DRAFT

Municipality of Clarington

Parks, Recreation and Culture Master Plan

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Land Acknowledgment Statement

The Municipality of Clarington is situated within the traditional and treaty territory of the Mississaugas and Chippewas of the Anishinabeg, known today as the Williams Treaties First Nations. Our work on these lands acknowledges their resilience and their longstanding contributions to the area now known as the Municipality of Clarington.

Pearce Farm Park

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1. Introduction

1.1 Master Planning for Parks, Recreation and Culture

The Municipality of Clarington is located in Durham Region and offers a blended urban and rural lifestyle that includes four settlement areas – Bowmanville, Courtice, Newcastle and Orono – and 13 hamlets. Clarington is recognized for its abundance of natural features, including picturesque views of the Oak Ridges Moraine and Lake Ontario. These are complemented by a diverse and connected parks system as well as, recreation and cultural facilities, programs, and services provided by the Municipality and various organizations.

Bond Head Parkette

Public parks, recreation, and culture services are an important part of community success and wellbeing. They contribute to community building, sense of place, and quality of life through significant social, economic, and environmental benefits by providing spaces for services and programs for residents and visitors to gather and participate in meaningful activities. Universal access to parks, recreation, and culture opportunities that address diverse needs and offer affordable, high-quality opportunities is vital to individual and community health and prosperity. The Municipality recognizes the importance of these benefits and is taking a proactive approach through this Parks, Recreation and Culture Master Plan that considers past studies *and* achievements, and charts a course forward to guide priorities and future investment towards 2036 for:

- Indoor recreation facilities such as arenas, pools and gymnasiums;
- Outdoor recreation facilities such as sports fields, playgrounds and splash pads;
- Parks and open spaces;
- Cultural facilities and libraries; and
- Programs and service delivery.

Bowmanville Library

Diane Hamre Recreation Complex

1.2 Achievements and Ongoing Initiatives

Clarington takes pride in its parks, recreation, and culture system. In recent years, the Municipality has made significant strides in strengthening its parks, recreation, and culture opportunities, through the work of staff across key departments, including Planning and Infrastructure and Public Services, as well as the Clarington Library, Museums and Archives (CLMA). Recent accomplishments and ongoing initiatives include (not a complete list):

Recreation

- Clarington's first cricket pitch was opened at Courtice Memorial Park.
- Outdoor refrigerated skating rinks are currently being designed in Bowmanville and Newcastle, and the location in Courtice is currently under construction.
- Moving forward with the planning and design of Phase 1 to the South Bowmanville Recreation Centre.
- Installed environmentally friendly solar lighting at the Courtice off-leash dog park.
- Steady increase in community services and programs following Public Health and Provincial restrictions related to the COVID-19 pandemic.

Parks

- Implemented a new Parkland Dedication By-law.
- Completed construction of the Toyota Trail in Bowmanville and the Lion's Trail in Newcastle.
- Commenced planning of Bowmanville Community Park (formerly known as the Bowmanville Zoo) in partnership with Valleys 2000 for the redevelopment of the property.
- Working with the Jury Lands Foundation on the future of the Camp 30 Cafeteria Building.
- Completed construction of several new parks such as Douglas Kemp Parkette, Bruce Cameron Park, Northglen Park, and Newcastle Community Park.
- Completed conversion of the tennis courts at Stuart Park to four pickleball courts, one of which is an accessible court.

Culture and Library

- Introduced an accessible reading collection, including decodable books for readers with dyslexia and readers in the early stages of literacy.
- Launched Clarington's first multilingual collection.
- Improved convenience of accessing literacy materials by removing fines for overdue materials and offering automatic renewals.
- Expanded the Library of Things to include sports equipment, light therapy lamps, and home theatre equipment.
- Undertook accessibility retrofits at the Bowmanville and Orono Library Branch.
- Opened Clarington's first makerspace at the Courtice Library Branch.

1.3 Planning Process

Guided by a Terms of Reference prepared by the Municipality, development of the Master Plan was divided into five phases. Phase 1 consisted of background review, data collection, and preliminary analysis, as well as an inventory of facilities, programs, and services. Phase 2 focused on community engagement with residents, stakeholders, staff, and Council through a variety of engagement tactics. A draft master plan was developed in Phase 3 to recommendations for parks, recreation, and culture facilities, and delivering services, and recommendations, which will be tested with the public in Phase 4. The final Master Plan will be delivered for Council's approval in Phase 5.

1.4 Benefits of Parks, Recreation, and Culture

The strength of parks, recreation, and cultural services is crucial to the community's success and wellbeing. They contribute in a significant way to Clarington's social, economic, and environmental priorities by providing spaces for services and programs that benefit residents and support community building. Universal access to parks, recreation, and culture opportunities that address diverse needs and offer affordable, high-quality opportunities is vital to individual and community health and prosperity. Clarington recognizes these benefits and advances them through this Master Plan and its implementation. In short, parks, recreation, and cultural opportunities can:

- Enhance mental and physical wellbeing;
- Enhance social wellbeing and promote engagement and inclusion;
- Help build strong families and communities;
- Help people connect with nature;
- Help people develop critical and creative thinking skills; and
- Provide wide-ranging economic benefits such as tourism.

1.5 Clarington is Evolving

Understanding who lives in Clarington now and who may be living here towards 2036 is important to ensure that the Municipality's parks, recreation, and cultural opportunities respond to the evolving community profile. Based on a review of key demographic documents and existing studies, including the Statistics Canada Census, Region of Durham Official Plan (adopted by the Region but awaiting approval from the Province of Ontario), and other resources such as Let's PLAN Clarington and Clarington Growth Forecasts, notable demographic findings and assumptions are highlighted below.

- Clarington's **current 2024 population is 108,757 residents** and it is anticipated to reach **162,640 residents by 2036**, representing a growth of 50%.[1,2] Recognizing that the current population is an estimate of the Municipality, the 2026 Census population will provide Clarington with a renewed opportunity to confirm population growth alignment with projections or if adjustments are needed, which should be undertaken through a recommended five-year Master Plan update.

- Bowmanville is expected to accommodate a large portion of population growth during the planning period, followed by Courtice and Newcastle, particularly through **intensification** of designated Urban Centres and Major Transit Station Areas (MTSAs) such as Bowmanville GO and Courtice GO MTSAs (Table 1). Population growth is also expected through **secondary plan areas** in greenfield areas. Key areas of future population growth are illustrated in Figure 1.

Table 1: Municipality of Clarington Projected Population, 2021 to 2036

	2021	2026	2031	2036
Bowmanville	47,777	58,327	69,456	79,972
Courtice	27,924	31,984	36,421	40,286
Newcastle	10,360	13,074	16,813	20,417
Orono	2,105	2,235	2,416	2,556
Rural	17,104	18,109	18,873	19,399
Total	**105,270**	**123,730**	**143,970**	**162,640**

Source: Hemson Consulting, 2021. Growth forecasts modified by Municipality of Clarington to align with the Region of Durham Envision Durham Adopted Official Plan. Population figures include undercount and may not add precisely due to rounding.

[1] Municipality of Clarington mid-2024 population.
[2] Durham Region. 2023. Envision Durham Adopted Official Plan, As Amended.

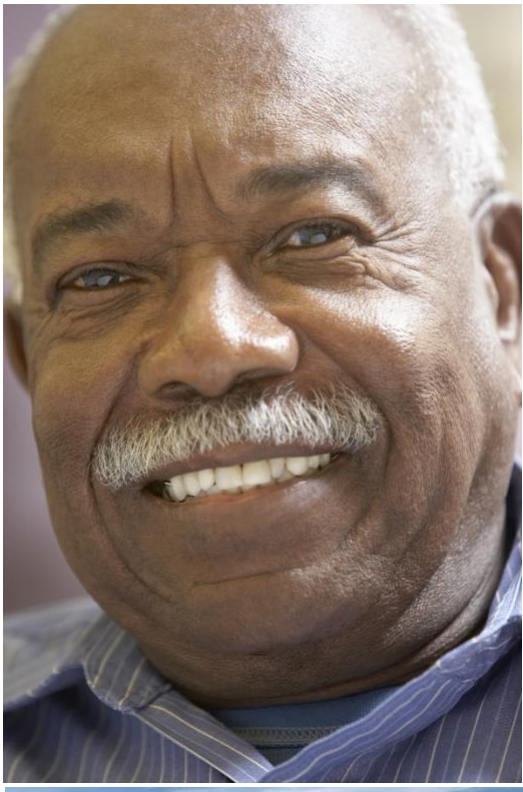
- The Municipality has signed a **Housing Pledge** to demonstrate its commitment to increasing the housing supply in Clarington, with 23,067 residential units planned to be constructed by 2031,[3] which far exceeds the 13,000 residential units allocated to the Municipality as part of the Province's goal of building 1.5 million homes.

- The Municipality's **median age** in 2021 was 39.2 years, which was marginally lower compared to Durham Region (40.0 years) and Ontario (41.6 years). Between 2016 and 2021, the population of seniors (ages 70+) and older adults (ages 55 to 69) increased by 30% and 18%, respectively, while the population of children (ages 0 to 9) grew by 14%. All other age groups increased between 3% and 6%. Aging of the population is expected to continue during the planning period.

- The 2021 Census reported that the median **income** of Clarington households in 2020 was $112,000, which was higher than both Durham Region ($107,000) and Ontario ($91,000). Clarington also has a slightly lower proportion of the population that are living below the low-income measure, after-tax (LIM-AT) at 5% compared to 7% in Durham Region and 10% in Ontario.

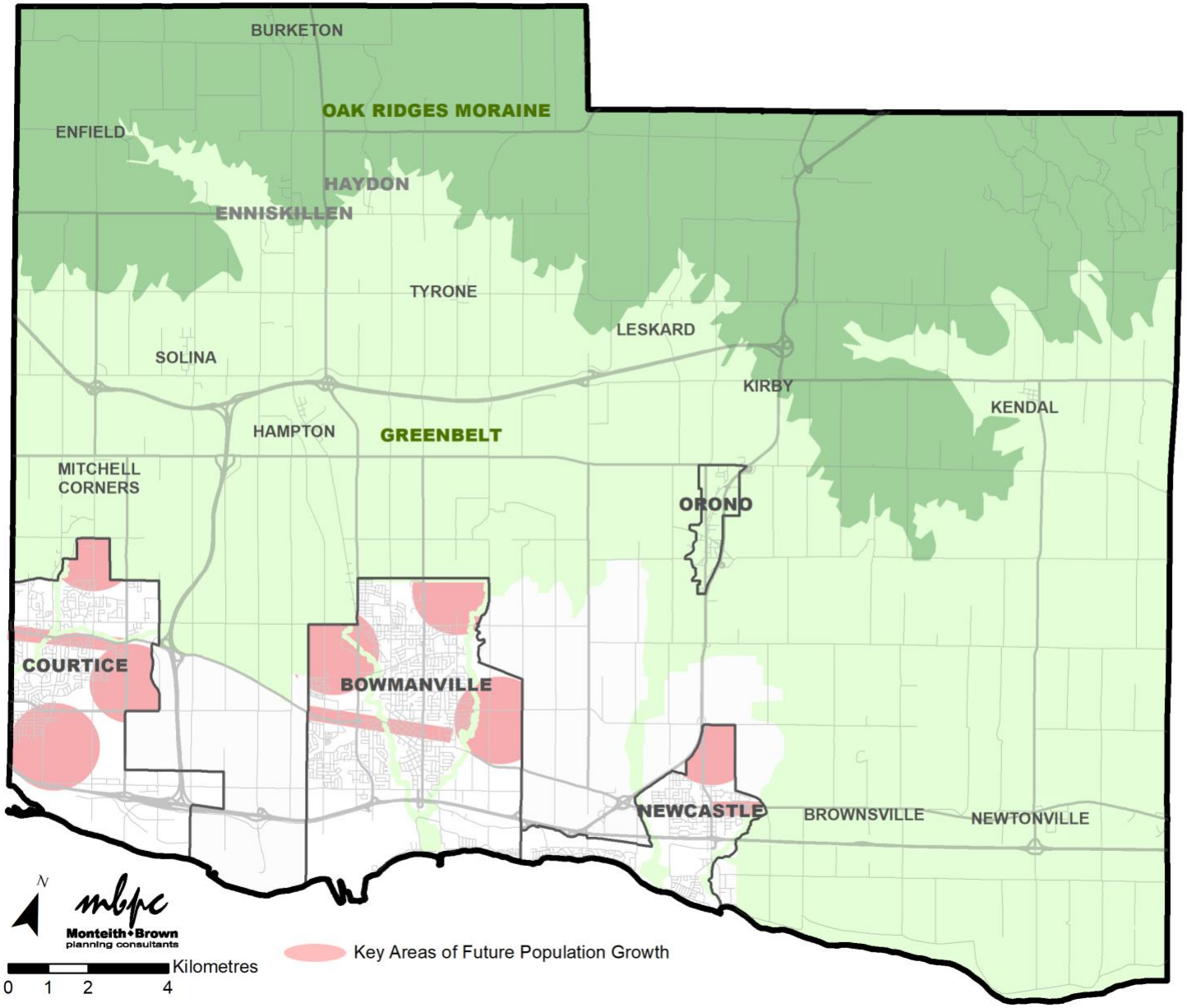
- Clarington is becoming more **culturally diverse**. The 2021 Census reported that 15% of residents were immigrants, which was an increase from 12% in the 2016 Census. Major countries of origin include Europe, Asia, and the Americas. Continued cultural diversification during the planning period is expected.

- Based on the Provincial rate, it is estimated that one-quarter of Clarington's residents (approximately 29,000 residents) are living with a **disability**, which is anticipated to increase as the population ages.



[3] Staff Report PDS-009-23

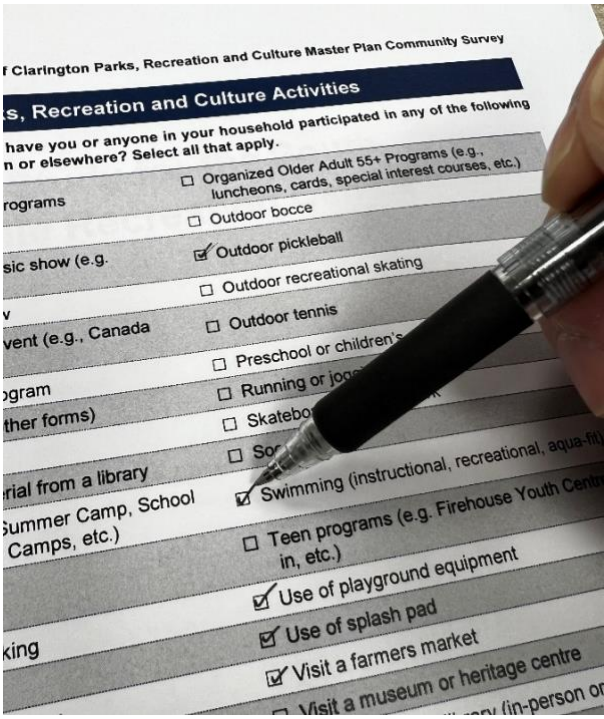
Figure 1: Key Areas of Future Population Growth



2. Community Engagement

2.1 Community Engagement Strategy

A Community Engagement Strategy was created to guide consultation activities to collect input from residents, stakeholders, Municipal and CLMA staff, Council, and other representatives. This section provides highlights from the engagement tactics that were undertaken to collect input. Details can be found in the Community Engagement Summary Report.



A project webpage was created on Clarington Connected and the Master Plan was promoted through a Council Briefing Note, radio interviews and commercials (including Spotify advertisements), media press release, posters and pop-up banners, bookmark handouts, calendar event listings, digital signage promotion, print advertisements, including in the Clarington Connected newsletter that was mailed to all residents in the Municipality, word of mouth, a robust social media campaign, and more.

The following consultation activities were held. Additional public consultation will be held once the draft Master Plan is available for public review and feedback.

- Public Open Houses (4 in-person and 1 online, with approximately 200 direct engagements with individuals)
- Community Survey (3,203 survey submissions)
- Stakeholder Focus Groups (10 sessions, 31 groups)
- Advisory Committee and Board Meetings (6 advisory committees and 2 boards)
- Staff Workshops (2 workshops, 55 staff)
- Council Interviews (Mayor and 6 Councillors)
- Written Submissions (6 received as of February 2024)

2.2 What We Heard

This section highlights common themes that were heard through the consultation activities. Figure 2 summarizes the level of public support from the community survey for additional public spending on developing new or enhancing new parks, recreation, and culture facilities; this information was taken into consideration with other factors to consider future needs.

- Clarington's parks, recreation, and culture system is viewed as a **strength of the community** that attracts new residents, visitors, and economic development to the Municipality and it should continue to be a high priority.

- Access to parks and open spaces is important and there are opportunities to **strengthen trail connections with nature** through the development of the Bowmanville Zoo. Connecting the Municipality's parks and trails system, including to the rural area, valleylands, and the waterfront, was expressed, including creating a looped trail around Bowmanville, known as the "**circle of green**" was expressed.

- The Municipality's **waterfront is highly valued** by the community and there is potential for enhancement to encourage greater use such as passive recreation opportunities, including trails and outdoor spaces for special events, performing arts, and more.

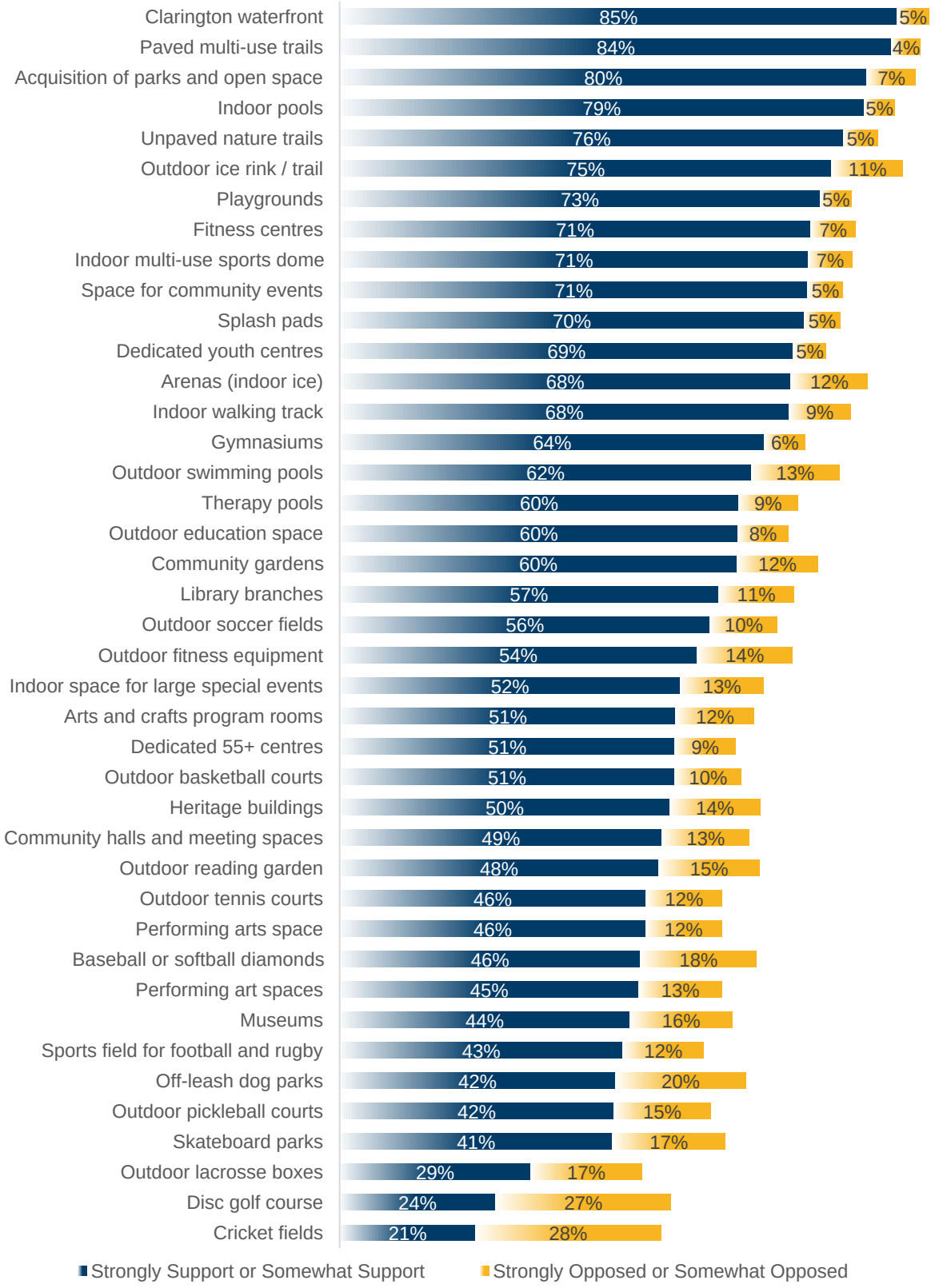
- Emphasis should be placed on **maximizing the use of existing parks, recreation, and cultural facilities**, which may require consideration for park or facility renewal or enhancement.

- As population growth occurs, there is a need to ensure that Clarington's parks, recreation, and culture system expands to **respond to community needs and public expectations**. This will also result in staffing and financial needs, as well as municipal support for community organizations, service providers, and community facility operators to ensure they are successful such as direct funding, pursuit of grants, volunteerism, promotion, awareness, and more.

- The community is proud of **CLMA's services and resources** such as the food pantry, borrowing library, and social services. There is support for updating the Bowmanville branch to better respond to trends such as the demand for study rooms and makerspaces. Library services to serve the rural area of the Municipality were also suggested. Consideration for incorporating library spaces as part of multi-use community centres was suggested, such as what is currently offered at the Courtice Community Complex. Enhanced library services in the rural area were suggested, including establishing a bookmobile.

- There is a desire for the Municipality to **offer more popular recreation activities at convenient times** that work for families to ensure that everyone has an opportunity to participate in registered programs.
- There is a strong **desire for casual, unstructured activities** for residents of all ages.
- Requests were made for **more facilities** including, but not limited to, indoor pools, ice pads, indoor artificial turf fields, pickleball courts, cricket pitches, gymnasiums, youth drop-in space in the rural area, off-leash dog parks, squash courts, outdoor fitness equipment, program and sensory rooms, indoor walking tracks, performing arts space, and more.
- Parks, recreation, and culture facilities, programs, and services should be **accessible to persons with disabilities and inclusive of all residents**, regardless of age, ability, income, background, and orientation.
- Clarington's **natural heritage spaces and local history** is an important part of the Municipality's identity, and their protection and preservation need to be considered. Promoting their enjoyment is encouraged, although it should be done in a manner that minimizes negative impacts on the environment.

Figure 2: Support for Additional Public Investment in Parks, Recreation and Culture Facilities (n= 2,482 to 2,515)



3. Parks Plan

This section provides the Municipality with direction on planning, acquiring, developing, and designing parks, as well as guidance on enhancing Clarington's recreational trail system based on available park data, existing approaches and best practices in other municipalities, provincial legislation, and other key inputs. This section satisfies the Municipality's requirement for a Parks Plan under Section 42 of the Planning Act that examines the need for parks (it is noted that school boards were engaged as part of this Master Plan process).

3.1 Defining Parks

Parks refers to municipal lands that are suitable for the development or installation of built recreational amenities (such as sports fields, playgrounds, courts, etc.) and may be used for both organized and unorganized activities.

The Municipality's parks are complemented by **open greenspaces and natural areas**, as well as non-municipally owned lands, including conservation areas and the waterfront. Open greenspaces and natural areas refer to sites with no to low development potential and are primarily designated for purposes such as provincially significant wetlands, environmentally significant and sensitive natural areas, watercourses, floodplains, etc. Due to the lack of development potential of these lands, they are generally used for low-intensity recreation activities only. While open greenspaces and natural areas are not a direct focus of the Master Plan, their important contributions to complementing the parks system are recognized.

3.2 Park Hierarchy

A park hierarchy is used to guide the development of park types by defining the size, form, function, and or level of amenity found within them. The hierarchy system allows the public to understand what a park might include and can position parks to be compatible with neighbouring land uses. Clarington's park hierarchy is established in the Municipality's Official Plan, which classifies parks into six categories – Municipal Wide Parks, Community Parks, Neighbourhood Parks, Parkettes, Public Squares, and Hamlet Parks.

A review of existing park descriptions revealed that there are opportunities for adjustments to reflect what currently exists in Clarington's parks system, respond to planning legislation, and reflect best practices in park design and the public's desire for enhanced amenities and features. Recommended park sizes are based on the types of outdoor active recreation facilities that are permitted in each classification; not all outdoor active recreation facilities are expected to be accommodated at each individual park.

The **adjusted park hierarchy** recommended through this Master Plan includes five park types, including Municipal Wide Parks, Community Parks, Neighbourhood Parks, Parkettes, and Urban Parks and Squares (Table 2). The recommended park hierarchy should be considered by staff as part of the Official Plan Review process; further refinements by the Municipality may be necessary, particularly to reflect any new planning legislation that may be forthcoming that may impact park provision. The Municipality should review and reclassify its parks supply to align with the recommended hierarchy.

Table 2: Recommended Park Hierarchy

Park Type
Municipal Wide Parks are designed to serve the entire Municipality. They are focal points of Clarington that offer flexible space and programming for large-scale gatherings, special events, and to accommodate facilities for the Municipality, including major sports parks or complexes with multiple lit sports fields. Municipal Wide Parks should primarily include outdoor active recreation uses as well as other features such as trail linkages. The size and shape of Municipal Wide Parks will depend on the attributes of the property and the specific program for the park.
Community Parks are designed to serve community and recreational needs of several neighborhoods at a smaller scale compared to Municipal Wide Parks. Community Parks should primarily include outdoor active recreation uses as well as other features such as trail linkages. Community Parks shall have a minimum size of five hectares to accommodate the outdoor recreation facilities that are typically expected within these types of parks.
Neighbourhood Parks are designed to serve the local neighbourhood of surrounding residents. Neighbourhood Parks may include a limited range of outdoor recreation facilities and passive open space for casual use, including an unlit sports field, as well as trail linkages. Neighbourhood Parks shall have a minimum size of 2.5 hectares to accommodate the outdoor recreation facilities that are typically expected within these types of parks to a maximum of five hectares.
Parkettes are intended to augment the recreation, leisure and amenity needs of a neighbourhood but will not contain sports fields. They shall be between 0.5 and 0.8 hectares in size. They are required whenever the Municipality deems it necessary to augment, provide a good distribution of parks, or adjust the park requirements of any neighbourhood.
Urban Parks and Squares are intended to enhance the public realm by providing defined spaces for social interaction and are generally incorporated within **Priority Intensification Areas**. They shall be a minimum of 0.4 hectare in size and can be used for small-scale outdoor activities/games, along with cultural events, public art, and farmers' markets. They shall be highly visible from the dominant street frontage and shall be designed to support activity year-round. Urban Parks and Squares shall be unencumbered by underground parking, utilities and other infrastructure and have suitable soil to support the growth of large trees.

Clarington's parks are complemented by open spaces and natural areas that contribute to the broader natural heritage system, although they may support limited low impact outdoor active recreation uses, such as Bowmanville Park on the former Zoo Lands. Open spaces and natural areas may include land encumbrances and natural hazards such as floodplains and other land constraints.

Recommendations
1. Guided by this Master Plan, incorporate a new park hierarchy as part of the Municipality's Official Plan Review to ensure that it reflects parks that exist or are planned in Clarington, as well as to align with modern expectations and best practices in different park types, particularly in emerging intensification areas. The Municipality should review and reclassify its park supply to align with the new hierarchy system.

3.3 Park Facilities and Amenities

As Clarington's population grows and becomes more diverse, the Municipality can anticipate increased pressure for a broader range of outdoor recreation facilities, amenities and features within its parks. There is merit in establishing a detailed framework that defines appropriate facilities and amenities for each park type to continue to guide the development of park spaces, as well as to respond to public requests in a consistent and transparent manner. The following table is a park facilities and amenities framework, which is based on what currently exists in Clarington, as well as park planning best practices from other GTA municipalities. The Municipality should use this framework as the basis for developing a detailed design manual for facilities and amenities that should be located in each type of park.

Table 3: Park Facility and Amenity Framework

● = Mandatory ○ = Optional

Facilities and Amenities	Municipal Wide	Community Wide	Neighbourhood	Parkette	Urban
Rectangular Field (Lit Artificial)	○	○			
Rectangular Field (Lit Grass)	○	○			
Rectangular Field (Unlit Grass)		○	○		
Ball Diamond (Lit)	○	○			
Ball Diamond (Unlit)		○	○		
Cricket Grounds	○	○			
Sport Courts (Tennis, Pickleball, Basketball)	○	○	○	○	
Outdoor Pools	○	○			
Splash Pads	○	○			
Spray Features			○	○	○
Skate Parks	○				
Skate Zones		○	○		
Pump Tracks	○				
Leash-Free Dog Parks	○	○			
Community Gardens	○	○			
Outdoor Fitness Equipment	○	○	○		○
Playgrounds	○	○	○	○	
Skating Surfaces (Refrigerated)	○	○			○
Skating Surfaces (Natural)			○		○
Outdoor Lacrosse Boxes	○	○			
Special Event Spaces	○	○			○
Parking Lot	●	○			
Park Seating	●	●	●	●	●
Park Shade Structures	○	○	○	○	○
Park Washrooms (Permanent)*	●	●			
Park Washrooms (Temporary)**			○		
Public Art	○	○	○		○
Bicycle Parking	●	●	●	●	●
Pathway/Trail Linkages	●	●	●	●	●
Drink Fountains / Bottle Filling Stations	●	●			○
Unprogrammed Open Spaces	●	●	●	●	●
Naturalized Spaces	○	○	○	○	○
Environmental Sustainability Features	●	●	●	●	●

* Standalone permanent washroom or within an on-site community facility.
** A temporary washroom may be provided if there is a permitted sports field or diamond.

Recommendations
2. Use the recommended park facilities and amenities framework contained in this Master Plan as the basis for developing a detailed design manual to establish standards for facilities and amenities for each park type according to the recommended park hierarchy. As a best practice, the development of indoor community and recreation facilities on parkland should be minimized to ensure that sufficient space is available to meet needs for outdoor recreation and cultural facilities and amenities.

3.4 Park Policies

Existing Parkland Dedication Policies

Clarington's parkland dedication policies are outlined in Section 23.10 of the Official Plan. Under this section of the Official Plan, the Municipality requires the conveyance of land for park or other public recreation purpose, which should be free of encumbrances. The policies state that the conveyance of land shall be in accordance with the following (which are implemented through the Municipality's Parkland and Open Space Dedication By-law (#2023-042)):

a) For residential development, redevelopment or plans of subdivision providing for low, medium and/or high density uses, conveyance or dedication shall be either equal to 5% of the land proposed for development, redevelopment or subdivision or one hectare per 300 dwelling units, whichever is greater;

b) For industrial or commercial development, redevelopment or subdivision, a conveyance or dedication based on 2% of the land;

c) For mixed use development, conveyance or dedication requirements will only apply to the residential portion of the development proposal in the amount equal to one hectare per 300 dwelling units. However, in no instance shall the contribution be less than 2% of the land area or the equivalent payment-in-lieu value;

d) For conversion of non-residential buildings to residential uses, dedication will be in accordance with Subsection (a) with appropriate credit to be made for any previous dedication; and

e) For residential plans of subdivision, the standard of one hectare per 300 dwelling units may be applied to blocks within the plan of subdivision, provided such blocks are excluded from the calculation for the 5% of the land proposed for subdivision.

Section 23.10.4 identifies that the Municipality may accept cash-in-lieu of parkland (or a combination of cash and land) where:

a) The use of the alternative parkland dedication policy consumes more than 10% of the site area thereby rendering the site undevelopable; or

b) The amount of land for parkland does not result in a sufficient area of park development; or

c) The dedication of land is not deemed necessary.

Alignment with the Amended Planning Act

In recent years, a number of changes have been made or proposed to the parkland dedication requirements established in the Planning Act:

- **Bill 108** (More Homes, More Choice Act, 2019) proposed sweeping changes to parkland dedication requirements, but these changes were not brought into force as they were ultimately further amended through Bill 197.

- **Bill 197** (COVID-19 Economic Recovery Act, 2020) introduced a clause for existing parkland dedication by-laws that use the alternative rate (September 18, 2022); whereby new by-laws are appealable to the Ontario Land Tribunal.

- **Bill 109** (More Homes for Everyone Act, 2022) amended parkland requirements on lands designated as transit-oriented communities, including allowances for encumbered lands.

- **Bill 23** (More Homes Built Faster Act, 2022) was introduced in October 2022 and came into effect on November 28, 2022. This Act introduced significant changes to parkland dedication requirements (among many other aspects of the Planning Act, Development Charges Act, etc.), including but not limited to reductions in the alternative parkland dedication requirement (including capping based on land area), exemptions for affordable, attainable, and non-profit, inclusionary zoning affordable, and additional residential dwelling units and allowing the Province to prescribe criteria for municipal acceptance of incumbered lands and privately owned public spaces (POPs) for parks purposes.

- **Bill 134** (Affordable Homes and Good Jobs Act, 2023) was enacted on November 28, 2022, whereby the definition of affordable residential units was amended to introduce an income-based test for affordable rent and purchase price, and increased the threshold for the market test from that originally defined through Bill 23).

A summary of changes is provided below, and additional detail is provided in the Funding Discussion Paper prepared as a supporting background document to this Master Plan:

- The **maximum alternative dedication rate** has been reduced to one hectare per 600 units for parkland and one hectare per 1,000 units for cash-in-lieu. Further, the legislation caps the maximum alternative dedication rates at 10% of the land for sites five hectares or less and 15% for sites larger than five hectares.

- Affordable residential units, attainable residential units, inclusionary zoning residential units, non-profit housing and additional residential unit developments are **exempt** from parkland dedication requirements.

- **Parkland rates are frozen** as of the date that a zoning by-law or site plan application is filed. The freeze is effective for 18 months to two years after approval, depending on the date of when the application was filed.

- To take effect at a future date, developers will be able to identify the land they intend to convey to the municipality for parkland. **These lands may include encumbered lands such as privately owned public space (POPS) and stratified parks (strata parks)**. If an agreement cannot be reached, the municipality or the landowner can appeal to the Ontario Land Tribunal. This may result in less suitable lands being provided as parkland dedication.

- There is a new requirement for the municipality to **spend or allocate at least 60%** of the monies in their parkland reserve at the beginning of each year.

- A **parks pla**n must be developed prior to passing a parkland by-law. Previously, this requirement applied only to those municipalities that authorized use of the Section 42 alternative rate, but now includes those that include the standard rate. This Master Plan will fulfill this requirement for a Parks Plan.

The Municipality is currently undergoing an Official Plan Review and as a result, it is an opportune time to update its parkland dedication policies to the above noted changes to align with the amended Planning Act. Monitoring Provincial updates associated with the aforementioned legislation or new legislation and evaluating its impact on the Municipality's new parkland dedication by-law will also be required, with consideration given to future updates, as necessary.

A Framework for Accepting Encumbered Lands

With park needs generated by population growth within intensification areas, Clarington will require a multi-faceted strategy for providing parks given the current legislative environment. As previously identified, the amended Planning Act allows municipalities to **accept privately-owned public spaces (POPS)** to supplement traditional dedication.

POPS are accessible to the public using legal agreements between a property owner and a municipality, though such agreements may sometimes have restrictions or limitations with respect to access or amenities available. These types of agreements guarantee that the park space is designed, built, and maintained to the municipality's standards, and that it is open and accessible to the public at all times (or otherwise to the satisfaction of the municipality). They may include, but are not limited to, plazas, courtyards, or pedestrian walkways that create the opportunity for community-building and interaction. **POPS should be designed to complement municipally owned public parks, rather than replace them**.

Stratified parks (or strata parks) are another form of encumbered lands that can complement municipally owned public parks. Strata ownership is used where a park element is built over the top of infrastructure (e.g., parking garage, stormwater management facility, highway underpass, etc.). Strata parks can be owned by the municipality under agreements established through the Condominium Act and be fully accessible to the public. **It is vital that strata parks be accompanied by a management agreement and consideration of long-term maintenance and asset management costs** as they have a more limited lifespan due to the waterproofing membrane over structures, requiring significant disruption to the park and park infrastructure above. These costs need to be captured in the financial valuation and long-term agreement.

Strata parks often have encumbrances that prohibit certain types of construction within the park due to weight limits or intrusions (e.g., tree roots, etc.) or other accessibility concerns. It is important that the municipality exercise control over the design and development of the site to ensure that it contains necessary amenities and is designed to municipal standards (e.g., accessibility, maintenance, etc.). At the discretion of municipalities, strata parks can be accepted as partial or full parkland credit.

Traditionally, encumbered lands such as POPS and strata parks were excluded from the required land dedication amounts by municipalities as they are not suitable replacements nor equivalent to parkland. Through the Planning Act regulations being developed in support of Bill 23, landowners will now be allowed to identify lands to meet parkland conveyance requirements, within regulatory criteria (not yet developed). Municipalities may enter into agreements with the owners of the land to enforce conditions and these agreements may be registered on title. The suitability of land for parks and recreation purposes will be appealable by the municipality to the Ontario Land Tribunal.

Encumbered lands are more expensive to maintain and harder to program. As a result, there are concerns that developer-identified lands may not fully contribute to the overall parks system as there is a greater potential for the lands to be in unsuitable locations, be under-sized, or not be functional to accommodate the required amenities. It is common for municipalities to have location and development criteria for parkland

embedded within their Official Plans, including restrictions for encumbered lands, hazard lands, steep slopes and unstable lands, environmentally protected lands, etc.

Section 23.10.1 of Clarington's Official Plan, as well as the Municipality's Parkland and Open Space Dedication By-law, identifies that all parkland dedicated to the Municipality shall be free of encumbrances. Staff report PDS-054-22 on Bill 23's changes to the Planning Act also recognizes that accepting encumbered lands as part of parkland dedication will detrimentally impact Clarington's ability to deliver access to quality, safe and functional park spaces for residents. Some municipalities have introduced Official Plan policies guiding the provision of encumbered lands such as POPS and strata parks. The City of Vaughan is one example and a cursory summary of relevant policies in the City's Draft Comprehensive Official Plan Amendment is found in Appendix A.

Accepting encumbered lands as part of parkland dedication continues to be discouraged; however, should the changes to the Planning Act come into effect that obligate municipalities to accept encumbered lands as part of parkland dedication, the Municipality should use the information presented in this sub-section and in Appendix A to develop a Clarington solution. Monitoring the release of Provincial regulations guiding encumbered lands will be required.

Recommendations

3. As part of the Municipality's Official Plan Review, the following actions are recommended to be undertaken as it relates to Section 23.10 of the Official Plan (Parkland Dedication):

   a. Identify that non-profit housing development, inclusionary zoning affordable units, and additional residential units (as defined in the Planning Act) are exempt from parkland dedication and developments with affordable and attainable residential units are subject to reduced parkland dedication amounts as identified by the Planning Act.

   b. Update the alternative rate in Section 23.10.3(a), (c) and (e) to one hectare of parkland per 600 dwelling units.

   c. For the alternative rate, reflect that the amount of parkland conveyed or required as a payment-in-lieu of parkland shall not exceed 10% of land or value of land where the land subject to the development is 5 hectares or less, or 15% of land or value of land where the land subject to the development is greater than 5 hectares.

   d. Section 23.10.4 shall be updated to reflect that payment-in-lieu of parkland dedication will be calculated at a rate of one hectare per 1,000 dwelling units.

Recommendations

e. Identify that the dedication of land that is suitable for the development of parkland should be maximized to achieve the recommended parkland service level and accommodate the outdoor recreation facility needs as identified by this Master Plan.

f. Identify that parkland payment-in-lieu rates are frozen as of the date that a zoning by-law or site plan application is filed. The freeze is effective for two years after approval.

g. Identify that the Municipality spend or allocate at least 60% of money collected from payment-in-lieu of parkland dedication annually (based on the opening balance of the parkland reserve fund).

h. Develop policies guiding the acceptance of encumbered lands such as privately owned public space (POPS) and strata parks based on the guidance and best practices provided by this Master Plan, including Appendix A. Appropriate legal agreements must be established to address park design and construction standards, public access, maintenance, etc. These policies should only be developed if changes to the Planning Act come into effect that obligate municipalities to accept encumbered lands as part of parkland dedication.

i. Establish location and development guidelines describing what constitutes acceptable parkland dedication from developers. These guidelines should consider restrictions for encumbered lands such as hazard lands, steep slopes and unstable lands, environmentally protected lands, rights-of-ways and easements, contaminated lands, etc.

j. Monitor Provincial announcements regarding new or updated legislation relevant to parkland and evaluate the impact on parkland dedication practices in Clarington. Updates associated with the implementation of Bill 23 or to understand regulations/criteria guiding parkland conveyance as it relates to encumbered parkland (e.g., strata parks and POPS), and evaluate its impact on the Municipality's Official Plan Review and Parkland Dedication By-law.

4. Update the Municipality's Parkland and Open Space Dedication By-law to ensure that it aligns with the amended Planning Act. Refer to Recommendation #3 for applicable changes as part of the update process.

3.5 Park Service Levels and Future Needs

Existing Park Supply and Service Levels

The Municipality's GIS park inventory was reviewed, and some parks were recategorized to align with the hierarchy recommended by this Master Plan. Based on this inventory, Clarington has approximately **220 hectares of parks** that are suitable for the development of built outdoor recreational amenities (such as sports fields, playgrounds, courts, etc.) that may be used for both organized and unorganized activities. This amount **excludes** open spaces, naturalized areas, future or undeveloped parks, and non-municipally owned parks (e.g., conservation areas). **The existing park supply translates into a service level of 2.0 hectares per 1,000 residents**.

Table 4: Park Supply

Park Hierarchy	Park Supply (hectares)	Current Service Level*
Municipal Wide Parks	95.9	0.9 ha per 1,000 residents
Community Parks	30.4	0.3 ha per 1,000 residents
Neighbourhood Parks	73.3	0.7 ha per 1,000 residents
Parkettes/Urban Parks and Squares	20.4	0.2 ha per 1,000 residents
Total Park Supply	**220.0**	**2.0 ha per 1,000 residents**

*Current service level based on a population estimate of 108,757 persons. Excludes future/undeveloped parks including those in secondary plan areas, open spaces and naturalized areas such as Bowmanville Park on the former Zoo Lands, the Samuel Wilmot Natura Area, as well as non-municipal lands including the Darlington Provincial Park and lands owned by the Central Lake Ontario Conservation Authority. Park supply is current as of October 2023.

Recommended Park Service Level

Most municipalities use population-based targets to calculate and plan parks. A parks target is particularly important as it is becoming more complex and costly to secure quality parcels for parks within new higher density forms of development. Traditionally, residential intensification has generated less parks per capita than greenfield development – and certainly smaller park blocks – making it difficult to accommodate the desired recreational activities that residents have come to expect from the parks system.

On a Municipal-wide basis, the Official Plan currently identifies that the parkland standard is **1.8 hectares per 1,000 persons**, which is lower compared to the Municipality's current service level (Table 4). The Official Plan segments service level based on park type, where Municipal Wide Parks and Community Parks have a combined target of 1.0 hectares per 1,000 persons and Neighbourhood Parks, Parkettes, and Public Squares have a combined target of 0.8 hectares per 1,000 persons.

It is recommended that the Municipality adjust the park standard to align with its current level of service at 2.0 hectares per 1,000 persons to guide future needs over the planning period. To ensure that the Municipality is acquiring and developing the right types of parks, specific service targets for each park type in the recommended hierarchy have been revised. **These changes are deemed to be appropriate for the Municipality based on**:

- An understanding of future population projections and a comparison of the Municipality's parks standard and established targets in comparable communities.
- A review of the existing park inventory, and the recognition that the existing supply is generally meeting current outdoor recreation facility needs but is not providing surplus parkland.
- Projected park requirements to support forecasted outdoor recreation facility needs based on estimated lot coverage calculations.
- Recognition of recent amendments to the Planning Act, the Municipality will likely receive Neighbourhood Parks, Parkettes and Urban Parks and Squares through the parkland dedication process, although an emphasis should be placed on acquiring Neighbourhood Parks to support projected outdoor recreation facility needs. Alternative acquisition methods will need to be used to secure lager Municipal Wide and Community Parks, particularly to satisfy most of the sports field needs (rectangular fields, ball diamonds, cricket fields).
- Recognition that Clarington residents highly value access to parks as 80% of community survey respondents indicated that acquiring parks (and open space) should be a high priority for the Municipality.

Table 5: Recommended Park Standards by Type

Park Type	Existing Official Plan Target	Recommended Target
Municipal Wide Parks and Community Parks	1.0 hectares per 1,000 residents	1.1 hectares per 1,000 residents
Neighbourhood Parks	0.8 hectares Per 1,000 residents	0.75 hectares per 1,000 residents
Parkettes/Urban Parks and Squares		0.15 hectares per 1,000 residents
Total (sum of the park targets)	**1.8 hectares per 1,000 residents**	**2.0 hectares per 1,000 residents**

Future Park Needs for Outdoor Recreation Facilities

Clarington is projected to reach a population of 162,640 residents by 2036. Based on a total service target of 2.0 hectares per 1,000 residents, the Municipality will require a total of 325.3 hectares of parks, which is 105.3 hectares more than what is currently provided. This amount includes 52.6 hectares of Municipal Wide Park and Community Park, 48.7 hectares of Neighbourhood Park, and 4 hectares of Parkettes and Urban Squares.

Table 6: Future Park Needs by Type Based on Recommended Service Standards (hectares)

	Existing Park Supply (pop=108,757)	**2036 Park Supply Requirements** (pop=162,640)	**Additional Park Needs**
Municipal Wide Park / Community Park (1.1 hectares per 1,000 residents)	126.3	178.9	+52.6
Neighbourhood Park (0.75 hectares per 1,000 residents)	73.3	122.0	+48.7
Parkettes/Urban Parks and Squares (0.15 hectares per 1,000 residents)	20.4	24.4	+4.0
Total (2.0 hectares per 1,000 residents)	**220.0**	**325.3**	**+105.3**

Acquiring over 100 hectares of parks will be an ambitious goal but one that is necessary to maintain the current and recommended level of service and to accommodate the supply of additional outdoor recreation facilities required to meet community needs by 2036 including:

- 31.5 unlit equivalent outdoor rectangular fields (or 21 lit fields)
- 17 unlit equivalent ball diamonds (or 11 lit diamonds)
- 1 dedicated cricket field
- 17 tennis courts
- 22 pickleball courts
- 10 basketball/multi-use courts
- 14 splash pads
- 2 cooling stations
- 6 small-scale skate zones
- 1 leash free dog park
- 2 compact leash free dog parks
- 1 community garden
- 30 playground locations
- 4 locations with outdoor fitness equipment

Maximizing Park Dedication

In terms of how the Municipality should meet its future park needs, **maximizing parkland dedication** requirements as permitted by the Planning Act is recommended. The Municipality has historically secured Neighbourhood Parks and Parkettes as a condition of development and it is expected that this will continue. With recent amendments to the Planning Act that have reduced parkland dedication amounts, it is recognized that the amount of parkland conveyed to the Municipality will be less than what Clarington has been historically accustomed to and in some cases, there may be a need to augment parkland conveyance with alternative acquisition methods such as purchasing land from developers to yield a larger Neighbourhood Park size that would be sufficient to accommodate a range of outdoor recreation facilities to serve local residents (e.g., one unlit sports field, playground, splash pad and open greenspace) or purchasing lands to ensure a good distribution promoting walkability to a park.

Prioritize Park Dedication in Future Growth Areas to Address Service Gaps

A distributional park analysis was undertaken by applying an 800-metre service area (about a 10-minute walk) to Clarington's park supply, which found that the Municipality's established urban areas are well served with parks. **As a result, an emphasis should be placed on parkland dedication in Secondary Plan Areas**, which are expected to accommodate a sizable portion of future population growth and ensure that residents in these areas are within walking distance of parks. The Municipality currently has several Secondary Plan Areas in Bowmanville, Courtice and Newcastle which are in various stages of planning, design and development. Based on what is known at this time, **there are approximately 51 hectares of parks planned within the Municipality's Secondary Plan Areas**.

The majority of parks planned in these areas are Neighbourhood Parks and Parkettes, with the exception of one Community Park. However, the total park amount within Secondary Plan Areas to be obtained through parkland dedication is expected to change as the development of Secondary Plans work through the approval process and or plans of subdivision are brought forward for approval. Identified park amounts in approved Secondary Plan Areas may also be subject to change as development applications come forward due amendments to the Planning Act because of Bill 23 that resulted in reduced parkland dedication amounts both in physical parkland and cash in-lieu of parkland; parkland identified in approved plans of subdivision have been committed to the Municipality by landowners.

It is expected that the Municipality will have the greatest opportunity to address Neighbourhood Park and Parkette requirements within its growing Secondary Plan Areas. **Maximizing physical park dedication is recommended**. One strategy to consider is to work with landowners within Secondary Plan Areas to create a master parks agreement to share park dedication requirements that can result in more

meaningful park sizes (or cash-in-lieu of parkland). This approach can avoid the dedication of multiple, undersized park parcels conveyed by individual developers that may not be large enough to accommodate usable parks to support outdoor recreation facilities, including a sports field. In some cases, it may also be more advantageous to accept a combination parkland at a reduced size and cash-in-lieu of parkland, which could be used to fund future parkland acquisition in strategic locations.

Alternative Strategies to Acquire Parkland

The amended Planning Act means that the Municipality will be eligible to receive less parkland or cash-in-lieu of parkland. The Municipality has studied the impact of Bill 23 on the community and found that this will result in a decrease in parkland or cash-in-lieu of parkland of 50% or more. Example scenarios of pre- and post-Bill 23 impacts are found in Appendix B. While the Municipality will need to maximize parkland dedication amounts as permitted by the Planning Act, it will not be sufficient to meet the recommended service target and provide the necessary outdoor recreation facilities identified in this Master Plan. As a result, park conveyance tools in the Planning Act must be complemented with alternative acquisition strategies, particularly to acquire larger parcels of land for Municipal Wide and Community Parks, or to attain more Neighbourhood Parks.

Historically, Clarington's Municipal Wide and Community Parks were secured through acquisition methods outside of the Planning Act. This will continue to be the primary method for acquiring major parks, although it is recognized that there may be opportunities to secure higher order parks through the development process as well.

Clarington's Soper Hills Secondary Plan Area (currently under development) identifies a Community Park, although the park size is still to be determined. According to the recommended park hierarchy it should be a minimum of five hectares, although larger is preferred to accommodate the sports field needs identified in this Master Plan. Should the Municipality be successful in acquiring and developing this park, there will be a need to acquire the remaining 47.6 hectares of Municipal Wide and Community Park to achieve identified needs (a total of 52.6 hectares). To meet this requirement, the Municipality will need to explore alternative strategies to parkland dedication (as permitted by the Planning Act) such as:

a) Municipal land purchase (with a focus on priority areas, expansion of existing park sites, or land-banking), funded from a Park Reserve Fund, Community Benefit Charges, general tax funding, grants, donors, etc.

b) Land exchanges or swaps.

c) Off-site conveyance of parkland.

d) Establishment of a Parks Foundation (e.g., community, corporate, or municipal donations towards parkland acquisition).

e) Acquiring surplus school sites.

f) Reallocating surplus municipal lands for park use.

g) Partnership/joint provision of lands with local partners under agreement.

h) Land lease (recognizing this strategy may have restrictions on the use of the land and/or what facilities can be constructed and would be subject to the terms of the agreement).

Although not land-based expansion, enhancements to existing parks through general renewal or redevelopment initiatives will need to be considered to increase park and outdoor recreation opportunities within proximity to intensification areas and MTSAs.

Planning for a Sports Field Complex

This Master Plan identified needs for large land consuming sports fields such as outdoor rectangular fields, ball diamonds, and a cricket field. While some unlit fields may be incorporated into Neighbourhood Parks, the majority of needs will need to be accommodated at Municipal Wide Parks and Community Parks. There are currently no opportunities to significantly accommodate projected sports field needs within the existing parks supply, although this Master Plan has also recommended strategies for upgrading existing sports fields to enhance quality and playing capacity, as well as exploring potential partnerships with other landowners.

It is a best practice to co-locate multiple sports fields at major parks to create efficiencies in municipal operations, programming fields, and hosting tournaments, as well as to rationalize supporting amenities to facilitate a high-quality user and spectator experience. Centralizing sports fields at fewer major parks also alleviates sports field pressure at other locations, allowing municipalities to reclaim valuable open space for other needed active or passive recreation uses.

There is strong merit in undertaking a planning process to identify and acquire land for the purposes of developing a sports field complex(es) to assist in meeting the Municipality's long-term sports field needs. Based on identified sports field needs as they are currently defined, there is an additional need for 21 lit outdoor rectangular fields, 11 lit ball diamonds, and 1 dedicated cricket field. This would be a challenge to provide at a single location given the significant land needs that would be required. As a starting point for the purposes of defining land needs, a sports field complex in Clarington could include 4 lit ball diamonds, 6 lit outdoor rectangular fields, and one lit dedicated cricket field, which would require approximately 30 hectares of developable parkland. The remaining sports field needs would be met at other future parks in

Clarington subject to reconfirming sports field needs and consultation with sports field groups (potentially as part of a 5-year review of this Master Plan).

Table 7: Site Requirements for a Potential Sports Field Complex

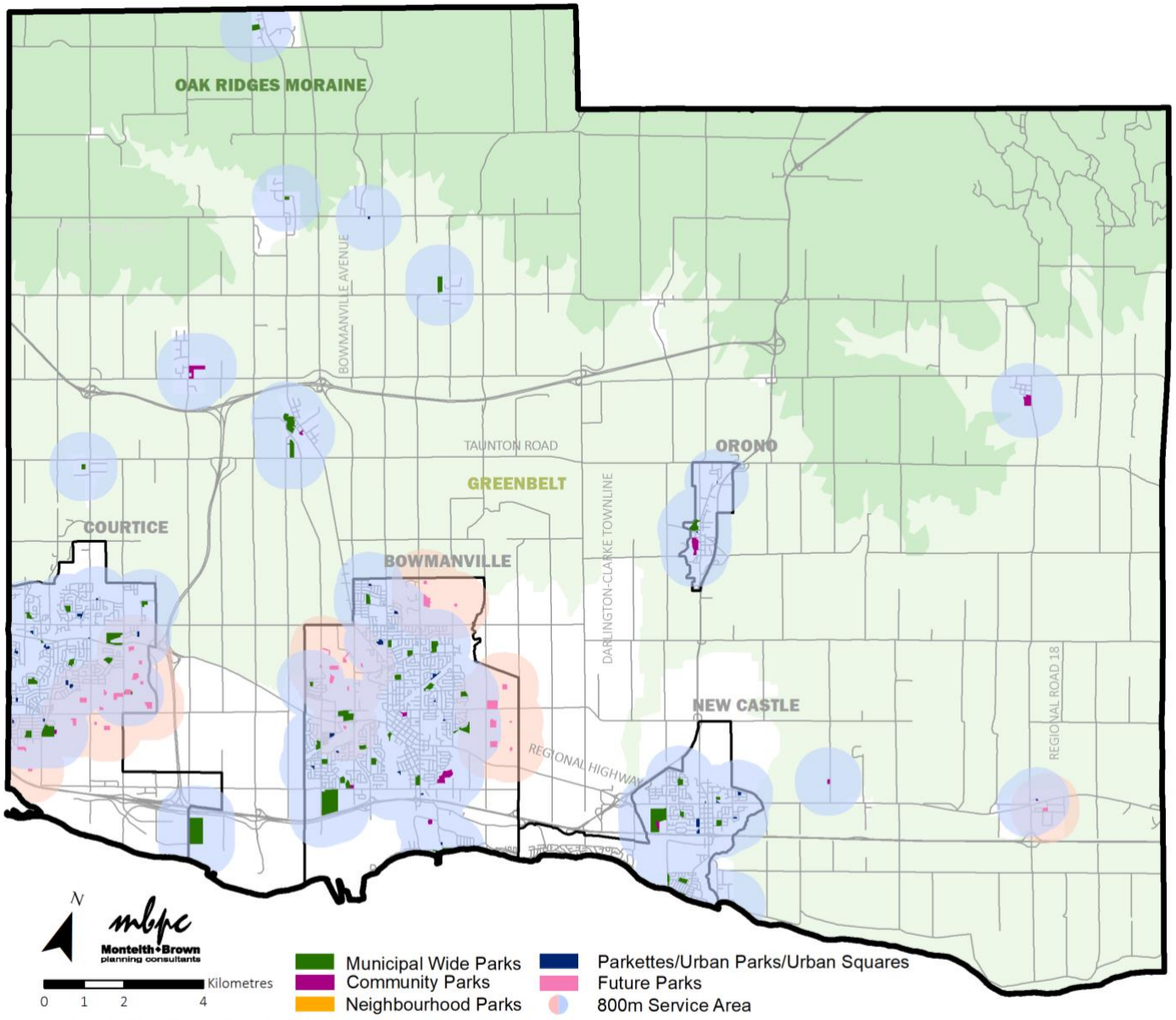
Potential Sports Field Complex Facility Needs	Estimated Area Per Facility *	Facility Area
4 Lit Ball Diamonds	2.8 hectares	11.2 hectares
6 Lit Outdoor Rectangular Fields	2.0 hectares	12.0 hectares
1 Lit Dedicated Cricket Field	4.0 hectares	4.0 hectares
	Sub-Total Facility Area	**27.2 hectares**
	Miscellaneous Space Requirements (10%)	**2.7 hectares**
	Total Site Requirements	**29.9 hectares**

To guide the sports field site selection process, consideration should be given to the criteria in the following table (additional factors may be developed by Municipality staff):

Table 8: Site Selection Criteria for Acquiring a Future Sports Complex(es)

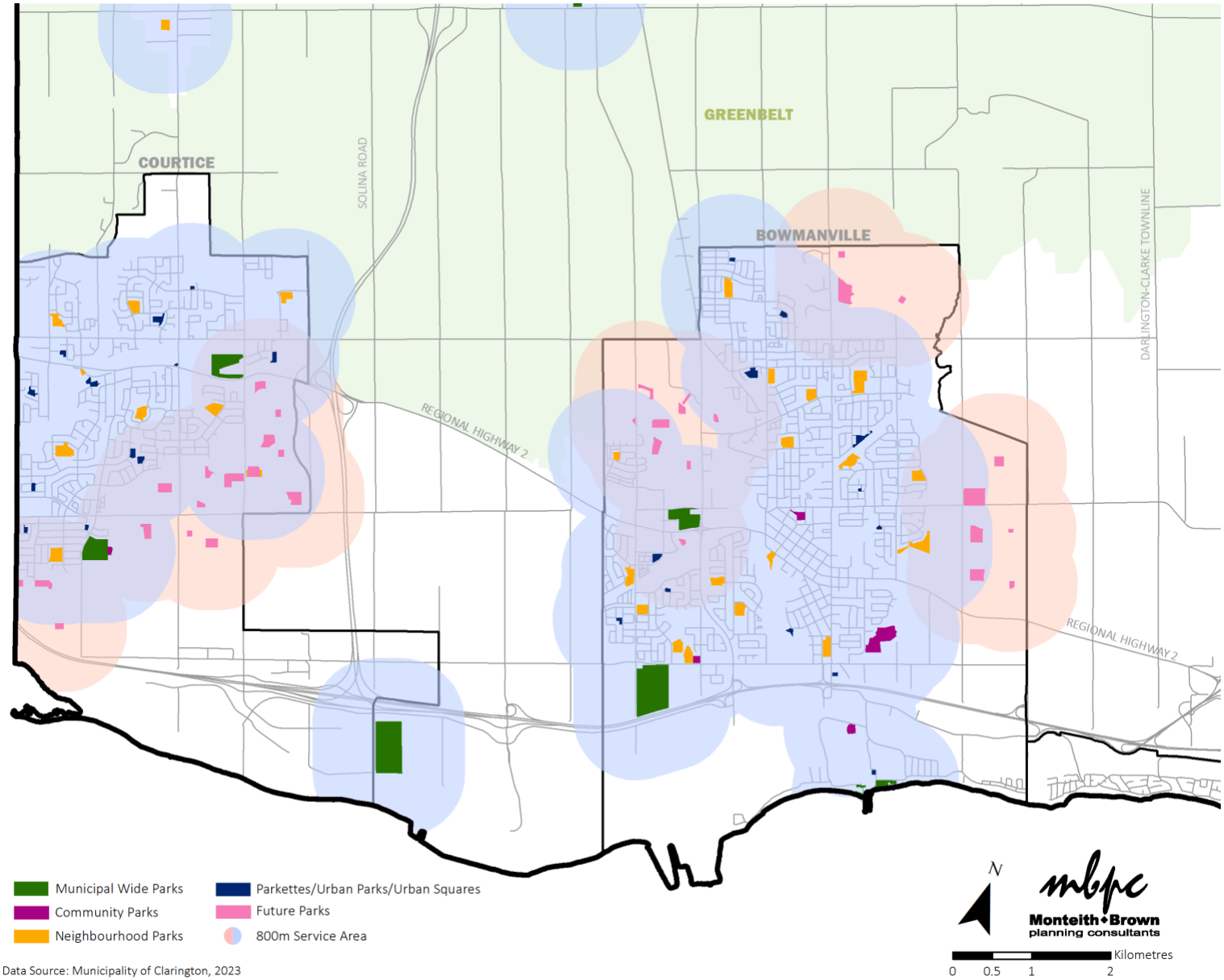
Criteria	Considerations
Location and Access	The preferred site should be reasonably located in proximity to residents and transportation corridors, including arterial roads, Highway 401, public transit, active transportation routes, etc.
Development Potential and Constraints	The preferred site should have suitable grading and be large enough to accommodate multiple sports fields (phased in over time as need is demonstrated), including associated setbacks and amenities such as parking, lighting and supporting infrastructure. The preferred site should have no or limited constraints (e.g., environmental, historical, etc.).
Land Compatibility	The preferred site should be compatible with adjacent land uses and comply with applicable planning policies.
Expansion Opportunities	The preferred site has the potential for long-term expansion to accommodate other outdoor uses and features.
User Group Support and Partnership Potential	The preferred site should be supported by user groups with the potential to partner with an organization(s).

Figure 3: Distribution of Existing and Future Parks



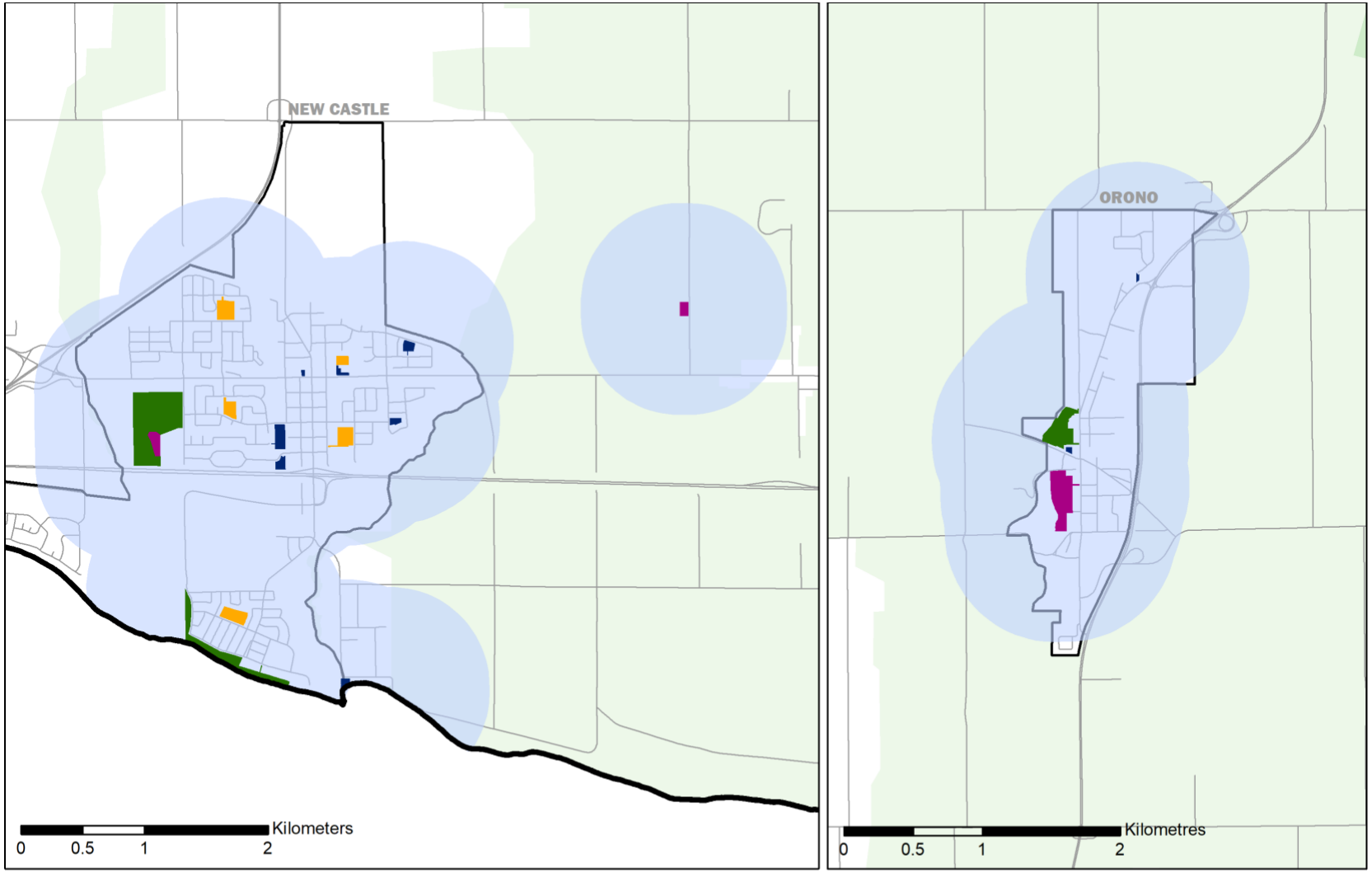
Data Source: Municipality of Clarington, 2023
Note: Excludes open greenspaces and natural areas such as Bowmanville Park, Orono Fairgrounds, and Samuel Wilmot Nature Area.
Future parks are based on approved and draft Secondary Plan Areas and are subject to change as development applications are submitted.

Figure 4: Distribution of Existing and Future Parkland, Courtice and Bowmanville



Data Source: Municipality of Clarington, 2023
Note: Excludes open greenspaces and natural areas such as Bowmanville Park, Orono Fairgrounds, and Samuel Wilmot Nature Area.
Future parks are based on approved and draft Secondary Plan Areas and are subject to change as development applications are submitted.

Figure 5: Distribution of Existing and Future Parkland, Newcastle and Orono



Municipal Wide Parks
Community Parks
Neighbourhood Parks
Parkettes/Urban Parks/Urban Squares
Future Parks
800m Service Area

N

Monteith•Brown planning consultants

Data Source: Municipality of Clarington, 2023
Note: Excludes open greenspaces and natural areas such as Bowmanville Park, Orono Fairgrounds, and Samuel Wilmot Nature Area.
Future parks are based on approved and draft Secondary Plan Areas and are subject to change as development applications are submitted.

Parks in Intensification Areas

Residential development is also expected through intensification of designated Urban Centres and Major Transit Station Areas (MTSAs) such as Bowmanville GO and Courtice GO. It will be important for the Municipality to acquire lands for urban parks and squares to facilitate passive recreational opportunities or play a supporting role in complimenting surrounding land uses by providing places for people to meet, gather, and socialize. Community groups and other stakeholders often desire public spaces in urban settings to hold community programs and special events within the downtown or other well-established areas. Integrating parks and open spaces in these neighbourhoods have become a key component in providing livable urban spaces for a community to come together, while also softening the streetscape with green features.

Newcastle Cenotaph

While the provision of urban parks and squares are beneficial to improving the quality of life and sense of place, they can be a challenge for municipalities to provide and maintain. For example, it may not be financially viable for the Municipality to acquire land in these areas due to high acquisition costs, proponents may offer off-site dedications that may not serve the needs of residents living in intensification areas, and year-round maintenance may also pose a challenge. The use of robust materials and enhanced maintenance may also be required to reflect a greater intensity of use.

The challenges associated with providing parks within Clarington's urban areas highlights the need to ensure that linkages exist to connect residents to existing and planned parks and trails. Efforts to enhance connections are underway through recreational trail recommendations advanced through this Master Plan along with other initiatives such as the Municipality's Active Transportation Master Plan. Further emphasis also needs to be placed on creating a public realm that enhances pedestrian connections to the outdoors through streetscape and tree canopy enhancements.

Complementing Parks with Open Greenspaces and Natural Areas

Open greenspaces and natural areas such as the Bowmanville Park on the former Zoo Lands, Samuel Wilmot Nature Area and Darlington Provincial Park will continue to be important components of the Clarington's open space system to connect residents and visitors to nature and enjoy the Municipality's natural heritage features. While the Municipality may continue to acquire these types of spaces, they are generally not suitable for the development of most outdoor active recreation amenities, although some low impact features may be accommodated in appropriate areas.

The Municipality is currently in the process of planning Bowmanville Park on the former Zoo Lands (Figure 6). Covering 13.7 hectares, the Bowmanville Park lands were transferred to the Municipality in 2018, and planning is underway to create a long-term vision for this site. The lands are located in a floodplain and are not suitable to support built structures and/or major infrastructure; due to these limitations, Bowmanville Park is considered to be an open greenspace and natural area. A Bowmanville Park Master Plan is currently being prepared and the draft concept, which is subject to change, proposes a range of low-impact recreation uses, including gathering and event space, performance amphitheatre, commemorative forest, demonstration garden, trails, open space, playground, outdoor fitness equipment, landscaping, and supporting park features.

Consultation through this Master Plan found that there was strong support for these features. Bowmanville Park is highly valued by the community, and it is recognized as one of the Municipality's greatest natural assets. As a result, many residents felt that it should be a priority for the Municipality, although it is recognized that the development of the Bowmanville Park must be balanced with other corporate priorities, funding availability, and other factors (e.g., partnership opportunities). Once finalized, the Bowmanville Park Master Plan will provide the Municipality with a guide to inform the budget process and development process.

Figure 6: Preliminary Concept for Bowmanville Park on the former Zoo Lands (Draft June 2024)

Source: Bowmanville Park Master Plan, 2024

Recommendations

5. Through the Official Plan Review, update the Municipality's parkland service target to 2.0 hectares per 1,000 residents, including:
   a. 1.1 hectares per 1,000 residents for Municipal Wide Parks and Community Parks.
   b. 0.75 hectares per 1,000 residents for Neighbourhood Parks.
   c. 0.15 hectares per 1,000 residents of Parkettes, and Urban Squares and Parks.
6. Acquire 105.3 hectares of parkland to achieve the recommended parkland service target including:
   a. 52.6 hectares of Municipal Wide Parks and Community Parks
   b. 48.7 hectares of Neighbourhood Parks
   c. 4.0 hectares of Parkettes, and Urban Squares and Parks.
7. Maximize parkland dedication opportunities, particularly in Secondary Plan Areas with an emphasis on acquiring Neighbourhood Parks of sufficient size; working with landowners to prepare a Master Parks Agreement is encouraged; efforts to acquire a Community Park in the Soper Hills Secondary Plan Area continues to be supported.
8. Explore alternative acquisition strategies to acquire larger Municipal Wide Parks or Community Parks to augment tools permitted by the Planning Act including, but not limited to, land purchase/lease (e.g., land banking, surplus school sites, etc.), land swaps/exchanges, partnerships, reallocation of surplus land, etc. Accepting a combination of land and cash-in-lieu of parkland is also encouraged.
9. Initiate a site selection process to identify and purchase a minimum of 30 hectares of land to create a sports complex to assist the Municipality in addressing longer-term sports field demand that cannot be accommodated in existing and future parks. Site criteria should include, but not be limited to, location and access, development potential and constraints, land compatibility, expansion opportunities, and user group support and partnership potential.

3.6 Park Design Strategies

Prioritize Strategic Park Redevelopment

Clarington Arms Parkette

The renewal of existing parks and park-based infrastructure and the allocation of resources will be required over the course of this Master Plan. For example, existing parks in and within proximity to Clarington's strategic growth areas such as Urban Centres, Village Centres, and Major Transit Station Areas – are critical for building a sense of community and social belonging. However, they may not reflect community needs as they may not contain the amenities that people living around them are seeking as residential areas redevelop and/or intensify.

To respond to future residential intensification, Clarington must be creative with its parks and outdoor spaces and seek new ways of doing things to bring new life to these public areas. There may be opportunities to make strategic investments to key parks serving these areas to intensify the use of parks by adding new features, renewing aging recreation facilities, or repurposing underutilized spaces to accommodate uses that are in demand. For example, the Municipality had previously repurposed a sports field with Clarington's first cricket field at Courtice Memorial Park. Clarington is also in the process of designing three refrigerated outdoor skating surfaces at major parks in each of the Municipality's urban areas.

A Park Renewal Strategy should be prepared to identify opportunities to: renew parks to replace aging components (e.g., like for like), redevelop to replace and/or repurpose amenities to ensure they serve evolving community needs, and plan for park enhancements to add new amenities. Candidate parks for renewal should consider factors including, but not limited to, the age and condition of the park and components within the park, changing demographics, opportunities to minimize service duplication, proximity to intensification areas serving MTSAs, opportunities to be repurposed spaces to address other in-demand outdoor recreation opportunities, and other variables. Targeted public consultation should form part of the renewal and re-imaging process. Opportunities that should be considered include (but are not be limited to):

a) Enhancing or renewing existing parks, public spaces, and streetscapes;

b) Developing parks with urban qualities (e.g., urban parks, urban squares, etc.) that are built to higher design standards and that integrate multi-functional spaces and public art;

c) Improving pedestrian connectivity and access to nearby parks and facilities;

d) Promoting innovation and excellence in park design such as incorporating accessibility features, public art, and environmentally friendly materials; and

e) Making use of less conventional spaces (e.g., streets, parking lots, cemeteries, greyfield sites, etc.), including opportunities through partnerships, strata parks, and privately owned public space (POPS).

Accessibility and Inclusion in Parks

Accessibility and inclusivity are an important part of park design. Parks are typically a place for all that the Municipality should strive to achieve, thus facilitating access for people of all ages, diverse socio-cultural backgrounds, and persons with disabilities and special needs. Not all parks or areas within them are appropriate for universally accessible infrastructure (e.g. ecologically sensitive or naturalized zones), however, community-focused spaces should consider the ability of all residents to access them.

Clarington's parks system presents an excellent opportunity to exemplify the Municipality's commitment to providing opportunities for residents of many backgrounds and abilities to experience and enjoy outdoor public spaces. Clarington's parks can be used to:

a) Introduce affordable activities to people who may not otherwise have the means to participate in sports or events;

b) Provide access and opportunities for able-bodied and differently-abled residents to connect with the outdoors by developing parks in accordance with accessible design standards;

c) Provide multi-generational experiences that benefit residents of all ages;

d) Recognize the interests of people from various backgrounds through their ability to host community special events and festivals (including performing arts) and recreation activities and sports;

e) Provide unstructured areas in parks for picnicking and social gatherings; and

f) Promote the Municipality's commitment to providing safe and tolerant spaces for all residents to feel welcome.

Clarington should continue to focus on creating inclusive, multi-use parks that offer a range of park-based components for all residents whether it be for sports fields, non-programmed spaces and amenities (e.g. shade structures) for social activities such as chess, open fields or outdoor fitness infrastructure for yoga or "boot camps", as well as attractive features such as gardens and landscaped areas.

Other considerations should be undertaken to create more inclusive and accessible parks such as looking at Clarington's parks system with an equity lens and enhancing access to new parks, or investing in existing parks, that serve areas with higher social needs. Research across North America finds that neighbourhoods experiencing above average levels of marginalization – whether based on income, racialized status, or other social determinants of health – often have less access to parks than areas that are more affluent.

Minimizing physical barriers within parks should also be undertaken to increase park use for persons with disabilities. This may include, but not be limited to, ensuring that parks have firm and stable walking surfaces, not only for circulation within the park, but to connect users to on-site features such as playgrounds and sports fields. The addition of comfort amenities such as seating and shade, should also be integrated where appropriate. This Master Plan also recommends the development of an Accessible Playground Distribution Strategy to guide the selection of suitable sites for enhanced accessibility features for playgrounds (e.g., rubberized surface, inclusive play components, etc.); please refer to Section 4.21.

Climate Change Resiliency and Environmental Sustainability

Clarington declared a climate change emergency in 2020, which aligns with public perceptions as national polling conducted in 2023 found that climate change was identified as one of the most important issues facing Canadians. Clarington's 2024-27 Strategic Plan identifies that the Municipality will "be a leader in anticipating and addressing the impacts of climate change". To achieve this, the Strategic Plan identifies actions that include, but are not limited to, the following:

- Continue to implement the Clarington Corporate Climate Action Plan (CCAP);
- Develop and launch a community outreach and education program to identify community climate mitigation measures;
- Establish a Municipal Climate Action Reserve Fund and Municipal Climate Resilience Reserve Fund; and
- Advocate for provincial and federal legislation, regulation and policy changes that are aimed at reducing carbon emissions.

Parks and open spaces play a key role in climate change mitigation, resiliency, and adaptation, as well as environmental sustainability. For example, incorporating shade structures and outdoor aquatic features/facilities to help residents cool down during hot summer days is a best practice in many communities. Green infrastructure can also be incorporated into parks such as pollinator gardens, tree plantings, community gardens, natural playgrounds, bio swales, permeable surfaces, shoreline restoration, drinking fountains, and the development of active transportation infrastructure, as well as low maintenance, passive greenspaces. Many of these examples are found in Clarington, which help minimize the impact of climate change. Clarington's community facilities are also being designed and constructed to be low carbon or net carbon neutral to achieve the Municipality's goal reducing corporate greenhouse gas emissions by 35% by 2030 and achieve net-zero emissions by 2050.

The above noted strategies align with the actions contained in Clarington's CCAP. Given the importance of climate change mitigation and the Municipality's commitment to addressing it, the development and redevelopment of parks and community facilities should align with the CCAP's actions. There may be higher costs associated with providing low carbon or net carbon neutral facilities, particularly through retrofitting older facilities that were not originally designed to accommodate newer technologies or incorporating features with parks (such as installing and operating recirculating systems for splash pads). As a result, cost implications will need to be considered as part of the planning process and additional funding may be required through the Municipality or through external sources, including senior levels of government (including grants) and community partners.

Environmental Stewardship and Naturalization

Municipalities are placing a greater emphasis on passive open space (e.g., woodlots, prairie grasslands, flower gardens, etc.), often ensuring that portions of new or redeveloped open space remain in a natural state. Naturalization typically involves reduced grass cutting, planting of native species, and public education to create awareness in the community (e.g. interpretative signage).

Orono Park

Some communities have partnered with conservation authorities, community organizations, and others to introduce environmental and naturalization initiatives into the parks system. Other municipalities have found ways to incorporate green infrastructure and strategies to be more resilient to climate change within their parks such as increasing tree coverage within parks to increase the overall tree canopy and providing shade, creating community allotment and pollinator gardens, creating outdoor classrooms, minimizing the use of impervious surfaces, and more. Opportunities to enhance and promote

environmental sustainability opportunities and naturalization within the park system should be pursued, potentially in collaboration with others such as conservation authorities, community groups, and others.

Comfort Features and Park Safety

Parks that offer attractive and comfortable experiences are more likely to be successful in encouraging people to use them and attract a broad range of activities. Once inside a park, park users often look for convenience and comfort-based features depending upon their intended use. Through Master Plan consultations, it was revealed that residents are seeking amenities such as treed areas and shade structures, seating, picnic tables, washrooms (either permanent or temporary), lighting, and parking (for vehicles and bicycles).

Tooley's Mill Park

These types of features make parks more comfortable and welcoming. Recognizing that there is an inherent cost to providing these amenities, municipal investment may be strategically directed to parks based on their intended function, particularly if parks feature permitted sports facilities or are used for special events and gatherings. For example, Municipal Wide and Community Parks may offer a greater range of amenities such as permanent or temporary washrooms, and parking. It may also be more cost effective to plant more trees, and support the Municipality's climate change goals, rather than building shade structures, although the benefits of natural shade may not be achieved until trees have matured.

Parks are being designed with patrons' safety in mind through the application of CPTED (Crime Prevention Through Environmental Design) and other design principles. Clarington's high-traffic parks should minimize areas with low visibility and neighbourhood level parks should be designed so that there are "eyes on the park" from the street and nearby residences to discourage undesirable activities. Maintenance of parks and open spaces is accepted in the industry as a key component of perceived "safety" in parks and in deterring inappropriate behaviour. Many municipalities engage their local emergency services agencies, including police and fire departments, to aid in their design of safe parks, which is encouraged in Clarington.

Recommendations

10. Prepare a Park Renewal Strategy to identify opportunities to: renew parks to replace aging components (e.g., like for like), redevelop to replace and/or repurpose amenities ensure they serve evolving community needs, and plan for park enhancements to add new amenities. Candidate parks should consider the age and condition of the park and components, changing demographics, opportunities to minimize service duplication, proximity to intensification areas serving MTSAs, opportunities to be repurposed under-utilized facilities to address other in-demand outdoor recreation opportunities, and other variables. Park renewal should be supported by community consultation.

11. Work with the Clarington Diversity Advisory Committee, Clarington Accessibility Advisory Committee, and other relevant groups to actively identify and implement inclusive park design for all age groups and abilities, including development of an Accessible Playground Distribution Strategy as outlined in this Master Plan.

12. Design new and redeveloped parks with a climate change lens with regard for guiding frameworks such as the Clarington Corporate Climate Action Plan to achieve the Municipality’s goal of reducing greenhouse gas emissions by 35% by 2030 and net-zero emissions by 2050.

13. Develop and renew parks with a focus on safety, incorporating Crime Prevention Through Environmental Design principles, enhancing naturalization efforts and including comfort amenities like shade, seating, signage, and other features to create inviting and welcoming spaces.

14. Collaborate with conservation authorities, community groups, and corporate departments to develop and implement strategies that enhance and promote environmental sustainability initiatives and naturalization in Clarington's parks and open spaces.

3.7 Recreation Trails

Existing Recreation Trails

Clarington provides recreational trails for low impact physical activity and active movement throughout the Municipality for walking, cycling, jogging, in-line skating and roller blading, cross-country skiing, snowshoeing, and other human-powered forms of transportation. There are approximately 50 kilometres of asphalt, gravel and natural recreational trails in Clarington that are primarily found within the Municipality's parks, open space, and natural area system, as well as along roadways. Key trail routes include:

- The **Clarington Waterfront Trail** spans nearly 63 kilometres along asphalt paths and roadways and forms part of the Great Lakes Waterfront Trail that connects multiple municipalities along the Lake Ontario shoreline. The Clarington portion consists of both on-road and off-road sections connecting to Darlington Provincial Park in the west and extending eastwards past Port Darlington West and East Beaches and through the Port of Newcastle.

- The **Bowmanville Valley Trail** is a 3.4 kilometre asphalt trail that runs along the west side of Bowmanville Creek in a north-south direction from Roenigk Drive to Baseline Road where it connects to the Waterfront Trail. Connections are available to Rotary Park, Nelson Street Parkette and Spry Avenue.

- The **Courtice Millennium Trail** is a gravel trail spanning 1.6 kilometres with access points at Nash Road, Trulls Road, and Highway 2 with connections to the Courtice Community Complex and Courtice High School.

- **Farewell Creek Trail** extends approximately 600 metres from Tooley's Mill Park to the south with future plans to extend the trail route to Darlington Boulevard.

- The **Sidney Rutherford Trail** is a gravel pathway located in Orono and can be accessed at the intersection of Main Street and Mill Street, spanning 400 metres to the southernly access point on Main Street.

- The **Soper Creek Trail** can be accessed at Madden Place in the north, running 3.3 kilometres south along the west side of Soper Creek to Simpson Avenue. The asphalt trail can be accessed at Guildwood Drive, Concession Street, Mearns Avenue, Hailey Court, Wilde Court, Hobbs Drive, and Soper Court, and connects to the Visual Arts Centre and Soper Creek Park.

The Municipality is currently in the process of planning, designing, or developing additional trails, or expanding existing trails, including, but not limited to, Courtice Dog Park Trail, Toyota Trail, Farewell Creek Trail, and Soper Creek Trail, as well as pathways to facilitate internal movement at Burketon Park, Harvey Jackson Park, Hayden Hall Parkette, and Ina Brown Parkette. These off-road trails are complemented by the boarder sidewalk system.

There are also a number of trails located on lands owned by the Central Lake Ontario Conservation Authority, Orono Crown Land Trust, and others, as well as major on road routes such as the Greenbelt Route (Oak Ridges Moraine Trail).

Market Conditions

Recreational trails are commonly identified as one of the most desirable features in a community, lending support for the Municipality's past and planned investments in the trail network. A strong trails system provides countless environmental benefits, promotes physical activity, connects people to nature, enables unstructured and affordable recreation opportunities, and contributes to the development of a sustainable transportation system. Research has also shown that recreation trails heighten community vibrancy by encouraging the development of walkable neighbourhoods where people are more likely to socialize and interact with each other. Through these benefits, Clarington's trails contribute to an improved quality of life for its residents.

Port Darlington Park East Beach

The Municipality's 2016 Clarington Transportation Master Plan (CTMP) provides a long-term strategy for the development transportation infrastructure and policy for all modes of transportation over a 20-year period, including active forms of movement on and off-road. The CTMP recommended over 73 kilometres of multi-use pathways, cycling lanes, and signed/shared lanes within Courtice, Bowmanville, and Newcastle, as well as connections between these urban areas. **Clarington is currently updating its Active Transportation Master Plan (ATMP)** to establish a new vision for on-road walking and cycling infrastructure and a **Wayfinding System Strategy** is being completed alongside the ATMP to bring greater awareness to Clarington's active transportation network.

Clarington's Official Plan supports the development of a connected trail network and supporting policies are contained in Section 18.4. Notable policies include:

- The Municipality will seek to develop an integrated trail network. Wherever possible, the trail network system should be accessible to all and contribute to an age and child friendly community.
- The Municipality will support the integration of its trails with other partner agencies to create a seamless trail network.
- The trail network shall be designed to minimize impacts on the natural heritage system.
- The Municipality will establish a continuous Waterfront Trail for such purposes as walking and cycling along the Lake Ontario Waterfront. From Courtice to Newcastle, the Municipality intends to relocate and improve the alignment of the Waterfront Trail to areas along the water's edge where possible. The Waterfront Trail shall connect, wherever reasonably practicable, to other trails, corridors and natural areas within the Municipality and adjacent municipalities.
- The Municipality will develop a trails network implementation plan to design, finance and construct extensions to the existing trail network and to connect Clarington's communities and neighbourhoods.

The Master Plan consultation process revealed that trails are highly valued in Clarington. The community survey found that two-thirds (66%) of respondents have been walking or hiking for leisure in the past five years; 84% and 76% of respondents supported investment in paved multi-use trails and unpaved nature trails, respectively, which were within the top five most popular parks and recreation facilities. Public input also expressed that there was a desire to strengthen linkages throughout Clarington and connect features, including valleylands, major parks, and the waterfront. Suggestions were made for a continuous looped trail around Bowmanville called a "circle of green." Better clarity of where trails are located was identified so users are aware of what is available in the community. Enhanced trail maintenance strategies were also suggested such as reduced grass cutting and naturalization efforts. Additionally, environmentally friendly winter maintenance practices were suggested, particularly in sensitive areas.

Continued Recreation Trail Development

Rotary Park

During the COVID-19 pandemic, many municipalities, including Clarington, experienced a strong increase in trail usage, highlighting the importance of a connected trail network. The Municipality recognizes the importance of this, as demonstrated through its recent and planned trail investments. At the conceptual level, the Master Plan investigated potential trail routes and linkages to build upon the existing network; it also aligns with other guiding documents, including the trail guidance illustrated on Map K of the Clarington Official Plan and the candidate on-road network prepared through the Draft Active Transportation Master Plan (subject to change) to ensure seamless connectivity. A focus was given to strengthening connections within and to other urban areas, linking users to key destinations (e.g., waterfront, major parks, community facilities, main roads, etc.), and developing linkages in areas where future population growth is expected (e.g., Secondary Plan Areas).

The conceptual network developed through this Master Plan is intended to be used as a starting point to identify new trail routes that should be explored as opportunities become available over the planning period and beyond (Figure 7). The conceptual network was developed based on the feedback received from the public and the desire to strengthen linkages across the Municipality. They should not be interpreted as detailed routing, but they illustrate desired connections to destinations (e.g., urban areas, hamlets, etc.) and other existing trails.

The Municipality will be required to work with others, including landowners, agencies, and senior levels of government as it is recognized that it would not be feasible for the Municipality to acquire contiguous parcels of land on its own. In some instances, the Municipality may be able to acquire land for trails or receive land dedication for trails through the development process. The Municipality may also be able to negotiate public access to non-municipally owned lands.

As future residential development occurs within Clarington's Secondary Plan Areas, it will be important for the Municipality to investigate recreational trail development opportunities and sidewalks to support active transportation modes. While new trail development in established urban areas is often a challenge, there may be opportunities to expand on trails within greenways, forests, and valleys. Emphasis should be placed on ensuring that there are walking pathways within parks to provide accessible circulation areas and linkages to internal amenities (e.g., playgrounds, sports facilities, etc.), particularly within older parks as designated internal walking routes have been a standard design practice for the Municipality's new and redeveloped parks.

Other trail design and comfort features should be considered in appropriate areas, including (but not limited to), wayfinding and signage, seating, shade, parking, washrooms, distance markers, and other amenities to support and encourage trail use; additional best practices in design are highlighted in Section 3.6.

Long-term strategies to establish safe connections to the rural areas and hamlets should be explored. These routes may primarily be located on-road and as a result, consideration will need to be given to Clarington's Active Transportation Master Plan. Working with others will be required to ensure seamless trail connectivity, which may include, but not be limited to, Durham Region and the Central Lake Ontario Conservation Authority.

Promoting the use of recreation trails in Clarington is strongly supported by the Master Plan to encourage outdoor physical activity and attract families. Clarington's Wayfinding System Strategy, which is being developed as part of the Active Transportation Master Plan, will help in this regard to bring greater awareness to the Municipality's trails through signs, route maps, accessibility, and other resources.

Winter Trail Maintenance

Since the pandemic, Clarington has experienced increased demand for recreational trail use during the winter months and requests for snow clearing. This is a trend being experienced in other municipalities as communities have seen an increased demand for year-round, outdoor physical activities, including winter trail use. Clarington provides snow clearing along sidewalks and some walkways and to respond to community requests, the Municipality provided snow removal services along nearly 8 kilometres of trails, which was expanded to almost 10 kilometres of trail.

The Municipality's snow removal efforts are beneficial for supporting and encouraging physical activity opportunities and while there are inherent costs associated with winter maintenance, the availability of no-cost activities throughout the year is a benefit to the community and encourages equitable access to Clarington's parks and trails. Continuing to expand winter trail maintenance is encouraged in strategic areas, such as along the waterfront or at Bowmanville Park on the former Zoo Lands. Where possible, alternatives to using road salt and being Smart About Salt Certified are encouraged particularly when it comes to winter trail maintenance, which aligns with the Municipality's Corporate Climate Action Plan.

Recommendations

15. Use the conceptual network in this Master Plan to guide the future development of recreational trails in Clarington. Key strategies to strengthen the trail network and to promote active movement within the Municipality include:

    a. Work with community partners and landowners, agencies, and other levels of government to improve connectivity within and between settlement areas, including north-south connections between the Waterfront Trail, Greenbelt Trail, Oak Ridges Moraine Trail, and Bowmanville Valley Trail to encourage active transportation and expand the trail network. This should include creating a “circle of green” trail around Bowmanville, developing solutions to overcome barriers, including crossing transportation corridors, including Highway 401 and Highway 418, as well as other roadways.

    b. Establish active transportation routes within future residential areas, particularly in Secondary Plan Areas with connections to the existing network.

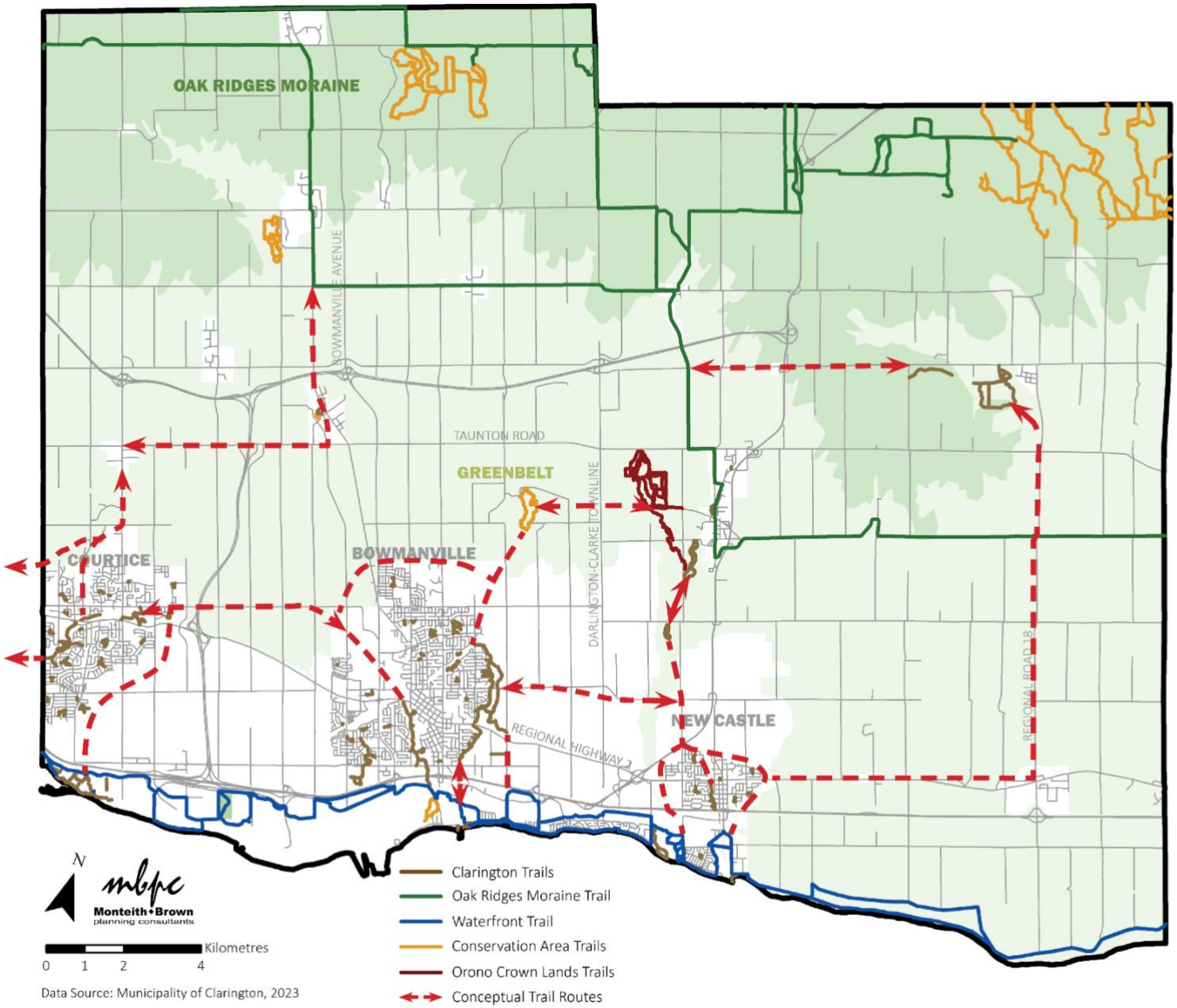
    c. Design new and redeveloped parks with designated circulation areas to guide users through parks and public spaces and connect to on-site amenities (e.g., playgrounds, sports fields, etc.).

    d. Incorporate trail design features and comfort amenities in appropriate areas to enhance comfort including, but not limited to, signage, seating, shade, drinking fountains/bottle filling stations, bicycle parking, and accessibility features.

    e. Increase winter snow clearing in strategic areas to encourage year-round physical activity. Appropriate staffing levels will be required to support this initiative as well as training, such as being Smart About Salt Certified, as directed by the Municipality’s Corporate Climate Action Plan. Evaluating the feasibility of using salt alternatives is also recommended.

    f. Have regard for the Municipality’s Active Transportation Master Plan and Wayfinding System Strategy to ensure seamless connectivity between off-road and on-road routes and bring greater awareness and promote the use of Clarington’s trail system.

Figure 7: Conceptual Trail Network



3.8 Aligning with the Clarington Waterfront Strategy

Clarington's waterfront is a highly valued community asset and an important part of the Municipality's parks system. While there are 34 kilometres of shoreline along Clarington's southern boundary, the Municipality owns a small proportion of waterfront properties, including Port Darlington Waterfront Park (East and West Beach) and Bond Head Parkette. Other properties are privately held or are owned by other public entities such as the Province of Ontario, Government of Canada, and Central Lake Ontario Conservation Authority. The Municipality recognizes the importance of the waterfront and has taken steps to invest in these key assets to create high quality experiences for residents and tourists. Development of Clarington's waterfront has historically been guided by the 1992 Waterfront Strategy that established a vision for increasing public access and ownership of the shoreline.

Input received through the Master Plan's consultation process reinforced the importance of the Municipality's waterfront areas. The waterfront was commonly identified as one of Clarington's greatest natural assets that is enjoyed by both residents and regional visitors; nearly two-thirds (63%) of community survey respondents identified that they have visited the waterfront in the past five years. There is continued support for public investment along the waterfront as 85% of survey respondents were in favour of additional public support for waterfront enhancements, which was the top priority among 41 facility types. Public input emphasized the need to preserve and enhance the strengths of the waterfront such as the open spaces and trails. Suggested improvements expressed by the community included:

- Building upon the trail network, including connections to existing trail systems and the greater active transportation system, as well as public waterfront access points (particularly in Courtice).
- Space for picnics and special events, cultural activities such as performing arts, outdoor skating, personal watercraft launch, public art, and parking.
- A greater commercial presence such as retail and restaurants.

The Municipality is currently undertaking a comprehensive update of the Waterfront Strategy to create a waterfront vision that incorporates themes related to sustainability and resilience, barrier free access, and high-quality built form and parks. A key focus of the updated Waterfront Strategy is on key waterfront locations in Bowmanville, Newcastle, and Courtice. As the Waterfront Strategy is updated, consideration should be given to the input received from consultation activities and the recommendations identified through this Master Plan, including amenities such as outdoor fitness equipment, playgrounds, and other features such as shade, seating and other park design elements. An emphasis should be placed on creating new and existing ideas, including strategies to create multi-use opportunities to maximize strategic uses along

the waterfront for people of all ages and abilities, while recognizing the sensitivity of natural areas and the need to preserve and protect the environment.

Key considerations for updated Waterfront Strategy include:

- Evaluate the feasibility of providing special events along the waterfront (e.g., music or movies at the waterfront).
- Build upon existing multi-use waterfront trails and ensure connectivity to the Municipal-wide active transportation network and trails in adjacent municipalities.
- Explore opportunities to create or designate space for an outdoor amphitheater for performing arts and cultural activities, and other rentals.
- Consider high quality park and waterfront design to strengthen user experiences that may include, but not be limited to, seating, signage, shade, lighting, washrooms, accessibility, parking, and other comfort features and supporting amenities.
- Identify strategic locations for picnic areas, outdoor fitness equipment, playgrounds, water activities such as launching personal watercrafts, and other amenities to encourage use and tourism.
- As opportunities emerge, secure waterfront property either through purchase or other agreements such as long-term leases to increase public access to the waterfront.
- Support local economic development opportunities such as retail and restaurants in strategic areas in proximity to the waterfront.
- Preserve and protect environmentally sensitive areas such as the Samuel Wilmot Nature Area.

Recommendations
16. Update Clarington's Waterfront Strategy to have regard for the input received and the guidance put forward through this Master Plan, including preserving environmentally sensitive areas such as the Samuel Wilmot Nature Area and undertaking enhancements to encourage greater passive uses along the waterfront, including economic development opportunities, comfort features, and supporting amenities.

4. Facilities Plan

This section provides the Municipality with guidance on enhancing existing and developing new community facilities for recreation, culture, libraries, museums and archives to address service gaps, respond to evolving interests, or to address growing community needs.

This section analyzes facility needs over the planning period and recommendations are identified at the end of each sub-section. It is important to note that recommendations are not based upon one specific factor, but considers a number of factors, including background documents and plans, population and demographic characteristics (e.g., age, income, etc.), trends and best practices, inventory and distribution, facility utilization and program data, and service level targets (see Figure 8). Details on background inputs can be found in the Background and Existing Conditions Summary Report.

Figure 8: Key Factors in Analyzing Facility Needs

Comparisons with other municipalities is another factor to consider (Appendix C), although it is important to recognize that provision models differ in other communities due to the local context. For example, Clarington's large geographic land base and growth patterns (which are focused in three urban areas) are different from more concentrated municipalities. Clarington's large geographic area also requires the need to provide a higher level of service compared to other municipalities to ensure that the distribution and availability of facilities is equitable and is positioned to serve growth

areas. As a result, comparisons with other communities should be interpreted with caution as there can be different factors at play in each municipality.

Recommendations are also supported by community input that was received through the consultation process. Key findings are highlighted in Section 2 of this Master Plan and additional details are contained in the Community Engagement Summary Report. The community engagement process was critical to understand the public's opinions and priorities. For example, from a facility perspective, the highest level of support for additional public investment was for indoor pools, outdoor skating, playgrounds, fitness centres, and indoor artificial turf fields (investment in the waterfront, trails, and acquiring parks were also highly rated). All community engagement tactics were considered with the other factors to identify needs over the planning period.

Recommendations also take into consideration assumptions such as population and age group growth. Population assumptions align with the Region of Durham Envision Durham Adopted Official Plan. It will be important for the Municipality to re-evaluate the implications on recommendations once new population data is available such as the 2026 Census, potentially as part of a recommended five-year Master Plan update (See Recommendation #99). Assumptions have also been made regarding projected participation numbers for sports organizations. Regularly collecting this information at the time of registration and space allocation should be a normal practice to better gauge needs and to track trends in participation by sports/age groups (See Recommendation #97).

Based on the analysis, a range of indoor and outdoor facilities were identified to address current and future needs. Table 9 summarizes the current supply of indoor and outdoor facilities, the total supply required by 2036, and what is needed to meet recommended service levels.

South Courtice Arena

Table 9: Future Facility Needs by Type Based on Needs Analysis

	Current Facility Supply	2036 Facility Supply Requirements	Additional Facility Needs
Arenas	5	7	+2
Indoor Aquatic Centres	3	4	+1
Indoor Walking Tracks	1	2	+1
Gymnasiums	3	3	0
Multi-Purpose Space / Group Fitness Space	31	32	+1
Dedicated Youth and Older Adult Spaces	4	4	0
Squash Courts	2	2	0
Indoor Artificial Turf Fields	1	1	0
Outdoor Rectangular Fields	50 unlit equivalent fields	81.5 unlit equivalent fields	+31.5 unlit fields or 21 lit fields
Ball Diamonds	37 unlit equivalent diamonds	54 unlit equivalent diamonds	+17 unlit equivalent diamonds or 11 lit diamonds
Cricket Fields	1	1	+1 (Replace field at Courtice Memorial Park)
Tennis Courts	15	32	+17
Pickleball Courts	12	32	+20
Basketball Courts	22	32	+10
Splash Pads	16	30	+14
Skate Parks and Pump Tracks	5	5	0
Skate Zones	0	5	+5
Leash Free Dog Parks	3	4	+1
Compact Leash Free Dog Parks	0	2	+2
Community Garden	3	3	+1 (Replace Bowmanville Allotment Gardens)
Playgrounds	63	93	+30
Outdoor Fitness Equipment	2	6	+4
Refrigerated Outdoor Skating Surface	3	3	0
Outdoor Lacrosse Box	1	1	0
Arts and Culture Facilities	Various	n/a	+1
Library Space	4 Branches (47,704 sq. ft. feet)	80,004 sq. ft. plus a bookmobile.	32,300 sq. ft. plus a bookmobile
Museum and Archive Space	3	3	0

Includes components to be included as part of the South Bowmanville Recreation Centre and other ongoing capital projects.

4.1 Arenas

Current Supply

Clarington provides five ice pads across three different locations. Twin ice pads are located at the Garnet B. Rickard Recreation Complex (NHL size) and the South Courtice Arena (one NHL size and one Olympic size), and a single ice pad is located at the Darlington Sports Centre. In addition to this arena supply, the Municipality owns two additional ice pads at the Orono Arena and Community Centre and Newcastle Memorial Arena, which are both operated by independent arena boards; the Municipality currently has no authority over ice allocation at these two locations. As a result, there are a total of seven ice pads in Clarington, resulting in a service level of one per 15,537 residents, which is higher compared to the benchmark average of one per 24,119 residents.

Garnet B. Rickard Recreation Complex

Market Conditions

Hockey Canada and Skate Canada report that registration in minor hockey has been steadily declining since 2009. While there was a slight uptick in the number of participants for the 2018/2019 season, participation in the sport was also impacted by the COVID-19 pandemic. Key factors impacting arena use include the following:

- The financial commitment associated with ice activities is increasing due to the high cost of renting ice, equipment and travel.
- The province's population growth is driven by immigration and newcomers are arriving from countries that do not have strong ice sport programs (e.g., Asian, Caribbean and South American nations) or are not familiar with arena activities.[4]

[4] Urciuoli, A. (2020). Fewer Canadians are playing hockey, but does it matter? Retrieved from https://quickbitenews.com/

Use of Arenas in Clarington is Strong

Between the 2022/2023 and 2023/2024 ice seasons, system-wide arena utilization increased from 87% to 91% during the prime-time period (excluding board-operated arenas), which is a strong level of usage (Figure 9). The Municipality has historically maintained arena utilization levels of over 90% as the 2017 Indoor Facilities Development Strategy found that arena utilization ranged between 91% and 93% (Figure 10). A utilization level of 90% or over is indicative of an arena system that is operating at or near full capacity. For the 2023/2024 arena season:

- The prime-time utilization rate during the weekday was 95%, which was an increase from 90% from the 2022/2023 season.
- The prime-time utilization rate during the weekend was 88%, which was a growth from 85% from the previous season.
- Ice Pad #1 at the Garnet B. Rickard Recreation Complex had the highest utilization level at 96%. Conversely, Ice Pad #2 at the same facility had the lowest utilization level at 88%.
- The majority of unused prime-time ice is available during the late weeknight period after 10 pm or during the weekends after 9 pm, which are generally not ideal for use by minor organizations due to the nature of their programming.

Clarington does not have any ability to influence how ice time is allocated at board-operated arenas in Orono or Newcastle. A review of online ice schedules for both arenas found that they appear well used, primarily by minor user groups. The Newcastle Memorial Arena is generally booked at or near capacity during the prime-time period and limited time is available at the Orono Arena.

Figure 9: Prime Time Arena Utilization Rate, 2023/2024 Season

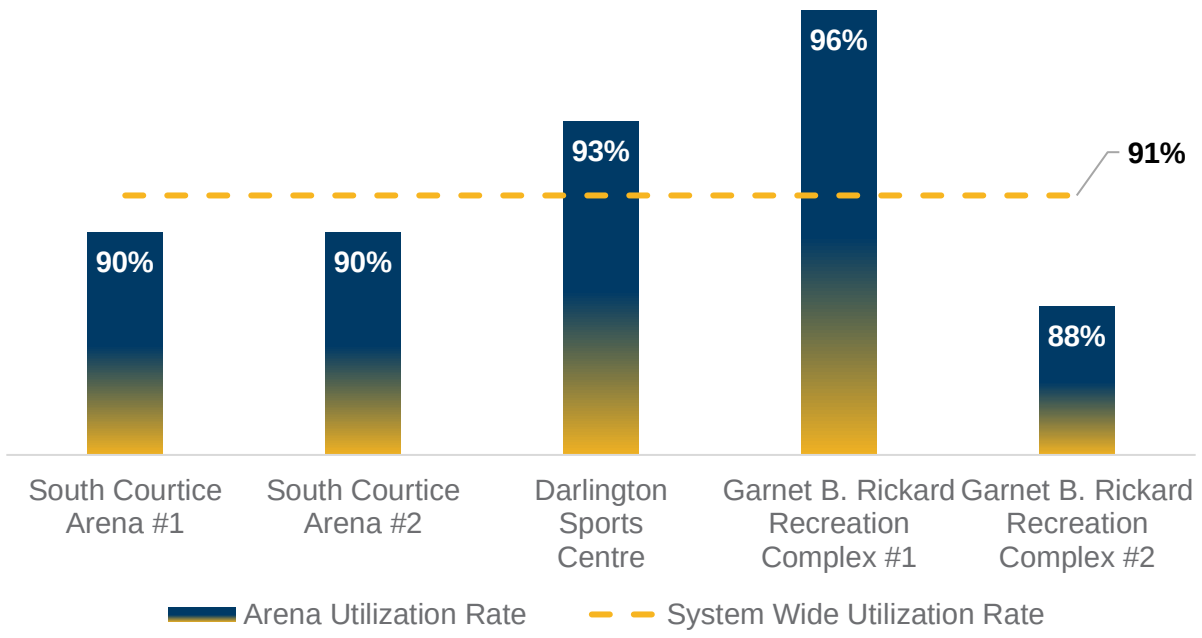
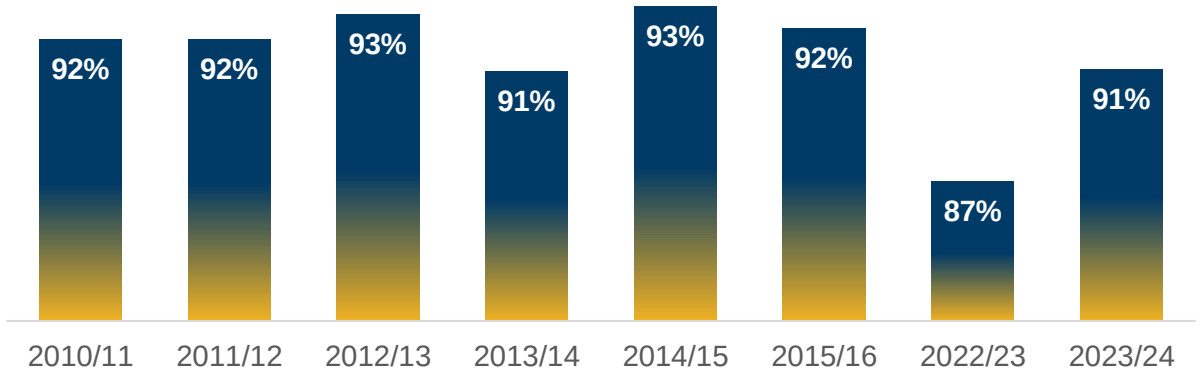


Figure 10: Historical System-Wide Arena Utilization Rates during Prime Time



Note: Data not available for 2016/2017 to 2021/2022 season. 2022/2023 season excludes programming data. Utilization excludes board-operated arenas in Orono and Newcastle.

Arena users requested more ice time for their programming as demand for ice sports grows within the community. It was indicated that the existing South Courtice arena was designed to be expanded to accommodate 2 additional ice pads. The community survey found that 41% of responding households participated in ice activities, while 68% of respondents supported additional investment towards arenas, which ranked 13th among 41 facility types.

Determining Future Ice Pad Needs

To guide ice pad needs, the 2017 Indoor Facilities Development Strategy (IFDS) recommended a provision target of one per 700 to 750 minor and adult participants. The Municipality's participation data reported that for the 2023/2024 season, there were 2,550 minor hockey and skating participants using Clarington's five municipally operated ice pads (excludes groups that exclusively use board-operated arenas in Orono and Newcastle), resulting in current service level of one ice pad per 512 minor participants. Fulsome data on adult leagues is not available and as a result, the use of the Municipality's historical provision target, that combines minor and adult participants, cannot be used. A target of one ice pad per 450 to 500 minor participants is used in other municipalities where youth use most prime-time ice, with adults using late-prime time and shoulder hours.

A target of one ice pad per 500 minor participants is recommended for Clarington, which is on the lower end of the spectrum compared to other municipal targets, although it aligns with the Municipality's current service level and utilization. This target would suggest that at present, Clarington has very modest capacity to accommodate additional use of approximately 0.1 ice pads. This aligns with the current user profile as several user groups reported that they are booking time in adjacent municipalities to alleviate pressure they are facing to accommodate participation levels and programming needs.

The current number of minor hockey and skating participants represents approximately 12% of the children and youth population. If capture rates for minor players remain unchanged, Clarington is roughly estimated at 3,813 minor players (ages 5 to 19) by 2036. **Based on the recommended target, this would translate into a need for seven ice pads, two more than what is currently provided directly by the Municipality** (Table 10)**.** This is consistent with findings from the Municipality's previous study, which confirms the need for ice to accommodate the needs of growing organizations and public programming. While this analysis excludes groups using the two board-operated arenas in Orono and Newcastle, arena schedules at these locations suggest that both locations are at or near capacity and thus, some future growth of these groups could also be accommodated if the Municipality were to develop additional ice pads.

Table 10: Projected Ice Pad Needs, 2026 to 2036

	2026	2031	2036
Projected Minor Registration (Based on current minor capture rates)	2,901	3,376	3,813
Number of Ice Pads Required (Based on 1 ice pad per 500 players)	5.8	6.8	7.6
Ice Pads Needed (Based on a supply of 5 municipally operated ice pads)	0.8	1.8	2.6

Note: Projected registration figures exclude organizations that exclusively use board-operated arenas in Orono and Newcastle.

Planning for a New Arena

With a projected need for two additional ice pads over the planning period, co-locating them together is recommended as it would achieve benefits in programming, including tournament potential and efficiencies with construction and operations, as well as in the provision of supporting amenities. Regulation NHL-size pads are recommended with change rooms, spectator seating, viewing areas, audio and visual equipment, and accessibility features, and other amenities, as necessary.

The preferred option is to locate the two new ice pads as an expansion of the South Courtice Arena. This location already has two ice pads, and it was originally designed with the intent to accommodate additional ice pads, so some required infrastructure already exists. Creating a quad-pad arena at this location would provide the Municipality with operating efficiencies and programming benefits, particularly when it comes to tournament hosting potential, which is further bolstered by its proximity to Highway 401.

The recommended site at the South Courtice Arena is a departure from the preferred option in the 2017 IFDS, which identified the South Bowmanville Recreation Centre as the preferred location due to the availability of land, ability to address long-term ice needs in Bowmanville, and ability to be co-located with other facility components. The Municipality is currently in the design phase of the South Bowmanville Recreation Centre, which will include a FIFA size indoor artificial turf field, double gymnasium and multi-purpose program rooms and other spaces. Based on the planned facility design and consideration for other facility components that would form part of an expansion, which are supported by this Master Plan, facility fit investigations completed by the Municipality determined that a twin pad arena could not be accommodated on site.

In terms of timing, expanding the South Courtice Arena with two additional ice pads would not be required until beyond 2031, which aligns with the timing identified in the 2017 IFDS, although an earlier timeframe could be contemplated to absorb usage from

other arenas, including the Darlington Sports Centre as the Municipality will need to plan for reinvestment or replacement of this location over the long term.

Over the short-term, continuing to maximize the use of available ice time is recommended to meet local ice needs, including working with independent arena boards. The Municipality may also engage adjacent communities with available ice supply to negotiate access to suitable arena time; it is known that there is available arena capacity in Oshawa and some Clarington users already book time in this community.

The Municipality should approach the development of new ice pads cautiously given that while the local arena system is experiencing pressure, Provincial trends suggest that arena demand is waning as evidenced by surplus ice capacity in other municipalities. Reconfirming ice pad needs ideally as part of a five-year update to this Master Plan is recommended based on participation data, facility utilization, sport trends, and population growth, including changes in socio-demographic characteristics such as growth in age cohorts and cultural diversity. Undertaking a preliminary design should also be completed to confirm facility fit at the South Courtice Arena, including the provision of ancillary space such as changerooms and parking. Should it be determined that it would not be feasible to expand the South Courtice Arena, locating two ice pads at the Diane Hamre Recreation Complex should be explored as it was originally designed to accommodate two ice pads and there is land available.

Reinvestment in Existing Arenas

The Municipality recently completed a major renovation at the board-operated Newcastle Memorial Arena, which included replacing aging lifecycle components such as the arena floor, refrigeration equipment, rink boards, etc. A similar renovation project is currently being undertaken at the Orono Arena and Community Centre to renew the aging ice pad to extend the life of both locations by 10 to 15 years.

Continued investment in Clarington’s arenas is recommended to maintain a state of good repair. This will be important at the Darlington Sports Centre. This single pad arena was constructed in 1975 and in 2010, a major renovation was undertaken to replace the arena floor and refrigeration equipment and rink boards; a lobby renovation and accessibility enhancements were also completed. These upgrades were intended to extend the life of the arena to 2025; however, the arena is expected to remain fully operational beyond this period. Ongoing monitoring of its facility condition, potentially supported by an engineering study, will provide the staff with an understanding of remaining facility lifespan to make an informed decision related to the future of this arena, which could be determined through a five-year update to this Master Plan.

Recommendations

17. Develop 2 new ice pads as an expansion to the Courtice Arena. Confirmation of the timing and associated amenities should align with the five-year update to the Master Plan and be based on user group participation, ice pad utilization, sport trends, and population growth, including changes in socio-demographic characteristics. Community user groups should be engaged to guide the design process.

18. Continue to engage independent Arena Boards in Newcastle and Orono to maximize ice use to the benefit of Clarington arena organizations. As part of these discussions, explore the possibility of aligning allocation practices of the Arena Boards with the Municipality to ensure that ice time is permitted in a fair and transparent manner.

19. Engage adjacent communities such as the City of Oshawa to negotiate access to arena time for local organizations to alleviate short-term demand for additional ice time.

20. Undertake a life cycle and building condition audit of the Darlington Sports Centre to determine its lifespan and investment requirements to guide decisions to maintain the facility for ice or repurpose to other uses.

4.2 Indoor Aquatics Centres

Current Supply

There are three indoor aquatic centres in Clarington located at the Alan Strike Aquatic and Squash Centre, Courtice Community Complex, and the Diane Hamre Recreation Complex. Each location features a 25-metre, 6-lane, rectangular tank with amenities, including a co-ed whirlpool and sauna. A tot pool and a waterslide are also provided at both the Courtice Community Complex and the Diane Hamre Recreation Complex. The Alan Strike Aquatic and Squash Centre is designed to accommodate competitive lane swimming, and its design provides a different aquatic experience compared to the other locations in Courtice and Newcastle, which are more community based.

Market Conditions

Indoor aquatic facilities are popular as swimming appeals to people of all ages and abilities in structured or drop-in programs. As with most municipalities, Clarington places considerable focus on learn-to-swim and aquatic fitness through its programming. Swimming activities are some of Clarington's most popular programs. Key indoor aquatic trends include the following:

- Since the COVID-19 pandemic, the use of indoor aquatic centres is on track to recover to and exceed pre-pandemic levels, including in Clarington.
- Learn to swim programs are usually the highest demand use for an indoor aquatic facility, although there is a growing aquatic fitness market that is well suited to adults and older adults as it is a low impact, social activity that promotes physical health.
- Swim clubs are major indoor aquatic facility users that tend to prefer traditional rectangular pool configurations with lanes and cooler water temperatures, while the aquafit and early childhood learn-to-swim markets are increasingly shifting their preferences to warmer water temperatures and/or warm water therapeutic tanks.
- Modern indoor aquatic amenities that are desirable include, but are not limited to, warm water temperatures (or cooler water for swim clubs), viewing galleries, accessibility features, and universal design elements (e.g., family change rooms).

More than half (54%) of community survey respondents have participated in instructional, recreational, or aquafit swimming, which was the 7th most popular recreation activity. Four-of-five (79%) respondents supported investment in indoor pools, which was ranked the fourth highest facility type. Requests for additional indoor pools were received throughout the consultation process, with many residents noting requirements for competition pools and the challenges with limited access to swimming lessons.

Addressing the Need for a New Indoor Aquatic Centre

To guide future needs, the Municipality's 2017 IFDS recommended that indoor aquatic centres should target a range between one per 35,000 to 40,000 residents. This target is on the higher end of the spectrum compared to other municipalities across the GTHA, although the Municipality's provision target reflects the high value that residents place on indoor swimming activities and the slightly younger median age profile. It also reflects the Municipality's current provision approach where there is one indoor aquatic centre in each urban area (Bowmanville, Courtice and Newcastle), although the user experience may vary at each location. The Municipality's supply results in a service

level of one per 38,782 residents, which is within the recommended range and higher compared to the benchmark average of one per 46,195 residents.

By 2036, Clarington's population is projected to reach 162,640 and by this point, the Municipality will require a new indoor aquatic centre to maintain its current provision level and to meet aquatic needs associated with a significant population increase (Table 11). The greatest need is in the Bowmanville area, which is expected to reach nearly 80,000 people by the end of the planning period (Table 12). The recommended target range suggests that a population of this size would be sufficient to support two indoor aquatic locations.

Table 11: Projected Indoor Aquatic Centre Needs, 2026 to 2036

	2026	2031	2036
Projected Population	123,730	143,970	162,640
Number of Indoor Aquatic Centres Required (Based on 1 per 35,000 to 40,000 residents)	Up to 3.5	Up to 4.1	Up to 4.6
Indoor Aquatic Centres Needed (Based on a supply of 3 indoor aquatic centres*)	0.5	0.6	1.6

* The Alan Strike Aquatic and Squash Centre pool is geared towards competitive swimming and provides a different aquatic experience compared to the Courtice and Newcastle locations that are more community focused.

Table 12: Projected Indoor Aquatic Centre Needs by Community, 2026 to 2036

Community	Existing Supply	Projected 2036 Population	Indoor Aquatic Centres Required **	Indoor Aquatic Centres Needed
Bowmanville	1*	79,972	2	+1
Courtice	1	40,286	1	+0
Newcastle	1	20,417	1	+0
Rural/Orono	0	21,955	0	+0
Total	3	162,640	4	+1

* The Alan Strike Aquatic and Squash Centre pool is geared towards competitive swimming and provides a different aquatic experience compared to the Courtice and Newcastle locations that are more community focused.
** Number of indoor aquatic centres required based on a recommended target of one per 35,000 to 40,000 residents.

Based purely on the provision target alone, Clarington would not require a new indoor aquatic centre until after 2031; however, there are **other factors to consider** that influence needs including the following:

- The pool at the Alan Strike Aquatic and Squash Centre is **not as conducive to community programming** as its design and limitations are geared towards competitive swimming.
- There is current **pressure for community-based programming** in Bowmanville, which is expected to grow as the population increases.
- Clarington is **geographically large** and although there are indoor aquatic centres in Courtice and Newcastle, some Bowmanville residents may not have the ability to travel to these facilities.

Given these factors, it is recommended that the Municipality explore the feasibility of providing an indoor aquatic centre in Bowmanville in the short-term to coincide with the first phase that is currently being developed (although should not delay the current process). This location is the ideal location given that there is ample land available at this site and there are efficiencies in construction and facility operations, as well as cross-programming opportunities afforded by co-locating facility components.

The new indoor aquatic centre should be designed to be large enough to support current and future needs, as well as to meet the needs of organized user groups (including competitions) and the broader community. At a minimum, the indoor aquatic centre should include a 25-metre tank with six lanes, although the feasibility of a tank with eight lanes should be evaluated subject to site availability and cost. Other features should include a leisure tank and/or warm water therapy tank, universal family changerooms, beach entry, viewing areas, and accessibility features.

The Future of the Alan Strike Aquatic and Squash Centre

Originally constructed in 1982, the Alan Strike Aquatic Centre and Squash Centre features a rectangular pool tank with six lanes. The design is antiquated by today's standards as it does not offer the modern amenities that are commonly desired by aquatic facility users such as accessibility features, separate teaching tank, and warm water. Renovations were undertaken in 2015, although this was primarily to replace aging mechanical equipment and undertake a facelift to the exterior and lobby area.

While there are community programming limitations at this location, it is home to the Clarington Swim Club. The group prefers the configuration of the rectangular pool tank, although the group expressed the desire for more pool time to accommodate programming demand. They anticipate that pressure will increase as population growth in Bowmanville continues.

The new indoor aquatic centre recommended in Bowmanville will help alleviate pressure that the Clarington Swim Club is currently facing, particularly as this Master Plan encourages that it be designed in a manner that provides the Municipality with enhanced capacity for community and club use, as well as consider sport-friendly features to support competitions and meets. Requests were made for a 50-metre pool, although this is not being recommended.

Alan Strike Aquatic and Squash Centre

By the end of the planning period, the Alan Strike Aquatic and Squash Centre will be nearing its lifespan and at that point it will require reinvestment if the Municipality intends to continue operating this location. Once the indoor aquatic centre at the South Bowmanville Recreation Centre is operational, the Municipality should assess its performance in meeting community needs and capacity levels to determine the future of the indoor pool at the Alan Strike Aquatic and Squash Centre. This may include decisions to reinvest in the facility to extend its life to continue to serve the community, adaptative re-use of the space for community programming, or other use. Decisions regarding the future of the Alan Strike Aquatic and Squash Centre over the longer-term could require an alternative site for another indoor aquatic centre (beyond the time frame of this Master Plan).

Reinvestment in Existing Indoor Aquatic Centres

The 2017 IFDS recommended enhancements to the indoor aquatic centre at the Courtice Community Complex to improve its functionality to ensure that it can support current and future population growth that is forecasted for this community, and that it offers the modern amenities that are desired by aquatic facility users. The Municipality recently completed modest improvements to this indoor aquatic centre by removing a wall between the whirlpool and pool area to improve safety and sightlines.

The previous study identified facility enhancements to consider, which may involve expanding the building footprint. These enhancements continue to be supported to deliver a broad range of community programs and alleviate pressures that are currently being experienced. This includes:

- Reconfiguring the teaching pool as its present depth and dimensions limit its capacity to deliver simultaneous programming – the teaching pool could be redesigned in a manner like that found at the Diane Hamre Recreation Complex.

- Constructing a warm water therapy pool (either integrated as part of the teaching pool or as a separate tank), which would strengthen this location as hub for 55+ programming that takes place at this location.
- Enlarging changerooms, particularly the family changeroom areas, or repurposing the existing changeroom space to support aquatic activities and constructing new changerooms through a facility expansion.

No enhancements are recommended at the Diane Hamre Recreation Complex. Having been constructed in 2008, this indoor aquatic centre is a modern facility by today's standards and expectations and will meet the needs of current and future residents in this area over the course of this Master Plan, if it continues to be maintained regularly to remain in a state of good repair.

Recommendations

21. Explore the feasibility of constructing an indoor aquatic centre concurrently with the first phase of the South Bowmanville Recreation Centre, which should be designed to support both community programming and competitions (although this should not delay the current process). Engage community user groups as part of the design process.
22. Assess the future of the Alan Strike Aquatic Centre and Squash Centre, with consideration given to reinvestment to extend the life of the facility, adaptive re-use opportunities for community programs, or other uses. Decisions regarding the future of the Alan Strike Aquatic and Squash Centre over the longer-term could require an alternative site for another indoor aquatic centre (beyond the time frame of this Master Plan).
23. Undertake a feasibility study to guide enhancements to the indoor aquatic centre at the Courtice Community Complex to address a broader range of community programming and uses, which may require expanding the facility to the west. Enhancements include reconfiguring and redesigning the teaching pool to reflect what is currently offered at the Diane Hamre Recreation Complex, constructing a warm water therapy pool, and enlarging changerooms.

4.3 Fitness Spaces

Current Supply

A fitness centre is located at the Courtice Community Complex, which includes a range of fitness training equipment (e.g., cardio/conditioning, strength training, etc.) and a group fitness studio for active programming. Group fitness programs are also held in multi-purpose spaces at other community complexes in the Municipality. In addition,

there are several private fitness providers operating in Clarington such as Planet Fitness and CrossFit Bowmanville.

Market Conditions

Physical fitness and individual wellness are top priority issues among many Canadians, resulting in a greater emphasis being placed on personal health. Key fitness trends include the following:

- Group fitness programming has become one of the fastest growing segments of the fitness sector, more so than traditional weight-training, as these programs are designed to be fun and social activities.
- Active living activities centred on general health and wellness, cardiovascular training, and stretching activities such as yoga and Pilates are popular programs.
- Municipalities are keeping pace with other fitness trends such functional training (e.g., TRX, Cross-Fit, and High Intensity Interval Training) based on scientific evidence documenting its benefits but also in response to user demands.

The community survey indicated that 38% of respondents have participated in aerobic, yoga, or fitness programs. 21% of respondents also participated in weight training. 71% of respondents supported additional investment in fitness centres which was ranked the 8th out of 41 facility types. Requests were made for another fitness facility in other areas of the Municipality as the location in Courtice is not convenient for some residents, particularly for those in Bowmanville and Newcastle.

Focusing on Active Living and Wellness Activities within Multi-Purpose Spaces

Decisions to provide equipment-based fitness centres are based on several factors, including the corporate desire to offer this public service to provide access to affordable fitness opportunities, ability to be incorporated within a multi-use community centre with complementary facility components (such as an indoor pool), geography, and state of the private sector market. As Clarington continues to grow and intensify, it is anticipated that the supply of non-public fitness centres that offer equipment-based services will grow as it can be expected that these types of amenities will be offered within condominiums to owners and tenants.

New equipment-based fitness centres in Clarington are not recommended. The recommended strategy should be to continue complement existing equipment-based fitness services by offering group fitness activities through Clarington's multi-purpose spaces. This will mean ensuring that new and existing community facilities offer appropriate spaces that are designed with amenities that support group fitness activities and cross-programming opportunities, including at the future South Bowmanville Recreation Centre.

Recommendations
24. Include fitness studio space (or multi-purpose spaces) to support group fitness activities designed with appropriate amenities in new and redeveloped community centres.

4.4 Indoor Walking Tracks

Current Supply

While the Municipality does not provide an indoor walking track, the Bowmanville Indoor Soccer Facility is the location for the Clarington Walks program, where users can walk the perimeter of the field. A new indoor walking track is planned at the future South Bowmanville Recreation Centre.

Market Conditions

Indoor walking tracks are highly desirable community amenities. Key trends related to indoor walking tracks include the following:

- With Canada's varied climate conditions, there is a demand for indoor walking tracks that can be used year-round for walking and jogging, which are commonly identified as the most popular recreation activities.
- Many modern community centre templates incorporate indoor walking tracks by encircling a major facility component such as an indoor artificial turf field, gymnasium, arena, or integrated with circulation areas (e.g., walkways in common areas, etc.).
- Indoor walking tracks are not revenue generators for municipalities, although the steady volume of use is viewed as an opportunity to promote physical activity while increasing the foot traffic in a community centre.
- Sport organizations also benefit from indoor walking tracks for dryland training and from a broader perspective, they provide safe walking opportunities during periods of inclement weather. For these reasons, there has been a growing popularity for indoor walking tracks.

Indoor walking Tracks as Part of Facility Renewal or New Development

It is a best practice to include an indoor walking track as part of major facility renewal or new development. While there is a capital cost incurred, the operational impacts are nominal in the context of constructing a new or redeveloped facility and the track does not have to increase the physical footprint of the facility, particularly if it is elevated or

encircles another facility component. The inclusion of a walking track as part of the South Bowmanville Recreation Centre will continue to provide service to this area. This Master Plan recommends expanding the South Courtice Arena with two additional ice pads (to create a quad pad facility). The feasibility of designing one of the new ice pads with an indoor walking track should be explored. The inclusion of an indoor walking track through a future expansion of the Diane Hamre Recreation Complex should also be visited though it is not expected during this planning period. Indoor walking tracks should have a minimum of three lanes with a rubberized or coated surface.

Recommendations
25. As part of a twin-pad arena expansion to the South Courtice Arena, assess the feasibility of incorporating an indoor walking track as part of the design, which should have a minimum of three lanes with a rubberized or coated surface.

4.5 Gymnasiums

Current Supply

A full-size gymnasium is located at the Diane Hamre Recreation Complex, which can be divided into two smaller spaces to support simultaneous programs and rentals. A mini gymnasium is also located at the South Courtice Arena. A new double gymnasium is proposed to be located at the future South Bowmanville Recreation Centre by converting the existing indoor artificial turf field. The Municipality's gymnasium supply is complemented by school gymnasiums that are available for public rentals.

Market Conditions

Gymnasiums facilitate a variety of indoor sports and recreation opportunities that require a hard surface, large open space, and high ceilings. Key gymnasium trends include the following:

- Gymnasiums are primarily used for recreation activities, although some non-sport uses may also take place in these spaces.
- Gymnasiums are designed with adaptability in mind. The ideal gymnasium size should be large enough to accommodate a school-sized basketball court with high ceilings and supporting amenities such as storage, change rooms, and seating areas.

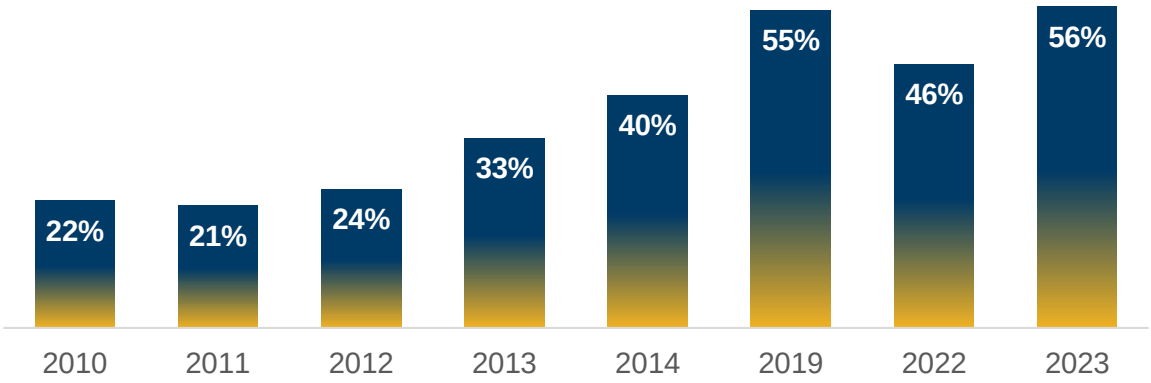
Gymnasiums are supported by 64% of household survey respondents for additional investments, ranking 15th of 41 facilities. Requests were made for additional gyms to support the desire for more programming, specifically in the Newcastle area. Responses also identified recommendations to partner with school boards to use their gym spaces after school hours.

There is Capacity at Existing Gymnasiums

The gymnasium at the Diane Hamre Recreation Complex was booked for a total of 6,246 hours in 2023, translating into a utilization rate of 56%, which was a marginal increase from 2019. (Figure 11). The majority of available gymnasium time is during the daytime, which is typical given that most gymnasium users are not available at this time. Utilization levels have been gradually increasing from historical levels suggesting that the Municipality has been making efforts to increase the use of their gymnasiums, particularly through increased fitness programming.

Diane Hamre Recreation Complex

Figure 11: Diane Hamre Recreation Complex Gymnasium Utilization



Note: Data not available for 2015 to 2018 and 2020 to 2021.

There is also available capacity at the South Courtice Arena mini gymnasium, which is constrained by its small size and resulting program limitations. In 2023, this mini gymnasium had a utilization rate of 30%, which was a decline from 43% in 2019.

New Gymnasiums as part of New or Expanded Community Facilities

Excluding the mini gymnasium at the South Courtice Arena due to its small size, which limits its programming capability, Clarington is providing gymnasiums at a service level of one per 108,757 residents, which is the lowest level of service compared to benchmark municipalities. There are many factors to consider that guide the provision

of municipal gymnasiums, including the strength of community access to school gymnasiums, geographic distribution, and the ability to co-locate gymnasiums as part of new facility development or expansion opportunities to support community programming and rentals. Population-based service targets may also be considered. The provision of public gymnasiums is influenced by the level of access to school gymnasiums. For example, Whitby provides two public gymnasia but partners with a non-profit organization to provide programs at 10 local school gymnasiums.

The 2017 IFDS recommended a target of one full-size gymnasium per 50,000 residents, which generally aligns with population-based metrics used in other communities. **Application of the Municipality's current target would suggest that there is a need for two gymnasiums by the end of the planning period** (Table 13)**, which will be satisfied with the construction of the South Bowmanville Recreation Centre,** which will include a double gymnasium and result in a projected service level of one per 54,213 residents by 2036.

Table 13: Projected Gymnasium Needs, 2026 to 2036

	2026	2031	2036
Projected Population	123,730	143,970	162,640
Number of Gymnasiums Required (Based on 1 gym per 50,000 residents)	2.5	2.9	3.3
Gymnasiums Needed (Based on a supply of 1 gymnasium)*	1.5	1.9	2.3

* Excludes the mini gymnasium at the South Courtice Arena, which has program limitations due to its small size.

The full-size gymnasium in Newcastle and a double gymnasium in Bowmanville will be sufficient to meet the service target. As this Master Plan recommends expanding the South Courtice Arena to accommodate two additional ice pads, there will be no opportunity to expand the mini gymnasium. Repurposing this space is not recommended given that it would eliminate the only municipal gymnasium in Courtice, and no alternative facility needs have been identified that would be suitable in this location.

While Courtice would remain somewhat underserved with a mini gymnasium, there are no new indoor facilities recommended in this area during the Master Plan timeframe. Should there be future development opportunities, the need and feasibility of incorporating a full-size gymnasium should be explored in the longer-term. During the planning period, continuing to maintain and expand municipal and community access to school gymnasiums is encouraged. A cursory review of rental schedules of secondary school gymnasiums in Courtice, which are most desirable due to their large size, found that available time during the weekday evenings is limited. The majority of time is

available during the weekend, which could be an opportunity for the Municipality; negotiating access to weekend time at secondary school gymnasiums would be financially advantageous compared to constructing a new public gymnasium in Courtice (which is not being recommended at this time).

Recommendations
26. Move forward with converting the indoor artificial turf field at the Bowmanville Indoor Soccer Facility with a double gymnasium.
27. Continue to work with school boards to maintain and negotiate enhanced access municipal and community access to school gymnasiums.

4.6 Multi-Purpose Spaces and Community Halls

Current Supply

There are 17 multi-purpose spaces located within Clarington's community facilities, including activity rooms, meeting rooms, and community halls. These spaces vary in size, capacity, and range of amenities, which may include (but not be limited to), seating and tables, washrooms, storage space, counter tops with sinks, and kitchens. In addition to this supply, the Municipality also owns 11 standalone community halls in the rural areas, which are operated by volunteer boards.

Market Conditions

Multi-purpose spaces are flexible spaces that bring the community together and support a range of uses, including community programming, social activities, meetings, and rentals. Key trends include the following:

- Multi-purpose spaces and community halls are core elements of community facilities. They should be provided when constructing or renovating community centres to support programming opportunities.
- The development of new stand-alone community halls is typically discouraged as they are less efficient to construct and operate compared to integrated spaces within multi-use community centres.

There was a general desire from both survey respondents and stakeholders for more multi-purpose spaces in Clarington. Nearly half (49%) of the survey respondents supported additional investment in community halls and meeting spaces, ranking 28th out of 41 facility types.

There is Capacity in Clarington's Multi-Purpose Spaces and Community Halls

A review of booking data for the Municipality's multi-purpose spaces revealed that there were 18,264 hours booked in 2023, which was an increase of 20% (or 3,061 hours) from 2019. This translates to a system-wide utilization rate of 34% across all multi-purpose program spaces in Clarington, suggesting that there is ample capacity to accommodate additional bookings. This level of use is common for this facility type as they are not ones that exhibit high levels of use, but rather they are provided to ensure that the Municipality has flexible programming spaces, and that the community has access to affordable indoor gathering spaces. Among the Municipality's multi-purpose spaces, Program Rooms #2 and #3 at the Diane Hamre Recreation Complex had the highest level of use in 2023, with a combined utilization rate of 54%.

Providing Multi-Purpose Spaces in New and Redeveloped Community Centres

While there is existing capacity within the Municipality's supply of multi-purpose space, they are generally not expected to be highly utilized spaces but are provided to ensure that there are flexible and affordable indoor venues for community programs and rentals. To ensure that these spaces are optimize for maximum community benefit, they are best located within community centres, which also allow for cross-programming opportunities and efficiencies with construction, staffing, and maintenance, while enhancing the geographic distribution of community space. Additionally, they are also relatively low-cost to provide from a capital and operating perspective compared to other major facility components such as an arena and indoor aquatic centre.

Multi-purpose spaces should be considered when planning new, or redeveloping existing, community facilities, which is the Municipality's approach as integrated program spaces are proposed to be located as part of the South Bowmanville Recreation Centre. Flexibly designed multi-purpose spaces will be important to ensure that they can be used for a variety of purposes, which means that they should be large enough to accommodate general programming at a minimum; the provision of small meeting rooms is discouraged. Supporting amenities may include, but not be limited to, countertops, sinks, storage cabinets, durable flooring, dividing walls, audio and visual equipment, kitchens, and other features. The ability of such spaces to accommodate a wide variety of uses can improve utilization, including for arts and cultural activities and, where a branch library is part of the complex, for library programming opportunities.

Working Together to Enhance the Use of Community Halls

Clarington's 11 standalone community halls are operated by volunteer organizations and are used for a range of events such as birthdays, family gatherings, receptions, and programming. They are important venues that serve the rural area and contribute to providing a strong geographic distribution of community spaces. Detailed facility usage statistics were requested to inform this Master Plan but were not readily available,

although consultation with these groups revealed that the spaces are well used by the rural community by people looking for affordable rental spaces that are large enough to host events that could not be accommodated within their private spaces. The level of use varies at each location as some are used nightly and others are used a few times a week and during the weekends.

Like many communities, Clarington's rural residents place a high value on its community facilities as they function as gathering hubs to celebrate activities and occasions, create a sense of place, and contribute to their quality of life. These attributes underscore the importance of continuing to maintain and strengthen partnerships with volunteer boards and ensure they are successful over the long-term to continue to achieve the benefits of sharing resources and responsibilities, as well as reducing Municipal operational requirements. It is particularly important to ensure their success to minimize any risks to the Municipality. For example, if a volunteer board is unable to continue operating a community hall, the rural residents may look to the Municipality to step in to provide the service, which would have an operating implication on staffing and other resources.

It is also important to ensure that the community halls are maintained in a state of good repair, which is primarily the Municipality's responsibility, although some capital improvements are funded (partially or whole) by community halls through reserves, fundraising, or other sources. Many of the rural community halls are aging, outdated, and in need of modernization to a level that is expected among residents and facility users. This includes, but is not limited to, addressing lifecycle needs and undertaking accessibility retrofits. Facility enhancements and upgrades should be informed by detailed building condition audits and based on the need to maintain a state of good repair. Understanding the usage trends of each community hall will also help the Municipality rationalize facility reinvestment.

Multi-purpose Spaces in Intensification Areas

GTHA municipalities such as Richmond Hill have been working with the land development industry to explore incorporating community spaces within condominiums to secure multi-purpose spaces in high-density areas. Planned intensification of Clarington's urban areas, particularly in areas of intensification (MTSAs), may yield opportunities to negotiate public space within private developments.

Lessons learned to date in other communities suggest that it is important to define the types of uses that will be delivered at the time multi-purpose spaces (or other public space) is being planned and negotiated with private partners to ensure sufficient size, convenient building access for public and staff, parking, and that spaces are equipped with appropriate amenities. It would also be prudent to confirm capital and ongoing operational responsibilities between the Municipality and its partners from the outset. This way, negotiations and agreements can be carried out throughout the development approval process and avoid unexpected challenges. While there can be limitations to

these types of arrangements, public-private spaces such as multi-purpose spaces in condominiums can play an important role in providing locations for gatherings and programming in established areas where developable land is often scarce and opportunities for traditional community spaces are not feasible.

Recommendations

28. Provide multi-purpose spaces in new or redeveloped community centres that are flexibly designed in a variety of sizes and with supporting features to accommodate community programs, rentals, and arts and cultural activities, potential library use, as well as youth and older adult uses.

29. Continue to work with rural community hall partners explore expanding recreation and leisure opportunities for the rural community and to ensure long-term operational success. Facility enhancements and upgrades should be informed by building condition audits and based on maintaining a state of good repair and facility usage trends.

30. Monitor program space needs as population increases in intensification areas with consideration given to partnership opportunities with the development industry to incorporate multi-purpose programmable space within condominium buildings where a gap in the provision of programmable space is identified, which should have regard for public access, flexible, and sufficiently sized spaces, parking accommodations, and supporting amenities such as storage spaces and countertops.

4.7 Dedicated Youth and Older Adult Spaces

Youth Spaces

The Municipality provides youth space in partnership with the John Howard Society of Durham Region and the local community. Through this partnership, drop-in recreational space is provided at the South Courtice Arena and at the Diane Hamre Recreation Complex, which are known as The Loft and The NYC, respectively. A variety of activities are available at each location including, but not limited to, sports, video games, computers, WIFI, and board games, as well as structured recreational programming.

The Municipality also contributes funding towards the Firehouse Youth Centre in Bowmanville, which is third-party operated. These dedicated youth spaces complement the Municipality's youth-oriented recreation programming that take place throughout Clarington and complement other youth spaces and services provided by others such as the CLMA.

Some municipalities have provided dedicated youth spaces, or multi-purpose spaces with designated times for youth, that are casual drop-in. As research suggests that youth prefer unstructured activities and thus, spaces tend to be flexibly designed to allow them to participate in their desired activities on their own schedule or to participate in programming or events. Not only are youth spaces important to provide a safe meeting space, but they can also facilitate positive reinforcement to combat concerns surrounding mental and physical health among youth.

Consultation with the Firehouse Youth Centre found that it is a well used space for youth and teenagers between the ages of 12 and 18. The Centre offers free drop-in programming, as well as food and transportation to its users. Program availability is continually evolving as it centres around the interests of users, which may include sports, arts, and culture, as well as casual socialization. In addition, the Centre also provides a safe space for users to access social services to provide mental health support, food security, volunteer opportunities, life skills development, and other supports to ensure that youth and teenagers become integrated and productive residents in the community. The community survey also found that 69% of respondents supported additional investment into dedicated youth spaces, ranking 12th out of 41 facility types.

Older Adult Spaces

There are two dedicated older adult spaces in Clarington. The Municipality offers dedicated space for older adults ages 55+ at the Courtice Community Complex to provide direct programming, including active living classes, general interest activities, fitness, drop-in programs, and special events, which are provided with the support of volunteers. The Municipality also offers older adult programming within program spaces at other locations in Clarington, including the Diane Hamre Recreation Complex, Garnet B. Rickard Recreation Complex, and rural community halls.

Older adult opportunities are also provided by the Bowmanville Older Adult Association (BOAA), which provides its programs and services at the Beech Centre in Bowmanville, which features several indoor program and gathering spaces. Consultation with this group found that membership levels are strong with 1,500 to 1,700 members, the majority of whom are between the ages of 70 and 80 years old, although they are also seeing younger older adults joining the organization. BOAA's programming is continually evolving to respond to member interests, including offering online programming and outdoor activities to reach a wider audience and members outside of the Beech Centre. The greatest challenge the group is facing is the availability of staffing and volunteers, particularly during the evenings and weekends. The need for more parking at the Beech Centre was also highlighted, though the BOAA hopes to alleviate this pressure through other strategies such as expanding the Wheels in Action Program, as well as finding other satellite parking lots to shuttle members to the Beech Centre.

Dedicated older adult spaces have important physical and social benefits as they are generally regarded as an important part of the health care and recreation sector. Research has found that members of older adult centres tend to be healthier and have strong activity patterns that help them remain physically well (55% of members described their level of physical activity as fair/moderate, and 33% as good/excellent).[5] In general, older adult centres province-wide have been most successful in attracting individuals from lower or middle income brackets, including a very high portion of single women. Thus, older adult spaces play a key role in engaging this segment of the community, particularly those who may be at risk, to minimize isolation and achieve lifelong engagement.

Planning Age-Friendly Spaces for Youth and Older Adults

The Municipality and its partners have made intentional efforts to engage youth and older adults in active and healthy lifestyles, as well as lifelong learning and engagement through dedicated spaces. There is currently a strong supply of dedicated youth and older adult spaces across Clarington, which is augmented by multi-purpose program space that supports complementary programming.

As the Municipality plans for the development of the new South Bowmanville Recreation Centre, **continuing to provide a blend of these two facility models is recommended**. While the Municipality has historically provided dedicated age spaces within its facilities and have benefited from established community partnerships, it is not recommended at this new location given the presence of dedicated age space in Bowmanville at the Beech Centre and Firehouse Youth Centre. Instead, the recommended strategy is to ensure that the multi-purpose program spaces being planned at this location are conducive for supporting a wide range of complementary youth and older adult programming, as well as other community uses and rentals.

The recommended strategy will ensure that the Municipality maximizes the use of space, particularly given that older adults tend to use community facilities during the daytime, and youth use spaces during the evenings. Opportunities may also exist to expand existing partnerships with community organizations to offer satellite outreach programs in these spaces.

Clarington's 2015 Older Adult Strategy recommended a number of facility-related recommendations, including new space at the Courtice Community Complex, which has been completed. Dedicated older adult space at the Diane Hamre Recreation Complex was also recommended, although it has not been implemented. No expansion to this

[5] Older Adult Centres' Association of Ontario. 2010. Building Bridges to Tomorrow: User Profile of Older Adults Centres in Ontario. p.4, p.68.

facility is being recommended currently, although continuing to offer older adult programming within multi-purpose spaces at this facility is strongly supported.

The design of indoor and outdoor public spaces is also an important consideration to ensure that Clarington's facilities and parks are welcoming for all ages, including youth and older adults. This includes incorporating accessibility features and providing casual gathering spaces such as comfortable lobby areas with seating, drinking fountains, and open greenspace for casual gatherings. This Master Plan also recommends investments in facilities such as sports fields, basketball courts and skate parks that are geared towards youth, as well as amenities that appeal to older adults (and other age groups) such as trails, outdoor fitness equipment, and community gardens.

Recommendations
31. Direct youth and older adult programming to multi-purpose spaces and community halls to bolster facility utilization to complement existing youth and older adult program and service providers, including at the future South Bowmanville Recreation Centre, potentially through satellite outreach programs in partnership with community organizations.
32. Design indoor community facilities and outdoor parks with an age-friendly lens to create welcoming, attractive, safe, and accessible spaces for all residents, including youth and older adults. Consultation with youth and older adult residents is encouraged to guide design processes.

4.8 Squash Courts

Current Supply

Two international squash courts are located at the Alan Strike Aquatic and Squash Centre, which is operated by the Clarington Squash Club. This organization provides recreational and competitive league play, programming, lessons, and tournaments, as well as court rentals.

Market Conditions

Key trends related to squash are identified below:

- Squash was popular between the 1970s and 1990s and it has since been a sport in decline, although Squash Ontario has been making efforts to grow interest in the sport through initiatives such as greater community engagement and promoting grassroots programming. Squash was recently approved as an Olympic sport for the 2028 Los Angeles Games, which may help raise its profile.

- Municipalities that provide squash courts have generally found that use of these amenities has been declining as interest waned and as a result, there are examples of communities (such as Niagara Falls) that have repurposed squash courts to other uses such as fitness spaces.
- Privately-operated squash courts exist in many communities in Ontario that have established memberships and programs; there are currently no privately-operated squash locations in Clarington.

Use of Squash Courts is Increasing

The squash courts at the Alan Strike Aquatic and Squash Centre are used by the Clarington Squash Club and for the 2022/2023 season, the Club reported 145 adult and junior members, which was an increase from 65 members during the 2017/2018 season. This is a significant increase, although the number of memberships fluctuate year to year; 102 memberships were reported for the 2023/2024 season. In addition to member users, there were also 111 pay as you go players. Consultation with the Club revealed a desire for additional courts to accommodate tournaments and attract new members.

Maintaining Squash Opportunities in Clarington

Clarington is currently providing squash courts at a rate of one per 54,379 residents, which is higher compared to the benchmark average (one per 80,161 residents). The Municipality is expected to grow to 162,640 by 2036, at which point the service level for squash courts will decline to one per 81,320, aligning with the benchmark average. The Municipality previously explored expanding the Alan Strike Aquatic and Squash Centre to add an additional squash court, among other facility enhancements, although Council at the time decided to move forward with basic facility improvements that did not include squash.

There are very few new courts being developed within municipal recreation facilities, although the future of the Municipality's two courts needs to be considered. They were originally constructed in 1982, and they are the only courts in Clarington; municipal squash courts in Durham Region are available in Pickering, Ajax, and Oshawa. While the Municipality made investments in the entire facility to enhance accessibility and replace lifecycle components, it is an aging facility, and it is expected that it will reach the end of its lifespan towards the end of this planning period or shortly after, unless reinvestment into the facility is made once again.

This Master Plan recommends that once the new indoor aquatic centre is constructed at the South Bowmanville Recreation Centre, the Municipality should assess the future of the Alan Strike Aquatic and Squash Centre to determine the merit of reinvesting in this facility or accommodating existing uses elsewhere (including squash). The Municipality

should work with the Clarington Squash Club to continue to promote the sport, potentially increasing membership and pay as you go users. Working with the Club to promote program offerings and grassroots opportunities may generate greater awareness of the sport in Clarington and attract new players through new initiatives such as free “try it” and “bring a friend” sessions, and school programming.

Recommendations
33. Work with the Clarington Squash Club to maintain interest in the sport, potentially increasing memberships, pay as you go users, and court bookings. Municipal support may be required to assist with court bookings, promoting club programming, and attracting new players. Monitoring court use will inform future assessments associated with the Alan Strike Aquatic and Squash Centre.

4.9 Indoor Artificial Turf Fields

Current Supply

The Bowmanville Indoor Soccer Facility contains the Municipality’s year-round indoor artificial turf field, which measures 180’ by 100’ in size. Supporting amenities at this facility include a partition to create two smaller fields, four change rooms, meeting room, referee room, and walking loop. To enhance programming opportunities and increase field capacity, the Municipality is moving forward with constructing a new FIFA size indoor artificial turf field as part of the South Bowmanville Recreation Centre, which will be located at the same site and will replace the existing facility (which will be converted into a gymnasium).

Market Conditions

Municipalities are increasingly providing indoor artificial turf fields to support the demand for year-round sports and activities. Key trends related to indoor artificial turf fields include the following:

- Indoor artificial turf fields predominantly accommodate winter field activities such as soccer, football, rugby, baseball training, fitness, and more – some of these activities may also take place in gymnasiums.

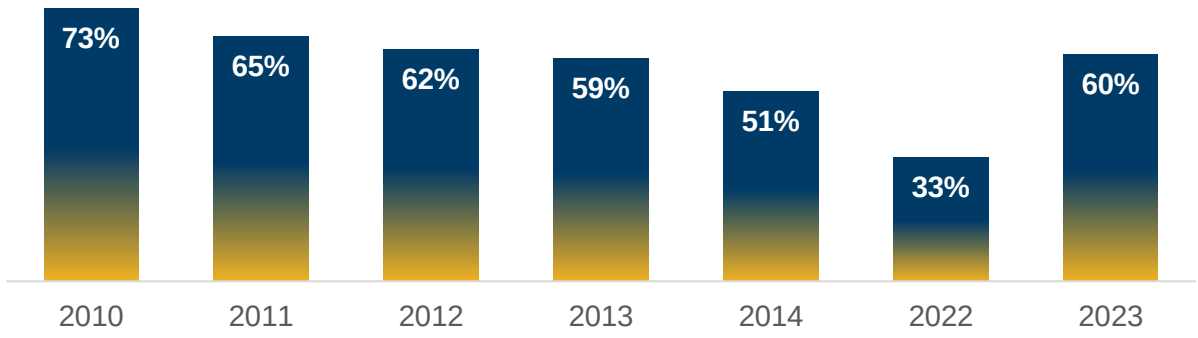
- Field dimensions vary but generally, a FIFA regulation field is the leading practice for the standard template that can be booked as a full, half, or quarter field – Clarington’s existing indoor artificial turf field at the Bowmanville Indoor Soccer Facility is undersized by this standard. The new replacement indoor artificial turf field will allow the Municipality to increase programming capacity.

Community requests were made for additional indoor artificial fields for sports other than soccer such as football, baseball and ultimate frisbee.

Use of Indoor Artificial Turf Field is Strong

The existing indoor field in Bowmanville can be booked as a full field or two half fields to accommodate simultaneous programming, although most bookings are for the full field. In 2023, the indoor field had a combined total of 1,113 hours booked, resulting in a prime-time utilization rate of 60% (Figure 12). While this is nearly double the utilization rate from the previous year (33%), it generally aligns with historical usage rates that ranged between 51% and 73%. The utilization rates for 2022 and 2023 excludes programming data and, as a result, actual usage levels may be higher.

Figure 12: Historical Bowmanville Indoor Soccer Facility Utilization Rates during Prime Time



Note: Data not available for 2015 to 2021. 2022 and 2023 season excludes programming data.

The New Indoor Artificial Turf Field Will Meet Needs

Leading municipalities across the GTHA that provide indoor artificial turf facilities typically target a rate of one per 100,000 residents, although there are examples of smaller municipalities that also provide this level of service. Clarington is currently meeting this target based solely on this generally accepted provision target; however, the Municipality's existing indoor field is constrained by the fact that it is undersized compared to regional examples such as at the Oshawa Civic Fieldhouse, which provides a full-size FIFA field (223' by 345') that can be simultaneously programmed as four fields. By comparison, Clarington's smaller indoor field (180' by 100') can be simultaneously programmed as two fields.

It is anticipated that the new indoor artificial turf field will be sufficient to meet community needs during the planning period; monitoring its use is recommended to inform future needs during the next planning period (beyond 2036).

Recommendations
34. Proceed with the development of a new full size indoor artificial turf field as part of the South Bowmanville Recreation Centre to replace the existing facility at the Bowmanville Indoor Soccer Facility. While no additional facilities are recommended during this planning period, the Municipality should monitor the use of the new facility to inform future needs.

4.10 Outdoor Rectangular Fields

Current Supply

The Municipality has 38 outdoor rectangular fields for soccer and other field sports such as football and lacrosse (including Darlington Hydro Fields). Five of these fields have lights for extended play, one of which is artificial turf. To account for extended playing capacity, each lit artificial field and natural grass field is considered to be equivalent to 2.0 and 1.5 unlit fields, respectively. As a result, the Municipality has an effective supply of 41 unlit equivalent fields (Figure 13). The Municipality also permits nine school fields for a total of 50 unlit equivalent fields. Excluded from the supply are the four fields at the Clarington Fields in Bowmanville, although they are currently in use, they will be removed from the supply with the construction of the South Bowmanville Recreation Centre.

Market Conditions

Outdoor recreation fields are used for multiple sports, including soccer, football, rugby and field lacrosse. Key trends associated with these sports include the following:

- In 2019, Ontario **Soccer** reported approximately 272,000 players which was 28% below registrations from 10 years prior.[6] The Durham Region Soccer Association, which is the regional affiliate that covers Clarington, reported a participation decline of 37% during the same period due to aging demographics, competition from other sports and activities, and the emergence of elite soccer clubs and academies that are not affiliated with the provincial governing body. Despite this decline, soccer continues to be a popular sport due to its worldwide appeal, high fitness quotient, and relatively low cost to participate.

- **Football** is generally played by minor age groups under the age of 20 and while concerns over head injuries have limited the sport's growth, they have somewhat

[6] Ontario Soccer Association. Annual General Meeting Reports.

been tempered by the introduction of flag football, which is a non-contact form of the sport. Football organizations are often challenged in securing field access largely due to certain soccer fields being "protected" from cleat damage that can occur in the fall. For this reason, football groups tend to appreciate the quality of synthetic surfaces and value these fields' resilience to inclement weather that can occur in the spring and fall.

- **Field lacrosse** is one of the three types of the sport, the others being box lacrosse and inter-lacrosse. Between 2004 and 2019, the number of players affiliated with Lacrosse Canada grew modestly by 10% to 48,000 players, with growth attributed to the increase of field lacrosse players.[7]

- In 2022, **Rugby** Canada reported approximately 38,000 youth and adult rugby players registered with their affiliated clubs, which was a 28% growth from 2017. This growth is attributed to the introduction of grassroots programming and the international exposure of the national Canadian team.

Use of Outdoor Rectangular Fields is Increasing

The Municipality's booking data identified that the rectangular fields were used for 6,471 hours in 2023, which includes 867 hours permitted at school fields. This is an increase of 55% (or an additional 2,315 hours) from 2019, where there were 4,156 hours booked. This increase was due to an increase in the use of key sites, including the artificial turf field at the South Courtice Arena and the natural grass fields at Longworth Park, Scugog Neighbourhood Park, and Clarington Fields. While the number of booked hours has been increasing, there is capacity at existing fields, although they may not be usable for all groups due to limitations at some locations, such as fields at Neighbourhood Parks that do not have on-site parking. The number of hours booked exclude the use of fields that are not permitted by the Municipality such as the Darlington Hydro Fields, which is leased to Darlington Soccer Club although the Master Plan assessment include these fields are part of the existing supply.

Identifying Future Rectangular Fields Needs

Based upon the research conducted for this Master Plan, a service target of one outdoor rectangular field per 90 participants is recommended, which aligns with targets used in similar communities. While a more aggressive target was previously applied to Clarington to reflect increasing field use and the growing number of young families in the Municipality, there is available capacity within the existing field supply rationalizing

[7] Filion, P. 2024. Can we really grow this game? Retrieved from https://www.thinklacrosse.ca

an adjustment to past practice. Additionally, recreation interests are becoming more diverse that extends beyond sports and the population is also aging.

The Darlington Soccer Club is the primary user of Clarington's rectangular soccer fields, which has approximately 4,900 minor and adult participants. If capture rates grow in proportion with population growth, it is anticipated that there could be 7,320 minor and adult participants by the end of the planning period. Based on the Municipality's target, **there will be a projected need for 31.5 unlit equivalent fields (or 21 lit fields) by 2036** (Table 14)**.** This deficit reflects the fact that the Municipality will lose access to four fields at Clarington Fields due to construction of the South Bowmanville Recreation Centre.

Table 14: Projected Outdoor Rectangular Fields Needs, 2026 to 2036

	2026	2031	2036
Projected Registration (Based on current minor and adult capture rates)	5,569	6,480	7,320
Number of Outdoor Rectangular Fields Required (Based on 1 field per 90 registrants)	62.0	72.0	81.5
Additional Outdoor Rectangular Fields Needed (Based on a supply of 50 unlit fields)	12.0	22.0	31.5

Note: Projected outdoor rectangular field requirements include replacing four fields at Clarington Fields.

Meeting Future Rectangular Field Needs

Constructing up to 31.5 unlit equivalent fields over the planning period is a sizable quantity to provide and one that is exacerbated by the need to replace four existing fields at Clarington Fields (included in the total field needs). This will be particularly challenging to achieve due to changes to the Planning Act resulting from Bill 23 that has reduced parkland dedication amounts to the Municipality. Due to the evolving demographics of Clarington and the potential for change in demand for rectangular fields, the Municipality should regularly monitor field needs and adjust, if required, recommended rectangular field needs as part of future updates to this Master Plan.

The Municipality has identified locations for five new outdoor rectangular fields at parks within its Secondary Plan Areas, although these plans preceded amendments to the Planning Act resulting from Bill 23. These changes will result in a focus on parks of sufficient size to accommodate at least one sports field.

Going forward, it is recommended that the Municipality focus on meeting short-term needs. This will focus on implementing strategies to optimize the use of existing rectangular fields given that there is some capacity at existing fields, as well as replacing the four Clarington Fields. With this in mind, the following strategies are recommended.

- **Increase field quality and playing experiences to improve usage levels at existing locations.** Enhancing the quality and availability of amenities that support the use of the fields should be explored, which may include enhanced turf management practices and irrigation (recognizing that natural fields still need time for resting), and adding or modernizing features such as paved pathways, temporary or permanent washrooms, player and spectator seating, parking, and more.

  Working with the Darlington Soccer Club, and other field users to identify and prioritize field improvements is recommended, as well as encouraging users to permit available field time within the existing supply. As part of the strategy to maximize the use of existing fields, engaging the Darlington Soccer Club to revisit their exclusive use of the Darlington Hydro Fields should be explored to accommodate additional rentals when the fields are not being used by the organization.

- The Municipality should **identify locations to add lighting to increase playing capacity and accommodate greater use at existing fields.** Lighting sports fields also aligns with the Municipality's Corporate Climate Action Plan, to enhance field use during the evenings when outdoor temperatures are cooler. A cursory review of Clarington's fields suggests that potential locations may include the South Courtice Arena practice field (recommended in the 2020 Outdoor Recreation Needs Assessment), Longworth Park and Baxter Park, although the appropriateness of lighting these or other fields need to be evaluated with consideration given to minimum setback distances for lit sports fields and the use of LED systems that produce sharp lighting cutoff. Lighting these potential candidate sites have the potential to add 1.5 unlit field equivalents to the supply.

- **Identify opportunities to replace the Clarington Fields.** The Municipality will have limited options to establish four new fields in a single location to replicate Clarington Fields, although some options may exist. The Municipality envisions acquiring a Community Park in the Soper Hills Secondary Plan Area, which is currently being prepared. Should the Municipality be successful in acquiring this property, and assuming it would be a minimum size for a Community Park (a minimum of five hectares), it could potentially accommodate at least two lit rectangular fields (equivalent to three unlit fields), although the timing of development is unknown and it is recognized that the Municipality is also facing pressure for new ball diamonds as well as other outdoor recreation amenities.

As part of a mid-year review of this Master Plan, the Municipality should reassess its rectangular field needs with consideration given to usage data, participation levels, stakeholder input and the results of the previously noted strategies. The following strategies are recommended over the medium and long-term.

- **Rectangular fields should be accommodated at new parks, where opportunities exist.** As the majority of new park development is likely to occur within secondary plan areas, the Municipality will need to place a focus on acquiring parks that are large enough to potentially accommodate at least one rectangular field. To achieve this, the Municipality may need to be creative in acquiring parkland such as acquiring land adjacent to conveyed parkland to achieve a sufficient park size large enough to construct a rectangular field with other outdoor amenities.

- Section 3.5 of this Master Plan speaks to **acquiring land for a future sports complex to accommodate a portion of the Municipality's field needs**. It is unknown how many fields could be accommodated at this location given that the site does not currently exist; however, this Master Plan identifies that the Municipality should target acquiring at least 30 hectares to accommodate six lit fields, equivalent to nine unlit fields, among other outdoor recreation sports facilities.

- **Pursuing partnerships with other landowners should be explored.** The 2020 Outdoor Recreation Needs Assessment recommended exploring the feasibility of working with the Kawartha Pine Ridge District School Board to add lights to the field at the Bowmanville High School. Other candidates may also include Clarington Central Secondary School and Clarke High School. Engaging Peterborough Victoria Northumberland and Clarington Catholic District School Board to explore lighting St. Stephen Catholic High School and Holy Trinity Catholic School may also be an opportunity. This strategy could add 2.5 unlit field equivalents to the supply. While it is recognized that Clarington does not own or maintain these fields, **it may be more cost effective to light school fields compared to acquiring additional land to construct a new sports field.** Partnering with other landowners such as OPG and the private sector to construct new rectangular fields could also be investigated.

Monitoring Needs for Other Rectangular Field Sports

Interest in other rectangular field sports such as football, lacrosse, and rugby are experiencing growth due to various factors. For example, field lacrosse in Clarington is attracting younger players who are seeking sports other than soccer, hockey, and baseball/softball, and football is experiencing an increase in participation due to a growth in female tackle football. These trends have contributed to the demand for field time. Football and lacrosse are played at the outdoor fields at the South Courtice Arena and at the Clarington Fields (in addition to indoor fields or arena floor pads) and rugby is played at school fields (e.g., Clarington Central Secondary School).

Requests were made for new fields to access additional time and allow groups to grow. As previously mentioned, the recommended strategy is to undertake field

enhancements to maximize the use of the existing supply to accommodate users for these types of growing field sports, engaging school boards to optimize the use of school fields and exploring the feasibility of partnering to upgrade field quality and adding amenities and adding new fields at future parks.

Recommendations

35. A total of 31.5 unlit equivalent outdoor rectangular fields (equivalent to 21 lit outdoor rectangular fields) are required by 2036. Emphasis should be placed on short-term solutions to optimize the use of existing rectangular fields and replacing the four Clarington Fields through the following strategy.

    a. Undertake strategic improvements to outdoor rectangular fields to maximize the use of existing outdoor rectangular fields, which may include, but not be limited to, enhanced drainage and turf management practices, and adding irrigation, as well as modernizing features such as paved pathways, temporary or permanent washrooms, player and spectator seating, parking, and more. Working with the Darlington Soccer Club and other field users to identify and prioritize field improvements is recommended and to maximize the use of the field supply.

    b. Identify suitable locations to install lighting at existing outdoor rectangular fields to increase playing capacity. Candidate sites should have regard for minimum setback distances to adjacent land uses and the use of LED lighting that produces sharp lighting cutoff.

    c. Provide a minimum of two lit outdoor rectangular fields with supporting amenities at a future Community Park.

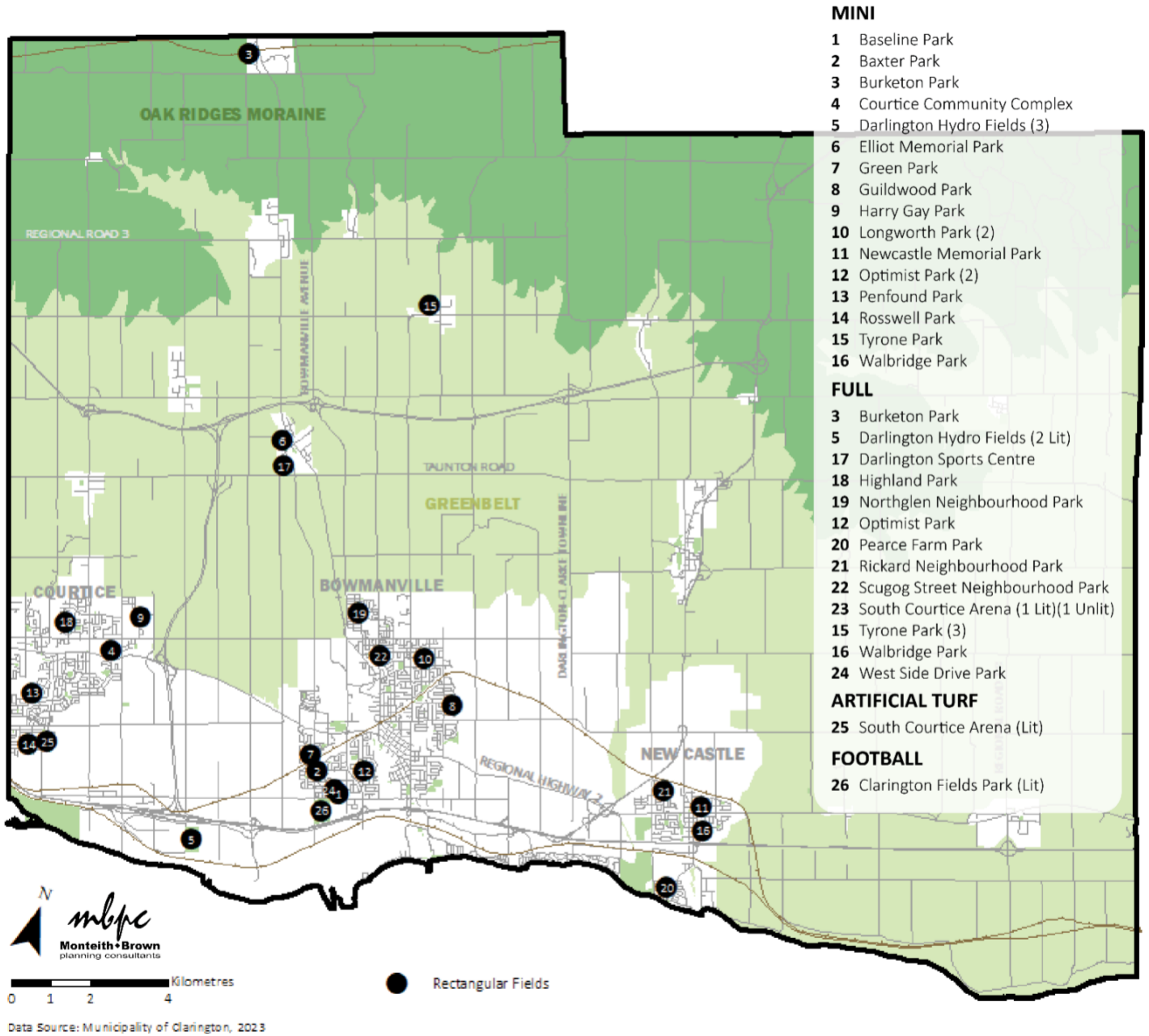
    d. Engage the Darlington Soccer Club to investigate opportunities to use the Darlington Hydro Fields to accommodate other renters during available time when the fields are not being used by the organization.

36. As part of a five-year review of the Master Plan, re-evaluate outdoor rectangular field needs with consideration given to field usage levels, participation rates, and the success of short-term strategies to address field needs. The following strategy is recommended to meet medium to long-term needs:

    a. Direct new outdoor rectangular fields to future parks where opportunities exist, such as at a future sports complex.

    b. Explore partnership opportunities to meet field needs such as working with school boards to enhance the quality of school fields (including adding lighting and other amenities), permit additional school fields, or partner with other landowners such as OPG and the private sector to construct new fields.

Figure 13: Distribution of Rectangular Fields



4.11 Ball Diamonds

Current Supply

Clarington has a total of 26 ball diamonds, which includes seven hardball and 19 softball diamonds. Each lit diamond is considered to be equivalent to 1.5 unlit diamonds due to their extended playing capacity. With five lit hardball and five lit softball diamonds, the Municipality has an effective supply of 31 unlit equivalent ball diamonds. The Municipality also permits six school ball diamonds, yielding a total of 37 unlit equivalent fields (Figure 14). The Municipal supply includes Clarington's newest lit hardball diamond at the Diane Hamre Recreation Complex, which was recommended through the Municipality's 2020 Outdoor Recreation Needs Assessment. The size, design and availability of amenities at ball diamonds owned or permitted by the Municipality vary by location, which may influence use and ability to accommodate certain users, particularly adult ball groups. Excluded from the supply are two ball diamonds at Harvey Jackson Park and two diamonds at Solina Park, which are not permitted by the Municipality.

Market Conditions

Key trends in baseball and related sports include the following:

- Participation in baseball has been experiencing a resurgence as Baseball Ontario reported that there were nearly 16,000 competitive participants in 2019, which was a growth of 36% compared to 2009, although these figures exclude recreational/house leagues and non-affiliated ball groups. As a result, actual participation figures are greater.

- The Eastern Baseball Association, which is the regional affiliate that includes the Clarington Baseball Association, increased by 48% between 2009 and 2019.

Consultation with ball diamond organizations found requests to increase the supply of ball diamonds in Clarington to allow groups to accommodate new players; some groups reported that they had to turn away players or teams because of limited diamond availability and others indicated that players have gone to play in adjacent municipalities. Groups expressed that increasing the number of ball diamonds would also allow for a better distribution of scheduling at different locations to ensure that diamonds have sufficient time for maintenance and recovery. As a result, some groups mentioned that the current intensity of use has impacted field conditions, particularly if diamonds are used for special events. Suggestions to improve quality included enhanced drainage, lighting, and other amenities such as washrooms, fencing, and screening. Larger ball diamonds were also suggested to accommodate adult ball groups.

Ball Diamond Utilization

The Municipality's booking data identified that the diamonds were booked for 6,885 hours in 2023, which includes 381 hours permitted at school diamonds. The total number of hours used represents a decrease of 6% (or 511 hours) from 2018, which had 7,396 hours booked. The decline in ball diamond usage may be somewhat attributable to the impact of the COVID-19 pandemic as well as due to a sharp drop in the use of the ball diamond at Longworth Park; it is known that there are some quality issues at this location, which may make it not desirable for rentals. There are also diamonds with other constraints that limited their programmability including those that are located at Neighbourhood Parks that do not have on-site parking, or undersized diamonds that are not suitable for adult play. The Municipality also stopped permitting some school ball diamonds. The most used location in 2023 was one of the ball diamonds at Garnet B. Rickard Recreation Complex, which had 1,141 hours booked.

Identifying Future Ball Diamond Needs

Based upon the research conducted for this Master Plan, Clarington should continue to target one diamond per 100 participants. The Municipality has collected some registration data, but it is not adequate at this time to apply the participant-based target. As a result, a population-based metric can be used, which is common in municipalities that do not regularly collect participation figures. Clarington is currently providing a service level of one ball diamond per 3,000 residents, which is higher compared to the benchmark average of one per 4,505 residents. Lowering the level of service to match the benchmark average is not recommended at this time given that organizations have expressed the desire for more access to quality ball diamonds Clarington. As a result, the Municipality should continue to maintain the current level of service at one ball diamond per 3,000 residents. Based on the recommended target, **Clarington will need to add 17 unlit equivalent diamonds (or 11 lit ball diamonds by the end of the planning period)** (Table 15).

Table 15: Projected Ball Diamond Needs, 2026 to 2036

	2026	2031	2036
Projected Population	123,730	143,970	162,640
Number of Ball Diamonds Required (Based on 1 diamond per 3,000 residents)	41.0	48.0	54.0
Additional Ball Diamonds Needed (Based on a supply of 37 unlit equivalent diamonds)	4.0	11.0	17.0

Meeting Future Ball Diamond Needs

Due to the evolving demographics of Clarington and the potential for change in demand for ball diamonds, the Municipality should regularly monitor diamond needs and adjust,

if required, recommended ball diamond needs as part of future updates to this Master Plan.

The Municipality has identified locations for three new ball diamonds at future parks within its Secondary Plan Areas, although these plans preceded amendments to the Planning Act because of Bill 23. These changes will result in smaller park sizes within the Secondary Plan Areas and limited opportunities to provide new ball diamonds, unless the Municipality purchases or negotiates additional parkland within these areas to support ball diamond development. The following strategy is recommended to address the need for 17 unlit ball diamond equivalents to meet Clarington's future ball diamond needs:

- **Identify suitable ball diamonds to add lighting to extend playing capacity**, which is supported by the Municipality's Corporate Climate Action Plan. The 2020 Outdoor Recreation Needs Assessment study recommended lighting the hardball diamonds at Longworth Park and Penfound Park, which have not yet been implemented but continues to be supported by this Master Plan; this strategy would add one unlit equivalent ball diamond to the supply and alleviate pressure for adult hardball diamonds.

- **Evaluate opportunities to improve the current supply** such as addressing drainage and grading. Replacing, modernizing, or adding amenities to support the use of the diamonds should also be considered including, but not limited to, paved pathways, fencing, player and spectator seating, parking, sunscreens, diamond lining, and temporary or permanent washrooms. Adding field irrigation or converting outfields to artificial turf could also be considered to enhance turf quality and durability.

- **Construct new ball diamonds at future parks.** As previously mentioned, the Municipality plans to acquire land for a Community Park in the future Soper Hills Secondary Plan Area, which is currently being prepared. Depending on its size, it could be large enough to accommodate two lit ball diamonds, equivalent to three unlit diamonds, although it is recognized that there is also a need for outdoor rectangular fields as well as other outdoor recreation amenities. In consultation with the community and stakeholders, specific facility needs for this Community Park should be reconfirmed prior to development. The Municipality should also aim to construct up to two new diamonds at other future parks to bolster distribution.

- This Master Plan recommends that the Municipality **secure a minimum of 30 hectares of land to construct a sports complex** that could potentially accommodate four lit ball diamonds (among other sports facilities), which is equivalent to six unlit diamonds.

- **Pursue partnership opportunities** with non-municipal landowners (e.g., OPG, private landowners, etc.) to construct new ball diamonds.
- **There is also a desire for both adult and hardball diamonds**. Pressure for both adult and hardball diamonds will be somewhat alleviated through the completion of the new lit hardball diamond at Newcastle Community Park, as well as through enhancements to other diamond locations. Monitoring the use of the new Newcastle diamond and undertaken enhancements will provide the Municipality with better insight into future adult and hardball needs.

Recommendations

37. Construct up to 17 unlit equivalent ball diamonds (equivalent to 11 lit ball diamonds) by 2036 in the following manner:

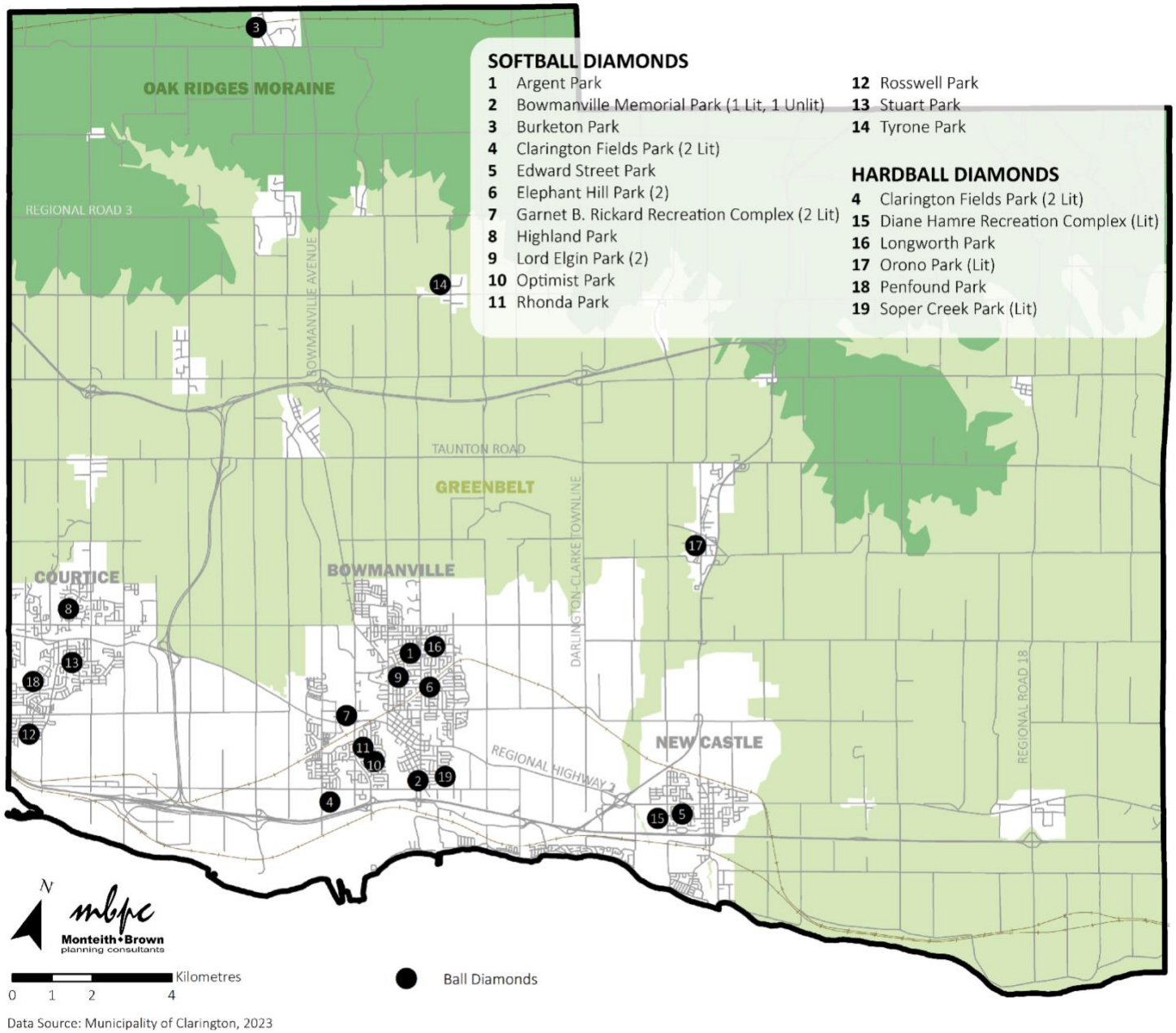
    a. Investigate suitable locations to add lighting to existing ball diamonds to increase playing capacity. Candidate sites should have regard for minimum setback distances from adjacent land uses and the use LED lighting that produces sharp lighting cutoff.

    b. Identify and prioritize enhancements to existing ball diamonds to improve utilization including, but not limited to, addressing drainage and grading, irrigating outfields, and adding, replacing, or modernizing amenities to support ball diamond use such as paved pathways, lighting, fencing, spectator seating, washrooms, parking, sunscreens, and lining. Consultation with ball diamond users is recommended.

    c. Direct the majority of new ball diamonds to future Municipal Wide Parks (such as at a sports complex) or Community Parks to create multi-diamond sites with amenities to support use such as field lighting and parking; new Neighbourhood Parks of sufficient size acquired in Secondary Plan Areas through parkland dedication, purchase of lands, and or a combination of these, should also be pursued to support localized playing opportunities.

    d. Pursue partnerships to construct new diamonds, or secure access to existing diamonds, to meet needs, including school boards, OPG, private landowners, etc.

Figure 14: Distribution of Ball Diamonds



4.12 Cricket Fields

Courtice Memorial Park

Current Supply

In 2023, the Municipality converted the soccer field at Courtice Memorial Park to a cricket field. While it is not a full-size field, the cricket pitch is located in the centre of the park that can be used for modified games and practices.

Market Conditions

Interest in cricket has been growing across Canada. Key trends in cricket include the following:

- The popularity of cricket is being driven by immigration from countries where the sport is played such as South Asia and the Caribbean.
- Cricket Canada estimates that there are approximately 130,000 players and 820 clubs across the country, with many based in the Greater Toronto and Hamilton Area (GTHA).
- There are multiple formats/styles of play that vary in rules and in duration. The most common ones being long-format (most common for competitive games played over eight hours), short-format (most commonly in Canada played over one to four hours, usually in the form of T20/T25), and tape ball cricket (using a tennis ball wrapped in tape to increase weight and does not require the use of safety equipment).

Monitor Additional Cricket Field Needs

In the last number of years, Clarington had been experiencing demand for cricket. In response, the Municipality opened its first field in August 2023. Initial impressions from the cricket community are positive as it provides them with a dedicated place to play. There has not been sufficient time to collect meaningful booking data to suggest whether the field is meeting community needs as it has been open for approximately one year, including several months during the winter.

The 2020 ORNO recommended a target of one cricket field per 100,000 residents, which aligns with targets established in other GTHA municipalities. This would suggest that the field at Courtice Memorial Park should be sufficient to satisfy needs, although it is recognized that it is not a full-size field (a typical cricket field is approximately two hectares in area). The Municipality has already been exploring locations for additional fields by looking at potentially repurposing underutilized sports fields; providing a dedicated cricket field at a future sports complex could also be considered, although this would be a long-term opportunity. The recommended service target suggests that only one location is required to meet needs in Clarington. Should there be a suitable site to provide a larger cricket field, it should be programmed as the primary location, while the existing location at Courtice Memorial Park could be repurposed back to a rectangular sports field to align with the recommended provision target, although field needs would need to be reconfirmed prior to this process as it could also be used to accommodate cricket practices/overflow bookings, depending on demand.

Recommendations
38. Identify a suitable site for a full-size cricket field to be used as the primary location for rentals. Once a suitable site has been established, monitor usage (including other sports field demand) to determine the future of the cricket field at Courtice Memorial Park.

4.13 Outdoor Tennis Courts

Current Supply

The Municipality provides 15 tennis courts that all feature a painted acrylic surface and fencing, four courts have lighting for extended play in the evening (Figure 15). Included in this supply are two lit tennis courts that are exclusively used by the Bowmanville Tennis Club, which are located at the Clarington Beech Centre, which is home to the Bowmanville Older Adult Association. The Bowmanville Tennis Club provides lessons, events, and tournaments to its membership. The Municipality's supply includes two new lit tennis courts at the Diane Hamre Recreation Complex and two new lit courts at the South Courtice Arena.

Market Conditions

Tennis has been experiencing a resurgence over the past several years. Key trends in outdoor tennis include the following:

- Tennis Canada reported that 6.6 million Canadians played tennis at least once in 2018, a growth of more than 23% since 2014. Nearly 3 million Canadians are frequent players – those who play at least once a week during the tennis season – which is twice as many compared to 2014. [8, 9]

- The popularity of tennis can be attributed to the success of Canadian men and women competing at the professional level, the growing segment of baby boomers that seek social, and, to some degree, lower impact activities and emphasis being placed on promoting the sport at the grassroots level.

Locally, public requests were made for lighting Clarington's existing tennis courts. Resurfacing aging tennis courts was also suggested. Nearly half (46%) of community survey respondents supported additional investment in the Municipality's tennis courts.

New Opportunities for Outdoor Tennis Courts

Based upon the research conducted for this Master Plan, it is recommended that the Municipality target one per 5,000 residents for tennis courts, which aligns with targets used in municipalities throughout the GTHA. The Municipality is currently providing tennis courts at a rate of one per 7,250 residents, meaning that Clarington is underserved by its own standard. **By 2036, Clarington will require 17 additional outdoor tennis courts** – 10 in Bowmanville, four in Courtice, two in Newcastle and one in the rural area/Orono (Table 16). While adding nine additional tennis courts in the short-term may be challenging, the Municipality should pursue opportunities and, where necessary, some of these courts could result in a timing more closely tied to provision in the medium-term.

[8] Tennis Canada. 2018 Annual Report.
[9] Charlton Strategic Research. 2014 Canadian Tennis Brand Health Study.

Table 16: Projected Tennis Court Needs by Community

Community	Current Supply	Projected 2036 Supply*	Timing for Development		
			Short-Term 2025 – 2026	Medium-Term 2027 – 2031	Long-Term 2032 – 2036
Bowmanville	6	16 (+10)	+6	+2	+2
Courtice	4	8 (+4)	+2	+2	0
Newcastle	2	4 (+2)	0	+2	0
Rural/Orono	3	4 (+1)	+1	0	0
Total	**15**	**32 (+17)**	**+9**	**+6**	**+2**

*Projected 2036 supply based on a recommended target of one per 5,000 residents.

Best practices dictate that tennis courts are best located in pods of two to facilitate simultaneous play (although one court may be appropriate in some areas to address a gap or where the level of use may be lower). The following strategy is recommended to address tennis court needs in each geographic area. To address these needs, new tennis courts are recommended to be accommodated at the following parks to meet service level needs as well as to bolster the geographic distribution of courts (alternative locations may be identified by the Municipality as opportunities become available):

- Construct 10 tennis courts at five parks in Bowmanville (+10). The Municipality should also work with the Bowmanville Tennis Club to monitor membership levels to determine if/when additional club-courts are required. As a general guide, club courts are provided at a rate of one per 50 to 75 members to reflect the growing interest in the sport (and thus greater demand for court time) and to align with targets used in other communities.

- Construct four additional tennis courts in Courtice (+4).

- Construct two tennis courts at one park in Newcastle (+2).

- Construct one tennis court in the rural area, potentially at Zion Park or Kendal Park (+1). An additional tennis court in the rural area could be required if one tennis court at Solina Park is replaced with an outdoor basketball court, as recommended in this Master Plan.

The design of tennis courts can influence the level of use and as a result, updating aging tennis courts is recommended. This can be achieved through court resurfacing, which was a request heard through the consultation process. It is the Municipality's standard to provide acrylic coating at all tennis court locations, which should be carried forward through all future designs. High level observations also suggest that court surfacing could be undertaken at Avondale Park, Green Park, and Solina Park.

Recommendations

39. Construct 17 new outdoor tennis courts by 2036 to address service gaps and population growth, particularly in emerging Secondary Plan Areas where they can feasibly be accommodated, in the following manner:

    a. Construct 10 tennis courts at five parks in Bowmanville (+10). The Municipality should engage the Bowmanville Tennis club to monitor membership levels to determine if/when additional club-courts are required; club-courts should be provided at a rate of one per 50 to 75 members.

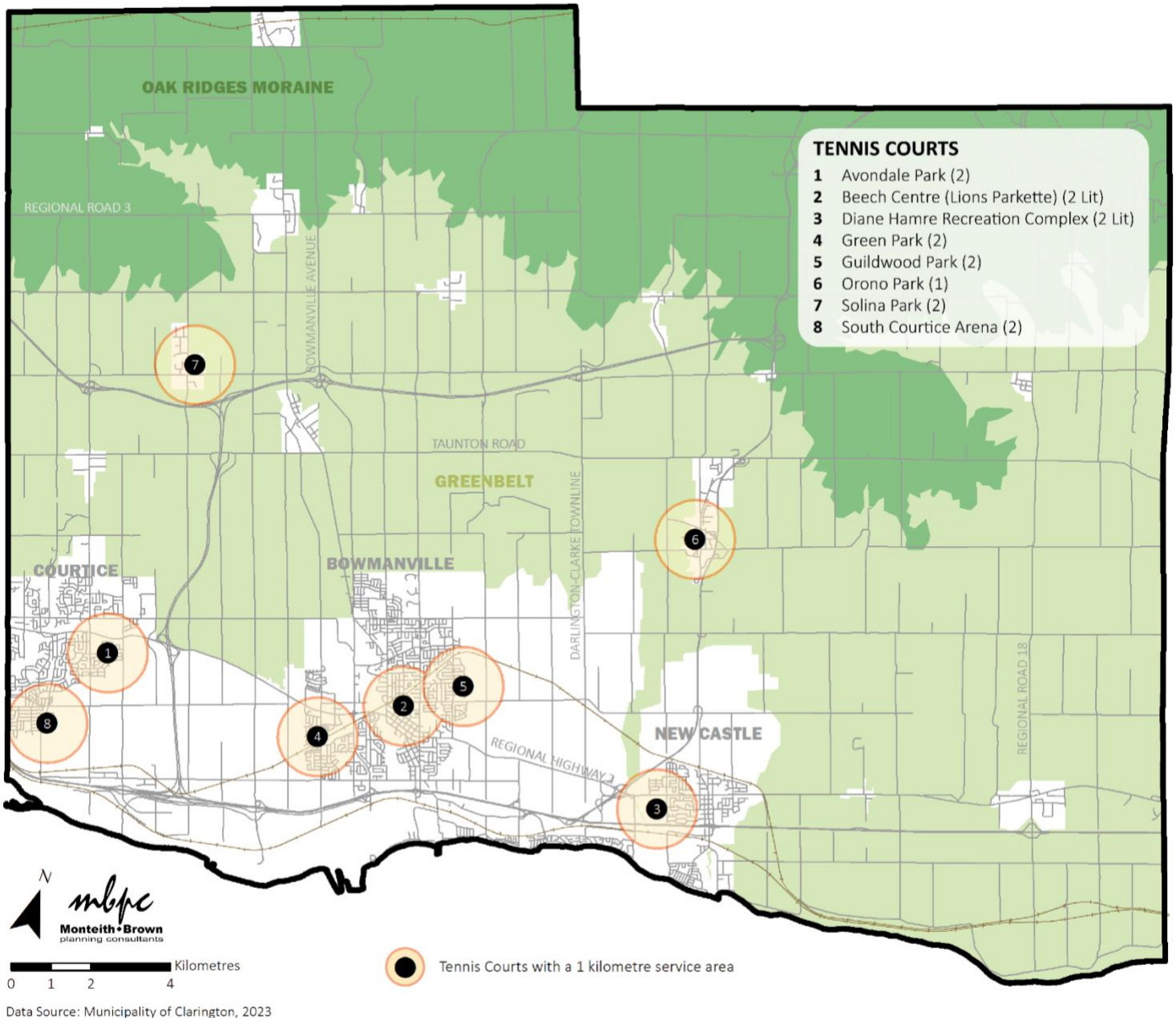
    b. Construct four tennis courts at two parks in Courtice (+4).

    c. Construct two tennis courts at a park in Newcastle (+2).

    d. Construct one tennis court in the rural area (+1).

40. Establish a plan to resurface aging tennis courts with acrylic coating.

Figure 15: Distribution of Tennis Courts



4.14 Outdoor Pickleball Courts

Current Supply

There are 12 outdoor pickleball courts in Clarington, including 10 dedicated courts and two shared courts located on the lacrosse box at Clarington Fields (portable nets required) (Figure 16). The Municipality has recently been responding to a growing demand for pickleball courts through the conversion of tennis courts at Stuart Park and Orono Park. Like Clarington's tennis courts, dedicated pickleball courts features a painted acrylic surface and fencing. The Municipality's supply includes the three new lit pickleball courts at the Diane Hamre Recreation Complex. In addition to the Municipality's outdoor supply, the Diane Hamre Recreation Complex has permanent line markings for four indoor pickleball courts.

Stuart Park

Market Conditions

Pickleball is the fastest growing sport in North America, and it continues to gain in popularity. Key trends in pickleball include the following:

- While it is commonly played among older adults, youth and adults are also taking up the sport as interest grows and more opportunities and locations become available to play.
- As the sport matures in Canada, there will be a greater demand for **dedicated pickleball courts** for competitive and recreational play.
- Recognizing the social nature of the sport, noise concerns, and the desire for high quality courts that can support league play and tournaments, communities are constructing (or recently completed) major pickleball court complexes with eight or more courts, including Peterborough, Barrie, Markham, Hamilton, Whitby, and Vaughan.

Through the consultation process, several requests were made for outdoor pickleball courts in Clarington, particularly dedicated courts to minimize user conflicts with tennis users. 42% of survey respondents supported more investment in outdoor pickleball courts.

Responding to the Demand for Pickleball Courts

Municipalities have responded to the high growth of the activity by providing outdoor pickleball courts on an as needed basis to respond to local demand, most commonly by multi-lining tennis courts to create shared facilities. This approach has allowed communities to respond quickly, although it has raised challenges between tennis and pickleball users competing for court time. Now that pickleball has become well established and continues to demonstrate growth, it is recommended that they be provided as dedicated courts. Communities are also beginning to adopt service targets to guide future needs.

Research undertaken by Pickleball British Columbia, which has been a pioneer in growing the sport, recommends a target of one per 10,000 residents, which matches Clarington's current service level (one per 9,696 residents). However, municipalities such as Barrie, Halton Hills, and Burlington are targeting one court per 5,000 residents to recognize the local popularity of the sport; the target also matches the rate for tennis courts to ensure it receives equal representation in the community.

Recognizing the local demand for pickleball courts in Clarington, and the distribution of residents in the Municipality, a target of one per 5,000 residents is recommended. **The recommended target indicates that Clarington requires a total of 32 outdoor pickleball courts by 2036, 20 more than is currently required** (Table 17). The bulk of the need would be in the Bowmanville area where a large portion of future residents are expected and much of this would be provided through a dedicated pickleball complex.

Table 17: Projected Pickleball Court Needs by Community, 2026 to 2031

			Timing for Development		
Community	**Current Supply**	**Projected 2036 Supply****	**Short-Term 2025 – 2026**	**Medium-Term 2027 – 2031**	**Long-Term 2032 – 2036**
Bowmanville	2*	16 (+14)	+10	+2	+2
Courtice	4	8 (+4)	+2	+1	+1
Newcastle	3	4 (+1)	0	0	+1
Rural/Orono	3	4 (+1)	+1	0	0
Total	**12**	**32 (+20)**	**+13**	**+3**	**+4**

*Supply includes two courts in the lacrosse box at Clarington Fields (portable nets required).
**Projected 2036 supply based on a recommended target of one per 5,000 residents.

Consistent with the Municipality's current practice, **dedicated outdoor pickleball courts are recommended** to avoid conflicts with tennis users. Between two and three courts should be provided in each location to support simultaneous games and reflect the social nature of the game. There are also examples of pickleball courts located adjacent to tennis courts given the similarities in sports, players, and ability to share amenities.

It is also important to consider appropriate setback distances. A review of facility guidelines and best practices in other municipalities suggest that pickleball courts should be located between 20 to 30 metres from residential lot lines, although these guidelines predate the growing noise concerns faced in many communities.

The British Columbia Recreation and Parks Association recommends setbacks based on the number of courts. For two pickleball courts, the preferred minimum setback is 50 metres, and 75 to 115 metres for four or more pickleball courts. Reduced setbacks are permitted if noise attenuation measures are used such as landscaping, berms, and noise dampening screens.

With growing noise concerns and shrinking park sizes due to evolving legislation regarding parkland dedication, there will be fewer opportunities to construct pickleball courts. To alleviate pressure, **there is a growing trend to construct large-scale, multi-court facilities**. For example, Whitby is planning to construct a 14-court complex, Hamilton and Barrie provide a 12-court complex, and Markham has an eight-court complex. This approach addresses users' desire for quality playing experiences and challenges with finding appropriate locations for these types of facilities. An outdoor pickleball complex was recommended in the 2020 Outdoor Recreation Needs Assessment, which has not yet been implemented but continues to be supported by research undertaken for this Master Plan.

Based on projected pickleball court needs, identified gap areas, opportunities to create a centralized pickleball complex the potential to locate pickleball courts adjacent to existing tennis courts, and best practices in enhanced setbacks, the following strategy is recommended:

- Construct 14 dedicated pickleball courts in Bowmanville, including six to eight courts at a Municipal Wide or Community Park to create a pickleball complex (potentially operated with a sports organization). Remaining courts should be located at existing and future parks, potentially at parks serving secondary plan areas (+14).
- Construct four dedicated pickleball courts at two neighbourhood parks in Courtice (+4).

- Construct one dedicated court at a neighborhood park in Newcastle, potentially in the Newcastle Village Secondary Plan Area. A second court should be considered to support simultaneous play (+1 to +2).
- Construct one dedicated pickleball court at a park in the rural area. A second court should be considered to support simultaneous play (+1 to +2).

Recommendations

41. Construct 20 dedicated pickleball courts by 2036 to address service gaps and population growth, particularly in emerging Secondary Plan Areas where they can feasibly be accommodated, in the following manner:

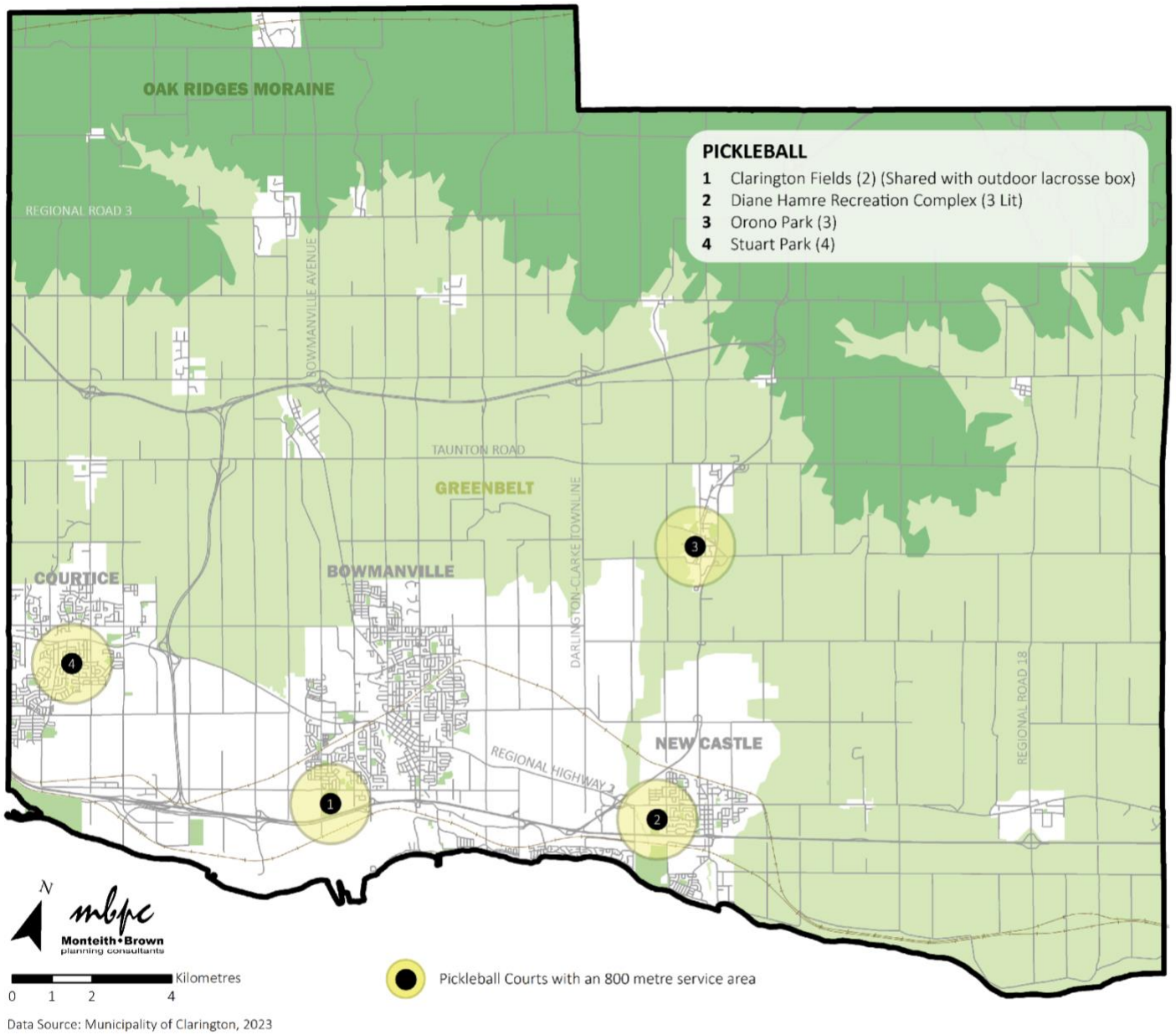
    a. Construct 14 dedicated pickleball courts in Bowmanville, including six to eight courts at a Municipal Wide or Community Park to create a pickleball complex (potentially operated with a sports organization). Remaining courts should be located at existing and future parks, potentially at parks serving secondary plan areas (+14).

    b. Construct four dedicated pickleball courts in Courtice, potentially two courts at a neighbourhood park in the north end and two courts at a neighbourhood park in the south end (+4).

    c. Construct one dedicated pickleball court at a neighborhood park in Newcastle. A second court may be considered to support simultaneous play (+1 to +2).

    d. Construct one dedicated pickleball court at a park in the rural area. A second court may be considered to support simultaneous play (+1 to +2).

Figure 16: Distribution of Pickleball Courts



4.15 Basketball Courts

Stuart Park

Current Supply

There are 22 basketball courts in Clarington's parks, consisting of 11 full courts and 11 half courts (Figure 17). Some of Clarington's basketball courts feature a painted acrylic surface such as at Stuart Park, Soper Creek Park, and Tyrone Park, while others are asphalt pads; the half court at Solina Park uses a Flex Court system with interlocking plastic tiles over asphalt. The Municipality's basketball court supply is complemented by school properties which also contain outdoor posts and hoops; court configuration, quality, and level of access at these facilities vary.

Market Conditions

Key trends in basketball courts include the following:

- The use of basketball courts was positively impacted by the COVID-19 pandemic as it is an outdoor activity that could be played with appropriate social distancing.
- Basketball is popular with boys and girls (including newcomer children and youth) due to its international appeal and the Toronto Raptors championship in 2019.
- Basketball is an affordable and open sport that can be played by most ages and abilities, both individually and as a group/team.

The community survey found that 8% of respondents indicated that they have participated in basketball. Half (51%) of survey respondents support additional investments in basketball courts, ranking 26th of 41 facility types.

Building up Clarington's Basketball Court Supply

Clarington is currently providing basketball courts at a rate of one per 634 youth (ages 10 to 19), who are the primary users of these facilities. The Municipality's level of service is higher compared to targets established in many GTHA communities (one per 700 youth), although it recognizes the Municipality's commitment to providing a strong supply of walkable amenities geared towards this age group. Targeting basketball courts at one per 650 youth is recommended, aligning with the current service level and recognizing the large geography of Clarington, while also bringing the Municipality closer to targets in comparable municipalities.

Table 18: Projected Basketball Court Needs by Community, 2026 to 2031

Community	Current Supply	Projected 2036 Supply*	Timing for Development		
			Short-Term 2025 – 2026	Medium-Term 2027 – 2031	Long-Term 2032 – 2036
Bowmanville	10	15 (+5)	+1	+2	+2
Courtice	7	7 (+0)	0	0	0
Newcastle	3	4 (+1)	0	0	+1
Rural/Orono	2	4 (+2)	+2	0	0
Total	**22**	**30 (+8)**	**+3**	**+2**	**+3**

*Projected basketball court supply based on a recommended target of one per 650 youth (ages 10 to 19).

If the proportion of youth remains the same, it is estimated that there will be approximately 20,000 youth in Clarington by the end of the planning period. **To meet the Municipality's target, there will be a need to construct eight new basketball courts by 2036** (Table 18). An analysis based on projected youth population for each community suggests that the greatest need will be in Bowmanville, particularly in emerging Secondary Plan Areas, followed by the rural/Orono area and Newcastle. To meet the recommended service target, the following strategy is recommended.

- Construct five basketball courts in Bowmanville (+5).
- Construct one basketball court in the Newcastle (+1).
- Construct two basketball courts at parks in the rural area (+2).
- While the recommended service target suggests that the supply of basketball courts in Courtice is sufficient, the Municipality should consider adding at least one new basketball court in the north end of the community to strengthen distribution and address a geographic gap given that there are currently no public outdoor basketball courts north of Nash Road.

Enlarging and Renewing Basketball Courts

Clarington has been proactive in renewing its aging basketball courts such as at Stuart Park. The Municipality is also reinvesting in the court at the South Courtice Arena; this court may need to be relocated (within the site or at another location in Courtice) to accommodate the new twin pad arena being recommended at this location through this Master Plan. Resurfacing and replacing aging components can enhance playing experiences and provides an opportunity to accommodate multiple activities such as ball hockey. Enlarging half courts or undersized shooting pads can also increase use, provided there is sufficient space available.

Continuing to examine opportunities to renew or enlarge Clarington's existing basketball courts is recommended; ensuring that all courts have painted lining is also encouraged. Based on a high-level scan of existing locations, potential opportunities for renewal or enhancement include, but are not limited to, Andrew Parkette, Rosswell Park, Green Park, Pearce Park, Tyrone Park, Soper Creek Park, and Glenabby Park.

Recommendations

42. Provide eight multi-use courts for activities such as basketball and ball hockey in the following manner, preferably at parks in emerging Secondary Plan Areas where they can be feasibly accommodated:

    a. Construct five multi-use courts in Bowmanville (+5).

    b. Construct one multi-use court in Newcastle (+1).

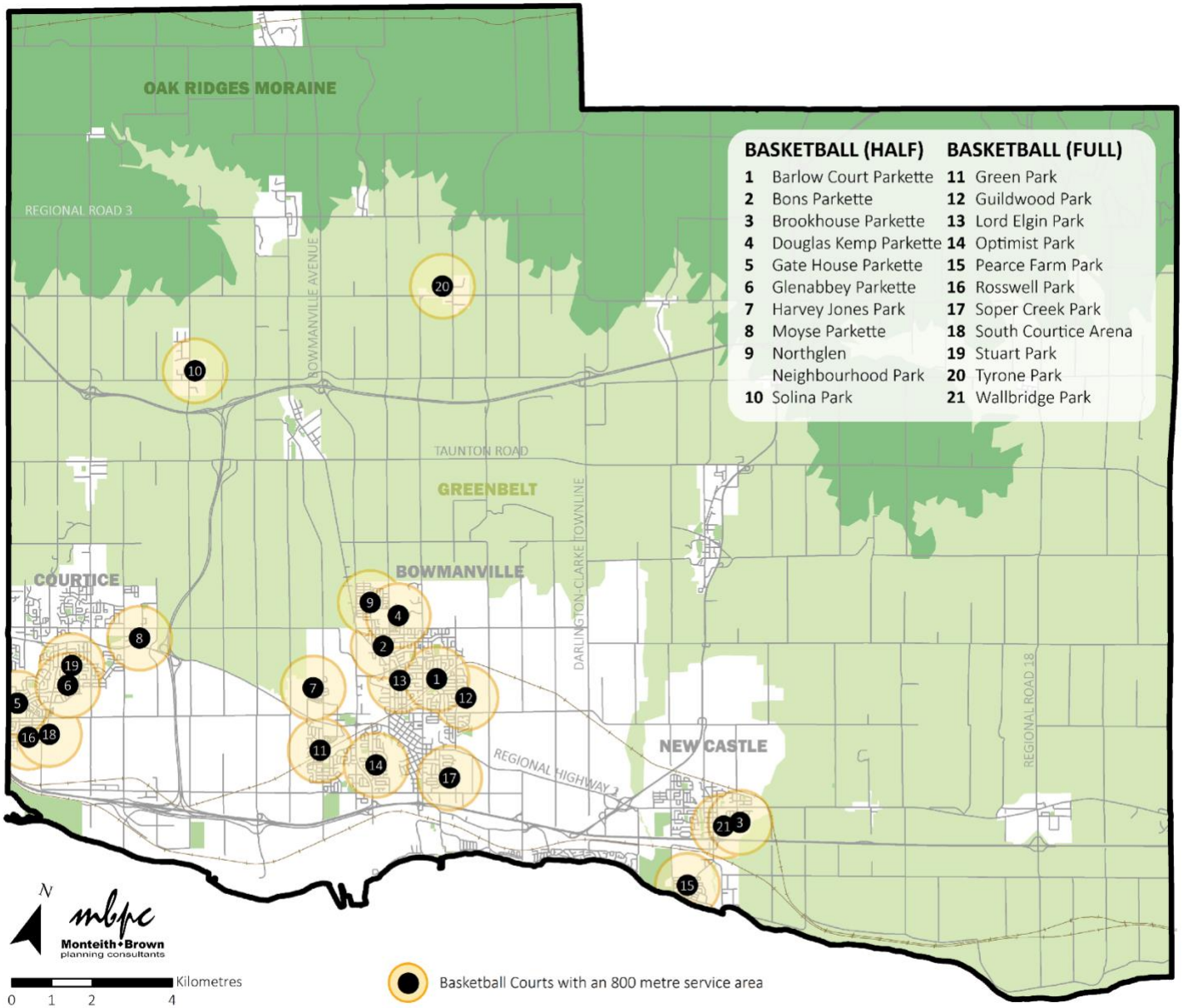
    c. Construct two multi-use courts in the rural area (+2).

43. Investigate opportunities to provide one multi-use court in the north end of Courtice (north of Nash Road) to address a service gap and strengthen geographic distribution.

44. To accommodate two new ice pads at the South Courtice Arena, relocate the existing multi-use court to another location within the site or to another park in Courtice.

45. At the time of basketball court replacement, investigate the feasibility of enlarging half courts or undersized shooting pads to full-size multi-use courts.

Figure 17: Distribution of Basketball Courts



4.16 Outdoor Splash Pads and Outdoor Pools

Current Supply

There are 16 splash pads located at parks throughout Clarington that feature a variety of user-activated features during the warmer summer months (Figure 18). The Municipality's splash pads are complemented by an outdoor pool at Orono Park.

Rickard Neighbourhood Park

Market Conditions

Outdoor aquatic facilities are important community amenities to help residents cool down on hot summer days. Key trends in outdoor splash pads and pools include the following:

- The use of outdoor pools is influence by several factors such as short operating seasons, weather conditions, staffing, and the increasing supply of indoor public pools and backyard pools.
- Municipal outdoor pools are aging, and some communities have reinvested in their aging pools to ensure that affordable outdoor swimming opportunities are available to residents, including those who may not have access to indoor swimming pools, particularly as residents seek respite from increasingly hotter summers.
- Some municipalities have explored phasing out aging outdoor swimming pools in favour of splash pads, which are more cost effective to build and operate, although it is recognized that they do not provide the same experience as outdoor pools.

The community engagement process found that there is a desire to enhance the Municipality's splash pads to create more frequent and engaging playing experiences; 70% of survey respondents supported additional investment in splash pads, ranking 11th out of 41 facility types. Limited input was received about outdoor pools, although one request was made for an outdoor pool in Newcastle; 62% of survey respondents supported additional public investment in outdoor swimming pools, which ranked 16th.

Increasing the Splash Pad Supply

The research conducted for this Master Plan supports a provision target of one splash pad per 700 children aged 0 to 9 years. The 2021 Census reported that 13% of the Municipality's population were children between the ages of 0 and 9, which are the primary users of splash pads. Applying this capture rate to the current population

suggests that there are currently 15,125 children and based on the current supply, Clarington is providing splash pads at a rate of one per 945 children. This is lower compared to the recommended service target. If the proportion of children remains the same, it is estimated that there will be more than 21,000 children in Clarington by the end of the planning period. **To meet the Municipality's target, there will be a need to construct 14 new splash pads by 2036** (Table 19)**.**

Table 19: Projected Splash Pad Needs, 2026 to 2036

			Timing for Development		
Community	**Current Supply**	**Projected 2036 Supply***	**Short-Term 2025 – 2026**	**Medium-Term 2027 – 2031**	**Long-Term 2032 – 2036**
Bowmanville	9	15 (+6)	+2	+2	+2
Courtice	3	7 (+4)	+3	+1	0
Newcastle	3	4 (+1)	0	0	+1
Rural/Orono	1	4 (+3)	+3	0	0
Total	**16**	**30 (+14)**	**+8**	**+3**	**+3**

*Projected splash pad needs based on a recommended target of one per 700 children (ages 0 to 9).

It is the Municipality's practice to construct neighbourhood-level splash pads to provide walkable community amenities. This approach continues to be supported by the Master Plan to assist the Municipality in creating complete communities, although it will be important to recognize that this may come at a higher cost due to the need to maintain more facilities, which may need to be increased as there is a desire for more engaging and unique designs. The provision of fresh water/water-to-waste splash pad systems are preferred due to the high cost of recirculating systems as it relates to initial construction, staffing and ongoing maintenance.

The following strategy is recommended to address future splash pad needs; a focus should be:

- Construct six splash pads in Bowmanville, with a minimum of one serving the central area of the community (+6).
- Construct four splash pads in Courtice, with a minimum of one serving the west or north area of the community (+4).
- Construct one splash pad in Newcastle (+1).
- Explore the feasibility of constructing up to three small-scale splash pads at rural parks (+3).

Cooling Stations in Intensification Areas

With future population growth expected in Clarington's MTSAs, providing outdoor waterplay spaces, or 'cooling stations' that are publicly accessible will be important to provide much needed relief from urban heat island effect. On this basis, the Municipality should provide at least one small-scale cooling spray station at a park within or near Clarington's two MTSAs as opportunities become available. This is a best practice in other urbanizing municipalities that are experiencing climate change.

Small-scale cooling spray stations may have fewer spray features than Clarington's traditional splash pads given that the size of the installation will be influenced by the size of the park that it is located in. For example, these cooling spray stations may have fewer spray nozzles or post that are integrated within a hardscape plaza or incorporated as part of a public art display, water fountains, boulders, or other features.

Monitoring the use of the Orono Park Pool

The outdoor pool at Orono Park is an important recreational asset to the rural community and is one that has served generations. The operating window of the pool is short as it is open from July to August, like most outdoor pools, although operating days may vary due to the weather conditions. It is an important gathering place to cool off in the summer, especially for rural residents who do not have transportation to access the nearest indoor swimming pool at the Diane Hamre Recreation Complex in Newcastle, which is about a 10-minute drive from Orono.

Orono Park

No new outdoor pools are recommended in Clarington during the planning period. The decision to continue operating the outdoor pool in Orono should be based on the belief that the benefits of having an outdoor swimming opportunity outweighs the investment required to provide this amenity for a short-operating season. Other municipalities have rationalized the continued provision of outdoor pools through this lens, especially to provide respite from the effects of climate change.

To make an informed decision on the future of the outdoor pool, the Municipality should undertake a facility condition assessment to understand its remaining lifespan and the capital investment required to continue to maintain the outdoor pool in Orono. A cost benefit analysis should also be undertaken to inform the decision-making process that takes into consideration key metrics such as participation and the actual number of operating days during the season, recognizing that unfavourable weather events have impacted programming.

Recommendations

46. Construct 14 new splash pads by 2036 in the following manner at parks in areas serving households with children, including in emerging Secondary Plan Areas:

    a. Construct six splash pads in Bowmanville, with a minimum of one serving the central area of the community (+6).

    b. Construct four splash pads in Courtice, with a minimum of one serving the west or north area of the community (+4).

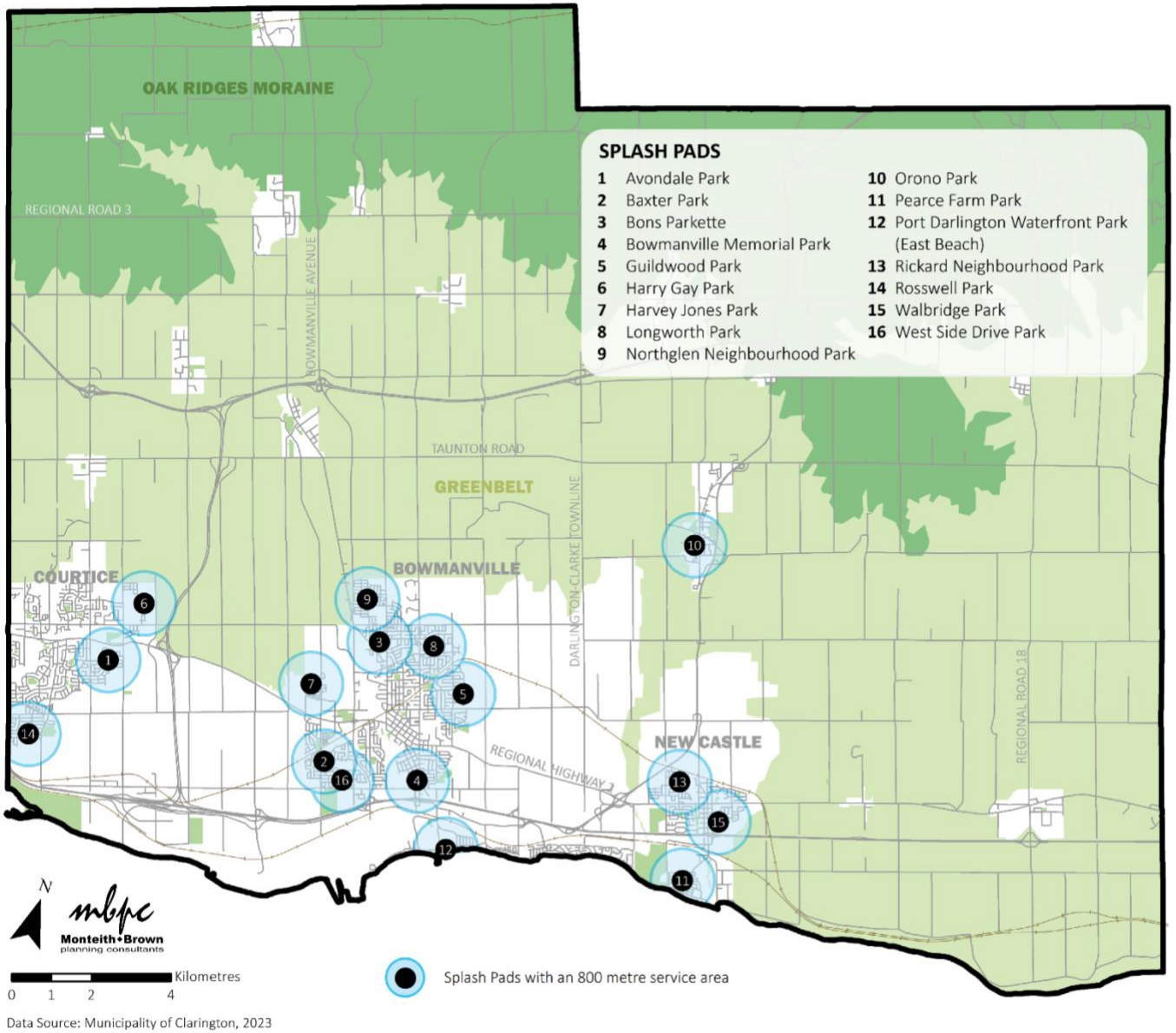
    c. Construct one splash pad in Newcastle (+1).

    d. Explore the feasibility of constructing up to three small-scale splash pads in the rural area (+3).

47. To complement the splash pad supply, provide a minimum of one cooling station at a park in or near Clarington's two MTSAs, which could feature a limited number of spray nozzles integrated into the hardscape or as posts, or incorporated as part of a public art display, water fountains, boulders, or other feature.

48. Create a capital renewal plan for the outdoor pool and associated amenities at Orono Park. A cost benefit analysis should be undertaken prior to making any future capital decisions.

Figure 18: Distribution of Splash Pads



4.17 Skate Parks and Pump Tracks

Courtice Community Complex

Current Supply

Clarington provides five skate parks at the Courtice Community Complex, Darlington Sports Centre, Garnet B. Rickard Recreation Complex, Diane Hamre Recreation Complex, and Orono Park (Figure 19). This yields a service level of one per 23,269 residents, which is the highest level of service compared to benchmark municipalities but recognizes the geographically large area of Clarington.

Each location in Clarington features a range of skate components, including ramps, edges, rails, stairs, elevation changes, bowls, and more. The size and scale of skate parks vary by location, as well as the construction type. For example, the skate parks at the Courtice Community Complex, Garnet B. Rickard Recreation Complex, and Diane Hamre Recreation Complex were constructed from concrete, while the skate parks at the Darlington Sports Centre and Orono Park have modular components on a concrete pad.

Market Conditions

Skate parks provide youth and younger adults with a positive place to participate in skateboarding, rollerblading, scootering, biking, and other wheeled action sports. Key trends in skate parks include the following:

- Skate parks are popular locations for youth and young adults to engage in physical activity and gather and socialize in a positive environment.
- The popularity of skate parks has resulted in the emergence of small-scale skate zones in neighbourhood parks that feature a limited range of skate components to serve residents who may not have access to community level skate parks. For example, Burlington provides several skate zones within neighbourhood parks that are often co-located with basketball courts, which are geared towards the same target market and complement major skate parks.

Public requests were made for enhanced skate parks in Clarington. For example, suggestions were made for improving the location at the Garnet B. Rickard Recreation Complex as it is smaller compared to Clarington's other locations. It also has limited visibility within the site and there is a desire for amenities such as seating and shade to create more inviting spaces. 41% of community survey respondents supported additional investment in skate parks.

Enhancing Clarington's Skate Parks

Example of a skate zone next to a basketball court

The Master Plan assessment recommends providing one skate park in each urban area, which is consistent with other municipalities that share a similar urban and rural geography. With the recent completion of a new skate park in Newcastle, no new skate parks are recommended during this planning period. There are, however, opportunities to enhance existing locations such as at the Garnet B. Rickard Recreation Complex given that this skate park is not as prominent or designed as comparable to Clarington's other skate parks in Courtice or Newcastle. At the time of renewal, opportunities exist to engage the skate community to identify areas of enhancement, which may include, but not be limited to, improving sightlines and safety, and features such as lighting, seating, and other amenities.

Complementing Clarington's major skate parks, small-scale skate zones with introductory-level skate features should be explored at existing or future neighbourhood parks. These features tend to be best located with other facilities such as basketball courts as they are geared to the same youth target market. To complement existing skate parks, the following development strategy is proposed to strengthen access and allow novices to learn basic skills before using Clarington's major skate park locations:

- Construct three skate zones at existing or future parks in Bowmanville, with some potentially at future parks in Secondary Plan Areas (+3).
- Construct two skate zones at an existing or future park in Courtice, potentially one serving the north end and one serving the south end (+2).
- Construct one skate zone at an existing or future park on the east side of Newcastle (+1).

Consider Opportunities for Pump Tracks

Pump tracks offer a variety of features for beginner to advanced users and include dirt or paved ramps and jumps along a designated course. It is generally considered to be a growth sport as more people seek activities that can be done individually or socially in an unstructured format. The Municipality does not provide any pump tracks, although some public requests were made for this type of facility in Clarington.

Pump tracks are becoming more common in many municipalities to respond to demonstrated demand, which also aligns with a greater desire for a range of casual, outdoor recreation activities. In Durham Region, pump tracks are available in Oshawa and Uxbridge. They can also be found in Toronto, Mississauga, Milton, Orangeville, Saugeen Shores, Georgina, and other communities.

From a provision perspective, they are often located adjacent to skate parks to create a hub for wheeled action sports. A scan of existing skate parks in Clarington found that they would not be suitable for a pump track due to site constraints. While a pump track is not recommended at this time, demand for this amenity should be revisited as part of a five-year update to this Master Plan.

Recommendations

49. Investigate, at the time of renewal, opportunities to enhance the skate park at Garnet B. Rickard Recreation Complex to improve the user experience, including, but not be limited to, improving visibility and supporting amenities.

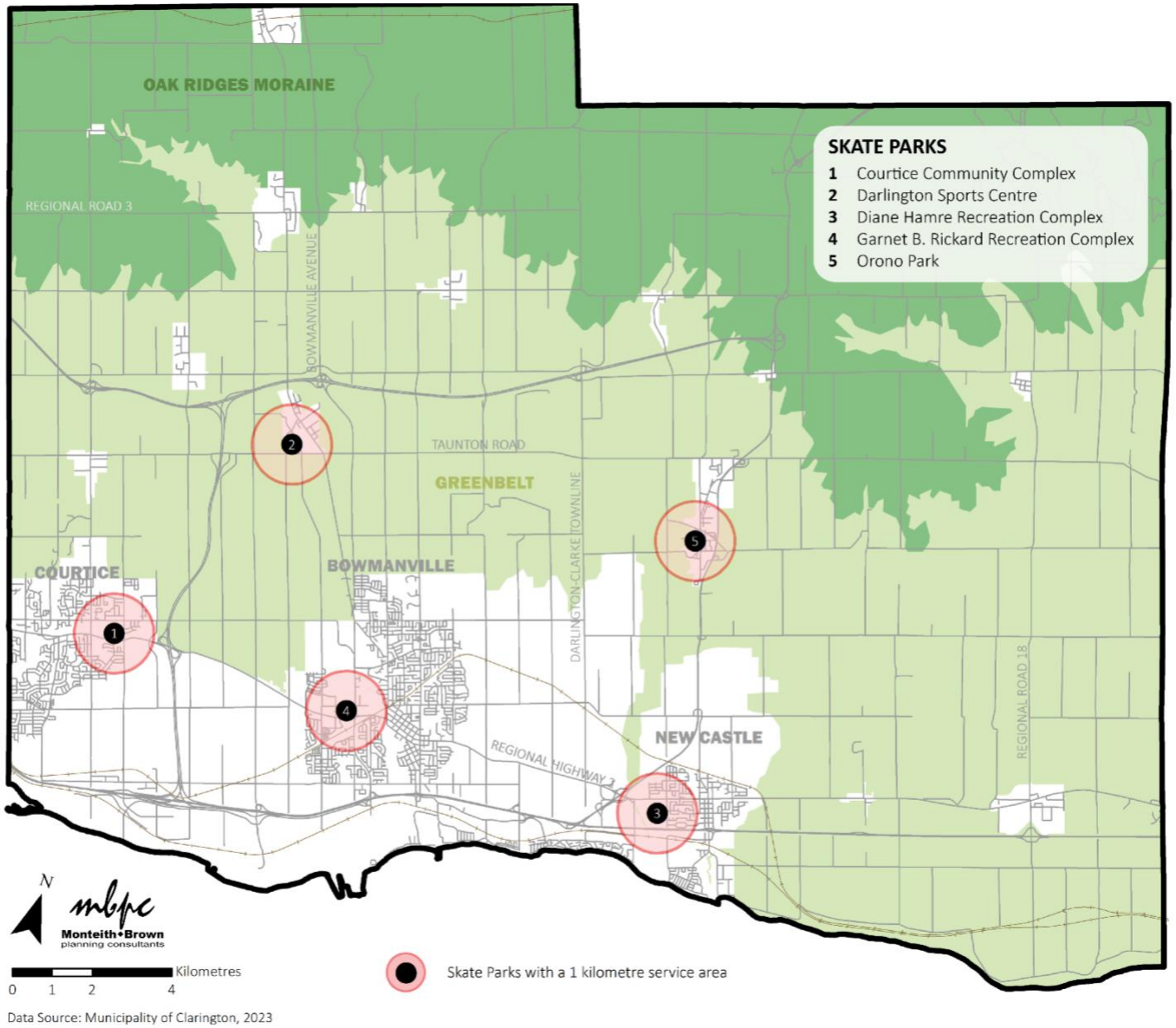
50. Construct six skate zones with introductory-level features at existing or future parks, potentially co-located with basketball courts, in the following manner:

    a. Construct three skate zones in Bowmanville, with some potentially at future Secondary Plan Areas (+3).

    b. Construct two skate zones in Courtice, with one serving the north end and one serving the south end (+2).

    c. Construct one skate zone on the east side of Newcastle (+1).

Figure 19: Distribution of Skate Parks



4.18 Leash-Free Dog Parks

Current Supply

Clarington provides three leash-free dog parks in Courtice (South Courtice Arena), Bowmanville (adjacent to the Harbour Conservation Area) and Newcastle (Diane Hamre Recreation Complex) (Figure 20). All three locations feature two designated areas for large and small dogs and amenities include on-site parking, seating, shade, signage, and lighting.

Market Conditions

Leash-free dog parks provide owners with a controlled open area to exercise and socialize with their dogs. Key trends in leash-free dog parks include the following:

- Leash-free dog parks contribute to sense of place and encourage community interaction among residents who share a common interest.
- Leash-free dog parks are popular in urban areas as opportunities for dogs to run freely may be limited within intensified residential areas, as well as in other areas experiencing population growth.

Public suggestions were made to locate dog parks away from utility infrastructure such as power lines and to provide greater enforcement to ensure the safety of dogs and owners. 42% of community survey respondents supported additional investment in leash-free dog parks.

Enhancing the Distribution of Leash-Free Dog Parks

There is no formal standard guiding the provision of leash-free dog parks but as the population of dogs and the number of dog owners is expected to continue to grow, there will be a need to strengthen geographic distribution of these important amenities. A distributional analysis using a one-kilometre service area found that the Municipality's existing dog parks are primarily located in the south end of each urban area. With a large portion of future population growth expected in Bowmanville's north end, there will be growing pressure for an off-leash dog park in this area. Research conducted for the Master Plan supports the provision of a new leash-free dog park in Bowmanville's north end to address current and future needs in this gap area.

Previously, an off-leash dog park serving north Bowmanville was recommended in the 2020 Outdoor Recreation Needs Assessment. Staff explored a potential location at the Bowmanville Valley Conservation Area; however, preliminary geotechnical and soil investigations determined that the site may not be suitable for a leash-free dog park given the site's former landfill history. Staff are continuing to study the suitability of this site at the time of preparing this Master Plan. Should it be confirmed that this site would

not be suitable for an off-leash dog park, it is recommended that other sites be evaluated based on the following site selection criteria:

- Located on Municipality property or on other lands through a long-term lease or public access agreement (e.g., conservation authority, hydro corridor, etc.)
- A minimum area of 5,000 square metres (0.5 hectares).
- Accessible to the public year-round.
- Located on flat land with suitable soil quality, adequate drainage and devoid of environmentally sensitive areas and other geotechnical hazards; they should not be located along the waterfront.
- An appropriate setback from adjacent land uses. Best practices vary in other municipalities from 15 metres to 50 metres. Setback distances may be reduced if a separation buffer is used.
- On-site parking is preferred, although off-site parking may be suitable particularly for compact leash-free dog parks serving intensification areas.

A future leash-free dog park should be designed like what is currently at Clarington's existing locations, which should include a large, fenced enclosure with separate areas for large and small dogs. Supporting amenities may include, but are not limited to, shade, seating, and water access. Lighting should also be contemplated, to allow for extended use during the evenings, particularly given that daytime use during the summer may be limiting due to climate change.

The north end of Courtice is a gap, although this area is served by the leash-free dog park at the Harmony Valley Conservation Area in Oshawa, which is about a 10-minute drive for residents in this area. The existing leash-free dog park in Newcastle is also expected to be sufficient to serve residents during the planning period.

Serving Pet owners in Intensification Areas

With future population growth being directed towards Clarington's two MTSAs, it can be expected that there will be a need for more walkable off-leash dog parks in these high-density areas as residents will have limited private personal space to exercise and socialize with their dogs. As transit-oriented developments become more prevalent in Clarington, a greater share of the Municipality's population may not own private vehicles and thus Clarington's traditional leash free dog areas may not be accessible for some urban residents.

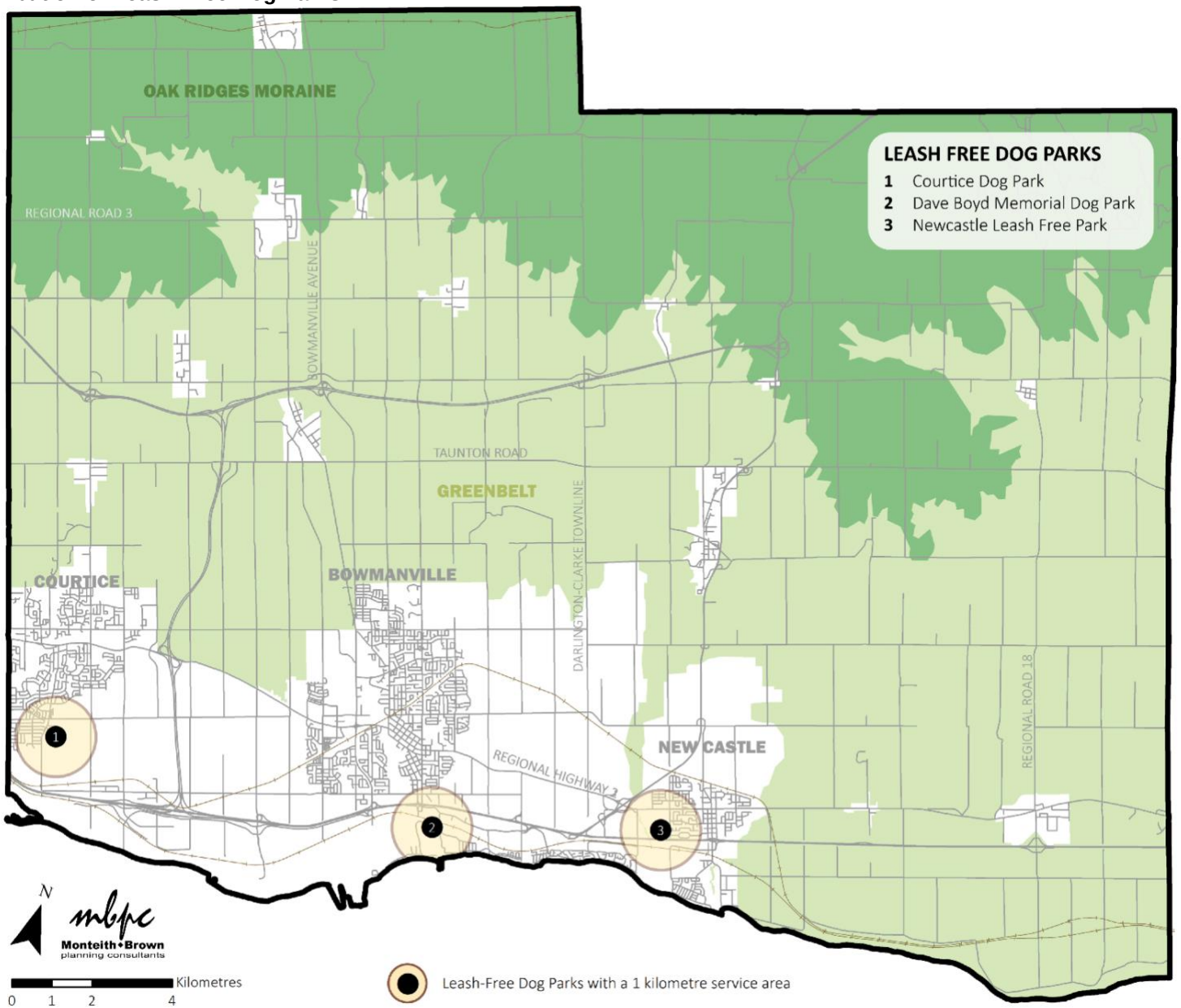
The Municipality will need to be strategic in where and how new leash free dog parks are provided to meet the needs of residents in Clarington's MTSAs. A minimum of one leash-free dog park should be in each MTSA area, although multiple sites are encouraged as opportunities become available to facilitate walkable neighbourhoods and to recognize the total population that these intensification areas are projected to accommodate and the growing number of dog owners. The size of leash-free dog parks within these areas will need to be more compact than Clarington's traditional locations, which is a best practice that other municipalities are providing in high density areas (a minimum area of 500 square metres or 0.05 hectares). This should be complementary to working with the development sector to provide pet-friendly amenity spaces.

Recommendations

51. Continue with establishing a new dog park in north Bowmanville with consideration given to the site criteria identified in this Master Plan, including property ownership, minimum size, public access, site condition, appropriate setbacks, and parking. The design should be similar to what is available at Clarington's other locations, including a fenced enclosure with separate areas for large and small dogs and supporting amenities such as shade, lighting and seating.

52. Construct two compact leash-free dog parks in the Courtice and Bowmanville MTSAs. The Municipality is also encouraged to work with the development sector to create pet-friendly amenity spaces within all future developments.

Figure 20: Distribution of Leash-Free Dog Parks



4.19 Community Gardens

Current Supply

Clarington has three community garden locations with a total of 112 plots, including two in Bowmanville at the Liberty Allotment Gardens and the Bowmanville Allotment Gardens. The third location is at the Diane Hamre Recreation Complex in Newcastle (Figure 21). Each location is operated and administered by a volunteer organization that allocates plots to gardeners for personal use, as well as community plots where food is grown and distributed to those in need, including food banks.

Liberty Allotment Garden

Market Conditions

Community gardens foster social interaction and horticultural education. Key trends in community gardens include the following:

- Community gardens are popular in urban areas where residents may not have access to personal gardening space, particularly in intensification areas.
- The increasing cost of living, including rising food prices, being experienced across Ontario has placed a greater emphasis on food security and sustainable food sources, further contributing to the popularity of residents growing their own food.
- The focus being placed on health and wellness and healthy eating contributed to the increasing demand for community gardening.
- Community gardens allow residents to cultivate, preserve, and prepare cultural produce.

Newcastle Community Garden

Public requests were made for more community gardens in Clarington, with 60% of community survey respondents supporting additional investment in this amenity, ranking 19th of 41 facility types.

New Community Gardens for Bowmanville and Courtice

Community gardens are provided based on local demand, particularly if there are volunteers or a local organization willing to partner with the municipality to operate and or maintain the facility. With an increasing interest in community gardening and outdoor activities, together with an aging and diversifying population, additional community gardening locations should be contemplated if there is a willing partner(s) to assist with delivering the service. Expanding community gardening opportunities also aligns with Clarington's Corporate Climate Action Plan.

From a geographic perspective, Courtice is a gap area as it does not currently have a municipal community garden, although one is provided by the Hope Fellowship Church. Working with this organization to promote the use of this location is encouraged, although the Municipality should also work with other community partners to establish a community garden on municipal property to provide expanded community gardening opportunities in Courtice.

The Bowmanville Allotment Garden on Haines Street is a temporary location that has existed in its current location since 2011. While relocating the Bowmanville Allotment Garden will not be required until expansion of the adjacent cemetery is required, investigating suitable replacement sites is recommended. As a general guide, future community garden locations should consider the following criteria:

- Soil quality is suitable for gardening.
- Sufficient sun exposure.
- Level grade.
- Adequate drainage.
- Access to amenities water, parking, transit, and active transportation.
- Free from hazards.
- Proximity to medium and high-density residential areas.

In addition to the site criteria, inclusive design should also be considered as part of the development such as pathways and raised garden beds.

Community Gardens in Intensification Areas

Clarington is expected to undergo residential intensification over the long-term, particularly within designated MTSAs. Residents living within condominiums in these areas will likely have limited to no private amenity space and thus, there will be a high need for community gardening opportunities in these locations. To address these needs, the Municipality should be prepared to respond through the provision of small-scale community gardening locations, which may be smaller compared to existing sites, depending on the size of the MTSA park, or providing them at parks that are within walking distance to MTSAs. Working with the land development sector to establish private amenity space, including rooftop gardens should also be explored.

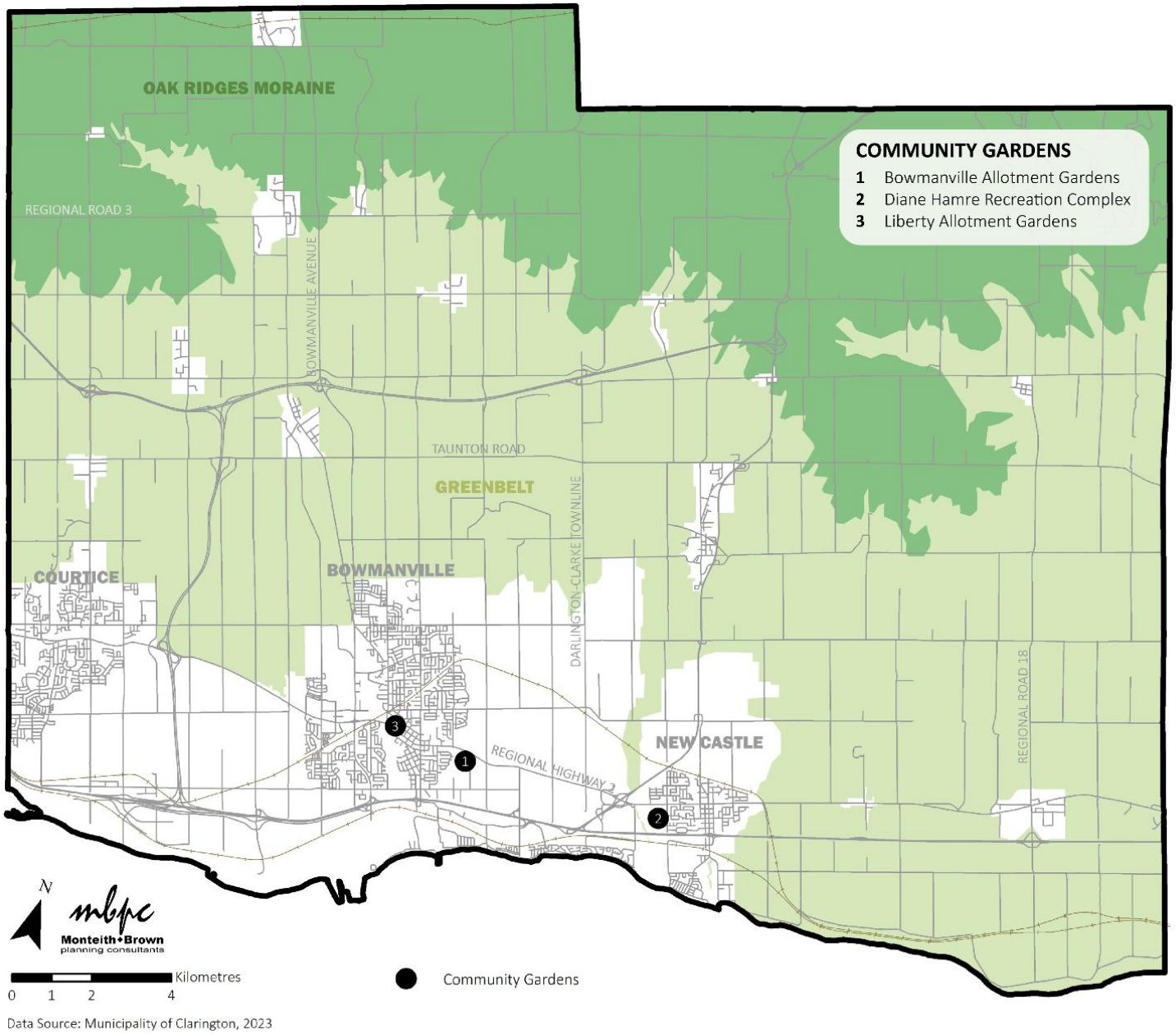
Recommendations

53. Identify a permanent site to relocate the Bowmanville Allotment Gardens. Site criteria for selecting a community garden location should include (but not be limited to), soil quality, grade, sun exposure, drainage, access to amenities, free of hazards, and proximity to medium and high-density residential areas. Inclusive design should also be considered including pathways and raised garden beds.

54. Establish a community garden in Courtice, which should be contingent on working with a community partner to oversee daily operations. Site criteria for selecting a community garden location should include (but not be limited to), soil quality, grade, sun exposure, drainage, access to amenities, free of hazards, and proximity to medium and high-density residential areas. Inclusive design should also be considered, including pathways and raised garden beds.

55. Work with others to create and/or encourage the use of existing non-public community gardens (e.g., churches) and with the development sector to create private amenity space, including rooftop gardens in Clarington's MTSAs.

Figure 21: Distribution of Community Gardens



4.20 Outdoor Fitness Equipment

Rickard Neighbourhood Park

Current Supply

Outdoor fitness equipment stations can be found at Rickard Neighbourhood Park in Newcastle and at the South Courtice Arena. Each location features several fitness stations that engage users in a variety of strength and cardio-based exercises. A new outdoor fitness equipment location has been identified at the future Bowmanville Park on the former Zoo Lands.

Market Conditions

Key trends in outdoor fitness equipment include the following:

- Outdoor fitness equipment are popular amenities found throughout Europe and the United States, and they are becoming more popular in Canadian municipalities as more communities are offering these installations to encourage no-cost, outdoor physical activities.
- Locations typically contain multiple pieces of equipment for free public use such as in Clarington's existing locations. They tend to be best suited along trails, at community facilities, or other high traffic locations.

Requests were made for more outdoor fitness equipment in Clarington. More than half (54%) of respondents from the community survey support additional investment in outdoor fitness equipment, which ranked 22nd out of 41 facility types.

Strengthen the Distribution of Outdoor Fitness Equipment

There is no provision target for outdoor fitness equipment as they are typically considered where opportunities exist as part of park design or renewal, as well as to respond to public requests. As a best practice, outdoor fitness equipment is typically provided in prominent locations to encourage physical activity such as at major parks that have other active recreation amenities or along trails and pathways – either co-located together in a single location such as at Rickard Neighbourhood Park and South Courtice Arena, or through fitness trails to facilitate interval training.

The Municipality should continue to construct outdoor fitness equipment within its parks to improve geographic distribution to ensure that there are free outdoor opportunities to get active. Strategic locations should be considered, with an emphasis on locating installations in high traffic areas. As a starting point, consideration should be given to constructing outdoor fitness equipment along the waterfront trail in Newcastle and

Bowmanville (to be reconfirmed through the Waterfront Strategy). A minimum of two outdoor fitness equipment locations should also be installed at future parks in Secondary Plan Areas in Courtice. Other locations may be considered at the Municipality's discretion where space is available, such as in emerging MTSAs.

Recommendations
56. Install outdoor fitness equipment at four parks to strengthen geographic distribution. New installations should be at parks in high traffic areas such as along the waterfront trail in Newcastle and Bowmanville (to be reconfirmed through the Waterfront Strategy), Municipal Wide or Community Parks, or in gap areas including at two parks in Courtice's Secondary Plan Areas. Long-term opportunities to provide outdoor fitness equipment in MTSAs should also be explored.

4.21 Playgrounds

Current Supply

Clarington provides playgrounds at 63 parks across the Municipality that vary in design, size, and range of components (Figure 22). Depending on the location and the type of park, a playground may feature distinct junior and senior play structures and swing sets (including for adults). Some locations also feature accessible components such as ramps and braille, as well as interactive toys such as musical instruments and mobile games. Play structures are also found at schools.

Enniskillen Park

Market Conditions

Playgrounds are highly desirable park amenities that young families seek in their neighbourhoods as they benefit early childhood development, foster cognitive development and social skills, and encourage physical activity. Key trends in playgrounds include the following:

- Playground designs have evolved overtime from traditional play equipment (e.g., swings, slides, etc.) to creative structures that facilitate environments that encourage users to use their imagination to create unique play experiences.
- Some playgrounds are designed to encourage risky play through climbing and exploring, which have been found to contribute to cognitive development.

- Leading design elements include vibrant colours, interactive play features, thematic designs, and components that are barrier free and stimulate the senses such as musical instruments, as well as accessible surface treatments such as engineered wood fibre and rubber.

Public requests were made for updating playground equipment, with suggestions made for playgrounds in new areas, including in the downtown area of Bowmanville and in new residential areas. Nearly three-quarters (73%) of survey respondents supported additional public investment in playgrounds, ranking 7th out of 41 facility types.

Addressing Playground Gaps

Comparative municipalities generally provide playgrounds based on geographic distribution to ensure that there is a playground located within 800 metres of residential areas (five-to-ten-minute walk). This approach is recommended in Clarington to ensure that they are easily accessible for children and caregivers and supports the Municipality's goal of creating complete communities.

Applying an 800-metre service area Clarington's playgrounds reveals that the Municipality is providing strong coverage in Courtice, Bowmanville, and Newcastle; rural hamlets also have good coverage with most served with at least one playground. Gaps primarily exist in future residential neighbourhoods in Clarington's Secondary Plan Areas, which should be addressed through constructing playgrounds at new parks. Based on a review of park locations identified within Secondary Plan Areas, which are subject to change as planning approvals are sought, there could be as many as 30 new playground locations added to the Municipality's inventory by 2036. Some new projects are already underway, including a new installation at Northglen East Park.

Natural Playgrounds

Natural playgrounds are becoming more popular to connect users with nature to improve mental health, social development and physical activity. They encourage play and interaction with landscapes and materials such as wood, logs, ropes, stones, and boulders. The use of natural materials is also supportive of corporate initiatives in many municipalities that aim to be more environmentally friendly. They provide greater sensory stimulation and imaginative play compared to traditional creative play structures and they can still be designed to comply with the Canadian Standards Association.

Natural playgrounds are best suited at parks that draw local and regional users such as at Municipal Wide and Community Parks, as well as at parks serving MTSAs to connect children with the outdoors, helping to address a nature deficit. Incorporating natural playgrounds in strategic open greenspaces and natural areas may also be considered to complement the surrounding area; a natural playground is currently planned to be incorporated into the design for the Bowmanville Park on the former Zoo Lands.

High Quality and Inclusive Playground Design

The Municipality has been diligent in maintaining its playground inventory by replacing aging structures and continuing to do so is encouraged to ensure that the Municipality's play features are modern, meet evolving public expectations, and are in good condition from a safety perspective. As part of playground replacement, as well as for new playground development, high quality designs should be considered to facilitate strong user experiences, particularly as there were public suggestions for new and unique playgrounds. Play features that respond to a range of age groups also need to be considered, especially for pre-teens who are looking for more advanced and challenging playgrounds; this Master Plan also speaks to investing in outdoor fitness equipment, as well as other recreation amenities that appeal to youth to encourage physical activity.

From an accessibility perspective, incorporating barrier-free features as part of playground construction and redevelopment is recommended to align with AODA requirements. The level of playground accessibility should vary and reflect on the type of park it is in and expected level of use. For example, rubberized surface could be used at Municipal Wide and Community Park playgrounds, while engineered wood fibre could be provided at all other playgrounds. Other accessible components that should be considered include, but are not limited to, ramps, musical instruments, textured surfaces, and contrasting colours. An **Accessible Playground Distribution Strategy should be developed** to guide the level of accessible features for play structures across the Municipality. This Strategy should include consideration for surface type and the provision of ground level and elevated play components.

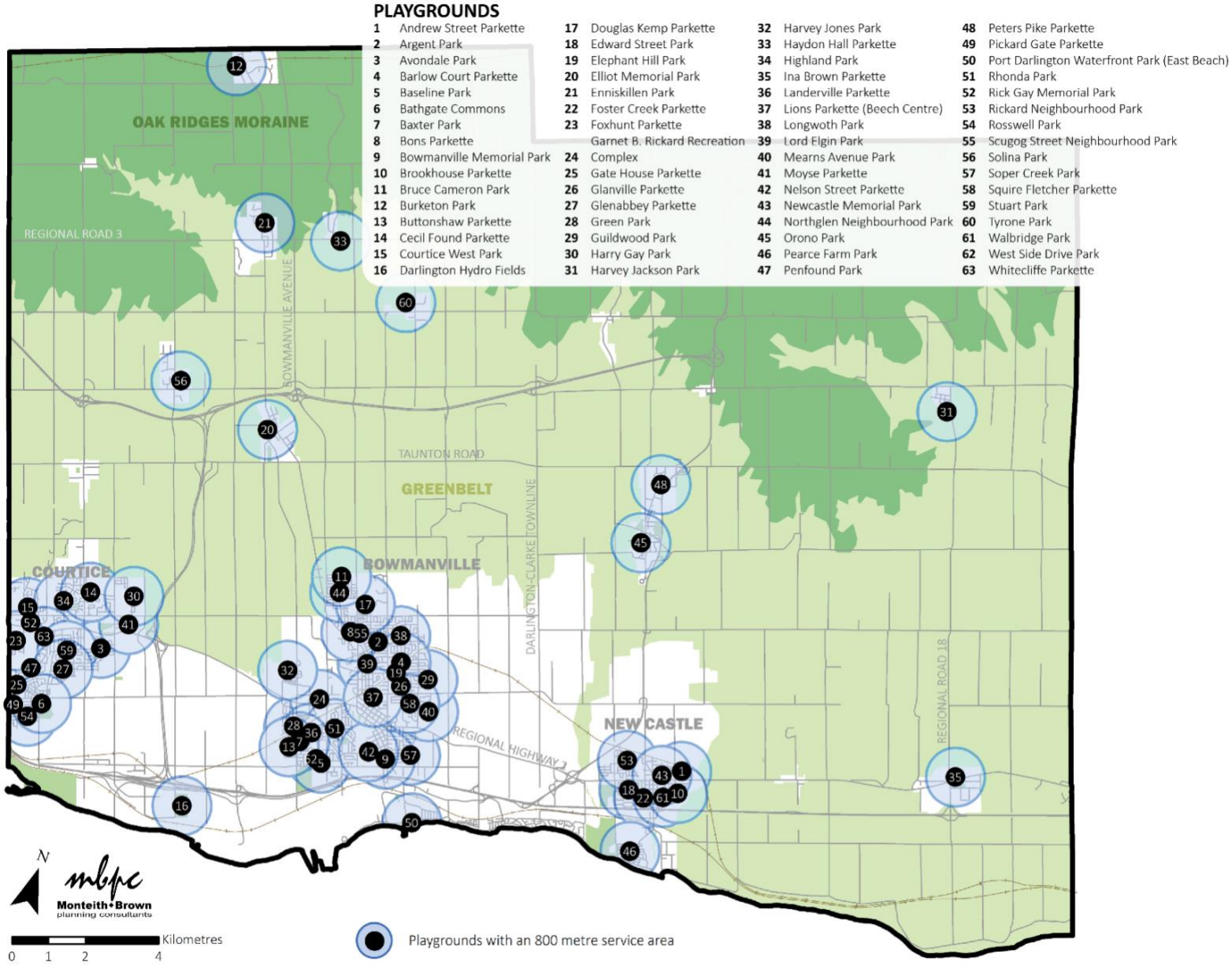
Recommendations

57. Provide playgrounds within 800-metres of residential areas without crossing major barriers such as arterial roads, railways, and waterbodies. New and redeveloped playgrounds should feature high quality design with accessible features. An emphasis should be placed on locating new playgrounds in future parks serving Secondary Plan Areas, which could result in approximately 30 new playground sites by 2036.

58. Develop an Accessible Playground Distribution Strategy to identify geographic locations where enhanced and focused accessibility standards can be implemented to the highest level of service.

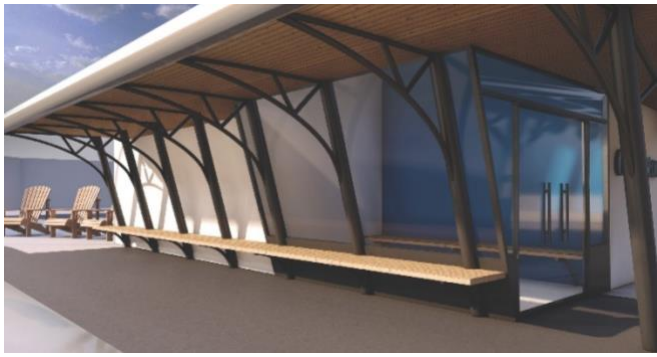
59. Evaluate opportunities to construct natural playgrounds in strategic locations such as at Municipal Wide and Community Parks, along the waterfront, and parks serving MTSAs. Incorporating natural playgrounds in strategic open greenspaces and natural areas may also be considered to complement the surrounding area.

Figure 22: Distribution of Playgrounds



Data Source: Municipality of Clarington, 2023

4.22 Outdoor Skating Surfaces



Courtice Community Complex Outdoor Skating Rink Rendering

Current Supply

Access to outdoor skating surfaces in Clarington vary from year to year. Most recently, natural skating surfaces have been provided at Courtice Community Complex, Rosswell Park, Pearce Farm Park, and Guildwood Park. These have been provided through a partnership with the Municipality and volunteers, which is a common approach in other communities. The Municipality is responsible for training volunteers, providing equipment, regular inspections, compensating volunteers for water use, and providing other supports as necessary. Volunteers are responsible for setup and regular ice maintenance.

Market Conditions

Outdoor ice skating has been a Canadian tradition for generations, and they bring people together outdoors during the winter season. Key trends in outdoor skating include the following:

- The ability to maintain natural ice surfaces has become increasingly difficult, including in Clarington, due to warmer winter seasons that are not suitable for outdoor skating. Consistently cold temperatures are required to provide a safe and level skating surface.
- Milder winters have forced municipalities to shorten the skating season, and, in some cases, outdoor skating venues are closed completely.
- Some municipalities explored strategies to provide more stable outdoor skating opportunities such as refrigerated ice surfaces or constructing covered shelters, although these options are more costly to construct compared to providing naturalized ice surfaces.
- Synthetic ice surfaces are also available that are made from plastic that are designed to replicate the feel of real ice. While synthetic ice can be used for warm winter temperatures, they provide a different skating experience due to its artificial properties as it does not have the same smoothness or glide as real ice.

Three-quarters of respondents to the community survey for the Master Plan supported additional investment in outdoor skating rinks, ranking 6th out of 41 facility types. Through the consultation process, public requests were also made for skating trails.

The Municipality is Investing in Outdoor Skating

Council has approved the development of three refrigerated outdoor skating surfaces over the short-term to serve each of the Municipality's urban areas at the future South Bowmanville Recreation Centre, Courtice Community Centre, and Diane Hamre Recreation Complex. The Courtice location is planned to be completed by 2024, while the Newcastle location is planned to open in 2025, followed by Bowmanville in 2026.

Some municipalities have adopted a service target of one refrigerated ice pad per 100,000 residents. Once Clarington's three outdoor skating surfaces are completed, the Municipality will be providing a service level of one per 41,000 residents. This would suggest that the outdoor skating rinks approved by Council will be more than adequate to meet future needs. On this basis, **no additional outdoor skating surfaces are recommended during this planning period.**

4.23 Outdoor Lacrosse Boxes

Current Supply

The Municipality offers an outdoor lacrosse box at Clarington Fields, adjacent to the Bowmanville Indoor Soccer Facility. This location consists of a concrete playing surface with rink boards, lighting, and multi-lining for lacrosse, ball hockey, and pickleball.

Market Conditions

Lacrosse is one of North America's oldest sports that was first played by Indigenous Peoples. Key trends in outdoor lacrosse include the following:

- Between 2004 and 2019, the number of players affiliated with Lacrosse Canada grew by 10% to 48,000 players, with growth attributed to the increase of field lacrosse players.[10]
- The Ontario Lacrosse Association (OLA) reported that there are approximately 33,000 people involved in the organization, which includes players, coaches, trainers, officials and volunteers.[11]

[10] Filion, P. 2024. Can we really grow this game? Retrieved from https://www.thinklacrosse.ca
[11] Ontario Lacrosse Association. OLA's Heritage. Retrieved from https://ontariolacrosse.com/heritage

Requests were made for a covered and lit, multi-use lacrosse boxes to accommodate both junior and senior players. Almost one-third (29%) of respondents supported additional investment outdoor lacrosse boxes, ranking 39th out of 41 facility types.

Continuing to Promote the Use of the Existing Lacrosse Box

Box lacrosse is primarily played indoors on dry arena pads when ice is removed during hockey's off-season, although it can also be played outdoors. The Municipality currently provides outdoor lacrosse boxes at a rate of one per 108,757 residents, which is higher compared to the benchmark average of one per 214,079 residents; Mississauga and Whitby are the only other municipalities that provide this facility type.

Clarington Fields Outdoor Lacrosse Box

Clarington's outdoor lacrosse box was used for a total of 125 hours in the 2023 season, a few days per week for only one to two hours at a time. Based on the number of available prime time hours, this translates into a usage rate of 7%, suggesting that there is ample capacity for more use. More recently, the space has also been used for pickleball. With two new ice pads recommended through this Master Plan, lacrosse users will have more indoor dry pad capacity, if required, which may further erode the use of Clarington's outdoor lacrosse box. On this basis, **additional outdoor lacrosse boxes are not recommended.** Continuing to promote the use of the existing outdoor lacrosse box, which is planned to remain in its current location with the development of the South Bowmanville Recreation Centre, is encouraged while also utilizing the space for a variety of activities (pickleball, ball hocket, etc.).

Recommendations
60. Promote the use of the existing outdoor lacrosse box to increase utilization while maximizing the space for a variety of activities such as pickleball, ball hockey, etc.

4.24 Arts and Culture Facilities

Clarington residents have a wide variety of interests, including a heightened need for meaningful cultural experiences. The Municipality plays a key role in celebrating local history, culture and traditions, and providing spaces to do so is important to connect with past, present, and future residents.

Clarington has publicly owned cultural spaces that are operated by the Municipality or by third-party community organizations, as well as multi-purpose spaces where cultural activities can take place. Local cultural spaces include art centres and galleries, theatres, farmers' markets, historical landmarks, libraries, private sector artisans and craftspeople, and more. These are complemented by cultural groups and space providers across Durham Region, many of which are within driving distance of Clarington.

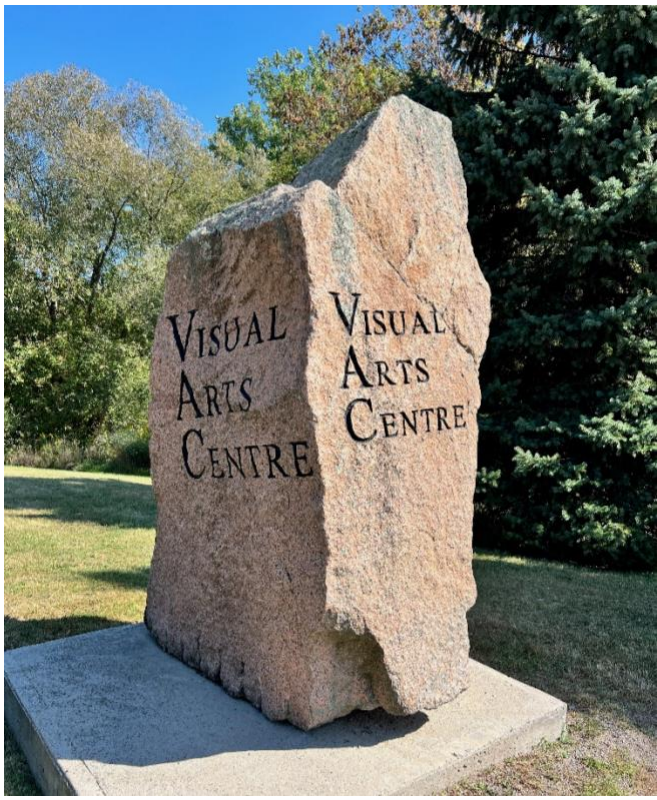
The following highlights some of the Municipality's cultural spaces, or cultural-friendly spaces, and the activities available at each location. In addition to these spaces, it is important to note that many of Clarington's cultural programs and special events take place within indoor and outdoor community and recreation spaces. These assets represent only a portion of what is available in the community. It will be important for the Municipality to maintain an up-to-date inventory of cultural space providers in Clarington such as the CLMA, community groups, private businesses, etc. to have a full understanding of local resources to help bring greater awareness to the community as well as minimize service and facility duplication.

Camp 30 Cafeteria Building

The Municipality owns the cafeteria building – which is one of six built structures – at Camp 30, which is a site that is designated as a National Historic Site. The Jury Lands Foundation is an integral partner for the planning, design, funding and potential future uses of the building. Its historical designation recognizes the aesthetic and design as its structures are laid out in a campus-like plan with a ring road, grass fields, landscaping, and mature trees. Camp 30 also boasts important historical significance as a former boys training school, POW camp during the Second World War, and other uses. Given the cafeteria building's condition, it is currently not usable. A significant reinvestment would be required before this space is programmable for any type of use. The first step is to ensure that the structure is in stable condition to ensure that it can be further assessed to evaluate long-term opportunities and potentially for the Jury Lands Foundation to fundraise, which would require a building condition assessment to be completed.

Visual Arts Centre and Other Arts Space

The Visual Arts Centre is located in Bowmanville at Soper Creek Park. The facility is owned by the Municipality and is operated by the non-profit organization that was established in 1996. The organization provides space for art exhibitions and studio space to display art and hold workshops for adults and children that are geared to a range of artistic mediums, including photography, painting, pottery, drawing, and more. While the Municipality supports this organization through annual financial contributions, there are opportunities for physical enhancements to the Visual Arts Centre building to improve accessibility; the facility is currently not fully accessible, which is a limiting factor in the program opportunities that the organization can provide. Accessibility enhancements to the outdoor space around the Visual Arts Centre in Soper Creek Park could also be undertaken such as repairing or providing exterior pathways.



Visual Arts Centre

In addition to the Visual Arts Centre, the Municipality directly provides arts and cultural activities within multi-purpose spaces at its facilities, including the Courtice Community Complex, South Courtice Arena, Diane Hamre Recreation Complex and Garnet B. Rickard Recreation Complex. These spaces are suitable for activities such as painting, craft work, and cooking. The use of these spaces for delivering arts and cultural programs continues to be supported to maximize their use; this Master Plan found that there is capacity within multi-purpose facilities to accommodate more use. Programming could potentially be expanded by working collaboratively with the arts and cultural community such as instructors and experts to deliver programming within municipal spaces. Ensuring that these spaces are designed in a manner to accommodate arts and cultural programming will be important, which includes consideration for amenities, including storage areas, counterspace, sinks, kitchen or kitchenette, and other features. This will also be an important consideration in planning and designing space at the future South Bowmanville Recreation Centre.

Performing Arts Space

Rotary Park

While there are several privately-operated dance studios in Clarington, there is currently no venues for community performing arts. This has been a gap for some time and is something that is desired by the community. The Master Plan consultation process received requests for community-driven performing arts space for theatre productions and performances, as well as affordable, introductory-level dance classes. This is important for groups that currently lack access to appropriate and affordable space to perform or rehearse; some groups currently rent school space, although it may not always be available. It can also be a challenge for the Municipality to respond to the demand for outdoor community-driven events, without displacing sport field users.

Municipalities do not provide performing arts spaces to satisfy a service level target. They are primarily constructed to facilitate economic development and tourism goals, and to support community building and sense of place. Support for developing performing arts space can also be rationalized if there are organizations seeking space for performances and/or to deliver community programming, or if there is a partnership opportunity with a major entity such as schools, non-profit organizations, and the private sector. Trends suggests that performing arts space have two types of venues: a traditional main hall with theatre style seating and stage, and a flexible, smaller hall with a flat floor that can be used for rehearsals, practices, and programming.[12]

The Municipality recognizes the need for performing arts space as exploring options for a performing arts venue was identified as a priority in Clarington's 2024-27 Strategic Plan, which is supported by this Master Plan. It is recommended that the Municipality prepare a feasibility study to confirm the need for an indoor performing arts venue, including space needs (e.g., traditional main hall, community space, amenities, etc.), evaluate potential locations, partners, design, financial analysis, and consider public and community organization input.

[12] AMS Planning & Research, et. al. Feasibility Study for a Cultural Arts Centre in VMC.

To complement the indoor performing arts space, the feasibility of hosting productions and performances outdoors is supported. The Municipality already does this to some degree as it works with partners to host Concerts in the Park during the summer in Bowmanville, Courtice, Newcastle, and Newtonville. Exploring opportunities to expand hosting outdoor performances and productions could also be considered along the waterfront, which should be considered as part of Clarington's new Waterfront Strategy, and the future Bowmanville Park on the former Zoo Lands, or in other locations as opportunities become available.

Farmers' Markets

Clarington works with its community groups to promote local agriculture and support small businesses and healthy eating through farmers' markets where residents and regional visitors can purchase fresh fruits and vegetables, meats and cheeses, baked goods, and handmade products crafted by artisans. In partnership with community groups, Clarington provides two farmers' markets on municipal property in Bowmanville (at the Garnet B. Rickard Recreation Complex) and in Newcastle (Diane Hamre Recreation Complex). These are complemented by numerous farms throughout the Municipality that provide a range of fresh fruits and vegetables, as well as other products. While there is currently no farmers' market in Courtice, the Municipality should be ready to respond if they are approached by a willing community organization open to taking on this initiative with the support of staff.

Clarington Library, Museum & Archives

CLMA is one of the primary cultural providers of spaces, programs, and services in the Municipality. Section 0 and **Error! Reference source not found.**.0 contains details of what the CLMA provides and recommendations going forward.

Clarington Cenotaphs and Memorials

Clarington's cenotaphs were erected to memorialize local residents who bravely fought in historical battles. For example, the Bowmanville Memorial Monument is located at the Municipal Town Hall. The monument was constructed in 1922 in memory of those who lost their lives in the First and Second World Wars, the Korean War, Gaza Strip, and Afghanistan. Adjacent to the Bowmanville Memorial Monument is a mural depicting local military history. Other historical monuments are located at Clarington Fields (Bowmanville), the corner of Main Street and Station Street in Orono, adjacent to the Newcastle Community Hall, and on the corner of Newtonville Road and Hill Street in Newtonville. These cenotaphs are often used as the location for the Municipality's annual Remembrance Day services.

The Municipality is also in the process of renovating Veterans' Square in Bowmanville to create a welcoming gathering space for residents. Located adjacent to the Municipality's Administrative Centre, this space is used for hosting civic events such as Clarington's Remembrance Service. Planned to be completed before November 2024, the renovations include new flag poles, raised gardens, accessible seating, paved pathways, service animal relief area, and mobility device charging stations.

Other Non-Municipal Cultural Facility Providers

Clarington's cultural spaces are complemented by non-municipal community service providers. There are a number of artisans and craftspeople located throughout the Municipality, as well as music instructors and dance studios. As the Municipality continues to build an inventory of non-municipal cultural facility (as well as program and service) providers, as recommended by this Master Plan, greater promotion and awareness of these organizations is encouraged.

Heritage Properties

Protecting and preserving Clarington's heritage properties are important to celebrate the past and the Municipality's unique identity, as well as to showcase the evolution of architecture dating back to the early 19th century. There are nearly 100 properties that are designated as a heritage property under the Ontario Heritage Act, some of which are owned by the Municipality, including Waverley Place, Haydon Community Hall, Newcastle Village Community Hall, Kirby Schoolhouse, and Town Hall in Bowmanville. The Clarington Heritage Committee provides support for the Municipality to identify, review, discuss, and make recommendations to Council on properties and issues of cultural heritage, value, and interest.

Recommendations

61. Undertake a cultural mapping exercise to establish a full understanding of cultural resources that are available from the Municipality, CLMA, community providers, private businesses, etc. as a tool for bringing awareness and promoting what's available in Clarington.

62. Undertake a building condition assessment of the Camp 30 Cafeteria Building to understand the requirements to ensure that the structure is stable to allow for an evaluation of long-term opportunities and potentially for the Jury Lands Foundation to fundraise.

63. Undertake a feasibility study to update the Visual Arts Centre, including enhancing accessibility and modernizing the building to bolster programming opportunities and achieve long-term success.

64. Continue to deliver and expand general arts and cultural programs within existing and future indoor and outdoor spaces and ensure that they are designed to accommodate such uses with consideration given to supporting amenities and features. Engaging the arts and cultural community to provide programming within municipal spaces is encouraged.

65. Undertake a feasibility study to confirm the need for an indoor performing arts venue to consider space considerations (e.g., traditional main hall, community space, amenities, etc.), evaluate potential locations, partners, design, financial analysis, and consider public and community organization input.

66. Enhance opportunities to provide outdoor productions and performances such as along the waterfront, Bowmanville Park on the former Zoo Lands, or other locations as they become available.

4.25 Library Space

Current Supply

Four library branches are located in Courtice, Bowmanville, Newcastle, and Orono (Figure 23). The library branches in Courtice and Bowmanville are co-located with other municipal facilities (e.g., Courtice Community Complex and Municipal Town Hall), while the Newcastle and Orono branches are standalone facilities. CLMA offers a total of 48,700 square feet of library space, which translates into a service level of 0.45 square feet per person, which is less than the benchmark average (0.50 square feet) and lower than the industry target of 0.60 square feet per person (Table 20).

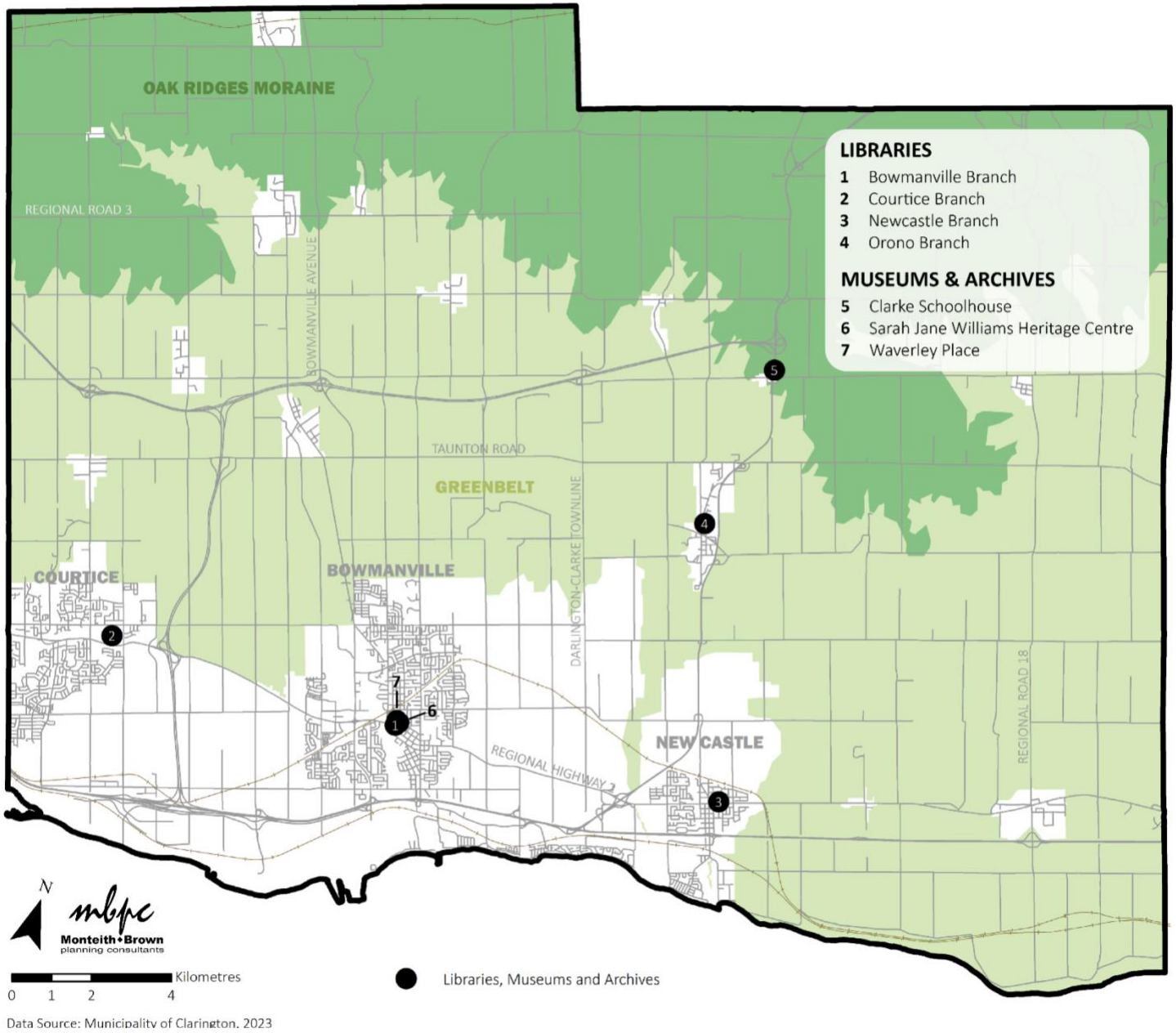
Table 20: Service Level Comparison, Library Square Feet Per Person

Municipality	2021 Population	Library Branches	Total Area (Sq. Ft.)	Service Level (Sq. Ft. per Person)
Ajax	126,666	3	56,100	0.44
Kitchener	256,885	5	155,214	0.60
Markham	338,500	4	151,401	0.45
Milton	132,979	3	53,337	0.40
Oakville	213,759	7	108,301	0.51
Oshawa	175,400	4	95,085	0.54
Pickering	100,000	3	51,000	0.51
Richmond Hill	202,000	4	102,000	0.50
Whitby	138,501	3	76,800	0.55
Average	**187,188**	**4**	**94,360**	**0.50**
Clarington (2024)	108,757	4	48,704	0.45

Each branch features print material and a multi-media collection, dedicated age spaces, computers and internet, designated age spaces, and meeting/study rooms (except for the Orono Library Branch). Unique to the Courtice Library Branch is the Municipality's first makerspace that provides a space for collaboration, learning technology and more. Equipment available at the makerspace includes button makers, 3D printer, vinyl cutter, and sewing machine. In recent years, CLMA has reinvested in the Courtice, Bowmanville, and Orono Library Branches to enhance and expand physical spaces.

At the time of preparing this Master Plan, the CLMA was moving forward with renovations to the Bowmanville Library Branch to reconfigure and refresh the space, which will include absorbing the museum exhibits and services that are currently provided at the Sarah Jane Williams Heritage Centre.

Figure 23: Distribution of Clarington Library, Museum & Archives Facilities



Library Facility Strategy

Library facility needs are assessed through a combination of space requirements and geographic distribution, with consideration being given to potential joint use locations with other civic facilities. The consultation process for this Master Plan found that there is interest in expanding library opportunities with 57% of residents supporting additional investment in public libraries.

The provision of library space in Clarington has not kept pace with historical levels. A library study conducted in 2013 for the Courtice community reported that library space was being provided at a rate of 0.50 square feet per resident and while the Courtice library branch was expanded, the library space service level has declined to 0.45 square feet per resident, demonstrating that the rate of population growth has exceeded expanded library space.

The 2013 library study recommended a per capita target of 0.6 square feet of library space per person, which was reinforced through CLMA's 2016 Library Service Review. A revised target of 0.55 square feet per person is recommended in Clarington, which is an increase from the current service level and in the middle of the range between the benchmark average and industry target. The rationale behind revising this target is that it continues to support CLMA's role in providing community gathering space, as well as programs and services that extend beyond traditional books and resources, but it also recognizes the shift towards co-locating with community centres to create activity hubs, which is a common best practice, and the potential for shared spaces such as lobbies, washrooms, program rooms, etc., resulting in reduced square footage requirements. It also recognizes a common practice in other library systems to invest in outreach services to reach residents such as bookmobiles, and book lockers or vending machines.

Based on a current population of 108,757 residents and the revised target, the Municipality will require a total of 89,452 square feet of library space by 2036, which is 40,748 square feet more than what is currently provided (Table 21). In other words, the Municipality would effectively need to provide the equivalent of nearly two Bowmanville library branches by 2036.

Table 21: Projected Library Space Needs

Year	2026	2031	2036
Projected Population	123,730	143,970	162,640
Library Space Needs (sq. ft.) Based on a target of 0.55 sq. ft. per resident	68,052	79,184	89,452
Additional Library Space Needs (sq. ft.) Based on 48,704 sq. ft. of existing library space	+19,348	+30,480	+40,748

An analysis of library space needs based on geography was also conducted to ensure that residents have adequate access to library spaces and service across Clarington (Table 22). The greatest need for library space is in Bowmanville where the majority of new residents are expected to reside during the planning period. Additional library space is also required in Courtice, as well as in Orono and the rural area. Newcastle is currently providing a sufficient library space, although it is anticipated that there will be a gradual need for new library space by 2036.

Table 22: Projected Library Space Needs by Community

Community	Library Space Needs	2026	2031	2036
Bowmanville	Projected Population	58,327	69,456	79,972
	Library Space Needs (sq. ft.) Based on a target of 0.55 sq. ft. per resident	32,080	38,201	43,985
	Additional Library Space Needs (sq. ft.) Based on 24,000 sq. ft. of existing library space at the Bowmanville Library Branch	+8,080	+14,201	+19,985
Courtice	Projected Population	31,984	36,421	40,286
	Library Space Needs (sq. ft.) Based on a target of 0.55 sq. ft. per resident	17,591	20,032	22,157
	Additional Library Space Needs (sq. ft.) Based on 12,000 sq. ft. of existing library space at the Courtice Library Branch	+5,591	+8,032	+10,157
Newcastle	Projected Population	13,074	16,813	20,417
	Library Space Needs (sq. ft.) Based on a target of 0.55 sq. ft. per resident	7,191	9,247	11,229
	Additional Library Space Needs (sq. ft.) Based on 9,100 sq. ft. of existing library space at the Newcastle Library Branch	-1,909	+147	+2,129
Rural/Orono	Projected Population	20,345	21,290	21,955
	Library Space Needs (sq. ft.) Based on a target of 0.55 sq. ft. per resident	11,190	11,710	12,075
	Additional Library Space Needs (sq. ft.) Based on 3,604 sq. ft. of existing library space at the Bowmanville Library Branch	+7,586	+8,106	+8,471

A series of capital projects are recommended to address Clarington's library space needs, with consideration being given to the location and timing of population growth, existing library locations, and geographic equity. The current distribution of libraries is very good, but new and expanded facilities will be required to serve growth areas, as well as alternative delivery models; appropriate resource requirements would need to be considered to support additional library space, such as staffing. Prior to library

expansion or development, supporting feasibility studies will need to be prepared to confirm needs and locations, design, sizing, and financial and resource implications.

- Approximately **20,000 square feet** of additional library space is required in **Bowmanville** to meet growth-related needs by 2036. CLMA is currently undergoing renovations at the Bowmanville Branch Library, although this will not result in any additional space and given that there is no opportunity for expansion, other locations should be considered. The most logical option is to construct library space at the South Bowmanville Recreation Centre as part of a future addition to the facility given that there is space available, which would create a community hub for Bowmanville as well as cross programming opportunities and other efficiencies.

  Given the planned facility components that will be constructed as part of the first phase of the facility, as well as other facilities recommended to be included as part of a future expansion (e.g., indoor aquatic centre), it is not likely that this site would be capable of accommodating all of Bowmanville's future library space requirements. A facility fit exercise should be undertaken to confirm how much square footage of library space can fit on site (preferably in the 12,000 square foot range). The remaining balance of library space needs should be accommodated at another location, preferably in the north end of Bowmanville and co-located with other community facilities.

- Up to **10,200 square feet** of library space is required in **Courtice**. The 2013 Study for the Expansion of Library Services for the Courtice Community recommended that library services be expanded at the existing Courtice Community Complex or a new site be acquired in the Courtice Urban Centre to establish a new District Library Branch. Internally expanding the existing space into vacated space was ultimately supported and in 2015, the Courtice Library Branch was expanded that doubled its size to include a makerspace, media room, age spaces, multi-purpose room, and reading areas. The expansion took over space that was previously used by a daycare operator and thus, it did not require expanding the building footprint of the Courtice Community Complex.

  Given that the Municipality has invested in this library space, exploring future opportunities to accommodate a further expansion of library space at this site is recommended, preferably by extending the building footprint to the west in conjunction with expanding the aquatic facility, as recommended in this Master Plan. Should it be determined that this location cannot be expanded, undertake a feasibility study to determine alternatives to providing library branch space in Courtice.

- **Newcastle** is currently providing sufficient library space to meet current needs, although it is anticipated that approximately **2,100 square feet** of additional

library space will be required by 2036. Recognizing the overall size of the community, the optimum solution is to investigate the feasibility of expanding the existing branch as it is currently well positioned within the Newcastle Village Centre and in proximity to destinations such as the Newcastle Community Hall; it is also located adjacent to a seniors' residence. A cursory review of the site revealed that the north side of the building is a soccer field, although there may be opportunities to expand the building footprint to the west, south and east.

- The recommended target suggests that there is a need for nearly **8,500 square feet** of new library space to serve **Orono/rural area**, which is generally equivalent to the existing Newcastle Library Branch. Modest enhancements were recently made to the Orono Library Branch for accessibility and to enhance the user experience. Given the large geographic of Clarington's rural area and dispersed population, expanding the Orono Branch Library or constructing new library space would not be adequate to meet the needs of rural residents and thus is not recommended.

  Instead, it is recommended that an emphasis be placed on expanding CLMA's reach to the people through strategies by establishing a bookmobile program to travel to hamlets across the Municipality, which is supported by CLMA's 2023-2027 Strategic Plan. Consideration should also be given to creating express locations throughout the rural area to provide places for rural residents to pick up library holds and drop-off items. Library vending machines could also be installed in strategic locations to provide residents with a variety of choices and augment library access for borrowing books and other materials.

Library Space and Design Considerations

People expect libraries to be well-designed with inspiring spaces in which they want to spend time. Spaces must be accessible to everyone with convenient and appealing amenities such as washrooms, comfortable seating, power outlets, Wi-Fi and more. Modern libraries are being designed as flexible spaces that can be reconfigured according to changing needs.

Library spaces must also be affordable for the community to use. CLMA recently implemented rental rates for the use of its multi-purpose spaces, which is consistent with other library systems to offset costs, which is guided by its Use of Space policy. A high-level comparison revealed that CLMA facility rental costs are generally in line with other library systems, but public concerns were raised during the Master Plan's consultation about the requirement for the facility renter to have insurance; it can be a barrier to residents and community groups, although this is a best practice in other communities to minimize risk.

Some libraries have an increased focus on people and less on collections space and may include modular fixtures and ergonomic furniture, wide and uncluttered aisles with lower shelving to accommodate persons with physical disabilities, and a more “open” interior to accommodate study and workspace with good sightlines. Some libraries are also extending outside the facility (e.g., reading gardens or patio spaces), increasing usable library space on a seasonal basis. As a result, the demand for library space is on the rise. An emphasis on good building design is critical. Flexible, accessible, and resilient spaces are required. In planning, designing, and developing new and expanded library spaces, the following should be considered (this is not intended to be a comprehensive list):

- Fewer desktops and more mobile devices;
- Movable, cleanable and durable furniture;
- Enhanced air exchange and connections to outdoors;
- Less congested and more open public areas where people can gather and play together;
- Reconfigured administration workspaces;
- Larger, accessible washrooms with more touchless features;
- More expandable network infrastructure;
- Large, multi-purpose rooms to accommodate study, meetings, learning, programs and exhibits;
- Aesthetically-pleasing environments;
- Space for displaying public art and artifacts, as well as associated storage;
- Space-making with furniture choices and configurations;
- Food services and places where food can be consumed;
- The use of sustainable materials and energy efficient equipment; and
- More outdoor reading areas, pop-ups in parks and public spaces, and other outreach or program opportunities.

Looking ahead, complete communities that provide easy access to schools, jobs and the services that are needed the most have excelled during the pandemic, emphasising the need to continue to provide library services that are accessible to all residents and where possible, co-located with other civic facilities to create strong community hubs where residents can access a range of resources, programs, and services.

Recommendations

67. Undertake feasibility studies to implement the recommended library facility strategy outlined in this Master Plan.

    a. Add approximately 20,000 square feet of library space in Bowmanville. A portion of library space needs should be met through a future expansion of the South Bowmanville Recreation Centre. A facility fit exercise should be undertaken to confirm the square footage of library space that can be accommodated (preferably in the 12,000 square foot range). The remaining balance should be provided at another location, preferably in the north end of Bowmanville and co-located with a community facility.

    b. Expand the Courtice Library Branch to add approximately 10,200 square feet of space, potentially by extending the existing building footprint to the west, which could be undertaken in conjunction with expanding the aquatic facility, as recommended in this Master Plan. Should it be determined that this location cannot be expanded, undertake a feasibility study to determine alternatives to providing library branch space in Courtice.

    c. Add approximately 2,100 square feet to the west, south or east side of the Newcastle Library Branch.

68. As part of library space development and redevelopment, consider leading space and design considerations to provide accessible, fresh, and modern spaces that are relevant and responsive to all users, and are inclusive and flexible to support evolving needs, services, and programming.

69. Increase access to library resources in smaller hamlets and the rural areas of Clarington through alternative service delivery models by providing a bookmobile service for rural residents and installing two library lockers for pick-up and drop-offs. Library book vending machines should also be considered.

70. Monitor the effect on space utilization resulting from the implementation of the Use of Space Policy and, if necessary, undertake policy revisions.

4.26 Museum and Archives Space

CLMA is responsible for operating three properties that house museum exhibits and artifacts, and archives. The **Sarah Jane Williams Heritage Centre** is located a short distance from the Municipal Town Hall in Bowmanville. It contains exhibitions and collections that showcase the Municipality's history and is home to ClaringTown, which is an interactive exhibit for children, as well as an archival collection to assist those looking to conduct research on local events, families, and more.

As previously mentioned, the Municipality is currently planning for the renovation of the Bowmanville Branch Library to reconfigure space and to accommodate the collections, exhibits and archives that are currently located at this Centre. This initiative is supported by this Master Plan as it endeavours to make efficient use of existing space and by co-locating library services with museums and archives, CLMA will be well positioned to deliver enhanced museum-related programming to residents and visitors, as well as better connect people with Clarington's past through its archival resources, which are also in the process of being digitized.

When the Bowmanville Branch Library renovation is completed, CLMA and the Municipality should explore alternative historical and/or cultural uses for the existing Sarah Jane Williams Heritage Centre in a manner that aligns with agreement made between the original property donor and the Municipality.

Clarington also has two heritage properties that are designated under the Ontario Heritage Act, including **Waverley Place.** Originally constructed in 1847 as a one storey cottage, it is recognized as one of the earliest brick built homes in Bowmanville. It was later renovated and expanded in the 1860s and 1880s to a two storey Italianate style building that exists today. The home features nine rooms and showcases the lifestyle of an upper-class family from the early 1900s. Waverley Place was home to a wealthy merchant named David Fisher, who also served on Bowmanville's first municipal council. Waverley Place was also home to J.H.H. Jury, who was a prominent local citizen and one of the founders of a chain of drugstores.[13]

Waverley Place

[13] Ontario Heritage Trust. Retrieve from https://www.heritagetrust.on.ca

The **Kirby Schoolhouse/Clarke Museum** was constructed in 1863 and was originally a small log building, which was replaced in 1857 and 1878 with a larger structure. The building was used as a school until 1976 and the Clarke Museum and Archives assumed ownership in 1980.

Kirby Schoolhouse/Clarke Museum

Both facilities are closed to the public, although tours of the facilities can be arranged for educational programs; they are also opened during annual Doors Open events and Waverley Place can be booked for events such as weddings. There may be opportunities to increase programming opportunities as well as staff efficiency for CLMA and the Municipality.

CLMA's Strategic Plan speaks to centralizing its heritage buildings in Bowmanville, such as relocating Kirby Schoolhouse Museum to Waverley Place, to "fully program and promote our local history". This initiative aligns with best practices in other municipalities such as Pickering, Uxbridge, Scugog, London, and other communities that have centralized its heritage buildings at a single location to create "museum villages" or "community museums" that allow operators to offer stronger community programming and educational experiences, as well as tourism and rental opportunities. Together with the renovated Bowmanville Branch Library, these initiatives are logical steps forward to raising the profile of CLMA in the community and is one that is supported by this Master Plan to position downtown Bowmanville as a destination for learning, technology, and connecting with Clarington's past, and better align with the Galleries, Libraries, Archives, and Museums (GLAM) trend.

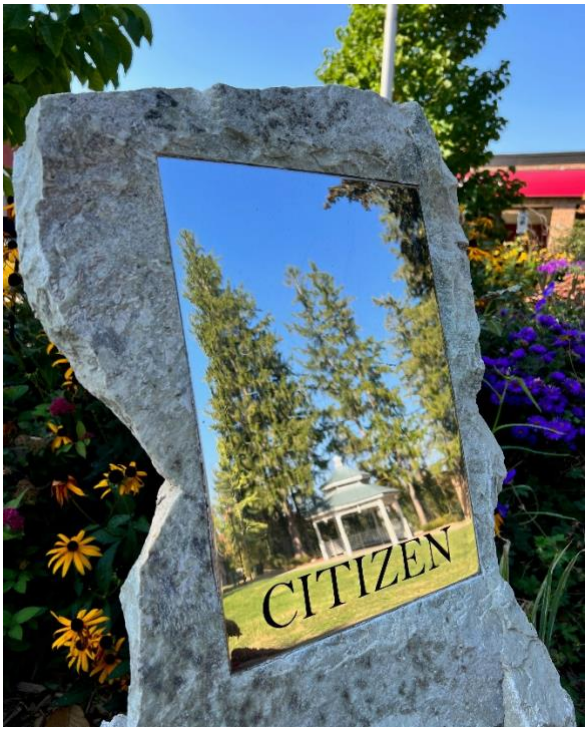
Recommendations

71. Explore alternative historical and/or cultural uses for the Sarah Jane Williams Heritage Centre following completion of renovations to the Bowmanville Branch Library, which will absorb museum artifacts and exhibits, and archives.

72. Proceed with co-locating Clarington's heritage buildings in Bowmanville to create a centralized hub, in alignment with CLMA's Strategic Plan.

73. Create a plan to bolster museum programming and use of archives with a focus on maximize the use of enhancing CLMA spaces to celebrate and better connect residents to Clarington's past.

5. Culture Plan



Newcastle Cenotaph

While **culture** can mean different things to different people, it is generally considered to be the expression and celebration of beliefs, values, attitudes, behaviours, and perspectives that are shared between individual and community interactions that creates a sense of place and makes places unique. Culture can also refer to the customary beliefs, social forms, and material traits of racial, religious, or social group.[14]

Culture can be shared through many forms of mediums and media including, but not limited to, gatherings, special events and festivals, storytelling, preservation of archives and artifacts, the arts (e.g., performing, fine, visual, literary, etc.), and more. Culture contributes to communities in many ways, including:

- Creating a sense of local pride through community building, place-making, and providing quality experiences.
- Offering a greater variety of pastime activities for residents to pursue, beyond traditional recreation.
- Generating economic multipliers, particularly with events increasingly being marketed outside of communities to draw tourists, thus forming an important element of broader tourism strategies.
- Encouraging social interaction by encouraging residents to get involved in the community, and providing venues where new residents can understand what makes the municipality unique (and interact with established residents).

This section provides the Municipality with guidance on elevating culture in Clarington and celebrating local arts, diversity, events, and people.

[14] https://www.merriam-webster.com/dictionary/culture

5.1 Providing a Foundation for Culture

In 2006, a landmark document for culture was prepared for the Government of Canada that identified culture as being one of four pillars of community sustainability.[15] Across Canada and around the world, a thriving arts, culture, and heritage system brings multi-faceted benefits to a community. Ontario's cultural (and informational) industry generated $34.4 billion in GDP in 2022, as well as employing nearly 160,000 people or 2% of the Provincial workforce.[16]

Public art in Bowmanville

Clarington and the local cultural community are keen to leverage the contributions and talents of the creative collective. The Municipality has historically been the provider of space where cultural opportunities can take place, grow, and thrive. Over the years, the Municipality has invested in these spaces in various ways, such as delivering and/or supporting special events and festivals, acquiring the cafeteria building at Camp 30 (conveyed to the Municipality in 2022), and funding partners and facility operators such as Visual Arts Centre as well as CLMA.

Clarington's cultural opportunities are primarily delivered by local creative individuals and collectives. The Municipality supports these individuals and organizations through a community development model by providing as needed supports such as funding, promotion and awareness, and other means to ensure their long-term success and the successful delivery of services and programs.

Cultural opportunities are important for all ages, particularly for younger children and older adults. Involvement in the cultural sector encourages self-expression and can develop feelings of confidence and self-worth, and empowerment. Participation in arts and culture at an early age can lead to life-long involvement, something that is also important during older adulthood as there is ample research linking participation to the prevention of cognitive deterioration and dementia and minimizing social isolation. In the current day and age, more people are tapping into their creative sides using technology

[15] Government of Canada. From Restless Communities to Resilient Places: Building a Stronger Future for All Canadians. (2006). Final Report of the External Advisory Committee on Cities and Communities.
[16] Statistics Canada. February 2024. Information and Cultural Industries (NAICS 51): Ontario, 2023–2025. Retrieved from https://www.jobbank.gc.ca/trend-analysis/job-market-reports/ontario/sectoral-profile-information-and-culture

available through their smartphones and tablets, meaning that there is upside for participation in arts and culture activities.

5.2 Cultural Diversity in Clarington

Clarington's ethno-cultural diversity can play a prominent role in shaping the cultural system, often contributing to the community's identity and traditions that have carried over time. Ethno-cultural background is also part of establishing new traditions and offerings, which is part of the reason that a community's cultural identity is dynamic and constantly evolving.

Municipalities across the GTHA are experiencing cultural diversification and Clarington is no exception. The 2021 Census reported that 15% of residents are immigrants, which is an increase from 12% reported in the 2016 Census. Major countries of origin include the United Kingdom, India, Jamaica, and the Philippines. While Clarington's population is not as diverse as Durham Region and Ontario as a whole, where 27% and 30% of residents are immigrants, respectively, continued cultural diversification is expected in the future that will drive interests in cultural activities; Clarington is already experiencing a shift in demand for more recreation opportunities such as cricket driven by increasing diversity of the population, as well as a growing demand for meaningful cultural opportunities. Recognizing that 85% of Clarington's residents are non-immigrants, the Municipality is not likely to face significant culturally-related participation barriers (e.g., language), although Clarington is anticipated to continue to diversify as its population grows. The Municipality and CLMA are proud to offer a range of cultural-related programming as well as respond to interests that are gaining in popularity such as the new cricket field at Courtice Memorial Park.

5.3 Public Art

Incorporating public art in parks and facilities is a growing trend to recognize artists and crafts peoples, Indigenous Peoples, and organizations that are dedicated to promoting and preserving local history. Public art also significantly contributes to public spaces by creating welcoming and imaginative places that incorporate values or pieces of history. Clarington understands this significance and has undertaken various initiatives to continue to grow the collection of public art and heritage features seen throughout the Municipality.

Examples of public art features are found throughout Clarington, including murals along main streets depicting important historical locations and imagery. Most recently in 2022, Clarington revealed a mosaic mural located at Town Hall that was created by the

community through 700 individual hand painted tiles.[17] This art piece was developed through the collective efforts of various residents and community groups, representing history and special pieces of Clarington's story. Ontario Power Generation sponsored this community initiative alongside the knowledge provided by Mural Mosaic.

Public art in Orono

In 2020, Clarington received a $110,000 grant from the Ontario Ministry of Agriculture, Food and Rural Affairs (OMAFRA) to install public art pieces throughout the Municipality. A local art company and three local artists undertook the task of creating artwork for the downtown areas. Art installations included a mural of influential women in Bowmanville, coloured polycarbonate silhouettes of youth, garden sculptures, and artistic bike racks.[18]

Continued investment and provision in public art is encouraged to animate spaces, spark creativity and imagination, showcase historical and cultural values, and recognizing Indigenous Peoples. To guide this process, the creation of a Public Art Policy is recommended to provide guidance on evaluating and approving public art installations across Clarington. To support this, establishing a Public Art Reserve fund would assist with acquiring, developing, installing, and maintaining public art, which could be funded through gifts, bequests, fundraising, levy, or other funding source.

Recommendations
74. Create a Public Art Policy to provide guidance on evaluating and approving public art installations and create a Public Art Reserve Fund to assist with acquisition, development, installation, and maintenance; funding which could be made through gifts, bequests, fundraising, levy, or other funding source.

[17] https://www.clarington.net/en/recreation-and-tourism/community-art-mosaic-project.aspx
[18] https://www.clarington.net/en/your-community/public-art-project.aspx

5.4 Special Events and Festivals

The Municipality of Clarington hosts and enables a wide variety of special events for residents on an annual basis. The Municipality recognises that special events bring residents and visitors together resulting in strengthened community pride and cohesion and in 2019, Clarington was recognized as Municipality of the Year by Festivals and Events Ontario. Clarington's events are held throughout the year to celebrate seasons, holidays, and significant historical moments and more. They promote the attributes and uniqueness of the Clarington and often bring an economic impact to local businesses.

The Municipality, primarily through the Public Services Department, is involved with 42 special events to varying degrees annually, with many held in local Business Improvement Areas (BIAs) in Bowmanville, Newcastle, and Orono, as well as on public property at the Municipality's community centres. The Municipality provides two different types of events that require different resources and supports – Corporate/Departmental and Community Driven events (Table 23).

Table 23: Municipality's Role in Special Events and Festivals

	Municipality's Role in Special Events and Festivals	
Involvement	**Corporate/Department Led Events**	**Community Driven / Other Events**
Organizational components	●	●
Set-up and take down of equipment	●	●
Maintenance and waste management	●	●
Legislative compliance	●	●
Coordination with agencies and organizations	●	●
Lease/rental agreements	●	

In addition, CLMA also provides events at their library branches, Sarah Jane Williams Heritage Centre, and Waverley Place. CLMA is responsible for all aspects of their in-house events, although other community organizations and levels of government may also play a supporting role (including the Municipality). CLMA also assists organizations and the Municipality in planning other community-led events. Special events and festivals have several positive impacts on life in Clarington as they provide an opportunity for residents to gather, while serving as important platforms to celebrate local culture, heritage, talent, and achievements. The Municipality has demonstrated its commitment to supporting local festivals and special events by providing indoor and

outdoor venues, offering support through funding and logistical resources, and facilitating the planning and delivery of events themselves.

Special events and festivals are unique in terms of their target audience, types of activities taking place, their complexities to plan and execute, and ultimately their size. Municipal support for special events and festivals also spans across different departments depending on the type of event, whether it uses a facility or outdoor space (or both), whether road closures are needed, if the event is licensed for alcohol consumption, and any other approvals from municipal or other government agencies.

Consultations held for the Master Plan demonstrated that residents want to see more special events and festivals with suggestions made for events centered around music, food, and celebration of different cultures. Support for investing in special event spaces was identified through the community survey with 71% of respondents supporting greater investment in special event spaces, which ranked 10th out of 41 facility types. In particular, there is a desire for more large-scale community events.

To effectively deliver Municipally led special events and festivals, and to support organizations in delivering community-driven ones, **a Special Events and Festivals Strategy should be prepared** to provide the Municipality with a robust understanding of the resources required in this regard. This Strategy would provide guidance to the Municipality and organizations by developing:

- A long-term vision for special events and festivals in Clarington;
- Strategic directions, initiatives, and recommendations alongside a timeline for implementation;
- An understanding of gaps in service along with how existing infrastructure (e.g., streets, community centres, parks, etc.) can be leveraged as well as any new infrastructure that may be required;
- Strategies for marketing, promoting, and funding special events and festivals, as well as to execute actions articulated through the Municipality's Inclusion, Diversity, Equity and Anti-Racism (IDEA) Strategy to ensure that special events and festivals are inclusive of all attendees;
- Opportunities for collaboration between community stakeholders, departments, adjacent municipalities, and Durham Region; and
- Funding and staffing requirements associated with implementing the vision and recommended actions to strengthen special events and festivals.

Measuring the return on the investment can be done from a financial perspective, such as taking the total municipal costs for the event and dividing it by the number of

attendees to arrive at a cost per participant. The impact on local businesses can also be achieved by identifying spending patterns per attendee. An event's success would be measured by quantifying annual participation, asking participants their satisfaction levels, monitoring social media activity, and sponsorship recognition. Both qualitative and quantitative measures should be undertaken to ensure the best use of public funding.

Recommendations
75. Prepare a Special Events and Festivals Strategy that defines the roles and responsibilities of the Municipality, community organizers, and the CLMA in delivering and facilitating special events. The Strategy should articulate funding and staffing requirements, promotional and awareness strategies targeted to residents and tourists, strategies to address relevant actions of the Municipality's Inclusion, Diversity, Equity and Anti-Racism (IDEA) Strategy, and identify how existing and future physical infrastructure can be incorporated as part of parks and facility designs to deliver quality experiences.

5.5 Supporting and Engaging Indigenous Peoples

Clarington is situated within the traditional and treaty territory of the Mississaugas and Chippewas of the Anishinabeg, known today as the Williams Treaties First Nations. According to the 2021 Census, approximately 3% of Clarington's population identify as Indigenous. The Municipality's work on these lands acknowledges the resiliency of Indigenous Peoples and their longstanding contributions, now known as the Municipality of Clarington.[19] Supports related to working collectively with Indigenous Peoples to provide well rounded parks, recreation, and cultural opportunities include:

a) The **Aboriginal Sport Circle** is a not-for-profit organization that was founded in 1995. It is designated as Canada's governing body and voice for Aboriginal sport throughout the country. Each Province and Territory is represented and is an excellent resource for recreation providers. It advocates for the Aboriginal community to engage in healthy and active lifestyles. The Regional Coordinators in Ontario work to better engage the community and offer grants to fund programs and activities through the Power to Play Program.

b) The **IndigenACTION Strategy** was developed by the Assembly of First Nations (AFN), which is a national organization representing First Nations peoples in Canada. The Strategy serves to develop partnerships with community-level sport

[19] https://www.clarington.net/en/your-community/indigenous-support-and-resources.aspx

and recreation leaders to ensure that First Nations youth can live healthier lifestyles and overall well-being through recreation and sport.

c) **Indigenous Cultural Competency Training** is provided by Indigenous organizations and businesses. The program provides organizations that work with Indigenous Peoples and groups to obtain the skills, knowledge, and respect for the history, terminology, values, and behaviours of Indigenous peoples. It is invaluable as communities begin to develop strong relationships built on respect.

d) The **Truth and Reconciliation** (2015) and the **Parks for All** (2017) reports speak to the role that Canadians have in reconciling with Indigenous Peoples over past history. The following excerpt from the Truth and Reconciliation report articulates the call to action through sport.[20]

> ***87.*** *We call upon all levels of government, in collaboration with Aboriginal peoples, sports halls of fame, and other relevant organizations, to provide public education that tells the national story of Aboriginal athletes in history.*
>
> ***88.*** *We call upon all levels of government to take action to ensure long-term Aboriginal athlete development and growth, and continued support for the North American Indigenous Games, including funding to host the games and for provincial and territorial team preparation and travel.*

Clarington and CLMA are committed to the **Calls to Action** identified in the 2015 Truth and Reconciliation Commission Report, which are reinforced through their Strategic Plans. The Municipality and CLMA consistently employ land acknowledgements, provides local Indigenous resources, hosts programs and events about Indigenous culture and heritage, and more. Indigenous Peoples are recognized through educational arts and cultural programming, sports, parks amenities, and interpretive displays.

The Municipality and CLMA play a role in recognizing and supporting Indigenous Peoples by providing resources and support to better understand the history and contributions of Indigenous Peoples, as well as celebrating National Indigenous Peoples Day to work towards reconciliation. Regularly engaging the Indigenous community to advance reconciliation through parks, recreation, and culture services is recommended. This is consistent with Clarington's 2024-27 Strategic Plan that directs the Municipality to develop an Indigenous Engagement and Relationship Building Strategy and the CLMA Strategic Plan, which speaks to developing a Repatriation and Decolonization Strategy. There may be synergies in developing these documents together.

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[20] Truth and Reconciliation Commission of Canada. 2015. Truth and Reconciliation Commission of Canada: Calls to Action.

The Municipality also has a 2024-27 Inclusion, Diversity, Equity and Anti-Racism (IDEA) Strategy that reflects Clarington's vision for creating a welcoming community for all residents. The IDEA Strategy identifies actions to achieve this vision and includes steps to recognize, support, and engage Indigenous Peoples, including creating a plan to address applicable Calls to Action, identifying appropriate organizations to engage in developing the Indigenous Engagement and Relationship Building Strategy, collaborating with the Indigenous community on the Moccasin Identifier Project, and identify applicable Calls for Justice in relation to the Missing and Murdered Indigenous Women and Girls Project.

Recommendations
76. Regularly engage key groups such as the Indigenous community and Aboriginal Sports Council to identify ways to advance reconciliation through parks, recreation, culture, and library services, as well as to inform the Municipality's Engagement and Relationship Building Strategy, actions articulated in Clarington's IDEA Strategy, and CLMA's Repatriation and Decolonization Strategy; there may be synergies in working collaboratively to develop strategies and programs aimed at engaging Indigenous Peoples.

6. Delivering Services

This section provides the Municipality and CLMA with guidance on delivering services to meet the needs of current and future residents. Recommendations are based on community input, as well as research and best practices in other municipalities to provide the Municipality and CLMA with key directions to strengthen internal capacity, improve service delivery, engage underrepresented populations, and make evidence-based decisions. **This section will continue to be augmented by the on-going organization and staffing review component of the Master Plan's work.**

6.1 Service Delivery Model

The Municipality of Clarington

Bowmanville Library

Clarington provides recreation services through the Community Services Division, which is overseen by the Public Services Department and is supported by other corporate departments, divisions, and community partners. This service delivery approach aligns with best practices by embracing a Community Development Model. Clarington provides aquatics, camps, skating, and active programs, where staff are most qualified to offer a sustainable menu of services and programs. Community partners and organizations provide certain services such as sports leagues and youth services.

The four main methods of providing and enabling services include (1) direct provision by the Municipality; (2) community development practices in supporting community-based groups; (3) promoting other providers (e.g., not-for-profit, and for-profit services); and (4) contracting third-party providers. Clarington's Community Services Division aims to provide safe and enjoyable experiences for residents in public spaces. Research shows that participation in recreational activities has many benefits, including better health outcomes, improved community cohesion, and increased community pride. The Division's service delivery model primarily involves engaging community groups and organizations to deliver programs and services. If a gap is identified, staff seek the community's help to provide the service, utilizing municipal spaces. The Municipality provides direct services where there are no community organizations that can address a new service requirement.

Clarington Libraries, Museums and Archives

In 2020, the Municipality of Clarington merged the Museum and Archives Board with the Clarington Library, now Clarington Library, Museum & Archives (CLMA). This merger recognizes that libraries, museums, and archives are natural partners as they offer universal access, support for life-long learning that enhance community development, and act as a gathering place for social interaction and engagement. There were also operational and governance benefits associated with merging the two entities such as efficiencies with respect to program delivery and public education to create an enhanced user experience, collection development and storage, key performance indicators, staffing, policy development and more. While the merger did not result in an expansion of library space or budget, the responsibilities and management of the Clarington Museums and Archives were transferred to the Clarington Public Library Board (now CLMA).

CLMA's organization reflects the thriving "GLAMs" sector (galleries, libraries, archives, and museums). GLAMs play an important role in protecting, preserving, and promoting Canadian history, as well as providing resources for research, education, learning, and artistic creation. GLAMs offer similar opportunities to the community and, as a result, it is common for them to work together to provide services efficiently and effectively. To a certain degree. Some libraries, including CLMA, also incorporate galleries to display works by notable artisans and crafts persons.

Supporting Staffing to Deliver Exceptional Services

This Master Plan identifies a broad range of needs for parks, facilities, programs and services to respond to a growing population and changing interests. It will be important for Clarington to ensure that it's Municipal and CLMA staff complement grows and evolves in tandem to ensure that exceptional parks, facilities, services, and programs are being delivered, operated, and maintained to provide residents with a high quality of life. In addition to appropriate staffing levels, there will be a continued need for staff support including, but not limited to, technology and equipment, professional development and training, and other supports to function as a high performing organization. Additional details regarding staff needs to implement the recommendations advanced through this Master Plan is provided under a separate cover.

Recommendations

77. Provide Municipal and CLMA staff with appropriate supports to deliver exceptional services, which may include, but not be limited to, technology and equipment, professional development and training, and other supports to function as a high performing organization. Appropriate staffing levels must also be considered to implement the recommendations of this Master Plan and should be guided by the organizational and staffing review provided under a separate cover.

6.2 Programs, Services and Resources

Municipality of Clarington Programming

Clarington's Community Services Division evaluates opportunities for each age group and seeks to provide a variety of options to encourage lifelong engagement. The evaluation identifies gaps in service delivery and ensures that programming addresses emerging demographic groups. The Division seeks to provide a range of choices, including aquatics, drop-in opportunities, active/sport, general interest, creative and STEM programs. Staff provide services efficiently with high satisfaction levels.

Providing and enabling a variety of recreation choices allow residents to try and master new things, thus encouraging lifelong engagement. In Clarington, staff and/or community groups or organizations provide activities, allowing a greater wealth of community resources and the capacity for more experiences for residents. One of the baseline evaluation methodologies for recreation programs and services is to assess opportunities for each age group. This ensures that each age cohort has barrier-free access to various programs and services (at a minimum, aquatics, drop-in opportunities, active/sport, general interest, creative and STEM programs). The value of this exercise is to look at any gaps in service delivery and ensure that programming addresses emerging demographic groups (such as the growth of young people and families moving to the Durham Region).

In evaluating the range of choices, there appears to be gaps in STEM programming for all ages and a lack of cultural and creative opportunities for pre-school, youth, and families. Identifying these gaps is a challenge because data has only been used for directly provided programs and services through the Municipality. Expanded data collection of resident participation in programs and services provided by service delivery partners, including the CLMA, will be an important endeavour in the future. This will allow staff to understand the capture rate for each age cohort.

Registered Community Services Programming

The Community Services Division offers a wide range of programs and drop-in opportunities for residents of all ages. Table 24 outlines the breadth of services directly offered to each age group and the respective participation. The participation numbers do not include the number of attendees to activities that are led by community recreation and sport organizations. To understand total participation and overall impact of recreation, culture and sport per age group, staff should collect participant data per age group for all programs and services offered to gain a more fulsome perspective of participation.

Table 24: Registered Community Services Programming, 2022

Program Type	Preschool	Children	Youth/Young Adult	Adult	Older Adult
Sport, active, general interest, specialty	710	640	230	1,550	2,800
Aquatics/Leadership	1,800	1,900	170	80	-
Camps	-	1,610	-	-	-
Total	2,510	4,150	400	2,630	2,800
Total Direct Program Participants					12,490

Note: Participation in older adult aquafit programming included in sport, active, general interest and speciality programs.

Drop-in Community Services Programming

Drop-in activities are scheduled at similar times each week and appeal to participants and families who prefer to use facilities on a casual basis as their schedules permit. Drop-in programs are reaching their per-Covid participation numbers and will increase as the availability of staff permit (Table 25). Clarington is advancing participation in programs to pre-COVID levels in most activities and has surpassed it in some.

Table 25: Drop-in Community Services Programming, 2022

Activity	Annual Participation
Drop-in Swimming	66,300
Drop-in Skating	12,700
Total	79,000

Increase the Number of Youth Leaders

In 2022, programs and services provided by the Municipality's Community Services Division recovered by 56% of the 2019 levels in pre-school, children, and youth registered program opportunities. Staff could not offer the former breadth of programs due to a lack of student program leaders. This is largely due to not having an adequate

supply of youth leaders who generally provide program, aquatic, and camp leadership opportunities. Many initiatives are ongoing to increase the number of youth who are qualified to apply, especially in aquatics, where training can take a few years and one must be of age to obtain the qualifications needed. The Municipality also offers discounts and incentives for leadership courses, which has a dual purpose of developing leadership skills among youth and expanding the pool of potential skilled workers. While time may solve this issue, the pent-up demands in aquatics require greater focus. Other municipalities in Ontario have worked with school boards to provide leadership courses for credit toward a high school diploma.

Older Adults

According to the 2021 Census, 29% of Clarington's residents are over the age of 55, and this population is anticipated to increase due to aging of the population. The Municipality has an agreement with the Bowmanville Older Adult Board of Directors at the Clarington Beech Centre regarding service delivery to the older adult population. The Centre is responsible for offering programs and services to older adults within the facility, while Municipal staff and partners offer programs and services in other municipal facilities.

Participation in older adult activities offered by the Municipality has increased by 1,150 participants since pre-COVID. Increases are seen in group fitness opportunities and sport and active play opportunities. Obtaining participation levels in programs and services is key to identifying overall participation by the older adult population.

The last Older Adult Strategy was approved in 2017 with a five-year horizon and initiatives are being addressed with respect to service provision and facility spaces. It will be important to work with all service providers to get a better sense of participation amongst this age group – especially since Clarington will witness an increase in this age cohort over the Master Plan period.

Strengthen Volunteerism with Community Stakeholder Groups

Clarington's Community Services Division relies on community partners and not-for-profit organizations to deliver services. This is an appropriate approach given that it engages the community in taking ownership and addressing key community needs as a collective. Some factors that could impact the delivery of a wide range of choices in the future may include a decrease in volunteerism in Ontario overall. Population growth may place increased demands and the capacity of the Municipality to provide more programs and services directly will be impacted.

During the community consultations, stakeholder groups indicated that attracting, training, and retaining volunteers is a continual challenge for the long-term sustainability of the groups. While the CLMA is not as reliant on volunteers, opportunities for the Municipal staff to work with CLMA staff to reduce duplication and fill gaps in program and service delivery should be pursued.

Gender Equity in Sport and Recreation

The Federal government aims to achieve **gender equity in sport by 2035**. National studies (The Rally Report – Canadian Tire Foundation) indicate less participation in sport and recreations by females and those who identify; this decline usually occurs in adolescence. Females stated lower levels of confidence, low body image, lack of skill and feeling unwelcome in a sport environment.

The Canadian Women in Sport (CWS) supports and enables girls, women, and gender-diverse people to pursue sports and active lifestyles, keeping women actively engaged in building community capacity. CWS's priority and focus is to develop and support sustainable models where women are trained to lead and promote active opportunities in concert with community partners such as municipalities, universities, and not-for-profit organizations. They have many resources that are readily available to audit policies and practices and build capacity within the organization. In Clarington, female participation in community-driven sport and recreation has not been prioritized specifically. This is a national priority and Clarington could readily utilize tools provided by CSW and audit which interventions and inclusionary efforts are required. Specifically, the Same Game initiative, led by the CWS, offers municipalities support, including one-on-one coaching, e-learning modules, honorariums, knowledge transfer, and resources.

This report does not presume that there is greater participation in recreation and sport by males - it does suggest an audit of participation by age groups in all directly and indirectly provided services utilizing Clarington public spaces, to determine if there are any inequities.

Increase Physical Activity Levels

Canadians continue to require greater levels of physical activity to achieve and maintain optimum health and reduce incidents of chronic illness. Municipalities, including Clarington, work with a collective of invested parties to increase the duration, frequency, and intensity of physical activity.

Canada's 24-Hour Movement Guidelines have replaced the Physical Activity Guidelines. The new guidelines were introduced in 2020 and depict the amount of time various age groups should "Sweat, Step, Sleep and Sit" in a 24-hour timeframe. Table 26 summarizes the movement guidelines for children between the ages of 5 and 17.

Table 26: Canada's 24-Hour Movement Guidelines

Activity	Time / Day
Sweat	60 minutes of moderate to vigorous physical activity
Step	Several hours of moderate physical activity
Sleep	9-11 hours for 5 – 13-year-olds 8-10 hours for 14 – 17-year-olds
Sit	Limit sitting for extended periods No more than 2 hours of recreational screen time per day

Source : https://csepguidelines.ca/guidelines/children-youth/

These new guidelines have been developed for all age cohorts and should be communicated and promoted to the public within facilities, online, and in promotional materials. Opportunities to co-develop and promote activities alongside community partners should be pursued.

Demand for Outdoor and Virtual Programming

Over the past number of years, there has been a growing demand for outdoor programming to better connect with nature. The demand for these opportunities was heightened due to the COVID-19 pandemic and while indoor community programming has resumed, many communities, including Clarington, continue to receive requests in this area. From a facility perspective, this demand has resulted in the development of indoor spaces that seamlessly transition to the outdoors or designing multi-purpose spaces with access to outdoor areas.

The Municipality and CLMA currently provide limited outdoor programming, although some exist such as CLMA's StoryWalks program that combines reading with parks and trails. CLMA has created StoryWalks at locations such as along trails within the Central

Lake Ontario Conservation Area and opportunities exist to expand this program across Clarington's parks system such as along the waterfront trail and other strategic locations. There may also be opportunities for the Municipality to utilize its parks and open spaces to offer programming such as group fitness, education, and stewardship; it should be recognized that there may be some constraints with offering outdoor programming that may limit the types of programming that's offered given that there may be requirements for equipment, access to washrooms, and physical accessibility.

During the pandemic, municipalities and library systems adapted to lockdowns and closures by offering virtual programming. Now that in-person programs and services have resumed, communities are assessing their experiences with virtual programming to identify best practices that have emerged that can be applied to program planning and offerings. In many cases, virtual programs have allowed program providers to reach new audiences and combat residents experiencing isolation, particularly those who may not be capable or comfortable with visiting in-person facilities. There is value in continuing to offer a hybrid of in-person and virtual programming as a strategy to increase inclusion and break down barriers.

Library Programming

The significant value of CLMA programming cannot be underestimated. Not only do they augment CLMA's collections and resources, but they also provide huge benefits in terms of enhancing traditional literacy skills as well as digital literacy skills. These programs can often be seen as an introduction to topics and interests that might be otherwise unattainable to members of the community. Skills and interests such as photography or creative writing are introduced by library programs in a way that breaks down barriers and foster inclusion within a community.

CLMA programming is broad and ranges from early literacy and early learning, summer reading, teen and senior programming, newcomer programs, technology literacy, and more. In 2023, nearly 30,000 people participated in CLMA programming, which was an 21% increase from 2018 (Table 27). CLMA programming is open for children, young adults, adults, and seniors. Children make up the majority of program registrants, while young adults make up the largest increase in program participants, which increased by nearly 600%.

Table 27: Participation in Library Programs by Type

Program Type	2018	2019	2022	2023	Change (%)
Literacy programming	19,480	21,369	7,456	18,608	-4%
STEAM programming	19	186	67	189	895%
Teen programming	27	141	196	542	1,907%
Adult learning programming	2,341	2,039	393	972	-58%
Adult recreational programming	1,621	713	479	1,187	-27%
Community development programming	3,734	4,687	4,562	11,425	206%
Total	**27,222**	**29,135**	**13,153**	**32,923**	21%

Clarington's growing population creates an opportunity for CLMA to diversify the scope of programming, particularly as it relates to newcomer and multi-cultural programming, which will become a greater focus during the Master Plan period; the consultation process for this Master Plan also found that there was a growing interest in cultural opportunities. Improving program participation for young adults, adults, and seniors could also be considered given that participation levels among these age groups are much lower compared to children, although it is recognized that these age groups are historically more of a challenge to engage due to factors such as other competing interests and priorities.

During the planning horizon, partnering with others to provide programming will also play a role in delivering services or at the very least, coordinating with other providers. A cursory overview of CLMA's program guide suggests that there may be some program overlap with activities that are offered by others. There may be opportunities to work collaboratively with partners, including the Municipality and community organizations to share resources and space, deliver joint-programming, cross program, and minimize service duplication with the view of improving efficiencies. This strategy is consistent with CLMA's 2023-2027 Strategic Plan that identifies a goal to become a highly valued community partner.

Library Collections and Resource Selection

CLMA is proud of its strong usage rates for physical resources, although there have been significant increases in digital resources (Table 28), and it is a reality that will require a balancing act of space versus demand for both existing and future library locations. Guidelines established by the Administrators of Rural and Urban Public Libraries of Ontario identify that libraries are decreasing in the size of their physical collections due to several factors:

- The growing use of digital resources;
- Decreasing usage of print and formats such as CDs and DVDs because of costs and/or availability;
- The requirements of providing accessible shelving; and
- The need to repurpose space for other functions (e.g., lounge space and multi-purpose rooms).

CLMA has experience with adaptive reuse of existing space to respond to user demands and provide more functional spaces with the past expansion of the Courtice Library Branch that resulted in enhancements, including new gathering and multi-purpose space, as well as a makerspace, and the planned renovation of the Bowmanville Library Branch that will enhance the use of space, including providing space for museum and archive collections.

Aligning with trends in other library systems, CLMA also offers a well-stocked “Library of Things”. This collection makes items available such as “Bookclub in a Bag”, Bookwork Bundles, cognitive care kids, seeds, hiking backpack, binoculars, board games, sensory and therapy kids, community passes, technology, and more. This lending concept promotes the circular and sharing economy, which is a key action identified in CLMA’s 2023-2027 Strategic Plan, has many benefits for the environment and can break down barriers for members of the community by providing access to amenities they may not otherwise be able to afford.

Table 28: Library Materials and Resources

	2018	2019	2022	2023	Change (%)
Physical Circulation Size	569,067	590,550	551,497	707,934	24%
Digital Circulation Size	116,566	183,019	294,500	209,011	79%
Website + Library App Sessions	847,964	975,141	1,745,741	1,566,242	85%
Public Computer Access Sessions	58,097	52,520	23,497	24,932	-57%
Wireless Internet Sessions	191,859	156,311	200,545	248,125	29%
Inquiries	5,096	3,588	10,348	n/a	103%*
Items Printed	25,505	48,223	118,670	n/a	365%*

*Based on the year 2022.

The development of CLMA's collections and materials is guided by a policy (ADM 04) that speaks to the principles of selecting materials, selection criteria, material access, new formats to consider, digital collections, parental responsibilities, deselection, interlibrary loan services, and more. Over the next ten years, CLMA has planned for acquiring over $2 million in new materials. Similarly, CLMA has a Museum Collections Management Policy that outlines responsibilities of CLMA and sets standards for acquiring, documenting, preserving, and deaccessioning (removing) museum collections. Regularly reviewing these policies will ensure that CLMA's collection continues to reflect relevant subjects for current and future users, and it will be a vital resource for procurement, selection, and deselection in a rapidly changing environment.

Physical collections will continue to coexist with emerging digital formats for the foreseeable future and it illustrates the necessity of maintaining a diverse collection to meet the needs of the entire community. This will continue to require robust and sustained funding for CLMA as the population increases and new locations are built. For communities across Canada, including Clarington, this represents an investment in the Municipality's future prosperity. This is supported by economic research as a report on public libraries in Canada estimate that for every 1% increase in literacy for adults, an annual benefit of $67 billion could be created, which is equivalent to an extra $1,800 for every Canadian.[21]

[21] Canadian Urban Institute. Overdue: The Case for Canada's Public Libraries. 2023.

Technology Within Libraries

Modern libraries are not only focused on literacy programs, but also support experiential activities that provide library users with opportunities to embrace their creativity through traditional means and modern technologies. Libraries are also viewing technology through the lens of equity. In addition, libraries have recognized the huge role they play in advancing not only digital literacy but also digital inclusion. Without equity of access to technology, society risks a widening digital divide placing the library in an essential role as the bridge.[22]

During the COVID-19 pandemic, CLMA pivoted to online programming to continue to connect with and engage residents such as through virtual book clubs. While library branches have reopened to the public, there continues to be an interest in online programming for residents who may not be comfortable with using in-person services, or they lack transportation. It is expected that the hybrid-approach to offering online and in-person library services will continue over the foreseeable future to maximize community engagement.

For those who do not have the means to own hardware or to pay for internet access at home, CLMA's free in-house WIFI and computers, as well as loanable technology (e.g., chromebooks, mini-maker kits, mobile hotspots, cameras, assistive technology, etc.) facilitate the crucial activities of learning, working, and communication for many community members. According to the Urban Libraries Council "In Canada, 66% of households with incomes less than $32,000 don't have broadband or computers."[23]

Just as important, public libraries must also focus on new and emerging technology services such as makerspaces, which are shared, community spaces that foster creativity and innovation, support collaboration and interaction amongst peer and like-minded individuals, and facilitates skill development and life-long learning. They provide access to low- and high-tech tools and equipment for free, teach people how to use tools, and introduce them to new techniques and skills through workshops, training, and educational programming.

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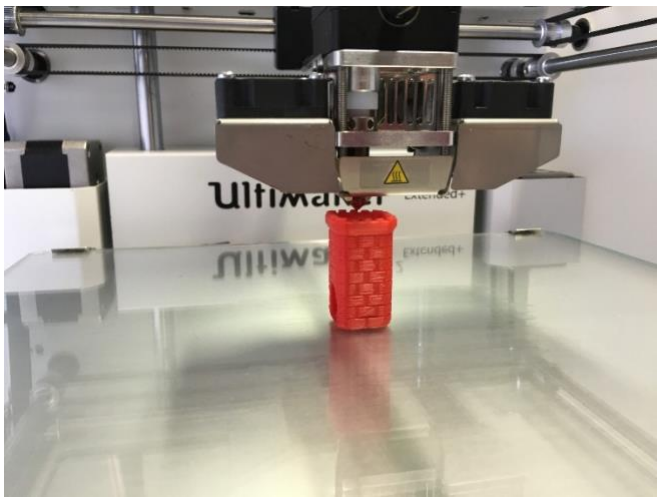
[22] Nordicity and Toronto Public Library. Technology Access in Public Libraries: Outcomes and Impacts for Ontario Communities. www.torontopubliclibrary.ca/content/bridge/pdfs/nordicity-full-report.pdf
[23] Urban Libraries Council. Leadership Brief: Digital Equity in the Age of COVID-19. www.urbanlibraries.org/files/Leadership-Brief_Digital-Equity.pdf



CLMA is playing a part in the Municipality's drive towards innovation and smart technology through the development of the new makerspace at the Courtice Community Complex branch. The new makerspace foreshadows the next iteration of technology services to spark creativity among users. Now more than ever, libraries must work hard to plan services that integrate more advanced skill building for its community as Artificial Intelligence (AI), Virtual Reality, and other emerging technologies become mainstream.[24] Over the next ten years, CLMA plans to invest over $800,000 towards technology upgrades and replacement for in-house infrastructure and equipment for staff and library users. As the public library system grows to meet the needs of current and future residents, technology requirements will also increase.

Technology-related library programming, beyond makerspaces, as well as electronic resources, will continue to be an important building block in CLMA's efforts to enhance digital literacy skills alongside traditional literacy skills. As part of this, CLMA is currently in the process of digitizing its archive resources to expand its reach to users. To build upon these efforts, a robust technology strategy is needed to continue to include ways to incorporate technology into all library areas, including programming and services, as well as facility development and renewal.

Recommendations

78. Collectively, the Municipality and CLMA should engage with community partners to expand STEM program opportunities, outdoor programming, and creative programming for all age groups to address current gaps and plan for meeting future needs. Clarington's Community Funding Program should continue to recognize the value community partners provide in providing community-based programs.

79. Expand municipal data collection to determine the penetration and retention rates of the various age cohorts in recreation, culture, library, and sport activities including programs offered in all municipal, school and library facilities (registered and drop-in opportunities).

[24] Urban Libraries Council. Leadership Brief: Digital Equity in the Age of COVID-19. www.urbanlibraries.org/files/Leadership-Brief_Digital-Equity.pdf

Recommendations

80. The Municipality and CLMA should continue to offer and expand its range of in-person and virtual programs to reach a wider audience, which may be done in partnership with community partners and other program providers to share resources and space.

81. Expand the CLMA's StoryWalk program within Clarington's parks system, particularly along trails and pathways.

82. Undertake an update to the Older Adult Strategy by engaging older adults and all related partners to ensure services are inclusive of an aging and increasingly diverse older adult population.

83. Regularly review, identify, and assess partnerships or collaborations as programs and services are planned to share resources, deliver joint-programs and services, cross program, and minimize service duplication with the view of improving efficiencies.

84. Work with community stakeholder groups and partners to enhance volunteer recruitment and retention strategies.

85. Audit participation among females and those who identify as females to identify strategies to increase participation, in partnership with Canadian Women in Sport Association.

86. Work with secondary schools to offer leadership courses for a credit toward a high school diploma and look to subsidize leadership courses (including aquatic leadership) until adequate staff numbers are achieved.

87. Work with community partners to promote Canada's Movement Guidelines for all age groups.

88. Create a technology strategy for CLMA, potentially in partnership with the Municipality, to guide infrastructure investment and modernization of the CLMA, including in-branch hardware and software, makerspaces, and other technology-related space requirements, as well as equipment for the Library of Things. Exploring the role of artificial intelligence in the library system and in the Municipality should also be an on-going initiative.

6.3 Diversity, Equity, and Inclusivity

Municipalities and library boards are setting policies and undertaking operational efforts to define who is underrepresented and may face barriers to equitable delivery of services. Defining who may face impediments to service provision is job one with engagement efforts following. There is a long-term sentiment which states “Nothing About us Without Us” which is a reminder to staff and volunteers not to assume what barriers exist and what program modifications are needed. Co-development of programs and services is the key to creating ownership and higher satisfaction levels. As illustrated in Table 29, Clarington has a diverse population base, and it is expected that this segment of the community will continue to grow as the population increases.

Table 29: Estimated Population of Select Population Groups

Population Segment	Proportion of 2021 Census Population	Estimated Clarington Population
Indigenous Peoples	3%	2,600
Persons with Disabilities	22%	24,000
Persons Experiencing Low Income	5%	5,400
2SLGBTQIA+*	4 to 14%**	4,300 – 13,900
Visible Minorities	16%	16,600
Women, girls, and those who identify	51%	54,600

Source: Statistics Canada 2021 Census
**Statistics Canada data indicates that through self-reporting, 4% of the Canadian population offer that they are part of the 2SLGBTQIA+ community. A study completed in 2019 by the Jasmin Roy Foundation entitled “LGBT Realities” found that 14% of the population identified as part of this community. A range is used to calculate the potential number of residents in this community.

The Municipality’s Inclusion, Diversity, Equity and Anti-Racism (IDEA) Strategy outlines several actions to ensure that Clarington is a welcoming place for all residents. The IDEA Strategy speaks to internal priorities such as using inclusive language, creating safe spaces, staff training, and providing IDEA-related resources and supports to all departments. External priorities are also identified such as working with the Clarington Diversity Advisory Committee to increase diversity at community events, create a student bursary program, create and implement an anti-racism and anti-discrimination plan, and more.

Clarington Council has also approved the Inclusive Spaces Policy developed jointly by the Diversity Advisory Committee and staff to ensure that all publicly owned and managed spaces are welcoming, inclusive, and free from harassment, racism, and discrimination.

Other corporate efforts to strengthen diversity and inclusion initiatives internally include the formation of the **Diversity and Inclusion Staff Team** and the **Truth and Reconciliation Staff Team** as well as the creation and hiring of a staff position – the Inclusion, Diversity, Equity and Anti-Racism Officer**.** Staff teams address the implementation of work to cement inclusion efforts within departments and as services are delivered.

Departments are responsible for ensuring the corporate requirements are met, as it relates to their service area. Many Departments have additional best practices or industry standards related to their service area related to inclusion, equity, and diversity as does Community Services. CLMA has also made a commitment to ensuring equal access and participation for all residents and strives to remove and prevent barriers to accessing services.

Persons with Disabilities

The 2017 Canadian Survey on Disability found that approximately 22% of Canadians are living with some form of disability (e.g., physical, intellectual, sensory, and mental). Applying the national rate to Clarington's population suggest that **there could be over 25,000 Clarington residents living with some form of disability**. The Municipality is committed to making its public facilities barrier free, where possible, through its Multi-Year Accessibility Plan, which is currently being updated to outline new strategic objectives, targets, and steps to enhance accessibility within its facilities, as well as service delivery throughout the corporation.

From a space perspective, the Municipality's previous 2018-2023 Multi-Year Accessibility Plan focused on the inclusion of mobility device charging stations in new and redeveloped public spaces and enhancing the accessibility of new and redeveloped playgrounds. The Municipality is also accommodating of persons with disabilities within programs and services and provides or permits necessary supports to ensure that individuals feel welcomed. Residents can register for support from Inclusion Services and allows personal support workers to attend recreation programs and drop-in activities to support an individual. The Municipality also promotes inclusive recreation programs that are provided by others such as Grandview Kids.

The Municipality continues to engage the Clarington Accessibility Advisory Committee, the public, and persons with disabilities prior to developing or constructing new public spaces and meeting or exceed the requirements of the Design of Public Spaces Standard to ensure that its spaces are barrier free for residents regardless of ability (including parks and trails).

CLMA has also made efforts to prevent and remove barriers within its physical spaces, including providing mobility charging stations, priority computer stations, hearing loops, accessible service desks, and wheeled accessibility walkers. The multi-story Bowmanville Library branch features an elevator, Braille signage and audio announcements, and all library branches and the Sarah Jane Williams Heritage Centre are wheelchair accessible; Waverley Place is not wheelchair accessible due to the historic nature of the building.

Engaging Households Experiencing Low Income

Clarington's key policy that provides funding and greater access for persons experiencing low income is the Fee Assistance Policy (FAP). The Policy is open to all Clarington residents and **each recipient receives up to $300 annually to register in programs and services**. Residents obtaining an income which is 25% higher than the Lower Income Cut-Off (LICO) will receive a $200 credit annually. Recipients complete an annual application to ensure their eligibility. Some programs or services are excluded, including facility rentals, birthday parties semi-private or private lessons, personal training and programs delivered through contracted services. The Municipality also offers persons with permanent or temporary disabilities access to a discount for membership services.

In 2023, the Municipality's FAP benefited over 30,000 people, which is a commendable effort. The challenge to participants is that as fees for services increase the number of programs allowed under the Policy may decrease due to stagnant funding levels per person. It is recommended that as fees increase for services that the allowance for subsidized participants increases accordingly. Increasing the range of free programming for residents should also be explored, which could be offered through sponsorship opportunities to further enhance access to recreation.

CLMA provides a broad range of **free activities** to the community, although there are some fee-based programs. CLMA also proudly promotes and connects residents to various social services and organizations to assist those experiencing financial challenges.

Creating Safe Spaces for the 2SLGBTQIA+ Community

The Two-Spirited, Lesbian, Gay, Bisexual, Transsexual, Queer, Intersex (2SLGBTQIA+) community often experiences exclusionary behaviours. There is recognition that 13% of the Canadian population identifies as LGBTQ2S+, which could equate to approximately

13,900 Clarington residents. More intentional efforts are needed to provide welcoming environments to this segment of the community.

The introduction of "**Safe Spaces'** is one way of welcoming the 2SLGBTQIA+ community to public places. Safe Spaces was developed by Safe Spaces Canada whereby signage on the front entrance of a community space indicates that staff have been trained in reducing homophobic and transphobic gestures and slurs and in creating welcoming environments. Other strategies include the development of universal washrooms in public facilities.

Public Facilities are Third Places and Social Spaces

In The Great Good Place, sociologist Ray Oldenburg suggests that people need three places in their lives, with home as the "first place", work/school as the "second place", and an undefined "**third place**" that represents public life and community (such as a community centre or library). Oldenburg writes: "The third place is a generic designation for a great variety of public spaces that host the regular, voluntary, informal, and happily anticipated gatherings of individuals beyond the realms of home and work."

Fundamentally, third places are community spaces that are free or inexpensive, accessible, welcoming, and comfortable. People choose to visit and spend time in third places – they are not required to be there and can come and go as they please. Third places are warm and welcoming, and foster belonging and community pride. And third places are levelling spaces, where everyone is accepted, valued, and encouraged to participate, regardless of their background, identity, or socio-economic status.

Clarington and CLMA's facilities and spaces play an important role as third places that offer safe and inclusive spaces that are welcoming of all residents, regardless of age, cultural background, orientation, income, gender identity, etc. Municipality and CLMA's spaces and services support civic engagement, social inclusion and equity, a culture of learning and multiple literacies, and economic vitality in Clarington. Furthermore, the pandemic resulted in more people working from home and, for some, this may become permanent. These trends mean that new and renovated community spaces need technology-equipped spaces that can be reconfigured for different sized groups as well as areas that act as community "living rooms" with comfortable, casual seating.

Municipality and CLMA facilities can also be used as **social spaces** to facilitate the physical coordination and collaboration with social service agencies such as Durham Region, Canada Healthy Communities Initiative, Ontario Works, etc. that directly serve at risk and marginalized populations to provide services, supports, and resources, including housing, food security, financial stability and literacy, crisis intervention, and more. The gaps in serving the needs of vulnerable members of society have been highlighted during the pandemic and CLMA (in particular) has been playing a role in facilitating services and to close the gap.

In the new normal brought about by the pandemic, staff are balancing the needs of marginalized communities with the need to provide a safe working environment for their teams as well as a safe space for everyone else using public spaces. It has become apparent that all public spaces, especially those in urban areas, are finding themselves problem solving for patrons who are experiencing homelessness, addiction, mental health challenges, and poverty. Locally, CLMA is no exception as the organization has experienced first hand an increase in residents using library space to access social services or to seek respite. It will be important for staff to monitor best practices in other communities to address this growing trend, which may be addressed through staff training or enhanced security measures such as hiring security personnel.

Newcomers and Cultural Diversity

Public facilities such as Clarington's community centres and CLMA's spaces are important civic resources that provide newcomers with information on important community services such as settlement services that are provided by the Government of Canada and Durham Region. Approximately **15% of Clarington's population are immigrants** and with estimates of 500,000 new immigrants in Canada annually, Clarington will continue to welcome new residents each year.

It is anticipated that future residents will be more culturally diverse than before. The Municipality and CLMA will need to continue to assess the impact of newcomers and a diversifying population on its offerings and adapt to ensure they feel welcomed and have access to resources. Consideration will need to be given to what newcomer services will look like, what services should be strengthened or added, if there are opportunities to build upon partnerships between the Municipality, CLMA, Durham Region, and others. There may be implications on programs and services that are provided and from the CLMA perspective, there may be an impact on multilingual collections, as well as how museum and archive services need to evolve to draw interests from a more diverse audience. Working in partnership and in collaboration with the Diversity Advisory Committee and others will be important to address needs.

Recommendations

89. Continue to complete Barrier Removal Accessibility Audits of all Municipal buildings and make strategic investments, through the capital budget, to improve access.

90. Develop a resource to assist the Community Services Division and CLMA in identifying and engaging underrepresented populations to increase participation and ensure that opportunities are inclusive of all residents. Having regard for relevant actions contained in the Municipality's Inclusion, Diversity, Equity and Anti-Racism (IDEA) Strategy is recommended.

91. Regularly review CLMA collections, resources, and services to ensure that they reflect the needs and interests of a diversifying community.

92. Increase the allowance under the Access Policy for residents experiencing low income as fees for services rise to ensure that the number of opportunities remains similar on an annual basis. The program should be reviewed regularly to ensure the funding provided and eligibility requirements continue to achieve the objectives of the program.

93. Create a sponsorship program to offer free Municipal programming for residents.

94. Ensure all staff and volunteers are trained to ensure that Municipality and CLMA facilities are safe spaces for all through Safe Spaces Canada.

95. Continue to work with community partners to provide social services and resources for at risk and marginalized populations, while balancing the need to provide safe and welcoming spaces for all.

6.4 Communication and Marketing

Effective means of community outreach and awareness are critical to ensure that there is a high degree of community engagement. With an overwhelming amount of information being directed to people in their daily lives combined the Municipality and CLMA's finite resources, the ability to effectively reach residents can easily get lost.

The lack of awareness about programs and services that are offered is commonly identified as a barrier, which was apparent through the consultation process. This has become a greater challenge particularly as the programs and services being offered by the Municipality's Community Services Division and CLMA have transformed significantly compared to previous generations.

Compounding challenges are the different forms of communication that are favoured by different markets. For example, social media advertising may be more effective for younger generations, while print media and word-of-mouth may be more accessible for older generations. The Municipality and CLMA recognize the importance of meaningful communication as they are identified as key priorities in their respective Strategic Plans. This is supported by this Master Plan to ensure that residents have a full understanding of programs and services that are available from the Municipality and CLMA. Tactics include continued use of digital resources such as websites to ensure that it is up to date, modern, and user friendly, encouraging or incentivizing existing users to help spread the word (e.g., bring a new friend), using a mix of traditional and digital media to promote opportunities, working with community partners, and engaging the community through community events.

Recommendations
96. Continue to promote and raise awareness about the programs and services provided by the Municipality's Community Services Division and CLMA using a range of print and digital tactics. Opportunities for cross promotion and collaboration between the Municipality and CLMA is encouraged.

7. Implementation Strategy

7.1 Monitoring, Reviewing and Updating the Plan

The Parks, Recreation and Culture Master Plan is based on the most recent data and information available today, as well as community input from residents, stakeholders, municipal and CLMA staff, and Council. These inputs will change over the life of the Master Plan and so it will be important to regularly review, assess, and periodically revise recommendations or the timing of implementation to ensure that they are reflective of local conditions and responsive to evolving needs in Clarington. This will require monitoring trends and population growth, particularly as intensification areas are developed, tracking facility use and participation, and regular dialogue with the community. Understanding these evolving factors will assist with undertaking an update to the Master Plan every five years (next update in 2029).

Reviewing the Master Plan requires a commitment from all officials and staff involved in the financing, planning, designing, development, and operations of parks, recreation, and culture in Clarington, as well as from the CLMA. The Master Plan also requires the support of stakeholders, and the public. The following steps are recommended to conduct a regular review of the Master Plan.

- Review of the past year, including recommendations implemented, capital projects underway/ongoing, success/failure of new and existing initiatives, changes in participation levels, etc.;
- Identification of issues impacting the upcoming year such as anticipated financial and operational constraints, emerging opportunities, updated population data and forecasts, etc.; and
- Prepare a staff report to identify recommendations planned to be implemented in the coming year with consideration given to timing, which may be adjusted based on funding capacity or external funding opportunities, community input, partnership potential, population growth, etc.

Recommendations
97. Regularly monitor implementation of the Master Plan, including tracking population growth and trends, development of intensification areas, monitoring facility use and program participation, group registration, and regular dialogue with the community.
98. Prepare annual reports to recognize achievements and work plans to identify recommendations to be implemented over the coming year.

Recommendations
99. Undertake a five-year update to the Master Plan (2029). Timing may be adjusted depending on the pace of implementation or changes to the community.

7.2 Partnership Development

Clarington works with numerous community partners to deliver a broad range of services through formal and informal third-party and joint use agreements with school boards, the John Howard Society, Sportball, Early ON, Boys and Girls Club, Bowmanville Older Adult Association, and other groups. Maximizing meaningful partnership opportunities is a key priority of Clarington's 2024-27 Strategic Plan to fully engage its residents in parks, recreation, and culture opportunities. Clarington's facilities, programs, and services are complemented by opportunities provided by others to achieve various benefits including:

- Sharing resources and responsibilities;
- Providing new or maintaining existing public infrastructure;
- Enhancing customer service;
- Acquiring access to specialized expertise and knowledge;
- Reducing municipal resources including capital and operational costs;
- Providing groups with new sources of capital; and
- Optimizing and providing access to public facilities and spaces.

Clarington enjoys many of these benefits, but it is important to recognize the risks associated with partnerships. For example, there is reduced control over program quality, space allocation, setting of fees, or service interruptions, and although these services may be provided by a third-party, the Municipality and/or CLMA may be on the receiving end of concerns or complaints. There may also be the possibility of partners who may not be able to continue providing their program/service, requiring the Municipality and/or CLMA to have to step in to respond quickly to assume responsibilities, which would have implications on staffing and operational costs. Another risk is that if a facility, program or service declines in utilization or it is no longer feasible to provide, it may result in a loss in service to the community or neighbourhood.

Evaluating the benefits and risks of partnerships will be important to ensure that existing and future facilities, programs, and services continue to be provided in a manner where resources are shared, rather than relying on the Municipality and CLMA to meet all the community's needs. The Municipality and CLMA recognize the importance of continuing to strengthen relationships and to pursue new collaborative opportunities. **The following criteria should be considered** when evaluating new, or renewing existing, partnership opportunities, which may also be supported by a feasibility study (the development of standardized partnership agreements should also be explored to ensure that they are considered the same):

- The purpose of the proposed partnership and how it aligns with Municipal, Department, and CLMA goals, mandate, and philosophies;
- The role of the Municipality and/or CLMA in the proposed partnership;
- Whether there is a quantifiable or justified need for the partnership in the community;
- If there is a cost-benefit to establishing a partnership;
- How the partnership can be appropriately accommodated within the Municipality's and/or CLMA's long-term capital and/or operating resources;
- If the partner is sufficiently capable/qualified to operate a facility and/or deliver the program/service over the long-term and in compliance with legislative policies and municipal standards;
- That the level of risk is acceptable to all parties and there is a plan in place to manage that risk;
- Whether the potential partner can provide the program or service on a sole basis; and
- There is a full agreement of the terms, conditions, standards, and responsibilities for all parties involved.

Recommendations
100. Partnership opportunities with community organizations, private sector, school boards, community groups, and others should be explored as part of implementing the Master Plan, taking into consideration the benefits and risks of the partnership, which may be supported by feasibility studies and the development of standardized partnership agreements.

7.3 Financial Considerations

The Master Plan requires financial investment in Clarington's parks, recreation, culture, and library system and it outlines a series of priorities for new infrastructure to meet growth related needs, as well as to upgrade, modernize, or renew aging assets to better respond to community expectations. Clarington has limited resources, and it cannot afford to do everything that the community desires, underscoring the importance of undertaking this Master Plan to prioritize needs.

Although the Municipality and CLMA may experience various challenges in meeting the required financial and human resources to achieve the recommendations in this Master Plan, it is expected that the Municipality and CLMA will make every effort to implement these strategies through appropriate means. Full implementation of this Master Plan will require a funding strategy that includes the consideration of the following tools to fund capital costs for new construction or redevelopment of existing facilities:

- Development charges;
- Parkland cash-in-lieu reserves;
- Community benefits charges;
- Fundraising, donations, and sponsorships;
- User fees and surcharges;
- Leasing space from other property and/or facility owners;
- Debenture financing; and
- Grants and other funding programs.

High level capital cost estimates have been identified for the recommended new facility needs to meet current and future needs towards 2036, which are highlighted in Table 30. Exclusions include facilities that have already been planned through processes beyond this Master Plan and replacement costs for existing facilities, as well as land acquisition (if required). Unit costs are based on a combination of sources, including facility costs in Clarington and costs used in comparable municipalities and reflect 2024 values. Indoor facility costs include an additional 25% for project costs to account for site preparation, building contingency, and other soft costs such as project management, and engineering and architectural fees, as well as applicable taxes. Outdoor facility costs include components, site preparation, and surfacing. Municipal staff have also reviewed the capital cost estimates to ensure consistency with local experience and comfort with the estimates used for the purposes of this Master Plan.

Given that these are high-level capital cost estimates**, they will need to be reviewed and confirmed** prior to any facility construction, or as part of a future Master Plan update, as there are many factors that influence actual costs such as availability of materials and labour, quality of fit and finishes, consulting fees, and other variables.

The timing for facility development can be found in the implementation section, although this may be subject to change based on several factors such as the timing of population growth and park development, facility usage, and trends. As a result, regularly monitoring and tracking facility use is recommended and if necessary, timing of development and projected supply needs should be evaluated prior to construction. Detailed funding implications of the Master Plan's recommendations are being prepared under a separate cover to inform the Municipality's future budgets and related initiatives such as updating its Development Charges Background Study and undertaking a Community Benefits Charge Strategy.

Table 30: Preliminary Capital Cost Estimates for New Facility Needs

Facility Type	Projected 2036 Facility Needs	Unit Cost	Total
Arenas (Ice Pads)	+2 (63,000 sq. ft.)	$750 per sq. ft. + 25%	$59,062,500
Indoor Aquatic Centre	+1 (25,000 sq. ft.)	$950 per sq. ft. + 25%	$29,687,500
Multi-Purpose Space / Group Fitness Space	+1 (7,000 sq. ft.)	$600 per sq. ft. + 25%	$5,250,000
Indoor Walking Track	+1 (3,000 sq. ft.)	$600 per sq. ft. + 25%	$2,250,000
Library Space	+32,300 sq. ft.	$1,000 per sq. ft. +25%	$40,375,000
Outdoor Rectangular Fields	31.5 unlit fields (or 21 lit fields)	$350,000 per unlit field or $500,000 per lit field	$10,500,000 to $11,025,000
Ball Diamonds	17 unlit equivalent diamonds (or 11 lit diamonds)	$350,000 per unlit diamond or $500,000 per lit diamond	$5,500,000 to $5,900,000
Cricket Fields	+1 field	$350,000 per unlit field or $500,000 per lit field	$350,000 to $500,000
Outdoor Tennis Courts	+17 courts	$150,000 per unlit court or $240,000 per lit court	$2,550,000 to $4,080,000
Outdoor Pickleball Courts	+20 courts	$100,000 per unlit court or $150,000 per lit court	$$2,000,000 to $3,000,000
Basketball Courts	+10 courts	$100,000 per unlit court	$1,000,000
Outdoor Splash Pads	+14	$500,000	$7,000,000
Cooling Stations	+2	$350,000	$700,000
Small-Scale Skate Zones	+6	$100,000	$600,000
Leash-Free Dog Parks	+1	$140,000	$140,000
Compact Leash-Free Dog Parks	+2	$100,000	$200,000
Community Gardens	+1	$175,000	$175,000
Outdoor Fitness Equipment	+4	$200,000 per location	$800,000
Playgrounds	+30	$400,000 per location	$12,000,000
		Total	**$180,340,000 to $183,995,000**

Note: Projected 2036 facility needs are based on forecasted population growth, trends, community input, facility data, provision targets, geographic distribution, and other factors and exclude replacement of existing facilities. Unit costs reflect 2024 values and are based on a combination of sources including facility costs in Clarington and comparable municipalities. Indoor facility costs include an additional 25% for project costs to account for site preparation, building contingency, and other soft costs such as project management, and engineering and architectural fees. Outdoor facility costs include components, site preparation, and surfacing. Unit costs per tennis and pickleball courts are presented, although it is a best practice to construct these facilities in groups of two or more. Lit sports fields and courts should only be in Municipal Wide and Community Parks, where appropriate separation distances can be achieved.

It will also be important to **consider the operating impacts** of new or enhanced facilities, programs, and services as there will be resource commitments required on an annual basis (e.g., financial, staffing, materials, etc.). It is recommended that at the time new community services or CLMA capital projects are considered, both capital and operating implications are explored to provide Council with details on the full scope of resource requirements.

Recommendations

101. Use the Financial Assessment Report prepared in support of this Master Plan to inform the Municipality's budget process, Development Charges Background Studies, Community Benefits Charges Strategy, and related resources. Where appropriate, alternative funding and cost-sharing approaches should be considered including (but not limited to), fundraising, grants, private-public partnerships, sponsorships, surcharges and user fees, capital reserve contributions, leasing space from others, and other strategies to provide the best value to residents.

102. Prior to facility development, or as part of a five-year review of this Master Plan, conduct a review to reconfirm recommended capital funding requirements for facilities and, at this time, assess associated operating impacts to inform the decision-making process.

103. Conduct feasibility studies and business plans (with public input and partnership considerations) prior to undertaking major capital projects to ensure that projects are aligned with community needs and financial capabilities.

7.4 Staffing Implications

In 2019, the Municipality of Clarington embarked on a comprehensive organizational review of all departments in association with Grant Thornton. This review recommended significant undertakings, including a range of structural changes to increase efficiencies and reduce duplication at an estimated corporate savings of between $2.3 and $4.2M. These changes for the most part are reported to have been achieved through restructuring, productivity enhancements, collaboration and communications improvements, performance management, workflow automation, and outsourcing.

A more recent corporate restructuring in July 2023 was completed internally, further consolidating services under Deputy Chief Administrative Officers that have a broad but connected range of services all reporting directly to the Chief Administrative Officer. This strategic refinement has paved the way for enhanced coordination among departments with common functions and customers—both internal and external.

Staffing Review

To understand staffing implications of the Master Plan, a staffing review was completed to identify synergies, eliminate inner-departmental duplication, and recommend further collaboration and efficiencies amongst Community Services, CLMA, and Parks Operations. This review:

a) Assesses the current staffing and related pressures with respect to the recommendations in the Parks, Recreation and Culture Master Plan,

b) Provides comment where applicable on where the current growth is impacting staffing

c) Compares common municipal organizational design standards; and

d) Recommends any further initiatives to improve organizational effectiveness

The insights gained from this analysis guides staff efforts to strengthen attention to public service priorities and build an even stronger public service for the future. The review provides an order-of-magnitude staffing plan for each department, reflecting current staffing pressures and future facility, parks and program needs identified in the Master Plan.

Typically, there are three conditions which trigger a staffing review, and these include:

- A significant change in the environment;
- A change in strategy; and
- The current staffing no longer fits the intentions of the work outputs.

In this instance, a staffing review is required to address the impacts of the Parks, Recreation, and Culture Master Plan recommendations and looks for greater synergies between the departments and CLMA.

Implementing a refined corporate structure approved in 2023 is well underway at the time of writing, and the staff workshops that supported the development of this plan shed some light on further implementation support. These supports are indicated as refining common organizational design principles, succession planning, training, and defining and strengthening the intersections between each department and division.

In the Municipality of Clarington, three departments and the Library Board share primary responsibility for delivering parks, recreation, and cultural services. These departments include Public Services, Planning and Infrastructure, Public Works (Parks Operations), and Clarington Libraries, Museums and Archives (CLMA),

The CEO of the Clarington Public Library Museums and Archives reports directly to the Clarington Public Library Board and oversees the management and coordination of the Library System, Museums, and Public Archives. The CEO participates in the municipality's management team meetings to maximize synergies and reduce duplication between departments.

Staff Consultation

Two staff workshops were held with the Municipality and CLMA staff to capture their valuable knowledge, insights, and experiences to be considered as part of the Parks, Recreation and Culture Master Plan. Over 50 staff members participated in the workshops attended by senior management and frontline positions, including directors, managers, supervisors, assistants, coordinators, customer service representatives and service associates, clerks, and more. Discussion topics were wide-ranging and key themes relating to delivering services are highlighted as follows:

The Municipality is Growing and Diversifying – Clarington is a growing municipality. By 2051, the Municipality is expected to experience substantial population increases in its urban centres such as in designated Major Transit Station Areas (MTSAs). There is also growth in the cultural diversity of Clarington’s residents. These factors are impacting how the Municipality’s facilities are used and the services that are in demand or being requested.

Responding to Evolving Needs – Population growth is driving the need to provide enhanced parks, recreation, and culture experiences that are expected in large municipalities, particularly for new residents moving to Clarington from Greater Toronto Area municipalities. It is recognized that there is a need to balance the provision of new and existing services in a manner that reflects the needs of residents and is inclusive of all age segments of the community. In addition to these requests, it was identified that approved levels of service will set the stage for greater definition of operational and staffing needs.

Recovering from the COVID-19 Pandemic – In some areas, the Municipality has experienced a greater demand for new or expanded facilities, programs, and services because of the pandemic, which is also linked to the change in Clarington's community profile that has occurred during this period. For example, there is more interest in trail use and outdoor programming, demand for adult learn to swim programs and other activities such as pickleball, family programming, cultural and STEM programming and cricket, etc. There has also been a change in customer behaviour and increased use of facilities by people seeking mental health support, general social assistance, and from the unhoused population.

Organizational Effectiveness and Staffing – Staff indicated that there continue to be small areas of duplication or opportunities for greater/continued coordination that need to be addressed to operate more efficiently. The CLMA also identified the need for more staffing to meet users' needs. The CLMA's existing staffing complement is not currently meeting industry standards set by the Federation of Ontario Public Libraries. It will be particularly important to ensure that consideration be given to a staff team that is qualified and competent to deliver and implement programs and services, reflecting the changing diversity of the Municipality. The Municipality and CLMA team also identified physical space for staff as a challenge for office space as the staff numbers increase.

Strategic Partnerships and Volunteers Increase Programs and Services—The Municipality and CLMA collaborate with community organizations and volunteers to provide parks, recreation, and cultural services. Collaborating with the private sector to provide facilities and services in intensification areas will also be considered.

Volunteers—Exploring strategies to attract and retain volunteers will also be important, as this has been an increasing challenge that many communities, including Clarington, face.

Parks Operations

The key functions of the Parks Operations Unit in Public Works are to maintain parks, trails, sports fields, and open spaces, increase and maintain the urban forest, and attend to naturalized areas and horticultural displays. The portfolio is comprehensive and requires significant operational planning, the procurement of time-saving equipment and vehicles as well as continued innovation in the delivery of these services. One element in the operations is the travel time incurred between parks spaces, the time it takes to unload equipment and reload after the work is completed. A staff person typically does not work for a full shift in one location.

Parks Operations Staffing Impacts of the Master Plan Recommendations

Recommendations affecting staff effort from Parks Operations in the Master Plan centre on increased trail connectivity, and an addition of 105.3 hectares of parkland and parks amenities. The total hectarage will increase by approximately 48% over the current inventory of 220 hectares.

A range of new outdoor recreation facility needs was identified, which would require increased staffing effort for care and maintenance including, but not limited to, new rectangular fields and ball diamonds or enhanced quality of existing fields/diamonds, sport courts, splash pads, play equipment, outdoor fitness equipment, and more. Expansion to the trail system and improved winter accessibility, as well as other park amenities throughout the parks system is also recommended.

The design of parks to include climate change mitigation measures, more shade and shade structures, inclusion of environmental stewardship activities, and increased urban forest canopy. Naturalized parkland requires care to ensure that there are no invasive species and poisonous plants, the provision of safe spaces for residents, consistent waste control, and care of shade structures, washrooms, pathways, etc.

The staff increases presume the same level of service and care; however, specialized park spaces, once finalized, may require greater staff effort and collaboration from other departments. Specific programming and events will result in more partnerships and staff coordination from CLMA and Community Services in these spaces as well as parks.

Table 31 provides a summary of recommendations associated with this Master Plan that will impact Parks Operations staffing. For each associated recommendation the implications of effort and staffing requirements have been identified as Full-Time (FT), Part-Time (PT) and Seasonal.

Table 31: Parks Operations Staffing Impacts of the Master Plan Recommendations

		Staffing Requirement		
Parks Recommendations	**Level of Service**	**FT**	**PT**	**Seasonal**
#6. Acquire 105.3 hectares of parkland	Includes grass cut once per week from May1 to Oct 31, spring and fall clean ups of leaves and debris; regular pruning and maintenance of trees, new tree establishment and tree health; maintenance of shrub and garden beds; Garbage collection	2xLEO, 4xLabourer, 1xLeadHand; 0.5xArborist, 0.5xLEO; 1xLabourer	2 Labourer (Garbage)	15xSummer Student (13 Grass, 1 Forestry, 1 Garbage); 10xFall Temp Labourers (Grass); 1xSeasonal Labourer (Hort);
#9. Identify and acquire a minimum of 30 hectares of land to create a sports complex	Includes grass cut once per week from May1 to Oct 31, spring and fall clean ups of leaves and debris; regular pruning and maintenance of trees, new tree establishment and tree health	2xLEO 0.3xArborist;		3xSummer Student (Grass)
#15. e) Increase winter snow clearing in strategic areas	Can not estimate without defined area; could absorb out of additional staff (LEOs and Labourers) above; approx. 0.00005 per m2			
#35/36. Provide 31.5 unlit equivalent outdoor rectangular fields	Assume these fields are within the parkland/sports complex identified above. Incremental FTE for increased frequency of grass cutting at twice per week.	0.3xLEO		

Parks Recommendations	Level of Service	FT	PT	Seasonal
#37. Construct up to 17 unlit equivalent ball diamonds	Assume these fields are within the parkland/sports complex identified above. Incremental FTE for increased frequency of grass cutting at twice per week. Also, maintenance of infields, warning tracks, benches/bleachers, pitching mounds, home plates, etc.	0.2xLEO, 1xLabourer		2 Summer Students
#38. Identify a suitable site for a full-size cricket field	Assume this field is within the parkland/sports complex identified above. Incremental FTE for increased frequency of grass cutting at twice per week. Additional maintenance of pitch/wickets.	0.25xLabourer		
#39. Construct 17 new outdoor tennis courts	Assume would be within the parkland/sports complex identified above. Incremental FTE for installation of nets in spring, removal of nets in fall; weekly inspections and maintenance; repairs as required	0.75xLabourer		
#41. Construct 20 dedicated pickleball courts	Assume would be within the parkland/sports complex identified above. Incremental FTE for installation of nets in spring, removal of nets in fall; weekly inspections and maintenance; repairs as required	1xLabourer		
#42. Provide eight multi-use courts for activities	Assume would be within the parkland/sports complex identified above. Incremental FTE for weekly inspections and maintenance; repairs as required	0.25xLabourer		
#46. Construct 14 new splash pads by 2036	Assume would be within the parkland/sports complex identified above. Incremental FTE for weekly inspections, cleaning and other maintenance as required; opening and closing, repairs as needed	1xLabourer		

Parks Recommendations	Level of Service	FT	PT	Seasonal
#50. Construct six skate zones	Weekly inspections and maintenance; repairs as required	0.25xLabourer		
#51. Establish a new dog park in Bowmanville	Assume this is within the parkland identified above. Only incremental FTE for repairs is needed.	0.25xLabourer		
#52. Construct two compact leash-free zones.	Assume this is within the parkland identified above. Only incremental FTE for repairs is needed.	0.25xLabourer		
#54. Establish a community garden in Courtice	Primarily administrative, and could be absorbed by current staff – Community Garden is run by their own board			
#57. Provide 30 new playground sites by 2036	Assume this is within the parkland identified above. Incremental FTE for inspection once per month, maintenance of playground surfacing annually, maintenance and repairs of equipment as needed	2xLEO		1xSummer Student
Current Staff Shortages to Meet Industry Standards	Current levels of service are being met within parks operations. Some standard issues arise at the beginning of the growing season as the grass grows at a quicker pace than staff can cut it. This happens annually and standard cutting cycles are attained by early summer.			
Suggested Staff Efficiencies to Reduce Duplication	There will be an efficiency that can be attained through the sharing of staff with Public Works once the added parkland has been developed and is ready to be maintained.			

The following table summarizes the current Parks Operations staffing complement, and the additional staff needed over time to implement the recommendations in the Master Plan. A full-time staffing complement impact will increase staffing needs by 99 full, part-time and temporary labourers or by 74% over the course of implementing the Master Plan recommendations within Parks Operations.

Table 32: Summary of Changes to Parks Operations Staff Complement

Existing Staff Complement	Full-Time	Part-Time	Students/ Temporary Labourers	Total
2024	20	4	13 +20	57
Full Implementation of Growth-related recommendations in the Master Plan	19	2	10 +11	42
Total	39	6	23 +31	99
Percentage Increase	95%	50%	77%	74%

Community Services

The Community Services Department's mandate is to ensure that residents are active, connected, and fully engaged in leisure activities of their choice. Efforts are made to ensure that residents of all ages have multiple avenues of active, creative, STEM, and general-interest activities. The Municipality of Clarington has a wide breadth of services and will offer programs and services where no other community agencies and not-for-profit groups can play this role. There is a blend of opportunities, and generally, Community Services offers aquatic services and arena operations where there are no Boards of Management or likely service providers. Programs are rounded out for each age group, and partnerships exist for youth opportunities and older adult activities at a minimum.

Increases to recreation service provision include continued recovery from the pandemic, increased participation in programs and services due to the population increases, facility recommendations, and improvements include the new South Bowmanville Recreation Centre, which will include a new indoor artificial turf field, gymnasium, multi-purpose space and other indoor amenities. The Master Plan also identified the need for two new ice pads and an indoor aquatic centre. A look to partners is considered for programming multi-use spaces in condominium spaces. Further administrative work will require staff to allocate and book additional sports fields and support increased demand for programs, camps, fitness spaces and special events, dedicated spaces for older adults and youth, etc. Community development work will likely increase to support not for profit community partners.

Community Services Staffing Impacts of the Master Plan Recommendations

The following table provides a summary of recommendations associated with this Master Plan that will impact Community Services staffing. For each associated recommendation the implications of effort and staffing requirements have been identified as Full-Time (FT), Part-Time (PT) and Seasonal.

Table 33: Community Services Staffing Impacts of the Master Plan Recommendations

		Staffing Requirement		
Facility Recommendations	**Level of Service**	**FT**	**PT**	**Seasonal**
#17. Develop two new ice pads as an expansion to the Courtice Arena	Hours of operation 6: 00 a.m. to midnight, seven days per week, 12 months per year. Two operators and a part-time person per shift.	3 Operators	3 Operators 10 Maintenance 1 Recreation Coordinator (24 hrs) 10 Recreation Staff (instructors/skate patrol) 5 Customer Service Reps	
#21. Explore the feasibility of constructing an indoor aquatic centre at the South Bowmanville Recreation Centre	Existing staff resources will work with consultant to complete feasibility study estimated at $25K	2 Operators 1 Aquatic Coordinator 2 Deck Supervisors	PT Aquatic Instructors (40) PT maintenance 4	
#23. Undertake Enhancements to the indoor aquatic centre at the Courtice Community Complex (teaching pool, warm water therapy pool and enlarging the changerooms, etc.)	Expansion of existing indoor aquatic facility to the current standard of programming Diane Hamre facility.	2 Deck Supervisors	2 Lifeguards 3 Instructors 2 Maintenance	

Facility Recommendations	Level of Service	FT	PT	Seasonal
#24. Include fitness studio (multi-purpose) space with appropriate amenities in new and redeveloped community centre.	Expansion of current service level established at Diane Hamre facility – expansion into recreational therapeutic programming	1 fitness coordinator	1 Fitness Coordinator 10 Fitness Instructors	
#25. Walking track as part of the expansion at South Courtice Arena (3 lanes, rubberized or coated surface)	Expand the standard to this facility as proposed in SBRC project, currently underway. Incorporate track into major facility amenities.		2 Program/ Fitness Instructors	
#26. Artificial turf field conversion to a double gymnasium and multi-purpose space at the Bowmanville Indoor Soccer facility	Spaces will be available for private rentals, and municipal programs/activities. The standard will replicate that of Diane Hamre facility. This space will incorporate the existing indoor rental schedule for soccer program with Darlington Soccer Club with expansion of rental and programming opportunities. Operating hours would be consistent with any other multi use facility, similar to DHRC.	1 Facility Supervisor 1 Recreation Coordinator 1 Lead Hand 4 Operators 1 Clerk II	3 Operators 5 Maintenance 20 Program staff 8 Customer Service Reps	Camp Staff

Facility Recommendations	Level of Service	FT	PT	Seasonal
#28. Provide multi-purpose spaces in new or redeveloped community centres	Expand current programming standards – for every 3 expansions in programmable space (in addition to SBRC) would need to add another full-time staff to program and part-time staff to operate/deliver services	0.5 recreation coordinator (for every 3 programming spaces 3 operators (every 10,000sq ft of expansion)	Program staff Maintenance staff	
#29. Expand recreation and leisure opportunities in rural areas with community hall partners	Goal is to expand minimum levels of programming geographically.	.25 recreation Coordinator	1 Recreation Supervisor 5 Program Instructors	
#31. Direct youth and older adult programming to multi-use spaces	Potential for expanding current partnership with John Howard Society to offer some youth programs (non-dedicated space). Additional municipal youth and older programs/activities will be offered.	0.25 recreation coordinator	1 Recreation Supervisor 5 Recreation Instructors	
#33. Work with Clarington Squash Club to assist with court bookings, increase programming, attract new players and monitor court use.	Some support is in place currently from a liaison and booking perspective. any enhanced support would require additional support		1 PT Recreation Coordinator (24 hrs)	

The following table summarizes the current staffing complement, and the additional staff needed over time to implement the recommendations in the Master Plan. The staffing impact of the Master Plan will increase Community Services staffing needs by 184 full, and part-time staff as well as volunteers or by 41% over the course of implementing the Master Plan recommendations within Community Services.

Table 34: Summary of Changes to Community Services Staff Complement

Existing Staff Complement	Full-Time	Part-Time	Volunteers	Total
2024	68	351 (including 1 permanent part-time position)	35	454
Full Implementation of Growth-related recommendations	23	141	20	184
Total	91	492	55	638
Percentage Increase	34%	40%	57%	41%

Table 35: Summary of Arts and Culture Staff Increases

		Staffing Requirement		
Arts and Culture Recommendations	**Level of Service**	**FT**	**PT**	**Seasonal**
#63. Update Visual Arts Centre to bolster programming	There is currently no one staff person directly and fully assigned to the arts and culture portfolio. With the increase in the population and citizen expectations, it is anticipated that the Municipality of Clarington will need to gain the leadership of a full-time Cultural Coordinator and 4 part-time staff to develop and oversee expanded cultural programming and community development efforts.	1	4	-
#64. Expand general arts and cultural programs firstly by engaging the arts community to provide programs in municipal spaces				
#65. Undertake a feasibility study to confirm the need for an indoor performing arts centre				
#66. Enhance opportunities to provide outdoor productions and performances along the waterfront				

Clarington Libraries, Museums and Archives

The CLMA currently employs 45 Full Time Equivalent (FTE) staff, including two new staff that were added in 2023, consisting of the CEO, directors, managers, librarians, service associates, pages, clerks, and other staff. Based on a current population estimate of 108,757 residents, the CLMA achieving a ratio of 0.41 FTEs per 1,000 residents. The Ontario Public Library Planning Guidelines recommend a ratio of 0.6 FTEs per 1,000 residents, and based on this measure, CLMA does not meet this target. As Clarington's population increases, this deficit will continue to grow

CLMA is experiencing staffing pressures due to increased service demands in programs, circulation of materials, and increasing demands for social advocacy for underserved populations. There are currently 14 hours of bi-weekly shifts that cannot be covered due to restraints, and therefore, professional staff (System Technician, etc.) are covering the front desks, taking away from their own service deliverables. As a result of pent-up demands, fewer tour requests are being fulfilled – groups are welcomed, but the staff-guided tours and the instructional piece is unable to be fulfilled. Longer wait times for staff assistance are being experienced. An increase in Member Service Associates – front-line services is needed to serve the public more promptly and adequately while allowing specialized staff to advance in their deliverables.

The Municipality's population is projected to reach 162,640 residents at which point CLMA will require a total of 98 FTE staff to meet the recommended target established in the Ontario Public Library Planning Guidelines, which is more than double CLMA's existing staff complement.

CLMA Staffing Impacts of the Master Plan Space Recommendations

The Master Plan recommends additional space needs for the CMLA towards 2036. The following table provides a summary of recommendations associated with this Master Plan that will impact Clarington Library, Museums and Archives (CLMA) staffing. For each associated recommendation the implications of effort and staffing requirements have been identified as Full-Time (FT) and Part-Time.

Table 36: CLMA Staffing Impacts of the Master Plan Recommendations

CLMA Recommendations	Levels of Service	Staffing Requirement FT	Staffing Requirement PT
#67. Provide 48,880 square feet of library space a) Add approximately 20,000 square feet of library space in Bowmanville (12,000 square feet at the South Bowmanville CC.), preferably in the north end of Bowmanville and co-located with a community facility. b) Add 10,200 at the Courtice Library Branch or a library branch in Courtice c) Add 2,100 square feet at the Newcastle Library Branch	A new library branch in Bowmanville would require at minimum 10 FTEs to operate full-service hours (~72 hours a week). An addition to the Courtice Library would require at minimum 2 FTEs to continue operating with full-service hours (~72 hours a week). A new library branch in Courtice would require 7 FTEs. An addition to the Newcastle Library would not require additional FTEs.	4 3	6 4
#69. Increase access to library resources in hamlets and rural areas of Clarington (bookmobiles, library lockers, vending machines etc.)	To implement fulsome service to hamlets and rural areas of Clarington, including bookmobiles, book lockers, and other community outreach initiatives, CLMA would require a minimum of 3 FTEs.	2	2
#73. Bolster museum programming and the use of archives by enhancing the use of existing CLMA spaces.	To bolster Museum programming and services within existing spaces, CLMA would require a minimum of 1.5 FTEs.	1	0.5

CLMA Recommendations	Levels of Service	FT	PT
#75. Prepare a Special Events Strategy and articulate funding and staffing requirements.	A designated Special Events Coordinator would be required.	1	-
Current Staff Shortages to Meet Industry Standards	Current Staffing Levels as compared to the Ontario Library Planning Guidelines	1	24
Suggested Staff Efficiencies to Reduce Duplication	It is anticipated that a full-time Events Coordinator could be shared between Community Services and the CLMA, this would require further study.		

The staffing complement impact of the Master Plan will increase CLMA staffing needs of full and part-time staff by 23.5 positions or by 35% over the course of implementing the Master Plan recommendations.

Table 37: Summary of Changes to CLMA Staff Complement

Existing Staff Complement	Full-Time	Part-Time	Total
2024	27	38, including 7 Occasional part-time	65
Full Implementation of Growth-related recommendations	11	12.5	23.5
Total	39	50.5	88.5
Percentage Increase	41%	32%	35%

7.5 Building Internal Capacity to Implement the Master Plan

Building internal capacity prompts staff to focus on key activities that will allow them to understand the services they provide in greater detail and strengthen the staff team to be more efficient and effective. The development of the Parks, Recreation and Culture Master Plan for the Municipality of Clarington provides an opportunity to review the organization's effectiveness in meeting public needs, plan for future growth, and enhance service delivery based on public input and other measures.

Set Levels of Service for Council Approval

Community Services and Public Works have a large number of services and sub-services — for example, the aquatics service offers lessons, public swim opportunities, lane swims, aquafit classes, and facility rentals. Each service type brings with it a different process in providing the service. Identifying levels of service is important in an expanding community as services grow, so will the demands for additional resources both capital and operating. Clarifying what and how services are provided sets the stage for the allocation of resources as the population expands creating the need for more programs and services. The following process will assist staff in identifying the fulsome range of services provided, the current process, potential efficiencies and prompt an annual review for improvements.

a) Categorize and quantify all services and sub-services;

b) Identify the ideal conditions (e.g., turf cut a certain height and frequency);

c) State the process as to how the service is provided and identify more efficient equipment and the use of technology to enhance service provision;

d) Gather public input on the current service level and test satisfaction levels;

e) Identify intersections with other departments and potential efficiencies; and

f) Review level of service annually to determine efficiencies, gaps, or pressures.

Costing of Services in Setting Fees

Clarington partially offsets the financial costs to provide services through several revenue streams, most notably user fees, entrance fees, taxation and, to a lesser extent, sponsorships, grants, and partnerships. In the case of Public Works/Parks and Forestry and CLMA, identifying costs is a recommended exercise; however, they do not generally levy fees to the extent that community services/recreation does. There are non-financial and intangible benefits that offset fiscal expenditures by way of increased physical and social health among residents, contributions to community vibrancy and cohesion, etc. Therefore, the degree to which quantifiable costs are “recovered” is dictated by the Municipality’s philosophy surrounding the “value” of the service that it

provides to residents and the community. The first step in setting fees and cost recovery levels is understanding the cost to provide the service. This is a first step and an arduous task and will involve guidance and assistance from the Finance and Technology Department (to set corporate guidelines) and allocate costs fairly. Costing of services provides transparency in the setting of fees.

Once costs are known (e.g., to produce an hour of ice), the current cost recovery levels can be ascertained by understanding the percentage of the costs that are recovered through the current fee structures. A comparison to the market rate (surrounding municipalities or service providers) is usually undertaken to determine if fees can be modified. Setting of fees can be developed by determining which age groups or types of programs should receive greater subsidies.

Performance Measures and Targets

Municipality of Clarington and CLMA staff collect data for analysis and prepare reports as part of the budget and planning process to measure performance against the previous year's attendance, participation, utilization levels/rates, etc. This is completed to demonstrate that there has been movement in addressing key goals and initiatives and to demonstrate a good return on the investment of tax dollars. Seasonal and annual attendance and registration statistics are captured and shared with staff, to allow improved planning for the next session and accommodate any pent-up demands. This is meaningful data and allows staff to analyze trends and gaps in service and make plans for improved performance.

Articulating specific targets and measures provides clarity and focus on key deliverables for both staff and community partners. Setting targets provides clear expectations so that everyone is working toward the same goals. This approach provides focus on the right things and creates greater accountability. This exercise to measure against targets is to simplify expectations in a complex delivery system. Once these targets are agreed to and operationalized, specific operational plans will enable staff to achieve them (Table 38).

Performance measures and targets should be considered, and baseline data collected in year one. A review of the information will ensure that appropriate targets are set based on the results. Not all areas will start at the same point, and municipal-wide targets will take some time to achieve consistently. Staff will want to make appropriate and timely modifications and interventions to program, scheduling customer service, facility cleanliness and community outreach to maximize their performance.

No one person is accountable for delivering a service, that responsibility is shared. A sense of teamwork should be created to ensure that everyone has the tools to play their part in service excellence. Measures and targets must reflect what is important to the public and should identify operational priorities for staff undertaking.

Table 38: Performance Measures and Targets to Consider

Measure	What is Important	Suggested Target & Performance Measure
Inputs	a) Budget b) FTEs c) Square feet of facility space d) Investment level per capita	These are baseline inputs and will be compared year to year. Increasing outputs, efficiencies and effectiveness with similar resources becomes the focus of staff.
Outputs	a) Facility utilization against capacity b) Direct program utilization against capacity c) Drop-in and casual use opportunities against capacity d) Permit/rental/utilization e) Volunteerism levels	a) 80-90% of prime-time hours and 50-70% of non-prime hours utilized b) 80-90% of capacity based on facility time available and budget parameters c) 50-75% of capacity depending on the activity d) 75% use of available hours
Efficiencies	a) Efficiencies as a result of better equipment, technology, streamlined processes, grants, partnerships, sponsorships etc.	a) An indication of cost avoidance, increased funding through alternate sources, reaching greater participation through partnerships and unit costs.
Effectiveness	a) Facility cleanliness rating b) Satisfaction levels with programs and services c) Satisfaction levels with community development, outreach, and sport development services d) Staff engagement levels	a) 80-90% rating b) 80-90% rating c) 80-90% rating d) 50-75% rating

Intersections within Municipal Departments

All respective departments (Parks Operations, Community Services, and the CLMA) embrace a functional model that focuses on specific service types that align with similar customer needs. This approach keeps the lines of responsibility and accountability clear. There are some instances where there are similar customers or operational activities where the departments intersect. Identifying and addressing these intersections within each department is critical in identifying potential efficiencies, reducing duplication, and sharing resources. These intersections are provided as examples with the encouragement to review the most efficient, user-driven approach on an annual basis:

- Public Works is responsible for the Park's Operations and there is a synergy with other Public Works responsibilities in terms of seasonal efficiencies, staff allocation to special events, and fleet/equipment procurement and maintenance.

- One of the intersections between Parks Operations and Community Services centres on sports field maintenance and allocation of sport fields. Community Services allocates sports fields and tournaments, while the Parks Operations discuss capital plans and indicate which fields are resting or are under reconstruction, thus reducing some seasonal availability. Both departments have a relationship with community sport field groups and some groups indicated that there is some confusion as to who to contact for their concerns and questions. In consultation with user groups, the identification of the contact is appropriate.

- The Master Plan recommends increased STEAM (Science, Technology, Environmental, Arts, Mathematics) programming which is a responsibility of both CLMA and Community Services. These conversations occur annually as programs are being developed.

- Community Services provides facility maintenance, preventative maintenance and capital project oversight for the CLMA as it is more efficient to and often within the same buildings as recreation.

- The CLMA meets with the Public Services Senior Management Team to address common issues and initiatives. This is an excellent way of working collaboratively and reducing duplication amongst two separate but aligned organizations.

- One efficiency worth noting is that Community Services provides Building and Mechanical services (Plumbing and HVAC) to CLMA and invoices for actual costs incurred in staffing and equipment. This approach provides excellent response time for needed repairs and emergencies. Staff in Community Services know the systems and can respond more efficiently. This relationship provides a consistent

and known hourly cost with no profit margin which would be incurred with the CLMA utilizing private providers.

- Other collaborations that could occur within Public Services is the development of common training modules/webinars in EDI initiatives, WHMIS, First Aid, AED use, and other common training requirements for staff.

- There is duplication within the CLMA and the Municipality in the provision of support services with other Corporate Enterprises that should be explored further (e.g., IT, Human Resources, Legal Counsel, etc.).

- Although the Legislation is quite specific about the CLMA CEO reporting directly to the Library Board to protect Freedom of Speech, etc., possibly a dotted-line reporting relationship by the CLMA CEO to the Deputy CAO of Public Services with a Service Level Agreement in place could be explored to ensure that efficiencies and the reduction of duplication are achieved across the system.

Common Municipal Organizational Design Principles

The organizational structures to support the delivery of parks, recreation, and culture have been developed around common functions such as recreation, operations, maintenance, program, and service type, etc. and community development. These outward-facing service types are supported by administrative services such as permitting of spaces and customer service representatives. Corporate support is provided to all departments, such as financial guidance and controls, legislative services, human resources and purchasing, etc.

A set of organizational design principles commonly utilized in municipal government operations are offered for consideration as these principles could be used in future organization structural evaluations. It is anticipated that Human Resources would refine these as changes as levels of service change, technology provides some efficiencies, equipment, functions increase, or streamlined processes affect organizational design. Common organizational design principles allow all departments and divisions to be structured in a fair and equitable manner and these principles can guide re-organizational efforts. They are offered as follows:

- There should be no more than six layers of staff and volunteers between the Chief Administrative Officer and the public;

- Departments and/or divisions are centred around common customers and/or standard functions;

- Departments will align their work on the strategic goals of the community and corporation;

- There will be an equitable distribution of workload where possible in terms of span of control (functions, staff, outputs etc.);
- Intersections with the work of other departments will be identified and the work efforts required to support seamless service delivery;
- Each management position will have a range of four to six direct reports (unless a strategic priority requires focus and the employment of a sole contributor); and
- One-on-one reporting relationships will be evaluated as to their efficiency.

The organizational review utilizing the organizational design principles as provided offers the following observations (Table 39). Note that the organizational design principles were not necessarily utilized in the recent reorganization and therefore observations are offered comparing the suggested design standards to the newly refined structures.

Table 39: Organizational Design Principles

Organizational Design Principle	Observations
Organizational Layers	The implementation of Deputy CAO positions added a layer to the organization. The requirement of no more than six layers of staffing levels between the CAO and the public is consistently met in all departments other than recreation and facility services, where the breadth of services requires a large part-time contingent of customer service representatives, program delivery, and facility services personnel and volunteers.
Functional & Customer Driven Structural Design	Each department is consistently designed around standard functions and common users of the respective service.
Alignment with Common Strategic Goals	Each department under study demonstrates alignment with the Corporate Strategic Plan as reports are approved by Council. Each policy or program initiative requires public input to ensure alignment with resident priorities.

Organizational Design Principle	Observations
Equitable Workload Distribution	A more thorough review of equitable workload will be undertaken as part of the exercise to determine and receive approval for the service levels. Each service would review the frequency and standards required, staff effort, equipment and use of technology, efficiencies, budget, and outputs.
Intersections	Intersections have been identified in the respective units under review, and inter-departmental relationships address each in a timely manner. For example, staff meet to discuss facility or field disruptions due to field resting or refurbishment of facilities and sports fields. CLMA and Community Services coordinate efforts around programming, maintenance, and special events.
4-6 Direct Reports	In all departments under study, there are 3 to 6 direct reports at the director and manager levels. At the supervisory level, a range exists of between 2 and 5 direct reports. At the supervisory level, there is a requirement to develop discipline-specific policies and SOPs as well as to be operational and lead a discipline at the same time. In future organizational reviews, this requirement could be looked at more consistently (should these proposed organizational design standards be approved).
Eliminate One on One Reporting Relationships	There are no apparent one-on-one reporting relationships within the organizational structures provided. The organizational structures should depict where there is a direct reporting relationship (solid line) and an indirect reporting relationship (dotted line), as the structures are all shown with direct reporting relationships to the position above the noted position (other than in the CLMA where indirect reporting relationships are articulated). This way the relationships are depicted as slightly misleading as not all positions report directly to the manager or supervisor.

Development of a Succession Plan

The Master Plan indicates a need to be proactive in order to respond to future staffing needs. A succession plan would quantify potential upcoming vacancies within the organization and begin to develop internal talent further to ensure that there is readiness and continuity in service delivery.

Succession planning looks to the future in terms of staffing needs and prepares existing staff to compete for positions that will become available in the future. Further, staff increases will require attracting a large part-time and seasonal contingent. Some part-time work can be learned on the job, however many in Community Services will require specific training such as in the aquatics field. The development of a succession plan involves a review of staffing needs due to growth, new facilities and parks, existing retention rates per position type, retirements, and potential early retirements. Succession planning undertakes identifying specific training and development needs and is a critical undertaking to ensure the Parks Operations, Community Services, and CLMA's organization's long-term sustainability.

Development of a Professional Development and Training Plan

During the staff consultation program to support the development of the Master Plan, staff identified the need for a coordinated approach to training and professional development. There is an appreciation for ongoing training opportunities offered corporately/departmentally and through professional organizations at seminars and conferences. Staff would like to develop meaningful training opportunities based on the Municipality of Clarington's culture and priorities. The need for continued training in standard subjects such as WHMIS, Occupational Health and Safety could be developed through online applications as a continued efficiency. A coordinated approach could provide some efficiencies for common subject areas and cross training purposes. These efforts result in continued legislative and industry standards compliance, greater engagement and development of staff and greater innovations.

Recommendations

104. Articulate and gain Council approval for specific levels of service for each discipline to identify public expectations and the resources and efficiencies needed to achieve them.

105. Identify the current costs of providing programs and services, as well as the recommended cost recovery levels in setting a fair Pricing Policy, where applicable.

106. Identify service delivery targets in each discipline and report achievements annually to the community for public information.

107. Discuss and address the intersections between each department referenced in the Parks, Recreation and Culture Master Plan, including but not limited to:

    a. The development of online training modules common to Parks Operations, Community Services, and CLMA;

    b. The development of Standardized Partnership Agreements;

    c. Streamlining one point of contact for community sport field users; and

    d. The viability development of a Service Level Agreement between the Corporation and the CLMA to outline the provision of common services (IT, Human Resources, Legal Counsel, etc.)

108. Refine and approve the draft Organizational Design Principles provided in the Parks, Recreation, and Culture Master Plan so that they can used consistently in future staffing opportunities throughout the Corporation.

109. Further rationalize required staffing levels based on anticipated participation rates due to population growth, current participation rates, and the staffing implications in the Parks, Recreation and Culture Master Plan.

110. Develop a Corporate Succession Plan to ensure organizational sustainability and the development of a pool of staff with the skills and competencies to compete for upcoming positions.

111. Develop a Training and Development Plan summarizing the skills and competencies needed to provide quality services and leadership at all organizational levels and providing consistent training and development opportunities (possibly online).

7.6 Implementation Strategy

An implementation summary is contained in this section. By approving this Master Plan, the Municipality of Clarington and CLMA are not bound to implementing every recommendation and providing the facilities in the order, amount, or timing indicated; rather this Master Plan provides the Municipality and CLMA with guidance on community priorities and sets a general course of action to meet needs as they are presently defined.

For each recommendation, resource implications have been identified particularly if there is a capital cost required for facility development (refer to Table 30 for facility specific costs) or further study, if additional staffing will be required for operations, management, service delivery (see Recommendation #77), or if staff time is required. The timing of the recommendations proposed in this Master Plan recognizes the need for phased implementation, partnerships, and/or outside funding sources as some recommendations are based upon what is needed and not necessarily what may be financially achievable at the present time. The timing of initiatives is organized into the following categories:

- Short-term (2024 to 2028)
- Medium-Term (2029 to 2033)
- Long-Term (2034 to 2036)

The Master Plan will need to be reviewed regularly to identify areas where the availability of resources may affect the timing of implementation. Analysis of implementation options and capital/operating budget implications should be undertaken prior to approving major projects, as well as various funding sources, and partnership opportunities. As part of a five-year update to this Master Plan, reviewing the timing of implementation should also be undertaken. The following is a summary of recommendations in the order that they appeared in the Master Plan.

Parks Plan Recommendations

Recommendation		Timing		
	Resource Implications	Short	Medium	Long
1. Guided by this Master Plan, incorporate a new park hierarchy as part of the Municipality's Official Plan Review to ensure that it reflects parks that exist or are planned in Clarington, as well as to align with modern expectations and best practices in different park types, particularly in emerging intensification areas. The Municipality should review and reclassify its park supply to align with the new hierarchy system.	Staff time	●		
2. Use the recommended park facilities and amenities framework contained in this Master Plan as the basis for developing a detailed design manual to establish standards for facilities and amenities for each park type according to the recommended park hierarchy. As a best practice, the development of indoor community and recreation facilities on parkland should be minimized to ensure that sufficient space is available to meet needs for outdoor recreation and cultural facilities and amenities.	Staff time	●		
3. As part of the Municipality's Official Plan Review, the following actions are recommended to be undertaken as it relates to Section 23.10 of the Official Plan (Parkland Dedication): a. Identify that non-profit housing development, inclusionary zoning affordable units, and additional residential units (as defined in the Planning Act) are exempt from parkland dedication and developments with affordable and attainable residential units are subject to reduced parkland dedication amounts as identified by the Planning Act. b. Update the alternative rate in Section 23.10.3(a), (c) and (e) to one hectare of parkland per 600 dwelling units. c. For the alternative rate, reflect that the amount of parkland conveyed or required as a payment-in-lieu of parkland shall not exceed 10% of land or	Staff time	●		

	Resource Implications	Short	Medium	Long
value of land where the land subject to the development is 5 hectares or less, or 15% of land or value of land where the land subject to the development is greater than 5 hectares. d. Section 23.10.4 shall be updated to reflect that payment-in-lieu of parkland dedication will be calculated at a rate of one hectare per 1,000 dwelling units. e. Identify that the dedication of land that is suitable for the development of parkland should be maximized to achieve the recommended parkland service level and accommodate the outdoor recreation facility needs as identified by this Master Plan. f. Identify that parkland payment-in-lieu rates are frozen as of the date that a zoning by-law or site plan application is filed. The freeze is effective for two years after approval. g. Identify that the Municipality spend or allocate at least 60% of money collected from payment-in-lieu of parkland dedication annually (based on the opening balance of the parkland reserve fund). h. Develop policies guiding the acceptance of encumbered lands such as privately owned public space (POPS) and strata parks based on the guidance and best practices provided by this Master Plan, including Appendix A. Appropriate legal agreements must be established to address park design and construction standards, public access, maintenance, etc. These policies should only be developed if changes to the Planning Act come into effect that obligate municipalities to accept encumbered lands as part of parkland dedication. i. Establish location and development guidelines describing what constitutes acceptable parkland dedication from developers. These guidelines should consider restrictions for encumbered lands such as hazard lands, steep slopes and unstable lands, environmentally protected lands, rights-of-ways and easements, contaminated lands, etc.				

	Resource Implications	Short	Medium	Long
j. Monitor Provincial announcements regarding new or updated legislation relevant to parkland and evaluate the impact on parkland dedication practices in Clarington. Updates associated with the implementation of Bill 23 or to understand regulations/criteria guiding parkland conveyance as it relates to encumbered parkland (e.g., strata parks and POPS), and evaluate its impact on the Municipality's Official Plan Review and Parkland Dedication By-law.				
4. Update the Municipality's Parkland and Open Space Dedication By-law to ensure that it aligns with the amended Planning Act. Refer to Recommendation #3 for applicable changes as part of the update process.	Staff time	●		
5. Through the Official Plan Review, update the Municipality's parkland service target to 2.0 hectares per 1,000 residents, including: a. 1.1 hectares per 1,000 residents for Municipal Wide Parks and Community Parks. b. 0.75 hectares per 1,000 residents for Neighbourhood Parks. c. 0.15 hectares per 1,000 residents of Parkettes, and Urban Squares and Parks.	Staff time	●		
6. Acquire 105.3 hectares of parkland to achieve the recommended parkland service target including: a. 52.6 hectares of Municipal Wide Parks and Community Parks b. 48.7 hectares of Neighbourhood Parks c. 4.0 hectares of Parkettes, and Urban Squares and Parks.	Staff time	Best Practice		
7. Maximize parkland dedication opportunities, particularly in Secondary Plan Areas with an emphasis on acquiring Neighbourhood Parks of sufficient size; working with landowners to prepare a Master Parks Agreement is encouraged;	Staff time	Best Practice		

	Resource Implications	Short	Medium	Long
efforts to acquire a Community Park in the Soper Hills Secondary Plan Area continues to be supported.				
8. Explore alternative acquisition strategies to acquire larger Municipal Wide Parks or Community Parks to augment tools permitted by the Planning Act including, but not limited to, land purchase/lease (e.g., land banking, surplus school sites, etc.), land swaps/exchanges, partnerships, reallocation of surplus land, etc. Accepting a combination of land and cash-in-lieu of parkland is also encouraged.	Staff time	Best Practice		
9. Initiate a site selection process to identify and purchase a minimum of 30 hectares of land to create a sports complex to assist the Municipality in addressing longer-term sports field demand that cannot be accommodated in existing and future parks. Site criteria should include, but not be limited to, location and access, development potential and constraints, land compatibility, expansion opportunities, and user group support and partnership potential.	Staff time	●		
10. Prepare a Park Renewal Strategy to identify opportunities to: renew parks to replace aging components (e.g., like for like), redevelop to replace and/or repurpose amenities ensure they serve evolving community needs, and plan for park enhancements to add new amenities. Candidate parks should consider the age and condition of the park and components, changing demographics, opportunities to minimize service duplication, proximity to intensification areas serving MTSAs, opportunities to be repurposed under-utilized facilities to address other in-demand outdoor recreation opportunities, and other variables. Park renewal should be supported by community consultation.	Staff time and/or cost for further study	●		
11. Work with the Clarington Diversity Advisory Committee, Clarington Accessibility Advisory Committee, and other relevant groups to actively identify and implement inclusive park design for all age groups and abilities, including development of an Accessible Playground Distribution Strategy as outlined in this Master Plan.	Staff time	Best Practice		

	Resource Implications	Short Medium Long
12. Design new and redeveloped parks with a climate change lens with regard for guiding frameworks such as the Clarington Corporate Climate Action Plan to achieve the Municipality's goal of reducing greenhouse gas emissions by 35% by 2030 and net-zero emissions by 2050.	Staff time	Best Practice
13. Develop and renew parks with a focus on safety, incorporating Crime Prevention Through Environmental Design principles, enhancing naturalization efforts and including comfort amenities like shade, seating, signage, and other features to create inviting and welcoming spaces.	Staff time	Best Practice
14. Collaborate with conservation authorities, community groups, and corporate departments to develop and implement strategies that enhance and promote environmental sustainability initiatives and naturalization in Clarington's parks and open spaces.	Staff time	Best Practice
15. Use the conceptual network in this Master Plan to guide the future development of recreational trails in Clarington. Key strategies to strengthen the trail network and to promote active movement within the Municipality include: a. Work with community partners and landowners, agencies, and other levels of government to improve connectivity within and between settlement areas, including north-south connections between the Waterfront Trail, Greenbelt Trail, Oak Ridges Moraine Trail, and Bowmanville Valley Trail to encourage active transportation and expand the trail network. This should include creating a "circle of green" trail around Bowmanville, developing solutions to overcome barriers, including crossing transportation corridors, including Highway 401 and Highway 418, as well as other roadways. b. Establish active transportation routes within future residential areas, particularly in Secondary Plan Areas with connections to the existing network.	Cost for trail development Additional staff required	Best Practice

	Resource Implications	Short	Medium	Long
c. Design new and redeveloped parks with designated circulation areas to guide users through parks and public spaces and connect to on-site amenities (e.g., playgrounds, sports fields, etc.). d. Incorporate trail design features and comfort amenities in appropriate areas to enhance comfort including, but not limited to, signage, seating, shade, drinking fountains/bottle filling stations, bicycle parking, and accessibility features. e. Increase winter snow clearing in strategic areas to encourage year-round physical activity. Appropriate staffing levels will be required to support this initiative as well as training, such as being Smart About Salt Certified, as directed by the Municipality's Corporate Climate Action Plan. Evaluating the feasibility of using salt alternatives is also recommended. f. Have regard for the Municipality's Active Transportation Master Plan and Wayfinding System Strategy to ensure seamless connectivity between off-road and on-road routes and bring greater awareness and promote the use of Clarington's trail system.				
16. Update Clarington's Waterfront Strategy to have regard for the input received and the guidance put forward through this Master Plan, including preserving environmentally sensitive areas such as the Samuel Wilmot Nature Area and undertaking enhancements to encourage greater passive uses along the waterfront, including economic development opportunities, comfort features, and supporting amenities.	Staff time	●		

Facilities Plan Recommendations

Recommendation		Timing		
	Resource Implications	Short	Medium	Long
17. Develop 2 new ice pads as an expansion to the Courtice Arena. Confirmation of the timing and associated amenities should align with the five-year update to the Master Plan and be based on user group participation, ice pad utilization, sport trends, and population growth, including changes in socio-demographic characteristics. Community user groups should be engaged to guide the design process.	Cost for development Additional staff required		●	
18. Continue to engage independent Arena Boards in Newcastle and Orono to maximize ice use to the benefit of Clarington arena organizations. As part of these discussions, explore the possibility of aligning allocation practices of the Arena Boards with the Municipality to ensure that ice time is permitted in a fair and transparent manner.	Staff time	Best Practice		
19. Engage adjacent communities such as the City of Oshawa to negotiate access to arena time for local organizations to alleviate short-term demand for additional ice time.	Cost for negotiated access Staff time	●		
20. Undertake a life cycle and building condition audit of the Darlington Sports Centre to determine its lifespan and investment requirements to guide decisions to maintain the facility for ice or repurpose to other uses.	Cost for further study	●		
21. Explore the feasibility of constructing an indoor aquatic centre concurrently with the first phase of the South Bowmanville Recreation Centre, which should be designed to support both community programming and competitions (although this should not delay the current process). Engage community user groups as part of the design process.	Cost for further study and development	●		

	Resource Implications	Short	Medium	Long
	Additional staff required			
22. Assess the future of the Alan Strike Aquatic Centre and Squash Centre, with consideration given to reinvestment to extend the life of the facility, adaptive re-use opportunities for community programs, or other uses. Decisions regarding the future of the Alan Strike Aquatic and Squash Centre over the longer-term could require an alternative site for another indoor aquatic centre (beyond the time frame of this Master Plan).	Cost for further study		●	
23. Undertake a feasibility study to guide enhancements to the indoor aquatic centre at the Courtice Community Complex to address a broader range of community programming and uses, which may require expanding the facility to the west. Enhancements include reconfiguring and redesigning the teaching pool to reflect what is currently offered at the Diane Hamre Recreation Complex, constructing a warm water therapy pool, and enlarging changerooms.	Cost for further study and development Additional staff required			●
24. Include fitness studio space (or multi-purpose spaces) to support group fitness activities designed with appropriate amenities in new and redeveloped community centres.	Cost for development Additional staff required		●	
25. As part of a twin-pad arena expansion to the South Courtice Arena, assess the feasibility of incorporating an indoor walking track as part of the design, which should have a minimum of three lanes with a rubberized or coated surface.	Cost for development Additional staff required		●	
26. Move forward with converting the indoor artificial turf field at the Bowmanville Indoor Soccer Facility with a double gymnasium.	Cost for development	●		

	Resource Implications	Short Medium Long
27. Continue to work with school boards to maintain and negotiate enhanced access municipal and community access to school gymnasiums.	Cost for negotiated access Staff time	Best Practice
28. Provide multi-purpose spaces in new or redeveloped community centres that are flexibly designed in a variety of sizes and with supporting features to accommodate community programs, rentals, and arts and cultural activities, potential library use, as well as youth and older adult uses.	Cost for development Additional staff required	Best Practice
29. Continue to work with rural community hall partners explore expanding recreation and leisure opportunities for the rural community and to ensure long-term operational success. Facility enhancements and upgrades should be informed by building condition audits and based on maintaining a state of good repair and facility usage trends.	Cost for facility enhancements Staff time	Best Practice
30. Monitor program space needs as population increases in intensification areas with consideration given to partnership opportunities with the development industry to incorporate multi-purpose programmable space within condominium buildings where a gap in the provision of programmable space is identified, which should have regard for public access, flexible, and sufficiently sized spaces, parking accommodations, and supporting amenities such as storage spaces and countertops.	Staff time	Best Practice
31. Direct youth and older adult programming to multi-purpose spaces and community halls to bolster facility utilization to complement existing youth and older adult program and service providers, including at the future South Bowmanville Recreation Centre, potentially through satellite outreach programs in partnership with community organizations.	Additional staff required	Best Practice

	Resource Implications	Short	Medium	Long
32. Design indoor community facilities and outdoor parks with an age-friendly lens to create welcoming, attractive, safe, and accessible spaces for all residents, including youth and older adults. Consultation with youth and older adult residents is encouraged to guide design processes.	Staff time	Best Practice		
33. Work with the Clarington Squash Club to maintain interest in the sport, potentially increasing memberships, pay as you go users, and court bookings. Municipal support may be required to assist with court bookings, promoting club programming, and attracting new players. Monitoring court use will inform future assessments associated with the Alan Strike Aquatic and Squash Centre.	Staff time	●		
34. Proceed with the development of a new full size indoor artificial turf field as part of the South Bowmanville Recreation Centre to replace the existing facility at the Bowmanville Indoor Soccer Facility. While no additional facilities are recommended during this planning period, the Municipality should monitor the use of the new facility to inform future needs.	Cost for development Additional staff required	●		
35. A total of 31.5 unlit equivalent outdoor rectangular fields (equivalent to 21 lit outdoor rectangular fields) are required by 2036. Emphasis should be placed on short-term solutions to optimize the use of existing rectangular fields and replacing the four Clarington Fields through the following strategy.				
a. Undertake strategic improvements to outdoor rectangular fields to maximize the use of existing outdoor rectangular fields, which may include, but not be limited to, enhanced drainage and turf management practices, and adding irrigation, as well as modernizing features such as paved pathways, temporary or permanent washrooms, player and spectator seating, parking, and more. Working with the Darlington Soccer Club and other field users to identify and prioritize field improvements is recommended and to maximize the use of the field supply.	Cost for development	●		

	Resource Implications	Short	Medium	Long
b. Identify suitable locations to install lighting at existing outdoor rectangular fields to increase playing capacity. Candidate sites should have regard for minimum setback distances to adjacent land uses and the use of LED lighting that produces sharp lighting cutoff.	Cost for development	●		
c. Provide a minimum of two lit outdoor rectangular fields with supporting amenities at a future Community Park.	Staff time		●	
d. Engage the Darlington Soccer Club to investigate opportunities to use the Darlington Hydro Fields to accommodate other renters during available time when the fields are not being used by the organization.	Staff time	●		
36. As part of a five-year review of the Master Plan, re-evaluate outdoor rectangular field needs with consideration given to field usage levels, participation rates, and the success of short-term strategies to address field needs. The following strategy is recommended to meet medium to long-term needs:				
a. Direct new outdoor rectangular fields to future parks where opportunities exist, such as at a future sports complex.	Cost for development		●	●
b. Explore partnership opportunities to meet field needs such as working with school boards to enhance the quality of school fields (including adding lighting and other amenities), permit additional school fields, or partner with other landowners such as OPG and the private sector to construct new fields.	Cost for development Staff time	Best Practice		
37. Construct up to 17 unlit equivalent ball diamonds (equivalent to 11 lit ball diamonds) by 2036 in the following manner:				
a. Investigate suitable locations to add lighting to existing ball diamonds to increase playing capacity. Candidate sites should have regard for minimum setback distances from adjacent land uses and the use LED lighting that produces sharp lighting cutoff.	Cost for development	●		

	Resource Implications	Short	Medium	Long
b. Identify and prioritize enhancements to existing ball diamonds to improve utilization including, but not limited to, addressing drainage and grading, irrigating outfields, and adding, replacing, or modernizing amenities to support ball diamond use such as paved pathways, lighting, fencing, spectator seating, washrooms, parking, sunscreens, and lining. Consultation with ball diamond users is recommended.	Cost for development	●		
c. Direct the majority of new ball diamonds to future Municipal Wide Parks (such as at a sports complex) or Community Parks to create multi-diamond sites with amenities to support use such as field lighting and parking; new Neighbourhood Parks of sufficient size acquired in Secondary Plan Areas through parkland dedication, purchase of lands, and or a combination of these, should also be pursued to support localized playing opportunities.	Cost for development	Best Practice		
d. Pursue partnerships to construct new diamonds, or secure access to existing diamonds, to meet needs, including school boards, OPG, private landowners, etc.	Staff time	Best Practice		
38. Identify a suitable site for a full-size cricket field to be used as the primary location for rentals. Once a suitable site has been established, monitor usage (including other sports field demand) to determine the future of the cricket field at Courtice Memorial Park.	Cost for development Staff time	●		
39. Construct 17 new outdoor tennis courts by 2036 to address service gaps and population growth, particularly in emerging Secondary Plan Areas where they can feasibly be accommodated, in the following manner:				
a. Construct 10 tennis courts at five parks in Bowmanville (+10). The Municipality should engage the Bowmanville Tennis club to monitor membership levels to determine if/when additional club-courts are required; club-courts should be provided at a rate of one per 50 to 75 members.	Cost for development	+6	+2	+2

	Resource Implications	Short	Medium	Long
b. Construct four tennis courts at two parks in Courtice (+4).	Cost for development	+2	+2	
c. Construct two tennis courts at a park in Newcastle (+2).	Cost for development		+2	
d. Construct one tennis court in the rural area (+1).	Cost for development	+1		
40. Establish a plan to resurface aging tennis courts with acrylic coating.	Staff time	●		
41. Construct 20 dedicated pickleball courts by 2036 to address service gaps and population growth, particularly in emerging Secondary Plan Areas where they can feasibly be accommodated, in the following manner:				
a. Construct 14 dedicated pickleball courts in Bowmanville, including six to eight courts at a Municipal Wide or Community Park to create a pickleball complex (potentially operated with a sports organization). Remaining courts should be located at existing and future parks, potentially at parks serving secondary plan areas (+14).	Cost for development	+10	+2	+2
b. Construct four dedicated pickleball courts in Courtice, potentially two courts at a neighbourhood park in the north end and two courts at a neighbourhood park in the south end (+4).	Cost for development	+2	+2	
c. Construct one dedicated pickleball court at a neighborhood park in Newcastle. A second court may be considered to support simultaneous play (+1 to +2).	Cost for development			+1 to +2
d. Construct one dedicated pickleball court at a park in the rural area. A second court may be considered to support simultaneous play (+1 to +2).	Cost for development	+1 to +2		

	Resource Implications	Short	Medium	Long
42. Provide eight multi-use courts for activities such as basketball and ball hockey in the following manner, preferably at parks in emerging Secondary Plan Areas where they can be feasibly accommodated:				
a. Construct five multi-use courts in Bowmanville (+5).	Cost for development	+1	+2	+2
b. Construct one multi-use court in Newcastle (+1).	Cost for development			+1
c. Construct two multi-use courts in the rural area (+2).	Cost for development	+2		
43. Investigate opportunities to provide one multi-use court in the north end of Courtice (north of Nash Road) to address a service gap and strengthen geographic distribution.	Cost for development		●	
44. To accommodate two new ice pads at the South Courtice Arena, relocate the existing multi-use court to another location within the site or to another park in Courtice.	Cost for development			●
112. To accommodate two new ice pads at the South Courtice Arena, relocate the existing multi-use court to another location within the site or to another park in Courtice. 45. At the time of basketball court replacement, investigate the feasibility of enlarging half courts or undersized shooting pads to full-size multi-use courts.	Cost for development	Best Practice		
46. Construct 14 new splash pads by 2036 in the following manner at parks in areas serving households with children, including in emerging Secondary Plan Areas:				

	Resource Implications	Short	Medium	Long
a. Construct six splash pads in Bowmanville, with a minimum of one serving the central area of the community (+6).	Cost for development	+2	+2	+2
b. Construct four splash pads in Courtice, with a minimum of one serving the west or north area of the community (+4).	Cost for development	+3	+1	
c. Construct one splash pad in Newcastle (+1).	Cost for development			+1
d. Explore the feasibility of constructing up to three small-scale splash pads in the rural area (+3).	Cost for development	+1	+1	+1
47. To complement the splash pad supply, provide a minimum of one cooling station at a park in or near Clarington's two MTSAs, which could feature a limited number of spray nozzles integrated into the hardscape or as posts, or incorporated as part of a public art display, water fountains, boulders, or other feature.	Cost for development			●
48. Create a capital renewal plan for the outdoor pool and associated amenities at Orono Park. A cost benefit analysis should be undertaken prior to making any future capital decisions.	Cost for development		●	
49. Investigate, at the time of renewal, opportunities to enhance the skate park at Garnet B. Rickard Recreation Complex to improve the user experience, including, but not be limited to, improving visibility and supporting amenities.	Cost for development	●		
50. Construct six skate zones with introductory-level features at existing or future parks, potentially co-located with basketball courts, in the following manner:				
a. Construct three skate zones in Bowmanville, with some potentially at future Secondary Plan Areas (+3).	Cost for development	+1	+1	+1

	Resource Implications	Short	Medium	Long
b. Construct two skate zones in Courtice, with one serving the north end and one serving the south end (+2).	Cost for development		+1	+1
c. Construct one skate zone on the east side of Newcastle (+1).	Cost for development			+1
51. Continue with establishing a new dog park in north Bowmanville with consideration given to the site criteria identified in this Master Plan, including property ownership, minimum size, public access, site condition, appropriate setbacks, and parking. The design should be similar to what is available at Clarington's other locations, including a fenced enclosure with separate areas for large and small dogs and supporting amenities such as shade, lighting and seating.	Cost for development Staff time	●		
52. Construct two compact leash-free dog parks in the Courtice and Bowmanville MTSAs. The Municipality is also encouraged to work with the development sector to create pet-friendly amenity spaces within all future developments.	Cost for development			●
53. Identify a permanent site to relocate the Bowmanville Allotment Gardens. Site criteria for selecting a community garden location should include (but not be limited to), soil quality, grade, sun exposure, drainage, access to amenities, free of hazards, and proximity to medium and high-density residential areas. Inclusive design should also be considered including pathways and raised garden beds.	Cost for development Staff time			●
54. Establish a community garden in Courtice, which should be contingent on working with a community partner to oversee daily operations. Site criteria for selecting a community garden location should include (but not be limited to), soil quality, grade, sun exposure, drainage, access to amenities, free of hazards, and proximity to medium and high-density residential areas. Inclusive design should also be considered, including pathways and raised garden beds.	Cost for development Staff time			●

	Resource Implications	Short	Medium	Long
55. Work with others to create and/or encourage the use of existing non-public community gardens (e.g., churches) and with the development sector to create private amenity space, including rooftop gardens in Clarington's MTSAs.	Staff time	●		
56. Install outdoor fitness equipment at four parks to strengthen geographic distribution. New installations should be at parks in high traffic areas such as along the waterfront trail in Newcastle and Bowmanville (to be reconfirmed through the Waterfront Strategy), Municipal Wide or Community Parks, or in gap areas including at two parks in Courtice's Secondary Plan Areas. Long-term opportunities to provide outdoor fitness equipment in MTSAs should also be explored.	Cost for development	●	●	●
57. Provide playgrounds within 800-metres of residential areas without crossing major barriers such as arterial roads, railways, and waterbodies. New and redeveloped playgrounds should feature high quality design with accessible features. An emphasis should be placed on locating new playgrounds in future parks serving Secondary Plan Areas, which could result in approximately 30 new playground sites by 2036.	Cost for development Staff time	Best Practice		
58. Develop an Accessible Playground Distribution Strategy to identify geographic locations where enhanced and focused accessibility standards can be implemented to the highest level of service.	Cost for further study and development	●		
59. Evaluate opportunities to construct natural playgrounds in strategic locations such as at Municipal Wide and Community Parks, along the waterfront, and parks serving MTSAs. Incorporating natural playgrounds in strategic open greenspaces and natural areas may also be considered to complement the surrounding area.	Cost for development	Best Practice		

	Resource Implications	Short	Medium	Long
60. Promote the use of the existing outdoor lacrosse box to increase utilization while maximizing the space for a variety of activities such as pickleball, ball hockey, etc.	Staff time	Best Practice		
61. Undertake a cultural mapping exercise to establish a full understanding of cultural resources that are available from the Municipality, CLMA, community providers, private businesses, etc. as a tool for bringing awareness and promoting what's available in Clarington.	Staff time	●		
62. Undertake a building condition assessment of the Camp 30 Cafeteria Building to understand the requirements to ensure that the structure is stable to allow for an evaluation of long-term opportunities and potentially for the Jury Lands Foundation to fundraise.	Cost for further study	●		
113. Undertake a building condition assessment of the Camp 30 Cafeteria Building to understand the requirements to ensure that the structure is stable to allow for an evaluation of long-term opportunities and potentially for the Jury Lands Foundation to fundraise. 63. Undertake a feasibility study to update the Visual Arts Centre, including enhancing accessibility and modernizing the building to bolster programming opportunities and achieve long-term success.	Cost for further study	●		
64. Continue to deliver and expand general arts and cultural programs within existing and future indoor and outdoor spaces and ensure that they are designed to accommodate such uses with consideration given to supporting amenities and features. Engaging the arts and cultural community to provide programming within municipal spaces is encouraged.	Staff time	Best Practice		
65. Undertake a feasibility study to confirm the need for an indoor performing arts venue to consider space considerations (e.g., traditional main hall, community	Cost for further study		●	

	Resource Implications	Short	Medium	Long
space, amenities, etc.), evaluate potential locations, partners, design, financial analysis, and consider public and community organization input.				
66. Enhance opportunities to provide outdoor productions and performances such as along the waterfront, Bowmanville Park on the former Zoo Lands, or other locations as they become available.	Staff time	Best Practice		
67. Undertake feasibility studies to implement the recommended library facility strategy outlined in this Master Plan.	Cost for further studies			
a. Add approximately 20,000 square feet of library space in Bowmanville. A portion of library space needs should be met through a future expansion of the South Bowmanville Recreation Centre. A facility fit exercise should be undertaken to confirm the square footage of library space that can be accommodated (preferably in the 12,000 square foot range). The remaining balance should be provided at another location, preferably in the north end of Bowmanville and co-located with a community facility.			●	
b. Expand the Courtice Library Branch to add approximately 10,200 square feet of space, potentially by extending the existing building footprint to the west, which could be undertaken in conjunction with expanding the aquatic facility, as recommended in this Master Plan. Should it be determined that this location cannot be expanded, undertake a feasibility study to determine alternatives to providing library branch space in Courtice.				●
c. Add approximately 2,100 square feet to the west, south or east side of the Newcastle Library Branch.				●
68. As part of library space development and redevelopment, consider leading space and design considerations to provide accessible, fresh, and modern spaces that are relevant and responsive to all users, and are inclusive and flexible to support evolving needs, services, and programming.	Staff time	Best Practice		

	Resource Implications	Short	Medium	Long
69. Increase access to library resources in smaller hamlets and the rural areas of Clarington through alternative service delivery models by providing a bookmobile service for rural residents and installing two library lockers for pick-up and drop-offs. Library book vending machines should also be considered.	Costs to establish library bookmobile and two library lockers	●		
70. Monitor the effect on space utilization resulting from the implementation of the Use of Space Policy and, if necessary, undertake policy revisions.	Staff time	●		
71. Explore alternative historical and/or cultural uses for the Sarah Jane Williams Heritage Centre following completion of renovations to the Bowmanville Branch Library, which will absorb museum artifacts and exhibits, and archives.	Staff time		●	
72. Proceed with co-locating Clarington's heritage buildings in Bowmanville to create a centralized hub, in alignment with CLMA's Strategic Plan.	Cost for development			●
73. Create a plan to bolster museum programming and use of archives with a focus on maximize the use of enhancing CLMA spaces to celebrate and better connect residents to Clarington's past.	Staff time			●

Culture Plan Recommendations

Recommendation		Timing		
	Resource Implications	Short	Medium	Long
74. Create a Public Art Policy to provide guidance on evaluating and approving public art installations and create a Public Art Reserve Fund to assist with	Staff time		●	

	Resource Implications	Short	Medium	Long
acquisition, development, installation, and maintenance; funding which could be made through gifts, bequests, fundraising, levy, or other funding source.				
75. Prepare a Special Events and Festivals Strategy that defines the roles and responsibilities of the Municipality, community organizers, and the CLMA in delivering and facilitating special events. The Strategy should articulate funding and staffing requirements, promotional and awareness strategies targeted to residents and tourists, strategies to address relevant actions of the Municipality's Inclusion, Diversity, Equity and Anti-Racism (IDEA) Strategy, and identify how existing and future physical infrastructure can be incorporated as part of parks and facility designs to deliver quality experiences.	Costs for further study		●	
76. Regularly engage key groups such as the Indigenous community and Aboriginal Sports Council to identify ways to advance reconciliation through parks, recreation, culture, and library services, as well as to inform the Municipality's Engagement and Relationship Building Strategy, actions articulated in Clarington's IDEA Strategy, and CLMA's Repatriation and Decolonization Strategy; there may be synergies in working collaboratively to develop strategies and programs aimed at engaging Indigenous Peoples.	Costs for further study Staff time	●		

Delivering Services Plan

Recommendation		Timing		
	Resource Implications	Short	Medium	Long
77. Provide Municipal and CLMA staff with appropriate supports to deliver exceptional services, which may include, but not be limited to, technology and equipment, professional development and training, and other supports to function as a high performing organization. Appropriate staffing levels must also be considered to implement the recommendations of this Master Plan and	Additional staff required	Best Practice		

	Resource Implications	Short	Medium	Long
should be guided by the organizational and staffing review provided under a separate cover.				
78. Collectively, the Municipality and CLMA should engage with community partners to expand STEM program opportunities, outdoor programming, and creative programming for all age groups to address current gaps and plan for meeting future needs. Clarington's Community Funding Program should continue to recognize the value community partners provide in providing community-based programs.	Additional staff required	●		
79. Expand municipal data collection to determine the penetration and retention rates of the various age cohorts in recreation, culture, library, and sport activities including programs offered in all municipal, school and library facilities (registered and drop-in opportunities).	Staff time		●	
80. The Municipality and CLMA should continue to offer and expand its range of in-person and virtual programs to reach a wider audience, which may be done in partnership with community partners and other program providers to share resources and space.	Additional staff required	●		
81. Expand the CLMA's StoryWalk program within Clarington's parks system, particularly along trails and pathways.	Staff time		●	
82. Undertake an update to the Older Adult Strategy by engaging older adults and all related partners to ensure services are inclusive of an aging and increasingly diverse older adult population.	Costs for further study		●	
83. Regularly review, identify, and assess partnerships or collaborations as programs and services are planned to share resources, deliver joint-programs and services, cross program, and minimize service duplication with the view of improving efficiencies.	Staff time	●		

	Resource Implications	Short	Medium	Long
84. Work with community stakeholder groups and partners to enhance volunteer recruitment and retention strategies.	Staff time	Best Practice		
85. Audit participation among females and those who identify as females to identify strategies to increase participation, in partnership with Canadian Women in Sport Association.	Staff time			●
86. Work with secondary schools to offer leadership courses for a credit toward a high school diploma and look to subsidize leadership courses (including aquatic leadership) until adequate staff numbers are achieved.	Staff time	●		
87. Work with community partners to promote Canada's Movement Guidelines for all age groups.	Staff time	Best Practice		
88. Create a technology strategy for CLMA, potentially in partnership with the Municipality, to guide infrastructure investment and modernization of the CLMA, including in-branch hardware and software, makerspaces, and other technology-related space requirements, as well as equipment for the Library of Things. Exploring the role of artificial intelligence in the library system and in the Municipality should also be an on-going initiative.	Staff time and/or costs for further study		●	
89. Continue to complete Barrier Removal Accessibility Audits of all Municipal buildings and make strategic investments, through the capital budget, to improve access.	Costs for accessibility retrofits Staff time	Best Practice		
90. Develop a resource to assist the Community Services Division and CLMA in identifying and engaging underrepresented populations to increase participation and ensure that opportunities are inclusive of all residents. Having regard for relevant actions contained in the Municipality's Inclusion, Diversity, Equity and Anti-Racism (IDEA) Strategy is recommended.	Staff time		●	

	Resource Implications	Short	Medium	Long
91. Regularly review CLMA collections, resources, and services to ensure that they reflect the needs and interests of a diversifying community.	Staff time	Best Practice		
92. Increase the allowance under the Access Policy for residents experiencing low income as fees for services rise to ensure that the number of opportunities remains similar on an annual basis. The program should be reviewed regularly to ensure the funding provided and eligibility requirements continue to achieve the objectives of the program.	Staff time	●		
93. Create a sponsorship program to offer free Municipal programming for residents.	Staff time	●		
94. Ensure all staff and volunteers are trained to ensure that Municipality and CLMA facilities are safe spaces for all through Safe Spaces Canada.	Staff time		●	
95. Continue to work with community partners to provide social services and resources for at risk and marginalized populations, while balancing the need to provide safe and welcoming spaces for all.	Staff time	Best Practice		
96. Continue to promote and raise awareness about the programs and services provided by the Municipality's Community Services Division and CLMA using a range of print and digital tactics. Opportunities for cross promotion and collaboration between the Municipality and CLMA is encouraged.	Staff time	Best Practice		

Implementation Strategy

Recommendation		Timing		
	Resource Implications	Short	Medium	Long
97. Regularly monitor implementation of the Master Plan, including tracking population growth and trends, development of intensification areas, monitoring	Staff time	Best Practice		

	Resource Implications	Short	Medium	Long
facility use and program participation, group registration, and regular dialogue with the community.				
98. Prepare annual reports to recognize achievements and work plans to identify recommendations to be implemented over the coming year.	Staff time	●	●	●
99. Undertake a five-year update to the Master Plan (2029). Timing may be adjusted depending on the pace of implementation or changes to the community.	Costs for further study		●	
100. Partnership opportunities with community organizations, private sector, school boards, community groups, and others should be explored as part of implementing the Master Plan, taking into consideration the benefits and risks of the partnership, which may be supported by feasibility studies and the development of standardized partnership agreements.	Staff time	Best Practice		
101. Use the Financial Assessment Report prepared in support of this Master Plan to inform the Municipality's budget process, Development Charges Background Studies, Community Benefits Charges Strategy, and related resources. Where appropriate, alternative funding and cost-sharing approaches should be considered including (but not limited to), fundraising, grants, private-public partnerships, sponsorships, surcharges and user fees, capital reserve contributions, leasing space from others, and other strategies to provide the best value to residents.	Staff time	Best Practice		
102. Prior to facility development, or as part of a five-year review of this Master Plan, conduct a review to reconfirm recommended capital funding requirements for facilities and, at this time, assess associated operating impacts to inform the decision-making process.	Staff time	Best Practice		
103. Conduct feasibility studies and business plans (with public input and partnership considerations) prior to undertaking major capital projects to ensure that projects are aligned with community needs and financial capabilities.	Costs for further study	Best Practice		

	Resource Implications	Short	Medium	Long
104. Articulate and gain Council approval for specific levels of service for each discipline to identify public expectations and the resources and efficiencies needed to achieve them.	Staff time	Best Practice		
105. Identify the current costs of providing programs and services, as well as the recommended cost recovery levels in setting a fair Pricing Policy, where applicable.	Staff time	●		
106. Identify service delivery targets in each discipline and report achievements annually to the community for public information.	Staff time	●		
107. Discuss and address the intersections between each department referenced in the Parks, Recreation and Culture Master Plan, including but not limited to: a. The development of online training modules common to Parks Operations, Community Services, and CLMA; b. The development of Standardized Partnership Agreements; c. Streamlining one point of contact for community sport field users; and d. The viability development of a Service Level Agreement between the Corporation and the CLMA to outline the provision of common services (IT, Human Resources, Legal Counsel, etc.)	Staff time	Best Practice		
108. Refine and approve the draft Organizational Design Principles provided in the Parks, Recreation, and Culture Master Plan so that they can used consistently in future staffing opportunities throughout the Corporation.	Staff time	●		
109. Further rationalize required staffing levels based on anticipated participation rates due to population growth, current participation rates, and the staffing implications in the Parks, Recreation and Culture Master Plan.	Staff time	●		

	Resource Implications	Short	Medium	Long
110. Develop a Corporate Succession Plan to ensure organizational sustainability and the development of a pool of staff with the skills and competencies to compete for upcoming positions.	Staff time	●		
111. Develop a Training and Development Plan summarizing the skills and competencies needed to provide quality services and leadership at all organizational levels and providing consistent training and development opportunities (possibly online).	Staff time	●		

Appendix A: A Framework for Accepting Encumbered Lands

With park needs generated by population growth within intensification areas, Clarington will require a multi-faceted strategy for providing parks given the current legislative environment. As previously identified, the amended Planning Act allows municipalities to accept privately-owned public spaces (POPS) and stratified parks (or strata parks) to supplement traditional dedication. Municipalities such as the City of Vaughan have introduced Official Plan policies guiding POPS and strata parks and can be used by Clarington to develop its own framework for accepting encumbered lands.

In Vaughan's Draft 1 Comprehensive Official Plan Amendment (June 2024), a policy framework was introduced to guide the provision of POPS, which identifies that they may be accepted at full credit towards satisfying parkland dedication requirements. The following is a policy summary established by Vaughan for accepting POPS:

- They will be designed, developed, and maintained to City standards and design guidelines with respect to engineering and construction best practices; use the highest-quality materials; and be programmed for wide range of users and abilities.
- They will be located in a prominent public facing location, be open and accessible to the public at all times (including through change of land ownership or use) and provide adequate signage indicating as such.
- They fulfill a required open space need identified for the development or surrounding community.
- They will conform to the criteria established for an equivalent-sized City-owned park.

Vaughan's Draft 1 Comprehensive Official Plan Amendment also provides policies for stratified parks (or strata parks) – which are public parks developed above privately-owned infrastructure. The following is a policy summary established by Vaughan for accepting strata parks:

- The land will be suitable for park construction, free of site constraints with adequate infrastructure servicing.
- Underground strata element should encumber up to 60% of the strata park area to allow for long-term growth of canopy trees.

- The easements or other agreements entered into between the City and owner of the subsurface element ensure the following:
    - Land is permit-ready for active and/or passive park programming;
    - Land is designed and developable to City standards;
    - Does not prohibit or restrict public programming;
    - Will be open and accessible to the public at all times; and
    - Any required repair or renovation to the underlying use that impacts the overlying park shall be undertaken by the underlying owner and completed and returned to the original park condition.

Appendix B: Parkland Dedication Scenarios Under the Planning Act

Parkland Dedication Scenarios under the *Planning Act*, 5-hectare development site

Units per Hectare	Total Units (5-hectare site)	Estimated Persons per Unit	Total Persons	Dedication Rate Applied	Parkland Dedication or Cash-in-Lieu	Hectares per 1,000 residents
15	75	3.4	255	Standard Rate (5% of site)	0.25 ha (land or CIL)	**0.98 ha/1000**
30	150	3.2	480		0.25 ha (land or CIL)	**0.52 ha/1000**
50	250	3.0	750	Alternative Rate (1ha:600 units or 1ha:1000 units CIL)	0.42 ha (land) or 0.25 ha (CIL)	**0.56 ha/1000**
100	500	2.2	1,100		0.5 ha (land – capped) or 0.5 ha (CIL)	**0.45 ha/1000**
150	750	2.0	1,500		0.5 ha (land – capped) or 0.5 ha (CIL)	**0.33 ha/1000**
250	1,250	1.8	2,250		0.5 ha (land – capped) or 0.5 ha (CIL)	**0.22 ha/1000**

Note: Parkland dedication is capped at 10% of the land or value of the land for development or redevelopment sites that are five hectares or less.

Parkland Dedication Scenarios under the *Planning Act*, 10-hectare development site

Units per Hectare	Total Units (10-hectare site)	Estimated Persons per Unit	Total Persons	Dedication Rate Applied	Parkland Dedication or Cash-in-Lieu	Hectares per 1,000 residents
15	150	3.4	510	Standard Rate (5% of site)	0.5 ha (land or CIL)	**0.98 ha/1000**
30	300	3.2	960		0.5 ha (land or CIL)	**0.52 ha/1000**
50	500	3.0	1,500	Alternative Rate	0.83 ha (land) or 0.5 ha (CIL)	**0.56 ha/1000**
100	1,000	2.2	2,200		1.5 ha (land – capped) or 1.0 ha (CIL)	**0.68 ha/1000**
150	1,500	2.0	3,000	(1ha:600 units or 1ha:1000 units CIL)	1.5 ha (land – capped) or 1.5 ha (CIL)	**0.50 ha/1000**
250	2.500	1.8	4,500		1.5 ha (land – capped) or 1.5 ha (CIL)	**0.33 ha/1000**

Note: Parkland dedication is capped at 15% of the land or value of the land for development or redevelopment sites that are greater than five hectares.

Appendix C: Facility Service Level Benchmarking

A facility service level comparison was undertaken with surrounding municipalities and those that are similar in population size and demographic make-up including Ajax, Kitchener, Markham, Milton, Oakville, Pickering, and Whitby. This comparison reflects municipal supplies only. It is important to recognize that service levels may vary in other municipalities as their approach to facility provision may differ compared to Clarington.

Arenas

Municipality	2021 Population	Supply	Service Level
Ajax	126,666	8	1 : 15,833
Kitchener	256,885	11	1 : 23,353
Markham	338,500	10	1 : 33,850
Milton	132,979	6	1 : 22,163
Mississauga	717,691	24	1 : 29,904
Oakville	213,759	13	1 : 16,443
Oshawa	175,400	10	1 : 17,540
Pickering	100,000	5	1 : 20,000
Richmond Hill	202,000	7	1 : 28,857
Vaughan	323,100	8	1 : 40,388
Whitby	138,501	11	1 : 12,591
Average	**247,771**	**10**	**1 : 24,119**
Clarington (2024)	108,757	7	1 : 15,537

Outdoor Skating Rinks

Municipality	2021 Population	Supply	Service Level
Ajax	126,666	1	1 : 126,666
Kitchener	256,885	0	n/a
Markham	338,500	1	1 : 338,500
Milton	132,979	2	1 : 66,490
Mississauga	717,691	2	1 : 358,846
Oakville	213,759	1	1 : 213,759
Oshawa	175,400	0	n/a
Pickering	100,000	0	n/a
Richmond Hill	202,000	3	1 : 67,333
Vaughan	323,100	5	1 : 64,620
Whitby	138,501	0	n/a
Average	**247,771**	**1**	**1 : 181,699**
Clarington (2024)	108,757	1*	1 : 108,757

*Supply includes one under construction in Courtice and excludes two outdoor skating rinks that are planned for Newcastle and Bowmanville (currently being designed).

Indoor Aquatics Centres

Municipality	2021 Population	Supply	Service Level
Ajax	126,666	3	1 : 42,222
Kitchener	256,885	5	1 : 51,377
Markham	338,500	7	1 : 48,357
Milton	132,979	3	1 : 44,326
Mississauga	717,691	12	1 : 59,808
Oakville	213,759	5	1 : 42,752
Oshawa	175,400	4	1 : 43,850
Pickering	100,000	2	1 : 50,000
Richmond Hill	202,000	6	1 : 33,667
Vaughan	323,100	9	1 : 35,900
Whitby	138,501	3	1 : 46,167
Average	**247,771**	**5**	**1 : 46,195**
Clarington (2024)	108,757	3	1 : 36,252

Fitness Spaces and Indoor Walking Tracks

Municipality	2021 Population	Supply	Service Level
Ajax	126,666	2	1 : 63,333
Kitchener	256,885	10	1 : 25,689
Markham	338,500	5	1 : 67,700
Milton	132,979	4	1 : 33,245
Mississauga	717,691	14	1 : 51,264
Oakville	213,759	6	1 : 35,627
Oshawa	175,400	3	1 : 58,467
Pickering	100,000	1	1 : 100,000
Richmond Hill	202,000	2	1 : 101,000
Vaughan	323,100	6	1 : 53,850
Whitby	138,501	1	1 : 138,501
Average	**247,771**	**5**	**1 : 50,472**
Clarington (2024)	108,757	1	1 : 108,757

Outdoor Fitness Equipment

Municipality	2021 Population	Supply	Service Level
Ajax	126,666	8	1 : 15,833
Kitchener	256,885	21	1 : 12,233
Markham	338,500	20	1 : 16,925
Milton	132,979	1	1 : 132,979
Mississauga	717,691	32	1 : 22,428
Oakville	213,759	3	1 : 71,253
Oshawa	175,400	1	1 : 175,400
Pickering	100,000	1	1 : 100,000
Richmond Hill	202,000	9	1 : 22,444
Vaughan	323,100	4	1 : 80,775
Whitby	138,501	4	1 : 34,625
Average	**247,771**	**9**	**1 : 26,207**
Clarington (2024)	108,757	1	1 : 108,757

Gymnasiums

Municipality	2021 Population	Supply	Service Level
Ajax	126,666	3	1 : 42,222
Kitchener	256,885	10	1 : 25,689
Markham	338,500	8	1 : 42,313
Milton	132,979	4	1 : 33,245
Mississauga	717,691	34	1 : 21,109
Oakville	213,759	6	1 : 35,627
Oshawa	175,400	3	1 : 58,467
Pickering	100,000	2	1 : 50,000
Richmond Hill	202,000	13	1 : 15,538
Vaughan	323,100	9	1 : 35,900
Whitby	138,501	13	1 : 10,654
Average	**247,771**	**10**	**1 : 25,957**
Clarington (2024)	108,757	1*	1 : 108,757

*Excludes the mini gymnasium at the South Courtice Arena, which has program limitations due to its small size.

Dedicated Youth Space

Municipality	2021 Population	Supply	Service Level
Ajax	126,666	0	n/a
Kitchener	256,885	12	1 : 21,407
Markham	338,500	4	1 : 84,625
Milton	132,979	7	1 : 18,997
Mississauga	717,691	0	n/a
Oakville	213,759	0	n/a
Oshawa	175,400	2	1 : 87,700
Pickering	100,000	0	n/a
Richmond Hill	202,000	2	1 : 101,000
Vaughan	323,100	0	n/a
Whitby	138,501	3	1 : 46,167
Average	**247,771**	**3**	**1 : 90,849**
Clarington (2024)	108,757	2	1 : 54,379

Dedicated Older Adult Space

Municipality	2021 Population	Supply	Service Level
Ajax	126,666	0	n/a
Kitchener	256,885	1	1 : 256,885
Markham	338,500	5	1 : 67,700
Milton	132,979	1	1 : 132,979
Mississauga	717,691	10	1 : 71,769
Oakville	213,759	5	1 : 42,752
Oshawa	175,400	5	1 : 35,080
Pickering	100,000	1	1 : 100,000
Richmond Hill	202,000	1	1 : 202,000
Vaughan	323,100	20	1 : 16,155
Whitby	138,501	2	1 : 69,251
Average	**247,771**	**5**	**1 : 53,441**
Clarington (2024)	108,757	2	1 : 54,379

Indoor Artificial Turf Fields

Municipality	2021 Population	Supply	Service Level
Ajax	126,666	0	n/a
Kitchener	256,885	0	n/a
Markham	338,500	3	1 : 112,833
Milton	132,979	1	1 : 132,979
Mississauga	717,691	3	1 : 239,230
Oakville	213,759	1	1 : 213,759
Oshawa	175,400	1	1 : 175,400
Pickering	100,000	1	1 : 100,000
Richmond Hill	202,000	1	1 : 202,000
Vaughan	323,100	1	1 : 323,100
Whitby	138,501	2	1 : 69,251
Average	**247,771**	**1**	**1 : 194,667**
Clarington (2024)	108,757	1	1 : 108,757

Library Space

Municipality	2021 Population	Library Branches	Total Area (Sq. Ft.)	Service Level (Sq. Ft. per Person)
Ajax	126,666	3	56,100	0.44
Kitchener	256,885	5	155,214	0.60
Markham	338,500	4	151,401	0.45
Milton	132,979	3	53,337	0.40
Oakville	213,759	7	108,301	0.51
Oshawa	175,400	4	95,085	0.54
Pickering	100,000	3	51,000	0.51
Richmond Hill	202,000	4	102,000	0.50
Whitby	138,501	3	76,800	0.55
Average	**187,188**	**4**	**94,360**	**0.50**
Clarington (2024)	108,757	4	48,704	0.45

Rectangular Sports Fields

Municipality	2021 Population	Supply	Service Level
Ajax	126,666	63	1 : 2,011
Kitchener	256,885	63	1 : 4,078
Markham	338,500	125	1 : 2,708
Milton	132,979	52	1 : 2,557
Mississauga	717,691	247	1 : 2,906
Oakville	213,759	86	1 : 2,486
Oshawa	175,400	67	1 : 2,618
Pickering	100,000	37	1 : 2,703
Richmond Hill	202,000	58	1 : 3,483
Vaughan	323,100	141	1 : 2,291
Whitby	138,501	54	1 : 2,565
Average	**247,771**	**90**	**1 : 2,745**
Clarington (2024)	108,757	52	1 : 2,091

Ball Diamonds

Municipality	2021 Population	Supply	Service Level
Ajax	126,666	33	1 : 3,838
Kitchener	256,885	72	1 : 3,568
Markham	338,500	60	1 : 5,642
Milton	132,979	29	1 : 4,585
Mississauga	717,691	129	1 : 5,563
Oakville	213,759	54	1 : 3,959
Oshawa	175,400	58	1 : 3,024
Pickering	100,000	29	1 : 3,448
Richmond Hill	202,000	40	1 : 5,050
Vaughan	323,100	64	1 : 5,048
Whitby	138,501	37	1 : 3,743
Average	**247,771**	**55**	**1 : 4,505**
Clarington (2024)	108,757	37	1 : 2,939

Cricket Fields

Municipality	2021 Population	Supply	Service Level
Ajax	126,666	1	1 : 126,666
Kitchener	256,885	1	1 : 256,885
Markham	338,500	3	1 : 112,833
Milton	132,979	2	1 : 66,490
Mississauga	717,691	9	1 : 79,743
Oakville	213,759	1	1 : 213,759
Oshawa	175,400	1	1 : 175,400
Pickering	100,000	1	1 : 100,000
Richmond Hill	202,000	0	n/a
Vaughan	323,100	0	n/a
Whitby	138,501	1	1 : 138,501
Average	**247,771**	**2**	**1 : 136,274**
Clarington (2024)	108,757	1	1 : 108,757

Tennis Courts

Municipality	2021 Population	Supply	Service Level
Ajax	126,666	33	1: 3,838
Kitchener	256,885	36	1 : 7,136
Markham	338,500	61	1 : 5,549
Milton	132,979	17	1 : 7,822
Mississauga	717,691	159	1 : 4,514
Oakville	213,759	58	1 : 3,686
Oshawa	175,400	23	1 : 7,626
Pickering	100,000	20	1 : 5,000
Richmond Hill	202,000	93	1 : 2,172
Vaughan	323,100	130	1 : 2,485
Whitby	138,501	33	1 : 4,197
Average	**247,771**	**60**	**1 : 4,111**
Clarington (2024)	108,757	15	1 : 7,250

Pickleball Courts

Municipality	2021 Population	Dedicated Supply	Shared Supply	Service Level
Ajax	126,666	0	7	1 : 18,095
Kitchener	256,885	4	3	1 : 36,698
Markham	338,500	8	8	1 : 21,156
Milton	132,979	3	14	1 : 7,822
Mississauga	717,691	6	40	1 : 15,602
Oakville	213,759	11	30	1 : 5,214
Oshawa	175,400	4	8	1 : 14,617
Pickering	100,000	1	7	1 : 12,500
Richmond Hill	202,000	2	1	1 : 67,333
Vaughan	323,100	0	30	1 : 10,770
Whitby	138,501	21	0	1 : 6,595
Average	**247,771**	**5**	**13**	**1 : 13,103**
Clarington (2024)	108,757	10	2	1 : 9,063

Basketball Courts

Municipality	2021 Population	Supply	Service Level
Ajax	126,666	27	1 : 4,691
Kitchener	256,885	29	1 : 8,858
Markham	338,500	24	1 : 14,104
Milton	132,979	18	1 : 7,388
Mississauga	717,691	56	1 : 12,816
Oakville	213,759	17.5	1 : 12,215
Oshawa	175,400	27	1 : 6,496
Pickering	100,000	14	1 : 7,143
Richmond Hill	202,000	32	1 : 6,313
Vaughan	323,100	75	1 : 4,308
Whitby	138,501	36	1 : 3,847
Average	**247,771**	**32**	**1 : 7,667**
Clarington (2024)	108,757	21	1 : 5,179

Splash Pads

Municipality	2021 Population	Supply	Service Level
Ajax	126,666	6	1 : 21,111
Kitchener	256,885	17	1 : 15,111
Markham	338,500	26	1 : 13,019
Milton	132,979	14	1 : 9,499
Mississauga	717,691	32	1 : 22,428
Oakville	213,759	20	1 : 10,688
Oshawa	175,400	13	1 : 13,492
Pickering	100,000	3	1 : 33,333
Richmond Hill	202,000	15	1 : 13,467
Vaughan	323,100	17	1 : 19,006
Whitby	138,501	19	1 : 7,290
Average	**247,771**	**17**	**1 : 14,975**
Clarington (2024)	108,757	16	1 : 6,797

Skate Parks

Municipality	2021 Population	Supply	Service Level
Ajax	126,666	3	1 : 42,222
Kitchener	256,885	4	1 : 64,221
Markham	338,500	6	1 : 56,417
Milton	132,979	1	1 : 132,979
Mississauga	717,691	10	1 : 71,769
Oakville	213,759	5	1 : 42,752
Oshawa	175,400	3	1 : 58,467
Pickering	100,000	1	1 : 100,000
Richmond Hill	202,000	2	1 : 101,000
Vaughan	323,100	9	1 : 35,900
Whitby	138,501	4	1 : 34,625
Average	**247,771**	**4**	**1 : 56,781**
Clarington (2024)	108,757	5	1 : 21,751

Leash-Free Dog Parks

Municipality	2021 Population	Supply	Service Level
Ajax	126,666	4	1 : 31,667
Kitchener	256,885	3	1 : 85,628
Markham	338,500	2	1 : 169,250
Milton	132,979	2	1 : 66,490
Mississauga	717,691	10	1 : 71,769
Oakville	213,759	7	1 : 30,537
Oshawa	175,400	2	1 : 87,700
Pickering	100,000	3	1 : 33,333
Richmond Hill	202,000	2	1 : 101,000
Vaughan	323,100	1	1 : 323,100
Whitby	138,501	2	1 : 69,251
Average	**247,771**	**3**	**1 : 71,723**
Clarington (2024)	108,757	3	1 : 36,252

Community Gardens

Municipality	2021 Population	Supply	Service Level
Ajax	126,666	1	1 : 126,666
Kitchener	256,885	14	1 : 18,349
Markham	338,500	1	1 : 338,500
Milton	132,979	3	1 : 44,326
Mississauga	717,691	8	1 : 89,711
Oakville	213,759	4	1 : 53,440
Oshawa	175,400	5	1 : 35,080
Pickering	100,000	1	1 : 100,000
Richmond Hill	202,000	8	1 : 25,250
Vaughan	323,100	4	1 : 80,775
Whitby	138,501	1	1 : 138,501
Average	**247,771**	**5**	**1 : 54,510**
Clarington (2024)	108,757	3	1 : 36,252

Playgrounds

Municipality	2021 Population	Supply	Service Level
Ajax	126,666	80	1 : 1,583
Kitchener	256,885	152	1 : 1,690
Markham	338,500	155	1 : 2,184
Milton	132,979	58	1 : 2,293
Mississauga	717,691	266	1 : 2,698
Oakville	213,759	138	1 : 1,549
Oshawa	175,400	113	1 : 1,552
Pickering	100,000	61	1 : 1,639
Richmond Hill	202,000	127	1 : 1,591
Vaughan	323,100	164	1 : 1,970
Whitby	138,501	95	1 : 1,458
Average	**247,771**	**128**	**1 : 1,934**
Clarington (2024)	108,757	63	1 : 1,726

Outdoor Lacrosse Boxes

Municipality	2021 Population	Supply	Service Level
Ajax	126,666	0	n/a
Kitchener	256,885	0	n/a
Markham	338,500	0	n/a
Milton	132,979	0	n/a
Mississauga	717,691	2	1 : 358,846
Oakville	213,759	0	n/a
Oshawa	175,400	0	n/a
Pickering	100,000	0	n/a
Richmond Hill	202,000	0	n/a
Vaughan	323,100	0	n/a
Whitby	138,501	2	1 : 69,251
Average	**247,771**	**1**	**1 : 214,078**
Clarington (2024)	108,757	1	1: 108,757