mechanical components, to determine actual life expectancy and replacement costs.	4	Year 2-3 2024-2025	\$25,000-\$35,000

Summary of Final Recreation and Leisure Priorities	Recommendation No.	Priority	Estimated Costs (Order of Magnitude)
13. Once the assessment of Carbonear Pool is complete, evaluate the feasibility of building and operating a new pool as part of the multi-purpose community centre feasibility study. The feasibility study should compare the cost of retrofitting and rejuvenating the pool with the cost of building a new facility.	5	Year 2-3 2024-2025	Included in Recommendation #12 in this table.
14. Engage community partners to help with the cost of developing and operating an outdoor splash pad. Alternatively, the Town could include an indoor splash pad as part of the Multi-purpose Community Centre Feasibility Study.	13	Year 2-3 2024-2025	\$250,000 - \$500,000
15. Seek ACOA and Provincial funding to develop an Active Transportation System in Carbonear.	12	Year 3 2025	In-house
16. Expand the rectangular field at the Recreation Complex to meet football field athletic standard.	15	Year 3-4 2025-2026	\$50,000
17. Replace the surfaces of the outdoor rinks with multi-sport courts.	18	Year 3-4 2025-2026	\$75,000 - \$80,000 ea.
18. Develop a ten-year Parks Redevelopment Master Plan that includes redevelopment concepts for all parks and playgrounds, costs, and implementation schedule.	10	Year 3-4 2025-2026	\$40,000
19. Develop a new accessible washroom/ changeroom with sufficient storage for outside sports teams and if space allows, include a viewing area for the sports fields. Consider moving the new outside accessible washroom closer to the football field so that it better serves all users of the recreation complex.	14	Year 4 (depending on results of Carbonear Pool Assessment)	\$600,000-\$1M

Summary of Final Recreation and Leisure Priorities		Recommendation No.	Priority	Estimated Costs (Order of Magnitude)
20.	Work with the Harbour Authority and other partners to develop a marina with transient berths as recommended in the <i>Carbonear Downtown Revitalization Design Concepts (2017)</i> .	26	Year 5 2027	\$24,000 for concepts + \$1.6M development costs
21.	Continue with plans to upgrade all playground surfaces to CSA safety standards.	8	Ongoing	Pea gravel \$80-\$90/m2 Rubberized Surface \$320/m2
22.	Continue to improve Paddy's Garden in consultation with the user groups and work with the Special Events Committee to increase programming of the site.	19	Ongoing	TBD
23.	Hire a professional company to repair cracks or holes in the track surface.	20	Ongoing	\$ 550 US per 20 sq ft + \$2300/m2 for labour
24.	The Recreation Director should schedule periodic meetings with minor softball to ensure their needs are met.	21	Ongoing	In-house
25.	Immediately address safety issues at the Recreation Complex identified in the site assessment and inventory for this Study.	22	Ongoing	\$200,000 - \$300,000
26.	Continue to monitor daily parking lot use at the Recreation Complex and consider implementing a shuttle service if deemed necessary during events.	24	Ongoing	In-house + Transportation costs
27.	Continue to provide a variety of programs and further expand program offerings as identified in this Plan.	27	Ongoing	In-house

Summary of Final Recreation and Leisure Priorities Maintenance and Operations		Recommendation No.	Priority	Estimated Costs (Order of Magnitude)
1.	Hire one additional outside maintenance employee beginning in the 2023 summer season. Add another employee in 2024.	28	Year 1 + 2 2023-2024	\$50,000-\$60,000
2.	Immediately hire one full-time program staff.	29	Year 1 2023	\$50,000-\$60,000
3.	Develop a bi-annual electronic and printed Activity Guide and continue to provide updates of programs and events planned after publication on the Municipal website and social media channels.	30	Year 1 2023	In-house + printing costs
4.	Redesign Town website to be more user friendly.	31	Year 1 2023	\$20,000
5.	Initiate discussions with regional municipalities and local service districts to explore opportunities for a “shared-services approach” in existing and future recreation facilities and programs.	34	Year 1 2023	In-house
6.	Complete a multi-year accessibility plan that includes an accessibility audit of all facilities and a timeline to complete them.	36	Year 1 2023	In-house
7.	Develop and implement a volunteer recruitment strategy. Ask volunteer organizations to expand their role in recreation and leisure service delivery including assisting in the implementation of this Recreation Master Plan.	32	Year 2 2024	In-house
8.	Engage the private sector to increase sponsorships and community volunteers.	33	Ongoing	In-house
9.	Implement policies to support inclusion and affordable access for all residents. Continually evaluate and monitor the success of the programs.	35	Ongoing	In-house
10.	Engage mental health and youth partners to collaborate on the development of new programs and to ensure all programs offered are inclusive.	37	Ongoing	In-house
11.	Engage with diverse populations to develop multi-cultural events and programming.	38	Ongoing	In-house







11

# FUNDING STRATEGIES

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# 11. Funding Strategies

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Carbonear Recreation Department strives to provide its citizens with affordable programs and services. Like all recreation departments, it seeks to balance the provision of services with fiscal responsibility to its citizens.

In 2022 the annual budget for recreation was \$1,096,874. Assuming revenues of \$200,000 Carbonear generates roughly \$42.59 per capita in revenue. NRPA metrics illustrates that agencies serving jurisdictions of less than 20,000 people typically generate \$31.31 in per capita revenue per resident. Another way to look at revenue generation is to examine cost recovery as a percentage of operating expenditures: agencies serving less than 500 people per square mile have a median percentage cost recovery of 25 percent. Carbonear's cost recovery (2022) is 19%, implying that Carbonear should aim to increase revenues or lower operating expenses.

One potential action for lowering expenses is to have an efficiency audit of the swimming pool to see if improved energy efficiency is possible.

The Town could also strive to increase revenues, while meeting the needs of low-income families as outlined in this study. Options to increase revenues are:

- 1. Diversify and Expand Program Offerings:** Continue to introduce new and attractive programs and activities that cater to a wide range of interests and age groups. The Town should use the programs identified in Section 9. 10 as a guide but also continue to offer trending programs in the areas of recreation sports, fitness, workshops, outdoor adventures, special events, and cultural activities.
- 2. Program Cost:** The Town has offered programs sometimes at low or no cost. The town should consider instead offering programs at fair market price.
- 3. Facility Rentals:** Increase promotion of rental of facilities for private events, such as weddings (if appropriate space is developed), parties, or corporate functions. This can generate additional income from facility rentals during periods when they are not in use for programming.
- 4. Partnerships and Sponsorships:** Expand upon existing collaboration with local businesses or organizations for sponsorship opportunities. This can involve advertising, naming rights for facilities, specific amenities, or rooms, as well as co-hosting events. Partners can for instance offer "free-program nights (such as swimming, skating or another program). Provide advertising opportunities for sponsors on Town materials, such as the printed Activity Guide. This can provide an additional revenue stream while expanding businesses exposure to residents.



- 5. Corporate and Group Packages:** Develop customized packages for corporate team-building activities or group outings. This can include discounted rates for group bookings or tailored programs to meet the specific needs of organizations or community groups.
- 6. Grants and Funding:** Continue to seek grants and funding opportunities from government agencies, foundations, and philanthropic organizations that support recreation and community development initiatives. Many of these programs have been identified throughout this report. A few others are listed in the following section.
- 7. Marketing and Promotion:** Effective marketing and promotion will raise awareness about the department's offerings, as discussed and recommended identified in this Plan. Various channels of advertising should be used, such as social media, local newspapers, community bulletin boards, and partnerships with local businesses.
- 8. Donations and Fundraising:** Encourage donations and sponsorships from community members, businesses, and philanthropic individuals. As recommended in this Plan, partner with organizations to host fundraising events, hold crowdfunding campaign to support ongoing operations and future initiatives.





# 12 SOME POTENTIAL SOURCES OF FUNDING

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# 12. Some Potential Sources Of Funding

The table below lists potential sources of funding that the Municipality can access to assist with implementing recommendations proposed in the Recreation Master Plan.

Source	Contact	Available For	Amount	Link
<b>FCM – Green Municipal Fund</b> <i>(several different initiatives to apply for)</i>	info@fcm.ca	Sustainability Active Transit Restoring Land	Loan with up to 15% grant	<a href="https://fcm.ca/en/programs/green-municipal-fund">https://fcm.ca/en/programs/green-municipal-fund</a>
<b>Ontario Trillium Foundation</b>	otf@otf.ca	Recreation Community Meeting Areas Arts & Entertainment Children and Youth Development Economic Stability/Opportunity	\$5000 – 150 000	<a href="https://otf.ca/apply-grant/eligibility">https://otf.ca/apply-grant/eligibility</a>
<b>FCC AgriSpirit Fund</b>	AgriSpirit-AgriEsprit@fcc-fac.ca	Recreation Sustainability	\$5000 – 25000	<a href="https://www.fcc-fac.ca/en/community/giving-back/agrispirit-fund.html">https://www.fcc-fac.ca/en/community/giving-back/agrispirit-fund.html</a>

Source	Contact	Available For	Amount	Link
<b>Tree Canada - Community Tree Grants</b>	613-567-5545 Toll-Free: 1-877-666-1444	Tree/Landscaping projects	By Request	<a href="https://treecanada.ca/greening-communities/community-tree-grants/">https://treecanada.ca/greening-communities/community-tree-grants/</a>
<b>TD Friends of the Environment Foundation Grant</b>	tdfef@td.com	Community Gardens Tree/Landscaping projects Environmental Learning	\$2000-\$8000	<a href="https://www.td.com/ca/en/about-td/ready-commitment/funding/fef-grant/">https://www.td.com/ca/en/about-td/ready-commitment/funding/fef-grant/</a>
<b>Scotts Canada - Gro for Good Grants</b>	937-644-0011	Community Garden or Green space	6 x \$2500 grants	<a href="https://scottsmiraclegro.com/responsibility/scotts-canada/">https://scottsmiraclegro.com/responsibility/scotts-canada/</a>
<b>Canada Post Community Foundation</b>	1-866-607-6301	Children and Youth Development	\$0-\$5000 and opportunities for \$25000 plus 3 grants of \$50000	<a href="https://www.canadapost.ca/cpc/en/our-company/giving-back-to-our-communities/canada-post-community-foundation.page">https://www.canadapost.ca/cpc/en/our-company/giving-back-to-our-communities/canada-post-community-foundation.page</a>
<b>Richardson Foundation</b>	905-829-2942	Recreational Facilities	By Request	<a href="https://www.richardson.ca/our-community/richardson-foundation/">https://www.richardson.ca/our-community/richardson-foundation/</a>





# 13 APPENDICES

# Appendix 1

## SURVEY INPUT RE:ACCESSIBILITY

01 FEBRUARY 2023

### (WRITTEN SUBMISSION)

Recently, our Town embarked upon the challenge to develop a recreational ten-year plan for our town. That plan would encompass ALL recreational opportunities including walking trails, parks and playgrounds, swimming pool etc. My main interest to speaking is along the lines of addressing the long-standing issue of Accessibility as it pertains to the proposed ten year plan of action. Priority in accessibility considerations MUST find its way of being incorporated into our town's assets, including parks, trails, playgrounds, roads, sidewalks, public buildings and privately owned facilities such as restaurants. Our town needs to broaden its vision for accessibility beyond just mobility to accommodate a wider range of individual preferences and abilities including those with vision, hearing and cognitive impairment.

The recent survey, seeking the community minded in which to participate, will lend itself to support the planner, TRACTCONSULTING in the development of that proposed ten-year plan. The survey will give direction as to what activities and social opportunities seem the most important to community users and more importantly hopefully to confirm who the new proposed plan will serve or be of interest to in general.

Such direction will prioritize how and what design features the recreational and green spaces will have going forward. This proposed

new plan must consider how to build upon participation and encourage community members across diverse groups to take advantage of their local green spaces. Public schools and private education facilities .i.e. day care learning centres...alike view parks and **playgrounds as a necessary part of learning**. Educators know that kids need breaks from academics. They need to get outside and exercise.

Today's park and playground designers have the exciting challenge of making outdoor recreation both thrilling and interesting. Park planners know **kids must get outside** and balance their technology screen time. That's a tough job in today's digital world, which is why it's even more important to include multiple activities into trails, park and playground design by enlisting the support of these local public schools and education facilities. Case in point... our swimming pool sets adjacent to our community primary/high schools. From my observation and knowingness, there is no interaction between the pool and schools other than students coming to use the vending machines or washrooms during lunch period. Could not there be some utilization of the pool for recreational program injected into the curriculum?

““

**Educators know that kids need breaks from academics. They need to get outside and exercise.**

””

We have now a Federal Act ensuring a barrier free Canada. Emphasis is upon inclusion for all notwithstanding any form of disability in child, or adulthood.

A coordinated and strategic approach is required to address mobility and accessibility improvements in a timely and deliberate manner. Mobility and accessibility improvements fall into three categories.....  
 One ..improvements done as part of the towns infrastructure,  
 2..accessibility improvements that have been prioritized to meet

known need. And 3...unanticipated improvements....those identified from resident complaints.

With a cooperative spirit I challenged number 3 in pursuit of advocating on behalf of my disabled husband who for the past 24 years has lived life...not in a wheelchair but from a wheelchair. That advocacy took me to the airwaves of CBC radio whereby a cross country program called Tapestry aired my interview. I was advocating for inclusiveness in the change rooms at the Carbonear pool. A major undertaking to say the least from a monetary perspective. Time soon brought the reality that a new lift was needed in the pool. The arcade one present was not reliable. Again, I advocated and a new lift was installed. My advocacy continued with requests for much needed blue zones around our town which are notably visible.

My advocacy continued with requests for much needed blue zones around our town which are notably visible. My cooperative spirit, not an adversarial approach, eventually met with success on all fronts.

Our municipal, provincial and federal counterparts are to be commanded for their support. Constructing inclusive facilities that promote physical activity lends itself to supporting mental health and wellness in the young and the old alike. As the town challenges towards its new recreational plan, it is my hope that the physical environment will be designed for the inclusion off all.

With our best wishes for continued growth and development,

- *Gerald and Rose Andrews*

# Appendix 2

## BRIEF SUMMARY OF PUBLIC SURVEY RESULTS

### 1. Public Survey - Key Findings

- Respondents were asked questions regarding their opinions on and perceived need for additional and /or enhanced facilities and programs. Some questions were open-ended, meaning respondents did not select options from a list; rather they provided their own unprompted responses. The following is a summary of select survey results.
- A copy of the complete survey results was provided to the Town.

### PROFILE OF RESPONDENTS

- 90% of survey participants reside in Carbonear.
- 10% of respondents live outside the municipality.
- 39% of respondents were aged 30-49.
- 28% of respondents were aged 50-59.

- 18% were between the ages of 60-69.
- Note that no one between the ages of 5-17 years filled out the survey (0%).
- 39% of respondent households are comprised of two adults and children.
- 33% of respondent households are comprised of adults with no children.
- 5% were households with one parent and children.

### Most Popular Activity

- Walking is by far the most popular recreation activity in Carbonear. 92 % of respondents walk for recreation.
- Visiting parks is the second highest participated-in activity is visiting parks (56%). This is followed by hiking (54%), ATVing (49%), indoor swimming (46%) and visiting playgrounds (45%).

### Arts and Cultural Activities and Programs

- Arts and cultural activities are important to Carbonear residents, with 39% of respondents attending theatre, and 21% participating in arts and culture programs generally.

### What respondents really like about Recreation Facilities and Programs in Carbonear

- 245 respondents answered the open-ended question “What do you really like about recreational facilities and programs in the town of Carbonear?”. The response is summarized below.
- Respondents like many things about facilities and programs.
- The most common answers to this open-ended question were places to walk, the facilities, the swimming pool, trails, programs, accessibility, and variety.

### Most Popular Facilities in Carbonear

- The facilities most used by residents are Walking Trails (82%), with Neil’s Walking Trail (69%) and George Earle Promenade (64%) the most popular.
- This is followed by Carbonear Swimming Pool + Princess Sheila NaGeira Theatre (61%), Paddy’s Garden (57%) and multi-use trails (51%).



## Outdoor Recreation Facilities the Town should Prioritize for Funding over the Next 10 Years

- 84% of respondents think the top priority in outdoor facilities that the Town should provide funding for is **improved accessibility for persons with disabilities** (61% think it should be a high priority and 23% think it should be a medium priority).
- 83% of respondents think **improvements to playgrounds** should be a priority for funding (61% think it should be a high priority and 23% think it should be a medium priority).
- A splash pad is the third highest priority residents (79%) think the Town should provide funding for (62% think it should be a high priority and 17% think it should be a medium priority).
- 77% think **improvements to the Recreation Complex Grounds** should be a priority for funding (36% think it should be a high priority and 41% think it should be a medium priority).

## Indoor Recreation Facilities the Town should Prioritize for Funding over the Next 10 Years

- The number one indoor facility respondents (89%) think should be a *high* priority is a **Farmers Market** (61% think it should be a high priority and 28% think it should be a medium priority).
- 85% of respondents think the Town should prioritize funding for a **Youth centre or space** for youth/teens (53% think it should be a high priority and 32% think it should be a medium priority).
- 81% think the Town should prioritize a **New Community Centre** with fitness centre, gymnasium, and program rooms for funding over the next 10 years (53% think it should be a high priority and 28% think it should be a medium priority).
- 83% think **space for seniors' programs** should be a priority for funding (48% think it should be a high priority and 35% think it should be a medium priority).
- 80% of respondents think an **indoor fitness centre** should be a priority for funding (46% think it should be a high priority and 34% think it should be a medium priority).

## Improvements to Outdoor Facilities

172 respondents answered the open-ended question “What improvements to outdoor facilities do you think are needed?” There was much consistency in the responses. The following is a summary of issues identified:

- All facilities should be accessible for seniors and persons with disabilities,
- New accessible washroom and changeroom at Recreation Complex
- Better maintenance at outdoor facilities and trails – field surfaces, daily maintenance, regular repair of benches and equipment, turn off hockey rink lights when not in use; better winter upkeep and maintenance, consistent maintenance of trails; and playgrounds, including more frequent emptying of garbage bins; better maintenance of courts.
- Install lighting at sports fields and trails; including upper softball field, improve lighting at the walking track; better lighting throughout Town; add lighting at the dog park.
- Add more amenities such as garbage bins, drinking fountains, benches along trails and throughout Town, security cameras.

- Improve the softball fields: increase the size of the lower softball field to accommodate baseball and allow the use of regular versus wooden bats; add a new building with accessible washrooms and a rest/observation area for visiting teams, provide a batting cage; consistently maintain the softball fields, ensure seasonal start-up is on schedule rather than being behind; improve the drainage so water is redirected; replace the infield with better clay; align and set lights; add more bleachers and loud speaker; upper field needs lighting; install scoreboards; replace sod with proper turf; replace the bases; extend roofs of dug-outs to the fence.
- Playgrounds should be upgraded or improved: add Tot and preschool equipment for smaller children, be accessible and have accessible equipment, add rubberized surfaces; places for parents/caregivers to sit, sheltered areas at playgrounds, updated equipment at Crocker's Cove and open earlier in spring, bigger play equipment at Recreation Complex (conversely one respondent suggested it's the hardest playground to get to and should not be added to); provide different equipment/features at each playground so each is unique; upgrade the swings and add more; add more garbage bins; prioritize playgrounds in lesser income and in areas with lots of children; add picnic tables; and bathrooms; consider an indoor playground.
- Improve the rectangular (football) field.
- Basketball courts need to be upgraded.
- Tennis / pickleball courts need to be upgraded and better maintained (install nets in a timely manner); paint lines on pickleball courts; install windbreak fences.
- Need a Splash Pad.
- Need a Volleyball Court.
- Improve and maintain outdoor rinks; reduce number of outdoor rinks at the Recreation Complex to one; turn off lights when not in use.
- Improved trail connectivity, including connecting Davis Earle to Nells' Trail; add more sidewalks for walkers; keep one or two trails cleared in winter; grade walking trails (fix potholes); add interpretation of flora and fauna; add bathroom facilities; more enforcement and signage or doggie poop bags along boardwalk for people who don't pick up after dogs.
- More opportunity for recreational boating; increase places to moor - possibly add floating docks.
- Better utilization of existing facilities for programs including Paddy's Garden (more concerts, youth camps);
- Upgrade Paddy's Garden with a new stage and much better washrooms.
- Trails and facilities should be monitored (i.e., security) to ensure user safety.
- Fix the surface of the athletic track and maintain it in winter.
- Improve dog parks: relocate two fire hydrants as dogs run into it.
- Parking at the Recreation Complex is an issue; ticketing visitors to events is an issue.
- Create camping opportunities.

## Improvements to Indoor Facilities

133 respondents answered the question “What improvements to indoor facilities do you think are needed?” Many issues were put forth. The following is a summary of additional issues identified.

- The Princess Sheila NaGeira Centre should be renovated to enhance its appeal as a program space.
- More spaces generally, including a multi-purpose venue, a place to host events, indoor places for children to play; a space for youth sport teams in the winter; multi-court space for basketball, volleyball; a walking track; squash courts, spaces to accommodate modern technology.
- Need accessible indoor spaces.
- Gymnasium access or new gymnasium is needed.
- New indoor playground, or splash pad and squash courts and programs for 50+, seniors’ gym and classes
- Space for pre-teen and teen programs.
- Facilities and Programs need to be inclusive for families including lower income families. The cost of a swim pass is too high for low-income families.
- Improvements to the swimming pool: upgrade the pool; add gradual entry point; inclined entrance; wading pool for tots; more fun features such as new pool slide or reinstate the blue slide; add inflatables, lazy river; upgrade the front change room; add baby changing stations with secure seating ; larger private changerooms, expanded pool schedule with longer lesson times and more lane swimming; improved hours of availability; build a new pool, .
- Update Recreation Complex building and air quality – reception area facelift and seating, program room, observation room (upstairs), baby changing stations, upstairs in not accessible,
- Need a separate clubhouse (with washrooms and changerooms) for sports teams using Recreation Complex.
- Need an indoor fitness facility, including for youth athletes.
- Need better indoor lockers for outdoor sports.
- Indoor walking track.
- Better utilization of theatre (movies, more shows for youth).
- Better utilization of all facilities where possible; continue to use schools for indoor recreation.
- Maintain what we have and keep it up to date.
- Need a new community center to serve all ages that is centrally located.
- Provide transportation.

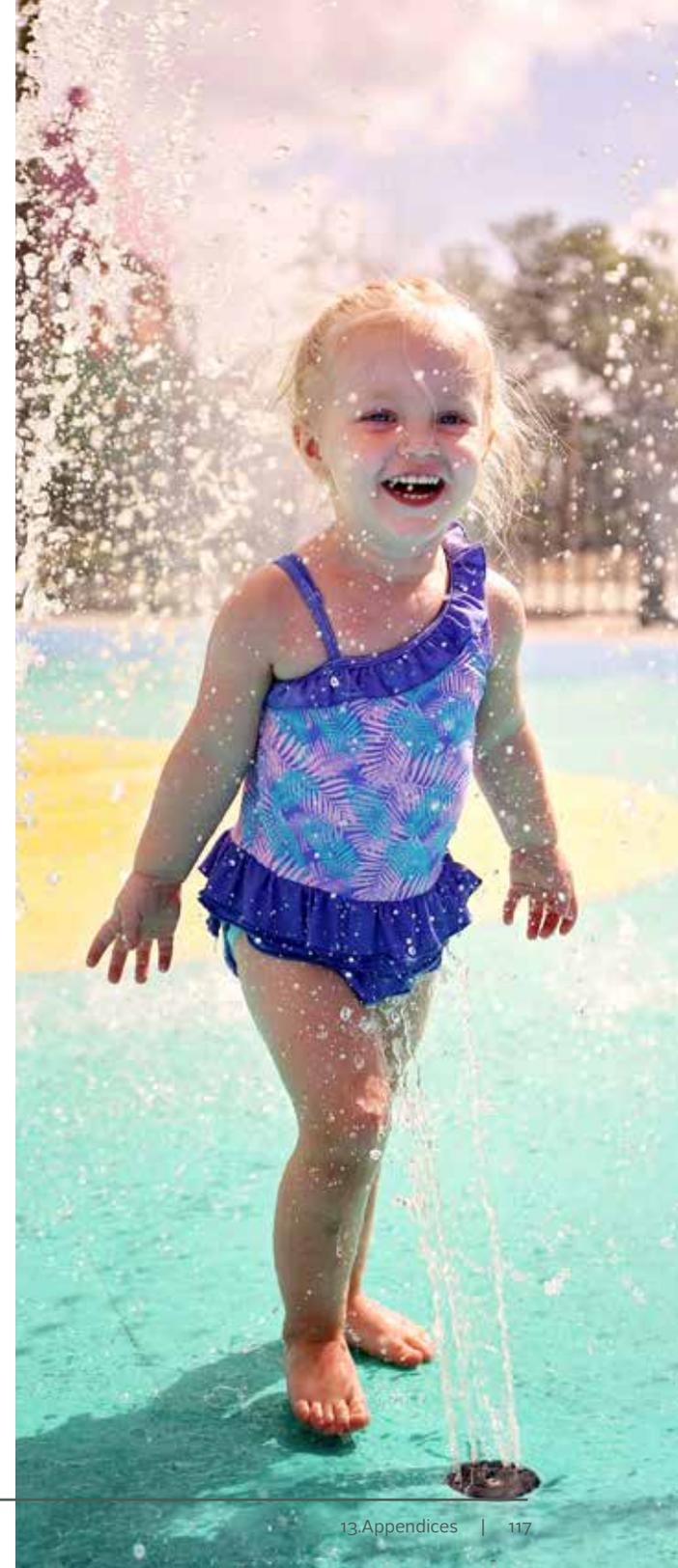
## Willingness to Pay

- 31% of respondents are not willing to pay an increase in property tax, rent or user fees to help build or operate new facilities and programs.
- 41% of respondents would be willing to pay an increase in property tax, rent or user fees to help build or operate new facilities and programs.
- Most of the (41%) respondents would be willing to pay an amount between \$25 - \$100 with the majority (31%) willing to pay \$76-\$ 100 per year, followed by 21% who would be willing to pay \$26-\$50.

## Additional Comments

97 people provided additional comments regarding Recreation and Cultural services in the Town of Carbonear. Many of the responses repeated issues already raised. A summary of issues raised is as follows:

- Residents need to feel more welcome at facilities and programs.
- Town should offer equipment loan program.
- More accessible and affordable teen, adult, and family programs.
- Prioritize multi-use trail system.
- Maximize use of facilities including Sheila NaGeira Community Centre.
- Do not raise taxes.
- Farmers Market is very much needed.
- Ask for volunteers to help.
- Fundraise for facilities versus raising taxes (for splash pad, etc.).
- Conflicts with ATV users on trails exist.
- Bring back multi-day Folk Festival.
- More promotion besides Facebook.
- Lighting of parking area at Rec Plex.
- More waterfront access for paddle sports and recreational boating.
- Include families of low income.
- Improve payment methods at pools.
- Improvement of communication from staff- should be consistent.
- Do not duplicate facilities existing in the region.
- Towns need to work together on recreation for a long-term plan.
- Better registration system including priority for taxpayers.
- Focus on gardening, growing and beautification.
- Need more program staff.
- Connect Trail System.
- New crosswalk signal (motion stop lights or push button at Powell Drive / Highland north area to improve connectivity and safety .



# Appendix 3

## INVENTORY & ASSESSMENT

The following is a summary of initial observations / recommendations resulting from the assessment carried out for this Plan by Tract’s Landscape Architect. Improvements suggested should be incorporated into revitalization concept plans for Carbonear’s park system.

Facility	Location	Observations
1. Carbonear War Memorial	Water Street	<ul style="list-style-type: none"><li>Redesign of plaza is recommended to enhance participant visibility of Remembrance Day Celebrations, replace chain link fence, and fix heaving garden wall.</li></ul>
2. Carbonear Recreation Complex	Valley Road	<ul style="list-style-type: none"><li>Parking Improvements: If future demand changes, consider slating areas within the site for parking use, and rearranging existing parking layouts where possible. Consider another dedicated pedestrian path along the fenced area between the tot lot and skatepark entrance to prevent cars from parking right up against the fences and create a safer pedestrian realm for users.</li><li>Generally, navigation from parking lots to the site could be improved with the addition of information signs near parking areas that have maps on them naming park facilities. Entrances through chain link could be better marked, as it is somewhat difficult to see from a pedestrian standpoint.</li><li>Improve the parking area between Track and Valley Road with new landscaping and tree planting to better define the areas for parking and an area for pedestrians. Link to sidewalk.</li><li>Relocate Tot Lot away from maintenance shed and its vehicular activity.</li><li>Upgrade playground surface to CSA standards, either with pea gravel or another standard material and increase grade of surface at slide opening.</li><li>Add places for parents / caregivers to sit. At the current location, this will be a challenge as space is limited.</li><li>The location of concession window may contribute to line-ups extending into Tot lot during busy times.</li></ul>

Facility	Location	Observations
2. Carbonear Recreation Complex	Valley Road	<ul style="list-style-type: none"> <li>• Concession Area: Repair of concrete pad surface.</li> <li>• The fence north of the basketball court ideally would be higher to prevent balls from entering parking lot.</li> <li>• Softball bleachers should have fall protection.</li> <li>• Extend path all the way up to bleacher area to create accessibility to farthest ball field.</li> <li>• Lighting around the track could be improved especially if future nighttime tournament use anticipated.</li> </ul>
3. Crocker Cove Playground	Bounded by Burnt Head Road and Water Street, east of Downtown	<ul style="list-style-type: none"> <li>• Add seating for parents/caregivers.</li> <li>• Upgrade surfacing to CSA standards.</li> <li>• Repair basketball court surface.</li> <li>• Add a fence around either end tall enough to stop errant balls from going towards the play area and/or Burnt Cove Road.</li> <li>• Remove or relocate rocking/spring equipment to ensure a safe fall zone.</li> <li>• Parking lot surface could be better articulated to avoid turning to mud</li> </ul>
4. Claude Garland Memorial Dog park and playground	O'Driscoll Place	<ul style="list-style-type: none"> <li>• Consider paving the road in future as gravel road surface is quite rutted and full of depressions at parking area.</li> <li>• Consider providing access at bottom of site to Trailway.</li> <li>• Add seating for parents/ caregivers.</li> <li>• Resurface with pea gravel or another CSA standard material.</li> <li>• Check slide exit heights against standards, one appears to be too high (over 380 mm).</li> <li>• Ideally the dog park would have more than one entrance, one for small and one for large dogs.</li> <li>• Replace damaged Basketball nets.</li> </ul>
5. George Earle Promenade and Boardwalk Park	Beach Road at the Head of Carbonear Bay	<ul style="list-style-type: none"> <li>• An attractive boardwalk. Possible disadvantages: During times of heavy use, relatively narrow width (6') and steep elevation drop offs at points could pose hazards. This is especially true during times of inclement, icy weather as boardwalks are generally more slippery in those conditions than gravel. Consider additional railings in places, and or planting to sharply define the edges of the boardwalk.</li> </ul>

Facility	Location	Observations
5. George Earle Promenade and Boardwalk Park	Beach Road at the Head of Carbonear Bay	<ul style="list-style-type: none"> <li>• In places, the raised profile of a boardwalk may constrain walkers from accessing spaces adjacent. This is especially true on the northern loop, on west side adjacent CNA. Attractive green spaces may be used for rest areas. Converting this leg of the trail to an at-grade profile should be considered in future.</li> <li>• Review foundation details of the southernmost bump-out. Appears to be on concrete post saddles that are sitting on gabions. Settlement could occur.</li> <li>• Water observed to be damming against timber along portions of southern loop near Pike Lane. Review drainage details.</li> <li>• Park ID signage should be more comprehensive, possibly with a map that indicates the town-wide route of Trailway along coast, Main Street, and Nell's Trail and Earle Davis Trail.</li> <li>• In general, thought should be given to connections to Beach area.</li> <li>• Consideration might be given to planting the gravel shoulder between Beach Drive and the boardwalk, or even widening the boardwalk to the shoulder at this location – the shoulder is quite wide. Similarly open gravel banks along the loop may be considered for future planting.</li> <li>• In general, the relationship between beach area and seawall should be considered. People still walk along the Seawall trying to get a view of the ocean. May be possible to modify seawall to allow access onto beach.</li> </ul>
6. Harbour Rock Hill Park	Water Street (Included in Water Street Redevelopment)	<ul style="list-style-type: none"> <li>• Clean paver walkways joints of plant overgrowth and repointed and raise those that are sinking at interface with boardwalk.</li> <li>• Consider replacing the unattractive chain link fence with decorative rail.</li> <li>• Consider Wayfinding signage to Crocker's Cove/ Downtown.</li> </ul>
7. Nell's Walking Trail	Beach Road at the Head of Carbonear Bay	<ul style="list-style-type: none"> <li>• Consider bringing up the grade, adding culverts, and potentially one footbridge in places prone to flooding.</li> <li>• Consider upgrading Davis Earle trail to the same standard as Nell's Trail.</li> <li>• Establish a link across the river to Rec Complex. Ultimately link between Rec Center and other parts of town could be made.</li> </ul>

Facility	Location	Observations
8. Post Office Plaza	Water Street Included in Water Street Redevelopment	<ul style="list-style-type: none"> <li>• Consider reactivating the fountain.</li> <li>• Consider adding a more solid capstone than cement on walls as cement is cracking in places.</li> <li>• Consider adding better seating options as existing benches are mostly decorative.</li> </ul>
9. Quinn Place Playground	Remembrance Drive	<ul style="list-style-type: none"> <li>• Upgrade surfacing with CSA standards materials.</li> <li>• Existing trail link connecting to wider neighbourhood. should extend east towards Route 70 via sidewalk or more trail as community builds out.</li> </ul>
10. Southside Rail bed Trail	South side of town from boundary to Boardwalk Park	<ul style="list-style-type: none"> <li>• A link should be made between Claude Garland Park and Trail.</li> <li>• Explore feasibility of a trail link from the Trail up the brook through to Willoughby Dr. Park.</li> <li>• Improve wayfinding through residential zones. May require some ID and pedestrian traffic signage throughout. Currently it is marked as an ATV route.</li> <li>• In general, implementation of a comprehensive trail development and trail signage strategies should be considered that applies to both the Trail and the pedestrian realm generally, including other Town trails.</li> </ul>
11. Soper Avenue Playground	Soper Avenue	<ul style="list-style-type: none"> <li>• Add seating for parents/ caregivers.</li> <li>• Check drop heights from bottom of slide and adjust grades as needed. Should not be more than 380 from higher platform according to standards.</li> <li>• Add surfacing that meets CSA standards.</li> </ul>
12. Willoughby Street Playground	Willoughby Drive	<ul style="list-style-type: none"> <li>• If subdivision goes ahead on The Gap Road, lots should avoid clearing too much of this scrubland.</li> <li>• Better define Willoughby Drive access as it is obscured and link it to Willoughby Drive more effectively.</li> <li>• Better define pedestrian route through the park so that it is more defined, and pedestrians can avoid crossing the Multicourt.</li> <li>• Add wayfinding signage at the Gap Road and Newfoundland Drive accesses.</li> <li>• Add surfacing that meets CSA standards.</li> <li>• Connect asphalt trail into larger system and investigate possibility of developing trail further downstream corridor.</li> <li>• Add benches and picnic tables.</li> </ul>



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