

Clarington

Municipality of Clarington

Phase 1: Background and Existing Conditions Summary Report

Parks, Recreation, and Culture Master Plan

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Limitations

This Phase 1 Background and Existing Conditions Report was prepared by Monteith Brown Planning Consultants Ltd. and Tucker-Reid & Associates (herein referred to as “the Consulting Team”) for the account of the Municipality of Clarington. The material in this report reflects the Consulting Team’s best judgment in light of the information available to it at the time of preparation. Any use which a third party makes of this report, or any reliance on or decisions to be made based on it, are the responsibility of such third parties. The Consulting Team accepts no responsibility for damages, if any, suffered by a third party as a result of decisions made or actions based on this report.

1. Introduction

This section provides an overview of the Parks, Recreation, and Culture Master Plan and the planning approach, as well as relevant background documents that have been reviewed as part of this process and key accomplishments.

1.1 Parks, Recreation and Culture Master Plan

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 system of active parkland and recreation and cultural facilities, programs and services that are provided by the Municipality and various organizations.

Public parks, recreation and culture services is 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 that considers past studies and achievements, and charters 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
- Program and service delivery.

1.2 Planning Approach

Guided by a Terms of Reference prepared by the Municipality, development of the Master Plan is divided into a five-phase approach. Phase 1 consists of a background review, data collection, and preliminary analysis, as well as an inventory of facilities, programs and services. Phase 2 will focus on community engagement to collect input from residents, stakeholders, staff, and Council through a variety of engagement tactics. A needs assessment analysis will be undertaken in Phase 3 to identify gaps and opportunities in parks, recreation, and culture facilities, and in service delivery, leading to preliminary recommendations. A draft Master Plan will be created in Phase 4 that will consolidate all work, to date, and the preliminary recommendations will be tested with the public. Based on community feedback, the draft Master Plan will be finalized before

being presented to Council by September 2024. Phase 5 will consist of the adoption and implementation of the Master Plan.

1.3 Alignment with Strategic Documents

Clarington is guided by policies and studies that are designed to optimize quality of life through parks, recreation and culture. Up to this point, previous studies have provided successful direction through goals, objectives and recommendations. With strong population growth and intensification anticipated, the Master Plan will pursue a comprehensive planning approach that considers and aligns with other key strategic documents, including those identified below.

Clarington's **2024-27 Strategic Plan** outlines specific goals and action for the current term of Council. The new Strategic Plan's vision is **"to create a connected, dynamic and welcoming community, focused on the future while respecting our past"** and its mission is to **"enhance the quality of life in our community"**. The new Strategic Plan identifies three areas of focus: lead (exceptional municipal services and governance), connect (safe, diverse, inclusive, and vibrant community), and grow responsibly (resilient, sustainable and complete community). Each area of focus identifies expected results, priorities, and actions. Developing this Master Plan was identified as one of Council's key action items to strategically plan and responsibly manage the provision of parks, recreation, and culture services for residents. Other priorities relevant to this Master Plan for each area of focus are highlighted below:

Area of Focus #1: Lead – Exceptional Municipal Services and Governance

- Maintain, protect and invest in Municipal infrastructure and assets.

Area of Focus #2: Connect – Safe, Diverse, Inclusive and Vibrant Community

- Proactively address traffic, management, walkability, livability and connectivity.
- Recognize and celebrate the growing diversity of the community.
- Reduce barriers to municipal programs, services and infrastructure.
- Promote and support local arts, culture, and heritage sectors.
- Begin construction on a new multi-use recreation facility.
- Design and construct outdoor ice-skating amenities.
- Explore a potential location for a performing arts venue.

Area of Focus #3: Grow Responsibility – Resilient, Sustainable and Complete Community

- Determine the future of the historic Camp 30 cafeteria building.
- Consider the creation of a community park on the former Bowmanville Zoo lands.
- Enhance Clarington's waterfront.
- Protect and enhance Clarington's natural heritage.

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In addition to the Municipality's Strategic Plan, several other key strategies, guiding documents, staff reports, and other materials have been reviewed and relevant findings have been embedded into this Master Plan, where appropriate. Documents that have been reviewed include, but are not limited to, the following:

- Municipality of Clarington Official Plan (2018 Consolidation)
- Multi-year Accessibility Plan (2018 – 2023)
- Corporate Climate Action Plan (2021)
- Development Charges Background Study (2020)
- Economic Development Strategy (2023)
- Cultural Heritage Resource Assessment Study – Existing Conditions Report (2020)
- 2023 Clarington Budget (2023)
- Outdoor Recreation Needs Assessment (2020)
- Indoor Recreation Facilities Development Strategy (2017)
- Bowmanville Zoo Park Plan (2023)
- Community Vision for Jury Lands (2019)
- Older Adult Strategy (2015)
- Library Service Review (2016)
- Various staff reports, utilization and inventory data, and other material.

The Municipality is also working on preparing other strategies to enhance the quality of life for residents in Clarington, including the Active Transportation Master Plan and the Waterfront Strategy. Ensuring that the outcomes of this Master Plan is in alignment with these studies will be important to provide residents with high quality parks, recreation, and cultural opportunities that raises the quality of life in Clarington.

1.4 Recent Accomplishments

Clarington takes pride in its parks, recreation, and culture system, which contributes to its high quality of life. In recent years, the Municipality has been able to make significant strides in strengthening its parks, recreation, and culture opportunities, which was made possible through the work of key departments, including Community Services, Planning and Infrastructure Services, and Public Works, as well as the Clarington Library, Museums and Archives (CLMA). Some of the Municipality's most recent accomplishments include, but are not limited to, the following:

1.4.1 Recreation Accomplishments

- Moving forward with the planning and design of Phase 1 to the South Bowmanville Recreation Centre.
- Installed environmentally friendly solar lighting in both the Courtice and Bowmanville off-leash dog parks.

- Steady increase in community services and programs following Public Health and Provincial restrictions related to the COVID-19 pandemic.

1.4.2 Parks Accomplishments

- 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 Zoo lands in partnership with Valleys 2000 for the redevelopment of that property.
- Planning for the development of Camp 30 in partnership with the Jury Lands Foundation.
- Completed construction of several new parks such as Douglas Kemp Parkette, Bruce Cameron Park, and Northglen Park (development of the Newcastle Community Park adjacent to the Diane Hamre Recreation Complex is ongoing).
- Completed conversion of the tennis courts at Stuart Park to four pickleball courts, one of which is an accessible court.

1.4.3 Cultural and Library Accomplishments

- 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 enhancements at the Bowmanville Library Branch (accessibility enhancements at the Orono Library Branch are ongoing).
- Clarington's first makerspace was opened at the Courtice Library Branch.

2. Community Profile

Understanding who lives in Clarington now and who may be living in the Municipality over the next 10-15 years is important to ensure that the parks, recreation, and culture system responds to local needs. This section summarizes the Municipality’s community profile based on available information, including the 2016 and 2021 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.

2.1 Historical and Projected Populations

Statistics Canada reported that between 2016 and 2021, Clarington’s population increased by 10% to 101,425 residents (or 105,270 including Census undercount).¹ Durham Region’s new Official Plan (Envision Durham) contains the most recent population forecasts for its lower-tier municipalities to the year 2051. Envision Durham identifies that between 2021 and 2026, the Municipality will grow from 105,270 to 123,730 residents, or 3,692 persons per year. For the purposes of this Master Plan, it is assumed that the annual growth rate will generally be constant. Based on this assumption, **Clarington is estimated to have a 2024 population of 116,346, which will be used as the base year for this Master Plan.** Envision Durham anticipates that Clarington will grow by approximately 40% to **162,640** residents by 2036 (Table 1), which will be the planning horizon for this Master Plan.²

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.

The Municipality has not yet updated its population forecasts for each settlement area to align with the Region of Durham’s new population estimates; however, past planning exercises and growth forecasts identified that Bowmanville is anticipated to accommodate a large portion of the Municipality’s population growth over the planning period, followed by Courtice and Newcastle. It is expected that growth in these areas will continue, particularly in Bowmanville and Courtice within designated Urban Centres

¹ Statistics Canada 2016 and 2021 Census.

² Durham Region. 2023. Envision Durham Adopted Official Plan, As Amended.

and Major Transit Station Areas (MTSA), including Bowmanville GO and Courtice GO. Planning for the Municipality's MTSA's are ongoing and thus, population projections for these growth areas have not been finalized; the MTSA boundaries have been adopted by the Region of Durham but have not been approved by the Province of Ontario. Population growth is also expected to be accommodated within other strategic areas, including Regional Corridors and within Secondary Plan Areas.

In an effort to achieve the Province's goal of building 1.5 million homes in Ontario by 2031, a target of 13,000 residential units has been allocated to Clarington. As identified in staff report PDS-009-23 (Housing Pledge) the Municipality anticipates that this target will be achievable based on existing development applications, although the timing of development is dependent upon several factors such as market conditions, servicing, availability of labour and material, and other external variables. The aforementioned staff report identified that through known and anticipated development applications, there are a total of 23,067 residential units (including current residential and site plan applications, additional dwelling units, and projected units within Secondary Plan Areas) that are expected to be built out by 2031, which far exceeds the housing target allocated by the Province to Clarington.

2.2 Population by Age Group

Clarington is a greying community, a trend that is consistent across Durham Region and Ontario, which is being driven by the aging baby boomer population. Between the 2016 and 2021 Census, Clarington's median age increased marginally from 39.1 to 39.2 years, which is marginally lower compared to Durham Region (40.0 years) and Ontario (41.6 years).

A review of population growth by age group provides further evidence of Clarington's aging population. Between 2016 and 2021, the population of seniors (ages 70+) and older adults (ages 55 to 69) experienced the most growth, increasing by 30% and 18% (or 2,445 and 2,855 persons), respectively. The population of children (ages 0 to 9) grew by 14% (1,560 persons), while all other age groups increased between 3% and 6% (890 and 980 persons). While it is anticipated that Clarington's population will continue to age, the Municipality's projected housing stock may drive an increase in young adults and new families over the planning horizon, particularly as young Canadians across the Greater Toronto Area (GTA) and newcomers are seeking more affordable housing options compared to other GTA municipalities. Community area population forecasts developed for the Municipality identifies that Bowmanville has a younger age profile compared to Clarington as a whole, while Newcastle's population is older compared to other areas in the Municipality. As a result of these growth patterns, it is anticipated that there will continue to be a need for parks, recreation and culture opportunities that appeal to all age groups and abilities.

Table 2: Municipality of Clarington Population Growth by Age Group, 2016 to 2021

Age Group	2016	2021	Change	
Children (Ages 0 to 9)	11,380	12,940	1,560	14%
Youth (Ages 10 to 19)	11,980	12,665	685	6%
Adults (Ages 20 to 34)	17,530	18,510	980	6%
Mature Adults (Ages 35 to 54)	26,910	27,800	890	3%
Older Adults (Ages 55 to 69)	15,910	18,765	2,855	18%
Seniors (Ages 70+)	8,300	10,745	2,445	30%
TOTAL	92,010	101,425	9,415	10%

Source: Statistics Canada 2016 and 2021 Census.

2.3 Income & Education

Costs associated with recreation programs and user fees, transportation and equipment can be barriers to participating in parks, recreation, and culture activities, particularly for households experiencing financial barriers. Generally speaking, research has found that income levels can influence (or at least be an indicator of) participation levels.

The 2021 Census reported that the median income of Clarington households in 2020 was \$112,000, which is 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) (5% compared to 7% in Durham Region and 10% in Ontario). These findings may suggest that based on income alone, Clarington residents may participate more in recreation, parks and culture activities compared to their counterparts. However, it is important to recognize that not all households have the ability to pay to participate in activities. Removing financial barriers to recreation, parks and culture activities is key to ensure that all residents can participate, regardless of their income. The importance of having access to affordable services is also heightened due to the recent increase in the cost of living in the Ontario.

Similarly, research has found that parks, recreation, and culture participation are correlated to education attainment. The 2021 Census reported that 57% of Clarington's residents have a post-secondary certification, diploma or degree, which is on par with Durham Region (57%) and the Province (57%). Based on education levels, Clarington residents are just as likely to participate in recreation, parks, and culture activities compared to the Region and Province.

2.4 Immigration and Diversity

Immigration levels are another factor potentially influencing recreation, parks and culture interests and participation. Municipalities across the GTA 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% in the 2016 Census.

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Major countries of origin include Europe, Asia, and the Americas. While Clarington's population is not as diverse as Durham Region and Ontario, where 27% and 30% of residents are immigrants, respectively, continued cultural diversification is expected in the future that will drive in the demand for traditional and non-traditional parks, recreation, and culture activities, which speaks to the need for the Municipality to provide opportunities that appeal to broad interests.

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3. Parks, Recreation & Culture Trends

There are numerous parks, recreation, and cultural trends that may potentially affect facility, program, and service needs in Clarington. This section summarizes some of the key trends being experienced across the Province highlights how Clarington is responding or it may influence future needs.

3.1 General Participation Trends

3.1.1 Demand for Drop-In and Unstructured Activities

A common barrier to recreational participation is the lack of free time. Activities such as organized sports, particularly at competitive levels, often require considerable time commitments for travel, training, practices, and other league activities. With lifestyles becoming increasingly busy, multiple competing interests, and an inability for people to commit to structured activities, interest is growing for casual drop-in and unstructured activities that do not require advanced registration and that can be self-scheduled.

Municipalities are evolving their service delivery models to respond to this participation trend by extending operating hours and expanding both the range and frequency of drop-in programs. Clarington provides a range of drop-in and unstructured activities to engage as many residents as possible at times that fit their schedule. Such activities include, but are not limited to, skating, swimming, drop-in sports and activities, library story time, arts and crafts, and outdoor park amenities such as sport courts, playgrounds, open space, and trails.

3.1.2 Active Living and Wellbeing

The 2015 Framework for Recreation in Canada identifies active living as one of its five key goals to engage everyone and foster individual wellbeing, wellbeing of natural and built environments, and community wellbeing. The Framework identifies that there is a positive relationship between physical activity and healthy aging and encourages physically active recreation experiences, physical literacy through programming, outdoor play, and the importance of reducing sedentary behaviours. Statistics Canada's Quality of Life Framework also identifies that community parks, recreation, and cultural opportunities as key contributors to a high quality of life.

Clarington and other municipalities are focusing on strategies to improve activity levels, health, and well-being of their residents by providing a broad range of activities and interests. The aging population in Clarington is a large segment of the population continuing to participate in active interests as they shift away from traditional seniors' activities and towards recreation opportunities focused on wellness and active living, cultural interests, and using the library. Clarington's Older Adult Strategy recognizes the

need to plan for future growth from a recreation perspective, focusing on reviewing facilities, staffing, volunteer resources and programming.³

3.1.3 High Levels of Physical Inactivity

The 2022 ParticipACTION report cards on physical activity graded overall physical activity levels a “D”⁴ for children and youth. The 2021 ParticipACTION report card on physical activity graded moderate-to-vigorous physical activity levels a “C”⁵ for adults. These grades are based on physical activity components of Canadian 24-Hour Movement Guidelines. The findings from these studies suggest that Canadians of all ages are not meeting recommended physical activity levels. This trend is primarily driven by a lack of free time as people are leading busier lifestyles with competing interests. Low physical activity levels also negatively impact both the physical and mental health of Canadians, placing pressure on local healthcare systems.

Research from the Durham Region Health Department indicate that in 2017, 27% of students were either overweight or obese in comparison to Ontario at 28% of students.⁶ While Clarington has a limited ability to influence the daily schedules of individuals, communities can make efforts to facilitate physical activity opportunities such as providing drop-in activities, offering extended facility hours, and promoting the benefits of staying active.

3.2 Parks and Recreation Facility Trends

3.2.1 Multi-Use Recreation Facilities & Community Hubs

Many municipalities are centralizing multiple recreational facilities for both user convenience and cost recovery. Experience in communities across Canada supports the finding that multi-use recreation facilities can provide a greater number of benefits, including the creation of a destination where all household members can gather and engage in various recreation activities, thus contributing to sport development, tourism, and operational efficiency. In many cases library branches are also integrated into these multi-use facility and community hubs.

The creation of “community hubs” has also been a recent focus in many communities as it offers tremendous social benefits, strengthens community cohesion, and fosters enhanced quality of life by providing a central location to deliver a range of services. A

³ Canadian Parks and Recreation Association. 2015. Framework for Recreation in Canada. Retrieved from <https://cpa.ca>

⁴ The ParticipACTION Report Card on Physical Activity for Children and Youth (2022). Retrieved from <https://www.participation.com>

⁵ The ParticipACTION Report Card on Physical Activity for Adults (2021). Retrieved from <https://www.participation.com>

⁶ Durham Region Health Department (2018) Trends in Overweight and Obesity. Retrieved from <https://www.durham.ca/en/health-and-wellness/resources/Documents/HealthInformationServices/HealthStatisticsReports/Overweight-and-Obesity-Trends-in-Students.pdf>

community hub is a central access point for a range of needed health and social services, along with cultural, recreation, and green spaces to nourish community life. The Courtice Community Complex is a local example of a community hub that combines an indoor aquatic centre, fitness centre, multi-purpose space and a library branch at a central destination. The Municipality is also currently planning and designing the first phase of the South Bowmanville Recreation Centre, which will include an indoor artificial turf field, double gymnasium, indoor walking track, and multi-purpose program space.

3.2.2 Multi-Use Parks

There is a growing demand for parks that contain something for everybody, rather than those designed for single uses. While single use parks still have merit in appropriate locations (e.g., sports field complexes), parks that provide opportunities for a range of ages, family/household types, and abilities are viewed as spaces for inclusive activity. Furthermore, there has been a considerable trend province-wide towards participation in non-programmed (spontaneous) outdoor activities such as pick-up sports, picnicking, family gatherings, special events, community gardens, etc. In this sense, parks can be viewed as “outdoor community centres” that combine a number of programmed and non-programmed uses. Consideration is also being given to supplementary amenities such as washroom facilities, covered shelters/shade structures, Wi-Fi, sport-friendly features, etc. Incorporating natural areas and linkages to trail networks are also becoming increasingly important in serving local community needs.

3.2.3 Multi-Seasonal Parks

While the majority of park usage occurs in the summer months, many communities are creating formal and informal year-round opportunities within their parks system. Berms and hills can be used for tobogganing while recreational infrastructure such as hard surface courts (e.g., tennis, pickleball or basketball) can be flooded during the winter to provide outdoor ice skating, although the warmer winter weather has made it more challenging to maintain natural ice rinks. Some municipalities have constructed covered refrigerated skating pads within parks, which are also used as sport courts during the warmer seasons. While this does create efficiencies over providing and maintaining two separate facilities, the supply of multi-season outdoor facilities may reduce the lifespan of infrastructure due to increased wear and tear requiring higher levels of year-round maintenance.

Positioning parks to be year-round destinations is a way to maximize physical activity goals and encourage recreation in all weather conditions. Strategic tree planting and landscaping can create wind buffers to offset the winter wind chill and blowing snow, while ensuring that internal park walking circuits are free of snow and/or creating cross-country ski paths can facilitate greater year-round use. Strategically locating supporting amenities that are designed for year-round use such as winterized washrooms can also draw park users during the colder season. The provision of washrooms that are intended to be used year-round tend to be located at higher order parks that receive a

greater level for use such as at Municipal Wide and Community Parks. While there are inherent costs associated with winter maintenance (even if it is limited to plowing of parking lots), the availability of no-to-low-cost activities throughout the year is a benefit to the community and encourages equitable access to parks and trails.

3.2.4 Sports Competition & Development

Organized sport, in general, but particularly at high-performing levels, requires access to specialized facilities whether they are aquatic centres, arenas, sports fields or others. While some communities make full use of large competition facilities such as stadiums, there are many ways for recreation facilities to support the needs of athletes and competition. To address these needs, consideration needs to be given to facility design and retrofitting to create opportunities for organizations to use facilities for training and/or competition. Examples of how recreation facilities can be sport-friendly are highlighted below:

- **Aquatic centres:** While most national/international sanctioned swimming competitions require a 50-metre pool, modifications of traditional 25-metre pools can support athletic development. For example, ensuring a water depth of 1.25 metres at the shallow end is required to accommodate flip turns. The addition of bleacher seating can also create opportunities for local competitions.
- **Arenas:** Building arenas to NHL or Olympic regulation size ensures that athletes are practicing and playing on an appropriate rink. The provision of bleacher seating allows for spectators during practices and competition.
- **Sports Fields:** Co-locating regulation size sports fields at a park ensures that sports teams are able to meet their practice and competition needs. This can be further enhanced through the development of dedicated sports complexes to relieve pressure from parks, particularly those that are located within residential areas of Clarington where there may be conflicts between sports users and local residents or park users. Supporting sports field amenities such as field lighting, parking, seating, change facilities, and more, support games and competition, augmenting the overall user and spectator experience.

3.2.5 Aging Infrastructure

The 2019 Canadian Infrastructure Report Card found that approximately one-third of Canada's sports and recreation facilities were considered to be in "Fair" condition or worse. This suggests that municipal sports and recreation facilities require attention, show signs of deterioration, or have deteriorating components.⁷ Provincially, many municipal facilities were constructed in the 1950s and 1960s and since this period, infrastructure province-wide has been underfunded. These pressures have been somewhat alleviated through various provincial and federal stimulus plans. Initiatives

⁷ Canada Infrastructure. 2019. Canadian Infrastructure Report Card. Retrieved from <http://canadianinfrastructure.ca>

such as the Investing in Canada Infrastructure Program (ICIP) will see up to \$30 billion in funding allocated to various community, culture, and recreation projects across the country.

The Municipality of Clarington has benefited from federal grant programs in the past. For example, Clarington received \$455,000 through the Canada 150 Community Infrastructure Program towards renovations to the Garnet B. Rickard Recreation Complex, which was completed in 2017, and included improving accessibility and functionality of the facility. Major renovations have been undertaken to other aging facilities, including Alan Strike Aquatic and Squash Centre (constructed in 1982) in 2015 and Darlington Sports Centre (constructed in 1975) in 2010 to extend their useful life for another 10 to 15 years, and decisions will need to be made regarding the long-term future of these facilities.

3.2.6 Barrier Free Design

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 residents living with some form of disability. Clarington 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 actionable 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 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).

3.2.7 Environmental Sustainability and Climate Change

According to national polling conducted by Ipsos, climate change was identified as the seventh most important issue facing Canadians in 2022. While this is a decrease in importance compared to previous years, concerns continue to remain. Many communities are placing a greater emphasis on the development of passive park space (e.g., woodlots, prairie grasslands, flower gardens, civic gathering spaces, etc.), often ensuring that a portion of new active parks remain in a natural state, which typically involves reduced grass cutting, planting of native species, community gardens, and public education to create awareness in the community. Interpretative signage and public art in appropriate areas can help park patrons understand the significance of indigenous or significant plants and habitats.

Stewardship initiatives can also include shore-line restoration, enhancing wildlife habitats, tree plantings, restoring local ecosystems with native plant species, installing drinking fountains, and education to share ideas about the environment.

Linked to sustainability and environmental goals are efforts to promote urban design features that integrate climate change mitigation and adaptation. Since Durham Region declared a climate emergency in January 2020, Clarington and the Region's other municipalities have been involved in a variety of initiatives such as the LEAF Backyard Tree Planting Program. This program offers subsidized tree planting that boosts efforts to combat climate change while increasing the inventory of native trees and shrubs in the region⁸. Clarington has also supported a Trees for Rural Roads Program over the years.

Other initiatives from the Municipality include the 2021 Corporate Climate Action Plan, which outlines specific actions to respond to both adaptation and mitigation components. Examples include converting outdoor lighting to energy efficient LEDs, extending pool hours during extreme heat events, incorporating more shade structures, and designing new splash pads that consume less water.

3.3 Culture Trends

3.3.1 Forces Shaping the Future of Ontario's Culture Sector

The cultural sector can be heavily influenced by the increase in economic interconnectivity and interdependencies associated with globalization. Increasing connections between people, businesses, and countries are expanding, thus bringing increased trade, investment, and international movement and migration of people. Globalization provides the culture sector with additional opportunities for co-creation and production, and the opportunity to promote and export internationally and attract foreign investment and audiences. Additionally, the influx of international immigration opens opportunities to create an inclusive and welcoming environment for the celebration of global culture (e.g., Cultural Festivals celebrating Diwali, Eid, Chinese New Year, or Nowruz).

Leveraging these skills, connections and cultural richness can differentiate one community from another in efforts to attract residents, visitors, and business. However, this may pose a risk in maintaining opportunities for Ontarians to create, discover, and participate in local culture. Globalization may also, in turn, destroy the value or awareness of one's own cultural diversity due to homogenization or infiltration.

The Ontario economic growth forecast is currently very weak for the immediate future, with the GDP projected to increase only modestly in 2023 in contrast to 3.7% last year

⁸ Durham Region (2022). Durham Region battles climate change by welcoming Brock and Clarington into tree planting program. Retrieved from <https://www.durham.ca/en/news/durham-region-battles-climate-change-by-welcoming-brock-and-clarington-into-tree-planting-program.aspx>

in 2022. This is a result of slower employment growth and a weaker home resale market.⁹

Changing demographics will also play a role as age and diversity are an important driver of arts and culture. The Province of Ontario continues to be Canada's most populous and culturally diverse province consisting of the most new immigrants in 2022, which fuels innovation and attracts creative individuals and companies to locate here. The Province of Ontario is also home to many First Nation, Metis and Inuit people and is home to the largest Francophone population in Canada outside of Quebec.

The culture sector must be able to adapt to the changes in the economy and community demographics. Accommodating new forms of arts and culture to cater to the needs of the population will be critical, and introducing innovative forms to the creative industry will be imperative.

3.3.2 Arts and Culture as Catalysts for Revitalization

Over the last 30 years, the importance of arts and culture in cities has proliferated as the essence for creating economically and socially prosperous communities is recognized. Arts and culture can add to the quality of life of a downtown and a municipality as a whole by attracting people to these places and providing activity and vibrancy.

According to Richard Florida's creative city theories, creativity follows creativity; that is, creative people tend to follow and locate with other creative individuals to form creative clusters. Florida argues that cities should expand and stimulate their economy by competing for talented, creative individuals – this can be done through investing in creative hubs that pool talent.

Establishing creative hubs can lead to an increase in economic growth and positive exposure through an increase in domestic and international tourism, a new market for local goods and services, and creating a friendly and exciting environment that retains a talent pool of creative people. For social benefits, cultural/creative hubs can improve community vibrancy and social cohesion, and overall promote neighbourhood regeneration.

3.3.3 Digital Transformation of Culture

The cultural sector has been transformed by the growth of the digital space, which has only been accelerated by the COVID-19 pandemic. Digital technology has allowed creative individuals to no longer rely on traditional means of production, distribution, and

⁹ Government of Ontario. (2023) Economic Performance and Outlook. Retrieved from <https://budget.ontario.ca/2023/chapter-2.html#:~:text=Ontario's%20real%20gross%20domestic%20product,2.4%20per%20cent%20in%202026>

marketing. It has allowed the creator to engage with their audiences directly and allows for creators to reach mass markets across borders.

The culture sector must adapt to digital transformation to keep up with the interests of Canadians. According to Statistics Canada, in 2020, 92% of Canadians used the internet, with approximately 62% of seniors aged 75 and older reporting internet use.¹⁰

These trends provide significant opportunities for culture, allowing for and responding to new forms of engagement. Municipalities are acknowledging this rise of the digital revolution, incorporating the development and optimization of cultural spaces to utilize digital technology and infrastructure to enhance the creative industry scene.

3.4 Library Trends

3.4.1 The Importance of Libraries

Public libraries remain a core institution for Canadians, consistently evolving and innovating in line with rapid advances in technology world-wide. Canada's increasing shift towards a knowledge-based economy and the role of "creative industries" mean that public libraries play a pivotal role within their communities. Libraries are places of learning, creativity, socialization, and collaboration among all facets of the population. Their position as critical focal points in the community remains though for somewhat different reasons than the past; libraries are utilized to fulfill objectives surrounding economic development and civic placemaking that contribute to the social, economic, and cultural fabric of the community. This means that the very way in which libraries operate in the modern age is different than in the past.

The transformative change experienced in modern libraries is driven by broad technological and societal trends. The development of mobile and portable technologies ranging from Wi-Fi to eBooks, tablets and smart phones is key to this. Equally important are social trends emphasizing creativity, social justice, experience, collaboration, sociability, community connection and lifelong learning. Such social and technological changes are unfolding and interacting in ways that are affecting customer experience, collections, community relationships and, in turn, physical space. The steady flow of in-person visits to Clarington Library, Museum & Archives (CLMA) branches and the growing use of digital resources is an example that illustrates the continued importance of the library and its adaptiveness to current trends.

3.4.2 Libraries as Third Places

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. Oldenburg writes: "The third place is a generic designation for a great variety of public spaces that

¹⁰ Statistics Canada (2020) Canadian Internet Use Survey. Retrieved from <https://www150.statcan.gc.ca/n1/daily-quotidien/210622/dq210622b-eng.htm>

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.

CLMA plays an important role as a third place in the community that offers a safe and inclusive space that is welcoming of all residents, regardless of age, cultural background, orientation, income, gender identity, etc. CLMA spaces and services support civic engagement, social inclusion and equity, a culture of learning and multiple literacies, and economic vitality in the Municipality. Furthermore, the pandemic has resulted in more people working from home and, for some, this may become permanent. These trends mean that new and renovated libraries 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.

3.4.3 Library Design

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.

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. Specific responses may include (but are not limited to):

- 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;
- reconfigured administration workspaces;
- larger, accessible washrooms with more touchless features;
- more expandable network infrastructure;
- large, multi-purpose rooms to accommodate study, meetings, learning and programs;

- aesthetically-pleasing environments;
- space-making with furniture choices and configurations;
- 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.

3.4.4 Libraries Using Technology

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. A leading trend in the library sector is the emergence of 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. 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.

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.

Public libraries help bridge the "digital divide" by offering digital and wireless technologies to low-income residents and expand their access to knowledge and resources. Provision of these services not only provides users with access to devices that may otherwise be out of reach, but also empowers upward mobility through connectivity. Libraries need to be well-equipped with technologies that facilitate connected learning environments, as well as comfortable seating that is in close proximity to outlets for charging devices.

3.4.5 Galleries, Libraries, Archives and Museums

Galleries, libraries, archives, and museums collectively form the "GLAM" sector. 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

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work together to provide services efficiently and effectively. For example, as noted below in Clarington, there are library systems that oversee archives and museums to protect, preserve and promote local records, artifacts, and resources. To a certain degree, some libraries also incorporate galleries to display works by notable artisans and crafts persons.

In 2016, the Municipality of Clarington initiated a process to explore a merger between Museum and Archives Board with the CLMA (among other operating approaches). A report prepared by Clarington staff identified 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. This merger was completed in January 2020; it did not result in an expansion of library space but the responsibilities and management of two buildings were transferred to the Clarington Library (now CLMA).

The transfer of archive services also took place in the Town of Whitby. Local archives were previously the responsibility of the Whitby Historical Society and the Town of Whitby, which were located in a heritage building. During the planning of the Whitby Central Library, archive responsibilities were transferred to the Whitby Public Library as there was synergies between these two services. The Whitby Public Library provided similar community services such as genealogy and historical resources (e.g., photographs, newspapers, etc.) and thus, there were benefits and efficiencies associated with programming, storing and cataloging material. Archive space was incorporated into the design of the Whitby Central Library, which is located on the second floor and includes two offices, display space, shelving, and a common workspace to view material. Additionally, storage space is available in the basement of the Whitby Central Library.

Similarly, the Ajax Public Library entered into a formal agreement with the Town of Ajax in 2022 to transfer the Town's Archive to the Library. Some of the primary mandates include raising the profile of the Town's archives, preserving the Town's artifacts and archives, and integrating the Town's diverse community into its collection.

3.5 COVID-19 Impact Trends

The COVID-19 pandemic has impacted the demand for, and delivery of, parks, recreation and culture services. While Clarington has fully reopened to the public, the ultimate impact on the scope and scale of the pandemic is still unknown. Long-term planning and strategic investment are vital to support the significant role that the parks, recreation and culture sector plays in personal, social, and economic recovery and revitalization.

Over the short- to long-term, the Municipality will need to closely monitor demand, participation, and usage levels of its facilities, programs and services and adjust resource allocation, as necessary. Working with local community organizations as the Municipality recovers from the COVID-19 pandemic will be critical to ensure that these groups continue to be successful over the long-term. The following are some potential impacts the pandemic may have on the sector in the short- to longer-term.

- Emphasis on health equity and access to parks and trails;
- Growing interest in unstructured, individual, and small group activities;
- Desire for outdoor spaces (including four seasons use), placing pressure on trails, parks, libraries, waterfront, washrooms, etc.;
- A possible shift in prime-time demand as people work more flexible hours;
- Volatility in volunteers;
- Greater challenges in securing part-time facilities, culture and recreation staff;
- Changes to operations (e.g. demand for touchless services, cleaning, visitor management, staff training, etc.), possibly requiring higher levels of subsidy;
- Impacts on building design (ventilation, spacing, access/egress, mid-door spaces, etc.);
- Constant engagement and communication – need accurate and real-time information;
- Rethinking of some third-party partnerships (schools, etc.); and
- Greater use of technology to help support changes (virtual programming, library use, etc.).

4. Parks, Trails, and Waterfront Overview

For the purposes of this Master Plan, parks or parkland refer to all lands that are classified in Clarington's Official Plan as Municipal Wide Parks, Community Parks, Neighbourhood Parks, Parkettes, Public Squares, and Hamlet Parks. Parks consist of tableland suitable for the development or installation of built recreational, civic, or cultural amenities such as sports fields, playgrounds, hard surface courts, special event spaces, and other space that may be used for organized and unorganized activities, although these parks may also include natural features.

This section provides an overview of Clarington's existing parkland classification system and service targets, supply, parkland dedication policies, recreational trails, and the waterfront. It should be noted that a Funding Discussion Paper has been developed as a companion document to this background report that provides a detailed overview of how parks, recreation, and culture services are funded, as well as the legislative framework.

4.1 Parkland Classification and Targets

Local land use planning, including planning for municipal parks, is guided by the Municipality of Clarington Official Plan. Clarington's current Official Plan was adopted in 1996 and was last updated and consolidated in 2018. The Municipality recently initiated an Official Plan Review to ensure that its land use policies are reflective of changing local needs and to ensure that they are positioned to accommodate future population growth that is expected to occur. The Official Plan Review will also conform with the new Durham Region Official Plan and changes to provincial policy and legislation such as Bill 23. For the purposes of this section, all references to the Official Plan relate to the current version that is in force and in effect.

Section 18.3 of the Official Plan contains Clarington's parkland classification system, which is used to guide park development and identify different amenities that should be considered within each type. The Municipality has six park types – Municipal Wide Parks, Community Parks, Neighbourhood Parks, Parkettes, Public Squares, and Hamlet Parks. The Official Plan defines each part type below:

- **Municipal Wide Parks** are specialized parks designed to serve the entire Municipality. They may be developed to support recreation or cultural facilities that are one of a kind and have specialized location requirements or take advantage of specific attributes such as natural or cultural heritage features. The size and shape of Municipal Wide Parks shall depend on the attributes of the property and the specific program for the park.
- **Community Parks** are designed to serve the recreational needs of several neighbourhoods, providing outdoor and indoor recreational facilities, non-programmed open space, and linkages to the Regional and Municipal trail system. Community Parks shall have a size of between six to 12 hectares.

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- **Neighbourhood Parks** are to serve the basic active and low intensity recreational needs of the surrounding residents. Neighbourhood Parks shall be of a size between 1.5 to three hectares depending on the area served and the activities to be provided.
- **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 one hectare in size. They are required whenever the Municipality deems it necessary to augment or adjust the park requirements of any neighbourhood.
- **Public Squares** are intended to enhance the public realm by providing defined spaces for social interaction and are generally incorporated within Priority Intensification Areas or other high traffic areas. They shall be up to one hectare in size and can be used for cultural events, public art, farmers’ markets, and small-scale outdoor activities/games. They shall be highly visible from the dominant street frontage and shall be designed to support activity year-round.
- **Hamlet Parks** shall provide active and low intensity recreation facilities for hamlets and the surrounding rural community. Generally, Hamlet Parks shall have a minimum size of four hectares.

Most municipalities use population-based targets to calculate and plan parkland supply. A parkland target is particularly important as it is becoming more complex and costly to secure quality parcels for parkland within new higher density forms of development. Traditionally, residential intensification has generated less parkland 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 Municipality’s parks system.

On a Municipal-wide basis, the Official Plan identifies that parkland standard is 1.8 hectares per 1,000 persons 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.

Park Type	Target
Municipal Wide Park and Community Park	1.0 hectares per 1,000 persons
Neighbourhood Park, Parkette, Public Square	0.8 hectares per 1,000 persons
Total (sum of the park type targets)	1.8 hectares per 1,000 residents

4.2 Parkland Dedication Policies

The Planning Act is the parkland conveyance authority and facilitated through the Municipality's Official Plan and Parkland and Open Space Dedication By-law. Under the Planning Act, municipalities may levy a standard rate of 5% of developable residential lands (or cash-in-lieu) or 2% for commercial and industrial lands. Notable changes were recently made to the Planning Act as a result of Bill 23 (More Homes, Built Faster Act). This Act results in a reduction of parkland dedication and cash-in-lieu requirements, particularly in areas of higher density. A summary of recent changes is highlighted below:

- 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 under five hectares 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 two years after approval.
- 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 and privately-owned public space (POPs). 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 accepted 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 plan 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.

The Municipality's parkland dedication policies are contained in Section 23.10 of the Official Plan. Updating this section to reflect changes as a result of Bill 23 are being undertaken as part of the Municipality's Official Plan Review. The Funding Discussion Paper, which is a companion document developed as part of the Master Plan, provides additional information about the implications of Bill 23 and other details regarding parkland conveyance, community benefits, and funding tools.

4.3 Parkland Supply

According to the Municipality’s GIS parkland inventory, Clarington has approximately 243 hectares of parkland. This parkland typically consists of tableland suitable for development or installation of built recreational or civic amenities (such as sports fields, playgrounds, courts, etc.) that may be used for both organized and unorganized activities, although these parks may also incorporate natural features. A summary of parkland by park type is contained in Table 3. Excluded from this total supply includes any future or undeveloped parks from secondary plan areas, as well as the Bowmanville Zoo lands and Camp 30. Also excluded are open spaces and natural areas such as the Samuel Wilmot Nature Area and non-municipal parks and open spaces, including Darlington Provincial Park, schools, and lands owned by the Central Lake Ontario Conservation Authority such as the Bowmanville Valley Conservation Area, Stephen’s Gulch Conservation Area, Thurne Parks Conservation Area, Long Sault Conservation Area, and Enniskillen Conservation Area.

Table 3: Municipality of Clarington Parkland Summary

Park Type	Supply (hectares)	Current Service Level	Official Plan Recommended Target
Municipal Wide Park	95.5	0.95 hectare	1.0 hectare
Community Park	15.2	per 1,000 persons	per 1,000 persons
Neighbourhood Park	111.6	1.1 hectares	0.8 hectares
Parkette	20.1	per 1,000 persons	per 1,000 persons
Public Square	0.4		
Total	242.8	2.1 ha per 1,000 persons	1.8 ha per 1,000 persons

Excludes future/undeveloped parks from secondary plan areas, Bowmanville Zoo lands, Camp 30, open spaces such as the Samuel Wilmot Natura Area and other open space and naturalized areas, as well as non-municipal lands including the Orono Fairgrounds, Darlington Provincial Park and lands owned by the Central Lake Ontario Conservation Authority.

Clarington is currently in the process of planning, designing, or developing new parks in Bowmanville, Newcastle and Newtonville that have been dedicated to the Municipality through the development process. The Municipality has also been active in acquiring properties for the purposes of future park development, including the Bowmanville Zoo and Camp 30.

The former **Bowmanville Zoo lands** were transferred to the Municipality in 2018. A Parks Master Plan for the zoo lands was completed in 2023 in partnership with Valleys 2000 and other stakeholders, to create a design concept and cost estimates for recommended recreational facilities and amenities. The Municipality also retained a consultant to refine the concept, develop a feasibility/implementation program, and secure Conservation Authority support in the early stages. At 13.7 hectares (34 acres), the concept reimagined the site as a public park that may include a range of features

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such as performing arts and event space, amphitheatre, playground areas (including a natural playground), multi-use field, picnic area, commemorative forest, visitor centre, outdoor classrooms, community garden, natural areas, trails, and interpretive signage.

In 2016, the Municipality made an agreement with developers to transfer the ownership of approximately 6.3 hectares of land on the east side of Bowmanville for a Municipal Wide Park. The property includes five heritage buildings and surrounding greenspace, which was formerly known as **Camp 30**. To date, only one of the five buildings has been transferred to the Municipality. Camp 30 was originally constructed in 1925 as a boys training school and since its time, it has undergone a number of uses, including a POW Camp for German soldiers during the Second World War. Following the War, it was used as a private school, Catholic secondary school, then an Islamic University until it closed in 2008. In 2013, Camp 30 was designated as a National Historic Site. The Municipality designated the site under Part IV of the Ontario Heritage Act in 2018. Development of the future Municipal Wide Park is guided by Section 16.7 of the Official Plan that contains policies for Special Policy Area F that relate to Camp 30, as amended by Official Plan Amendment No. 121 (OPA 121). OPA 121 identifies that the Municipal Wide Park should encourage the preservation and enhancement of the views and vistas of heritage buildings, central green and natural heritage features. The existing buildings are also to be adaptively reused to accommodate a range of uses that would positively contribute to the surrounding residential community, and replanting and restoring the natural landscape.

In addition to these known future parks, Clarington has a number of Secondary Plan Areas (SPAs) where the Municipality is expected to receive additional parkland. Based on a review of these SPAs, there are approximately 46 hectares of active parkland in these SPAs, which are primarily Neighbourhood Parks and Parkettes. It should be noted, however, that the timing and development of these parks is not defined and may not take place during this planning period. With recent changes to the Planning Act, particularly regarding the amount of parkland municipalities can require as part of the development process, it is not known if this parkland amount will change. Additionally, some SPAs are in the planning process and thus the Municipality may receive additional future parkland, which is currently being negotiated.

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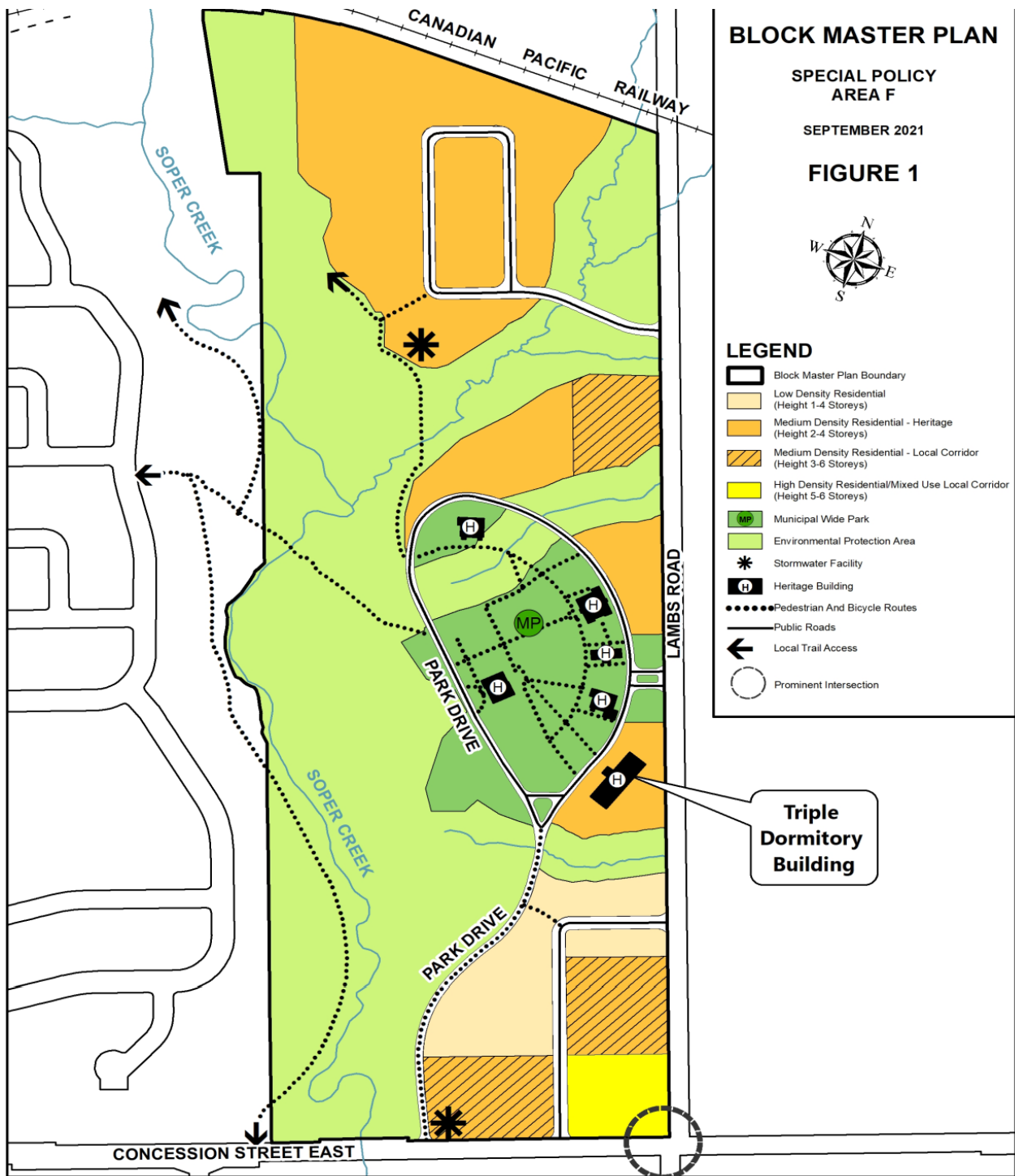
Figure 1: Bowmanville Zoo Lands Design Concept



Source: Bowmanville Park Concept, 2023

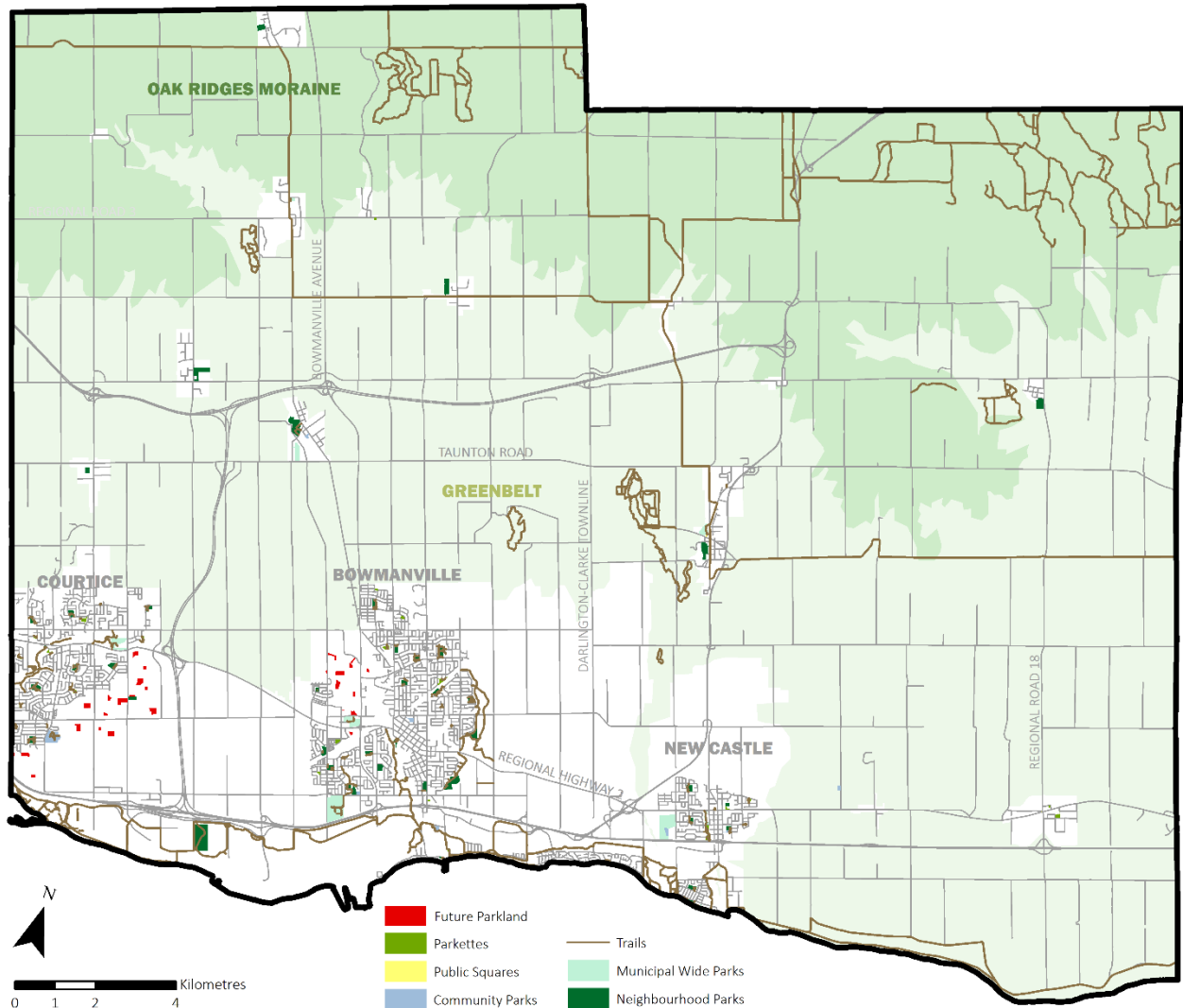
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Figure 2: Excerpt of Special Policy Area F Block Master Plan from Official Plan Amendment No. 121



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Figure 3: Distribution of Parkland



Data Source: Municipality of Clarington, 2023

4.4 Recreational Trails

A system of off-road recreational trails is found across Clarington that enables active movement within the Municipality. Clarington's trails are primarily found within the Municipality's parks, open space and natural system and consist of pathways for walking, cycling, and other non-motorized forms of transportation. These are complemented by trails provided 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 Great Lakes Waterfront Trail and the Greenbelt Route (Oak Ridges Moraine Trail).

Recreational trails are often one of the most highly desirable amenities as they facilitate low impact physical activity and active movement throughout the community, including walking, cycling, jogging, in-line skating and roller blading, cross-country skiing, and snowshoeing. 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'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.

The Municipality is currently in the process of planning, designing, or developing a number of trail routes 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.

Clarington is currently undertaking an Active Transportation Master Plan (ATMP) to establish a network plan, inform policies and an implementation schedule to support the Municipality's vision for creating a safe, integrated, and cohesive transportation system for walking, cycling and other forms of transportation. A Wayfinding System Strategy (WSS) is also being completed alongside the ATMP. Any findings or outcomes that emerge from this Master Plan will need to be in alignment with the ATMP/WSS.

4.5 Clarington Waterfront

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), Bond Head Parkette, and more. 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.

The Municipality is currently undertaking a comprehensive update of the Waterfront Strategy to create a renewed 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. Any findings or outcomes that emerge from this Master Plan will need to be in alignment with the updated Waterfront Strategy.

5. Recreation Facility Overview

This section provides a summary of indoor and outdoor recreation facilities, relevant facility trends, and usage data to establish the existing context.

5.1 Summary of Recreation Facilities

Clarington provides a broad range of indoor and outdoor recreation amenities, which is summarized below. Some of the Municipality’s amenities are operated by third party volunteers that provide direct programming or administer rentals. In addition to the recreation facilities identified below, the Municipality is currently moving forward with planning for a future South Bowmanville Recreation Centre, which will convert and expand the Bowmanville Indoor Soccer Facility. The first phase will involve converting the existing indoor soccer field to a double gymnasium and expanding the facility to include a full size indoor artificial turf field, indoor walking track, and multi-purpose space, as well as constructing an outdoor skating rink. Future indoor recreation facility needs that could be co-located at this expanded facility will be assessed as part of the next phases of this Master Plan. The Master Plan will also explore other future indoor and outdoor facility needs to serve residents across Clarington, as well as evaluate the merits of new recreation facilities that are not currently provided by the Municipality. The Municipality’s recreation facilities are also complemented by other providers such as schools.

Table 4: Summary of Existing Municipal Recreation Facilities

Facility Type	Supply	Locations
Arenas	7 ice pads at 5 arenas	Darlington Sports Centre, Garnet B. Rickard Recreation Complex (2), Newcastle Memorial Arena*, Orono Arena and Community Centre*, South Courtice Arena (2) * Operated by independent arena boards
Indoor Aquatics	3	Alan Strike Aquatic and Squash Centre, Courtice Community Complex, Diane Hamre Recreation Complex
Fitness Spaces and Indoor Walking Tracks	2	<u>Fitness Space:</u> Courtice Community Complex <u>Indoor Walking Track:</u> Bowmanville Indoor Soccer Facility
Gymnasiums	1.25	South Courtice Arena (0.25 gymnasiums), Diane Hamre Recreation Complex (1) Note: South Courtice Arena gymnasium is considered to be 0.25 the size of a typical gymnasium due to its size.

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Facility Type	Supply	Locations
Multi-Purpose Spaces (Includes activity and meeting rooms, community centre halls, and standalone halls)	17 (plus 11 standalone halls)	<u>Multi-Purpose Spaces:</u> Alan Strike Aquatic and Squash Complex (2), Beech Centre, Bowmanville Memorial Park Clubhouse, Courtice Community Complex (6), Diane Hamre Recreation Complex (3), Garnet B. Rickard Recreation Complex, South Courtice Arena (3) <u>Standalone Halls:</u> Bowmanville Memorial Park, Brownsdale Community Centre, Hampton Community Centre, Haydon Community Hall, Haydon Community Hall, Kendal Community Centre, Newcastle Village Community Hall, Newtonville Hall, Orono Town Hall, Solina Community Hall, Tyrone Community Centre
Dedicated Youth Space	3	Diane Hamre Recreation Complex, South Courtice Arena, Firehouse Youth Centre Bowmanville
Dedicated Older Adult 55+ Space	2	Beech Centre and Courtice Community Complex
Indoor Racquet Courts	2	Alan Strike Aquatic and Squash Complex (2)
Indoor Artificial Turf Fields	1	Bowmanville Indoor Soccer Facility
Rectangular Fields	43 (46 ULE*)	<u>Lit Football Field:</u> Clarington Fields <u>Lit Artificial Turf Field:</u> South Courtice Arena <u>Lit Natural Full Field:</u> Darlington Hydro Fields (2), South Courtice Arena
Lit Football Field	1	
Lit Artificial Turf Field	1	
Lit Natural Full Field	3	<u>Unlit Natural Full Field:</u> Baxter Park, Burketon Park, Clarington Fields (2), Darlington Sports Centre, Elliot Memorial Park, Highland Park, Northglen
Unlit Natural Full Field	19	Neighbourhood Park, Optimist Park, Pearce Farm Park, Rickard Neighbourhood Park, Scugog Street
Natural Mini Field	19	Neighbourhood Park, South Courtice Arena, Tyrone Park (3), Walbridge Park, West Side Drive Park, Zion Park
*ULE = Unlit Equivalent		<u>Natural Mini Field:</u> Baseline Park, Burketon Park, Clarington Fields, Enniskillen Park, Guildwood Park, Longworth Park, Mearns Avenue Park, Newcastle Memorial Park, Optimist Park, Solina Park, Tyrone Park
Note: the Municipality also permits 9 school fields		

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Facility Type	Supply	Locations
Ball Diamonds	31 (36.5 ULE*)	<u>Lit Hardball</u> : Clarington Fields (2), Diane Hamre Recreation Complex, Harvey Jackson Park, Orono Park, Soper Creek Park
Lit Hardball	6	<u>Unlit Hardball</u> : Longworth Park, Penfound Park
Unlit Hardball	2	<u>Lit Softball</u> : Bowmanville Memorial Park, Clarington Fields (2), Garnet B. Rickard Recreation Complex (2)
Lit Softball	5	
Unlit Softball	18	<u>Unlit Softball</u> : Argent Park, Bowmanville Memorial Park, Burketon Park, Courtice West Park, Edward Street Park, Elephant Hill Park, Harvey Jackson Park, Highland Park, Lord Elgin Park, Optimist Park, Rhonda Park, Rosswell Park, Stuart Park, Solina Park, Tyrone Park
*ULE = Unlit Equivalent Note: the Municipality also permits six school diamonds		
Cricket Fields	1	Courtice Memorial Park
Tennis Courts	13	<u>Lit Courts</u> : Beech Centre (2)*, Diane Hamre Recreation Complex (2)
Lit	4	<u>Unlit Courts</u> : Avondale Park (2), Green Park (2), Guildwood Park (2), Orono Park, Solina Park (2)
Unlit	9	* exclusive use by Bowmanville Tennis Club
Outdoor Pickleball Courts	10	<u>Lit</u> : Clarington Fields (2) Diane Hamre Recreation Complex (3)
	5	<u>Unlit</u> : Stuart Park (4), Orono Park (3)
Lit	7	
Unlit		
Basketball Courts	21	<u>Full Court</u> : Green Park, Guildwood Park, Lord Elgin Park, Optimist Park, Pearce Farm Park, Rosswell Park, Soper Creek Park, South Courtice Arena, Stuart Park, Tyrone Park, Wallbridge Park
Full Courts	11	
Half Courts	10	<u>Half Court</u> : Barlow Court Parkette, Bons Park, Brookhouse Parkette, Douglas Kemp Parkette, Gate House Parkette, Glenabbey Parkette, Harvey Jones Park, Moyse Park, Northglen Neighbourhood Park, Solina Park
Splash Pads	16	Avondale Park, Baxter Park, Bons Parkette, Bowmanville Memorial Park, Guildwood Park, Harry Gay Park, Harvey Jones Park, Longworth Park, Northglen Neighbourhood Park, Orono Park, Pearce Farm Park, Port Darlington East Beach Park, Rickard Neighbourhood Park, Rosswell Park, Walbridge Park, West Side Drive Park

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Facility Type	Supply	Locations
Skate Parks	5	Courtice Community Complex, Darlington Sports Centre, Diane Hamre Recreation Complex, Garnet B. Rickard Recreation Complex, Orono Park
Leash-Free Dog Parks	3	Bowmanville Dog Park, Diane Hamre Recreation Complex, South Courtice Arena
Community Gardens	3	Bowmanville Allotment Garden, Newcastle Community Garden, Liberty Allotment Garden.
Playgrounds	63 Locations	See Figure 18 for locations
Outdoor Fitness Equipment	1	Rickard Neighbourhood Park
Outdoor Skating Rinks	4	Courtice Community Complex, Guildwood Park, Pearce Farm Park, Rosswell Park
Outdoor Lacrosse Boxes	1	Clarington Fields

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5.2 Arenas

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 the 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 16,621 residents, which is higher compared to the benchmark average of one per 24,119 residents.

Clarington's 2017 Indoor Recreation Facilities Development Strategy identified that there may be a potential need for a new twin pad arena at the Bowmanville Indoor Soccer Facility, which will be explored as part of this Master Plan process.

Table 5: Service Level Comparison, 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)	116,346	7	1 : 16,621

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Ice sports such as hockey and figure skating are widely viewed as Canada's most popular activities; however, there are signs that the participation in these sports has been waning. Hockey Canada indicates that registration in minor hockey has been steadily declining since 2009. 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.

Prior to the pandemic, minor hockey registration was bolstered by an increase in girls/womens hockey. Hockey Canada reported that during the 2018/2019 season, girls/women made up 21% of registration among affiliated organizations in Ontario, which is an increase from 16% reported in the 2014/2015 season.¹¹ Anecdotally, the increasing popularity of female hockey has negatively impacted ringette, which has seen declining participation in some communities.

The growth in girls/womens hockey is driven by factors such as changing lifestyle and personal commitments, efforts to break free from stereotypical gender roles and promoting sport participation among girls/women. This has led to greater competition for prime-time ice, placing renewed pressure on municipal arenas. However, this trend has been disrupted by the COVID-19 pandemic as a study conducted by Canadian Women & Sport found that nine in ten girls decreased or stopped participating in sports during the pandemic and one in four girls are not expected to return to sport post-pandemic¹². Reasons for not returning include a lack of self-confidence and a lack of opportunities (e.g., organizations no longer active). The study identified strategies to ensure that there are opportunities available for females to remain in sport, including involving females in the development of return to play plans and creating supportive environments that foster healthy social connections among participants and leaders.

Participation in figure skating has also declined from historic levels. While the number of figure skaters registered with Skate Canada and Skate Ontario are not at levels experienced in past decades, Skate for Life registrations reported for 2020 (which include CanSkate and PowerSkate) have grown by 2% nationally since 2014 and provincial figures have rebounded to reach 2014 registrations.

Overall, the decline in ice activities over the past decade was driven by the escalating cost of equipment and travel, the increasing cost of ice, time commitments, and immigration trends since the country's growth is being driven by newcomers 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.¹³ Additionally a survey commissioned by Hockey Canada and Bauer Hockey Inc. for non-hockey playing

¹¹ Hockey Canada Annual General Meeting Reports.

¹² Canadian Women & Sport. (2021). COVID alert. Pandemic impact on girls in sport. Retrieved from <https://womenandsport.ca/>

¹³ Urciuoli, A. (2020). Fewer Canadians are playing hockey, but does it matter? Retrieved from <https://quickbitenews.com/>

families found that one of the top reasons for not playing the sport is due to safety concerns (e.g., concussion risk).¹⁴

A review of prime time¹⁵ arena utilization during the core ice season (October to February) was undertaken to understand how Clarington's ice pads are being used by community organizations, which make up the majority of the Municipality's ice use. It is noted that Clarington also provides ice programming, although this typically occurs outside of the prime-time period. Clarington's arena floor pads are also used for rentals when the ice is removed for activities such as indoor lacrosse.

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). This increase may be partly due to the fact that the Municipality's arena system is continuing to recover from the COVID-19 pandemic. The 2022/2023 data also does not include programming data and as a result, the actual utilization level may be higher. 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%. Generally speaking, 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, other utilization trends include:

- 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%.

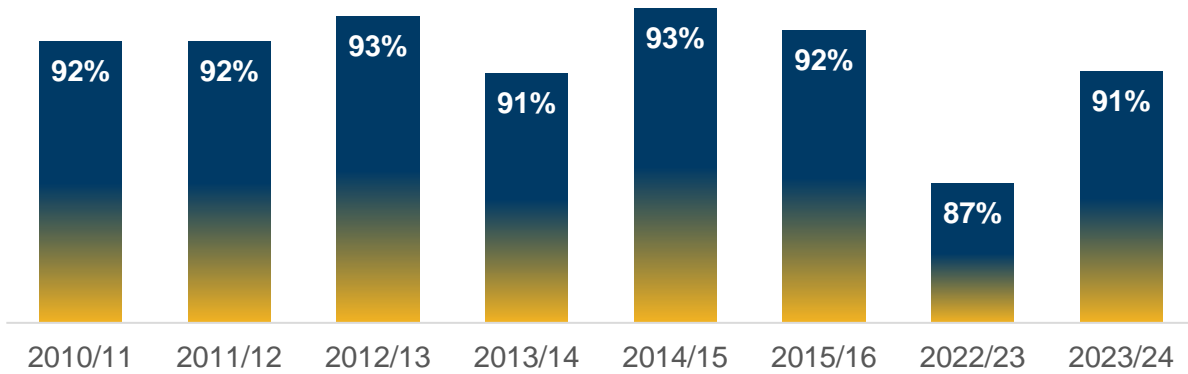
A review of weekly ice schedules of board-operated arenas in Orono and Newcastle revealed that they are also well used, primarily by minor user groups. The Newcastle Memorial Arena is generally booked at capacity during the prime-time period and limited time is available at the Orono Arena.

¹⁴ Hockey Canada. (2013). Bauer Hockey, Hockey Canada research shows that growing the game is achievable. Retrieved from <https://www.hockeycanada.ca/>

¹⁵ Prime time period is defined as Monday to Friday from 5:00 pm to 11:00 pm and Saturday to Sunday from 6:00 am to 11:00 pm.

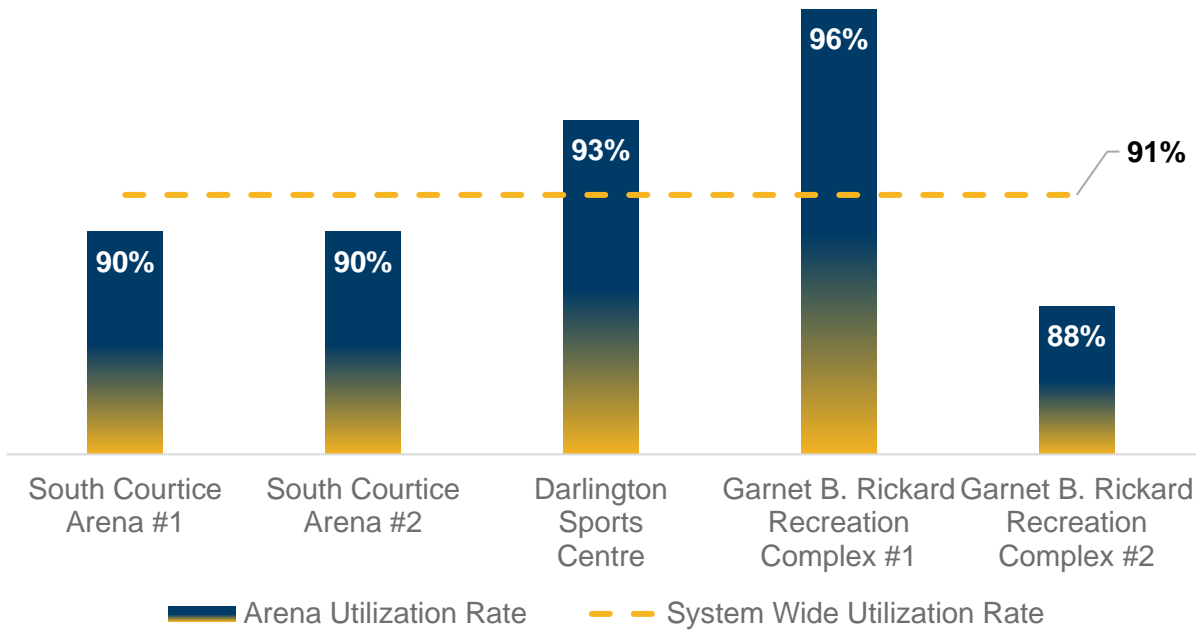
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Figure 4: Historical System-Wide Arena Utilization Rates during Prime Time



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.

Figure 5: Prime Time Arena Utilization Rate, 2023/2024 Season



5.3 Indoor Aquatic Centres

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 of these pools features a 25-metre, 6-lane, rectangular tank with various 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 2017 Indoor Recreation Facilities Development Strategy recommended a new indoor aquatics facility at the Bowmanville Indoor Soccer Facility, which has not yet been implemented. The Municipality’s current supply of indoor aquatic centres results in a service level of one per 38,782 residents, which is higher compared to the benchmark average of one per 46,195 residents.

Table 6: Service Level Comparison, Indoor Aquatic 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)	116,346	3	1 : 38,782

The use of indoor aquatic facilities is strong in many communities as swimming appeals to people of all ages and abilities, either in a structured or drop-in program. As with most municipalities, the Clarington places considerable focus on learn-to-swim and aquatic fitness through its programming. While learn to swim is usually the highest demand use for an indoor aquatic facility, 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 also major 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. Other modern amenities that are typically desired by the general community include family or gender-neutral change rooms, spray features, updated viewing galleries, and universal design elements.

As identified in the programming section of this report, registered and recreational swimming activities are some of Clarington’s most popular programs. While participation has been in decline over the past number of years, this is due to factors including, but not limited to, the impact of the COVID-19 pandemic and the availability of staffing.

5.4 Fitness Spaces and Indoor Walking Tracks

5.4.1 Fitness Spaces

A full-service fitness centre is located at the Courtice Community Complex, which includes fitness equipment and a group fitness studio for active programming. Group fitness programs are also held in multi-purpose spaces at other Clarington community complexes in the Municipality. In addition, there are a number of private fitness providers operating in Clarington such as Planet Fitness and CrossFit Bowmanville. Clarington’s supply of fitness centres results in a service level of one per 116,346 residents, which is the second lowest service level after Whitby.

Table 7: Service Level Comparison, 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)	116,346	1	1 : 116,346

Physical fitness and individual wellness are top priority issues among many Canadians, resulting in a greater emphasis being placed on personal health. This has translated into increasing use of both private and public sector fitness services, including active living programming centred on general health and wellness, weight-training, cardiovascular training and stretching activities such as yoga and Pilates.

With greater emphasis being placed on health and wellness, 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. Municipalities are also keeping pace with 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 client demands.

5.4.2 Indoor Walking Tracks

A walking loop is located at the Bowmanville Indoor Soccer Facility. According to recreation surveys across the province, walking is typically identified as the most popular recreation pursuit given that it is a self-structured activity that residents can engage in at one's leisure. This is one reason, among many, that has resulted in the growing popularity of indoor walking tracks as they offer several benefits such as year-round training for sport organizations and providing a safe and controlled environment for walking. Canada's varied climate conditions provide further support for walking tracks within community centres. Intangible benefits are also achieved as walking tracks promote physical activity and encourage users to remain active during the winter months. Clarington's 2017 Indoor Recreation Facilities Development Strategy recommended the development of an indoor walking track as part of a future facility. The new South Bowmanville Recreation Centre, which is a conversion and expansion of the Bowmanville Indoor Soccer Facility, will include a new indoor walking track.

5.5 Gymnasiums

There are two gymnasiums in Clarington. A full-size gymnasium is at the Diane Hamre Recreation Complex, which can be divided into two smaller spaces to support simultaneous programs and rentals. A small gymnasium is also located at the South Courtice Arena, which is approximately one quarter the size of a full-size gymnasium. This results in a service level of one per 93,077 residents, which is the lowest level of service compared to benchmark municipalities.

Table 8: Service Level Comparison, 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)	116,346	1.25	1 : 93,077

It should be noted; however, that the provision of public gymnasiums varies considerably in each municipality and 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. 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 is complemented by school gymnasiums that are available for public rentals.

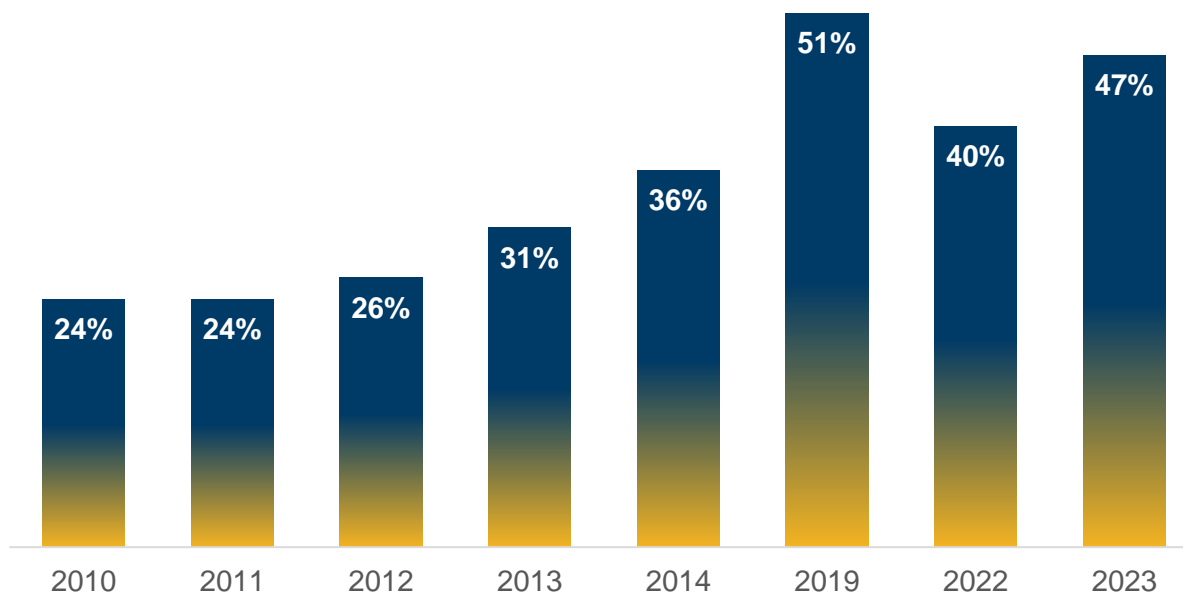
Gymnasiums facilitate a variety of indoor sports and recreation opportunities that require a hard surface, large open space, and high ceilings. While the primary purpose of gymnasiums is to support organized and drop-in recreation activities, other non-sport activities may also take place such as special events and large social gatherings. Although non-sport uses tend to be given lower priority to ensure that gymnasiums are used for high demand recreation activities and to protect floor finishes from damage.

As gymnasiums accommodate broad opportunities, they are designed with adaptability and flexibility in mind. While there is no standard template, gymnasiums are typically influenced by community needs, the minimum 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.

Booking data provided by the Municipality found that Clarington's gymnasiums were booked for 7,839 hours in 2023, translating into a utilization rate of 47%. This is a decline from 2019 where there were 8,693 hours booked and a usage rate of 51%. However, 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 increasing fitness programming.

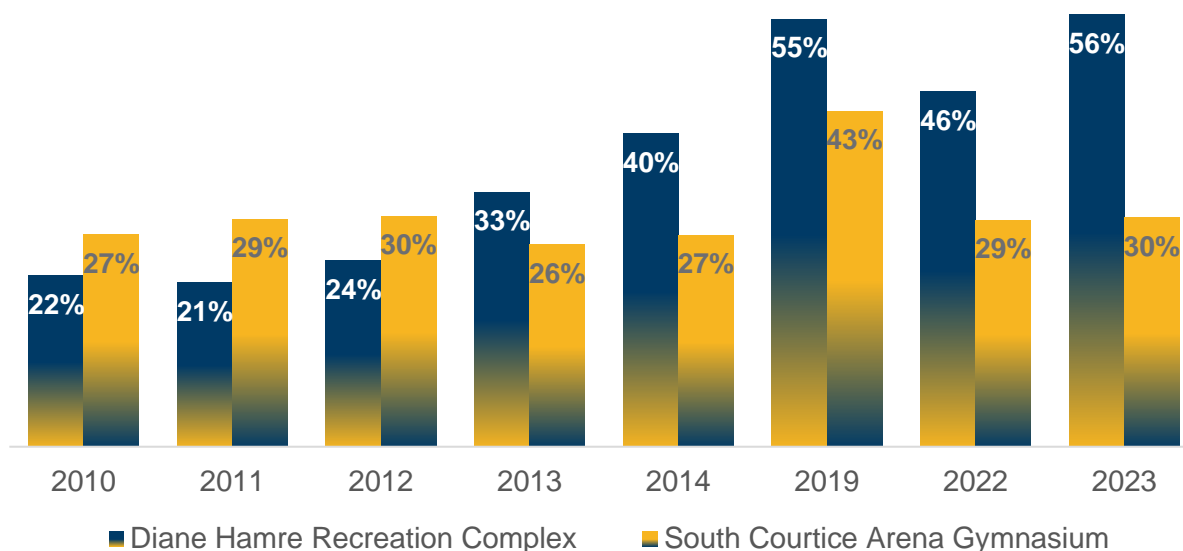
The gymnasium at the Diane Hamre Recreation Complex has a higher utilization level compared to the South Courtice Arena location as it can accommodate more programs and rentals; Diane Hamre Recreation Complex can also be booked as two gymnasium space to support simultaneous uses. In 2023, the Diane Hamre Recreation Complex gymnasium had a utilization rate of 56%, which was on par with 2019. The South Courtice Arena gymnasium had a utilization rate of 30% in 2023, which was a decline from 2019 (43%) and likely impacted by its small size and usage limitations that result.

Figure 6: Historical System-Wide Gymnasium Utilization Rates



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

Figure 7: Historical Gymnasium Utilization



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

5.6 Multi-Purpose Spaces

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. A benchmark comparison with other municipalities was not undertaken due to the wide variety of multi-purpose spaces and the range of amenities and configurations available.

Multi-purpose spaces are core elements of community facilities – they are flexible spaces that bring the community together and support a range of uses, including municipal programming meetings. These types of multi-purpose spaces should be considered when constructing or renovating community centres to support programming opportunities. This approach is typically more efficient to construct and operate compared to stand alone program spaces. The future South Bowmanville Recreation Centre will include multi-purpose spaces for programs and rentals.

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). 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 Room #2 and #3 at the Diane Hamre Recreation Complex had the high level of use in 2023, with a combined utilization rate of 54%.

5.7 Dedicated 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 operation of a third location, which is known as the Firehouse Youth Centre, which is third-party operated. This supply results in a service level of one per 58,173 residents, which is higher compared to the benchmark average of one per 90,849 residents. The Municipality’s youth spaces complement the Municipality’s youth-oriented recreation programming that takes place throughout Clarington and complements other youth spaces and services provided by others such as the CLMA.

Table 9: Service Level Comparison, 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)	116,346	2	1 : 58,173

Certain municipalities have responded with the provision of dedicated youth spaces that are casual drop-in spaces to accommodate broad interests. As research suggests that youth have a preference for unstructured activities, youth spaces can be flexibly designed to allow youth 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.

5.8 Dedicated 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 its 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, which provides its programs and services at the Beech Centre in Bowmanville, which features a number of indoor program and gathering spaces.

Clarington’s two dedicated older adult spaces results in a service level of one per 58,173 residents, which is slightly lower compared to the benchmark average of one per 53,441 residents.

Table 10: Dedicated Older Adult Spaces

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)	116,346	2	1 : 58,173

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).¹⁶ 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.

In 2015, the Municipality completed an Older Adult Strategy to create a plan to address the needs of older adults in the community. Key recommendations related to space needs included:

- Maintaining the Clarington Beech Centre as the primary hub for local older adult services;
- Undertake an accessibility audit of the Clarington Beech Centre and establish a plan to address deficiencies;
- Provide dedicated older adult space at satellite locations, including reallocating approximately 3,000 square feet of space at the Courtice Community Complex and Diane Hamre Recreation Complex;
- Optimize available space at existing community facilities for older adult activities; and
- Explore opportunities for inclusive programming for older adults at future community centres.

5.9 Indoor Racquet Courts

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.

Squash has historically 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. 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

¹⁶ Older Adult Centres' Association of Ontario. 2010. Building Bridges to Tomorrow: User Profile of Older Adults Centres in Ontario. p.4, p.68.

have repurposed squash courts to other uses such as fitness spaces. By contrast, privately-operated squash courts also exist in many communities that have established memberships and programs.

Utilization data for the Squash Centre is not available given that the facility is operated by a third-party organization. However, participation at this facility is trending upwards as the Clarington Squash Club reported a total of 213 members (192 adults and 21 juniors) for the 2021/2022 season, which was an increase of 65 (60 adults and 5 juniors) members from the 2017/2018 season.

5.10 Indoor Artificial Turf Fields

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. This supply yields a service level of one per 116,346 residents, which is higher compared to benchmark average of one per 194,667 residents, although it should be noted that the size of indoor artificial turf fields in other communities may vary. For example, the indoor artificial turf field at the Oshawa Civic Fieldhouse is a full-size FIFA field that measures 328’ by 229 feet and can be used as four smaller fields, resulting in greater programming capacity compared to Clarington. The Municipality is currently moving forward with expansion of the South Bowmanville Recreation Centre that will include a new full size indoor artificial turf field. The existing field is proposed to be converted into a double gymnasium.

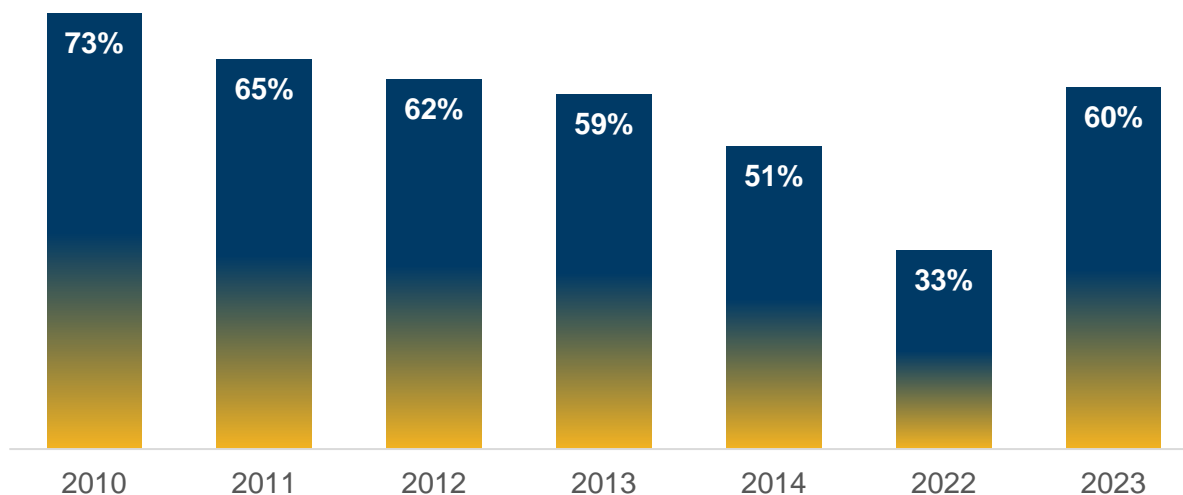
Table 11: Dedicated Indoor Artificial Turf Fields

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)	116,346	1	1 : 116,346

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. The usage profile tends to be heavily weighted towards soccer and is typically balanced between children/youth and adult play. Field dimensions may vary but generally, a FIFA regulation field (345' by 220') is the leading practice for the standard template that can be booked as a full or quarter field – Clarington's existing indoor artificial turf field at the Bowmanville Indoor Soccer Facility is undersized by this standard, although the new replacement indoor field will allow the Municipality to increase programming capacity.

The indoor field in Bowmanville can be booked as a full field or two half fields to accommodate simultaneous programming, although the large majority of 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%. While this is nearly double the utilization rate from the previous year (33%), 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 8: 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.

5.11 Rectangular Fields

The Municipality has 43 rectangular fields for soccer and other field sports such as football. 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 46 unlit equivalent fields. The Municipality also permits nine school fields for a total of 54 unlit equivalent fields. It is noted that with the future South Bowmanville Recreation Centre, it is expected that there will be a reduction in the number of fields at the Clarington Fields location, although a replacement location has not been identified. The Municipality’s current field supply yields a service level of one per 2,237 residents, which is higher compared to the benchmark average of one per 2,745 residents.

Table 12: Service Level Comparison, Rectangular 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)	116,346	52	1 : 2,237

Registrations in Ontario Soccer’s affiliated organizations have been declining for well over a decade. In 2019, Ontario Soccer reported approximately 272,000 players which is 28% below registrations from 10 years prior.¹⁷ The Durham Region Soccer Association, which is the regional affiliate that covers Clarington, reported a participation decline of 37% during the same period.

¹⁷ Ontario Soccer Association. Annual General Meeting Reports.

Ontario Soccer's declining registration is driven by factors such as aging demographic trends, growing competition from other sports and activities, and the emergence of elite soccer clubs and academies that are not affiliated with provincial governing body. Despite declining participation trends, soccer continues to be a popular sport due to its worldwide appeal, high fitness quotient, and relatively low cost to participate. The popularity of the sport drives the demand of soccer fields in most municipalities.

Since Ontario Soccer adopted its Long-Term Player Development (LTPD) model, organizations have been evolving the delivery of their programs. With less emphasis on scoring and winning, LTPD focuses on improved coaching, fewer games, more ball time, and skill development. New standards specific to each age group were developed, which included varying coaching styles, number of players per team, playing time, field sizes, and other variables. Some of these new standards have a direct impact on the provision of soccer fields, particularly with respect to standards for field sizes and the number of players per team, which has influenced the demand for field time.

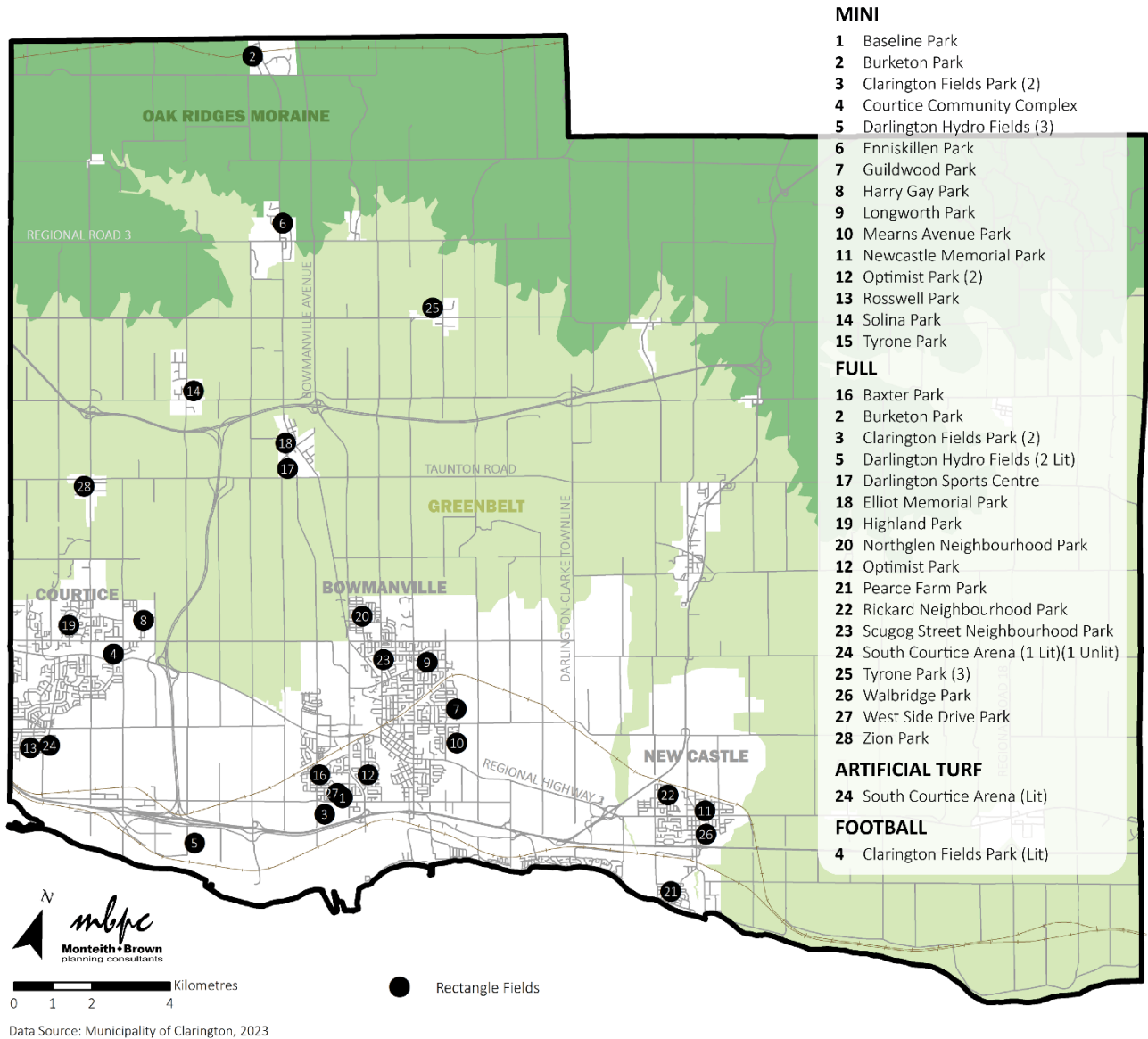
The Municipality also provides a football field at Clarington Fields and participation in the sport is characterized by cyclical popularity. It is generally played by minor age groups under the age of 20, although football is a popular spectator sport for NFL, CFL and smaller leagues (including varsity). Greater concerns over head injuries have also been a limiting growth factor, although some groups have introduced flag football among younger age groups, 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, although artificial turf fields can help to mitigate field damage by shifting use away from grass fields. 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.

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.

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Figure 9: Distribution of Rectangular Fields



5.12 Ball Diamonds

Clarington has a total of 31 ball diamonds, which includes six hardball and 25 softball diamonds. Each lit diamond is considered to be equivalent to 1.5 unlit diamonds due to their extended playing capacity. With six lit hardball and five lit softball diamonds, the Municipality has an effective supply of 36.5 unlit equivalent ball diamonds. The Municipality also permits six school ball diamonds, yielding a total of 42.5 unlit equivalent fields. The Municipality 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. Clarington's current ball diamond supply represents a service level of one per 3,144 residents, which is higher compared to the benchmark average of one per 4,505 residents.

Table 13: Service Level Comparison, Ball Diamonds

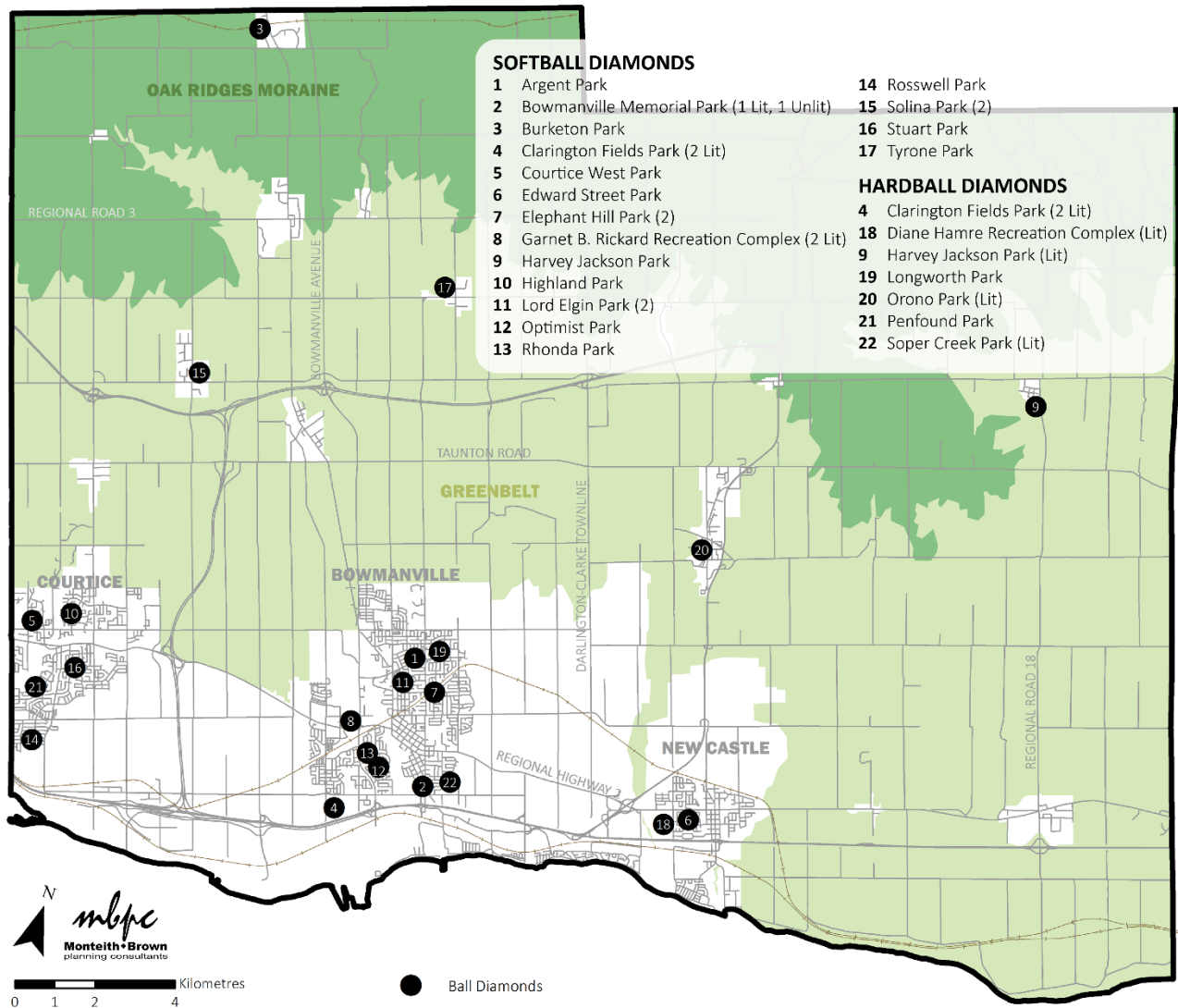
Municipality	2021 Population	Supply	Service Level
Ajax	126,666	33	1 : 3,838
Kitchener	256,885	72	1 : 3,568
Markham	338,500	60	1 : 5,642
Milton	132,979	29	1 : 4,585
Mississauga	717,691	129	1 : 5,563
Oakville	213,759	54	1 : 3,959
Oshawa	175,400	58	1 : 3,024
Pickering	100,000	29	1 : 3,448
Richmond Hill	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)	116,346	37	1 : 3,144

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, also grew at a higher rate, increasing by 48% during the same period.

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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 is 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 Covid-19 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. The Municipality also stopped permitting some public 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.

Figure 10: Distribution of Ball Diamonds



5.13 Cricket Fields

In 2023, the Municipality converted the soccer field at Courtice Memorial Park to a cricket field. While it is not a full-size field, a cricket pitch is located in the centre of the park that can be used for modified games and practices. This supply results in a service level of one per 116,346 residents, which is higher compared to the benchmark average of one per 126,274 residents.

Table 14: Service Level Comparison, 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)	116,346	1	1 : 116,346

Cricket – which requires a large, flat, oval-shaped playing surface with a turf pitch in the centre – is popular with many of Canada’s growing immigrant communities that come from cricket-playing nations (e.g., South Asia and the Caribbean). Cricket Canada estimates that there are approximately 130,000 players and around 820 clubs across the country, with many based in the GTHA.

The Municipality recently converted the Courtice Memorial Park soccer field for cricket so reliable utilization data is not available although according to the Municipality’s booking data, the cricket field was booked for only four hours in 2023.

5.14 Tennis Courts

The Municipality provides 13 tennis courts that all feature a painted acrylic surface and fencing, four courts have lighting for extended play in the evening. 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,

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events and tournaments to its membership. The Municipality’s supply includes two new lit tennis courts at the Diane Hamre Recreation Complex, which was recommended through the 2020 Outdoor Recreation Needs Assessment. This supply yields a service level of one per 8,950 residents, which is the lowest level of service compared to benchmark municipalities. Two additional tennis courts are expected to be installed at South Courtice Arena in spring 2024.

Table 15: Service Level Comparison, 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)	116,346	13	1 : 8,950

Tennis has been experiencing a resurgence over the past several years. 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.^{18, 19}

The growing popularity in tennis can be attributed to the growing segment of baby boomers that seek social, and, to some degree, lower impact activities. There is also a focus on promoting the sport at the grassroots level. Tennis Canada reported that in 2018, more than 200,000 children under the age of 12 were considered frequent tennis players, which was an increase of 40% compared to 2015.²⁰ Part of this growth can also be linked to the success of Canadian men and women currently competing on the professional tours, including Bianca Andreescu’s US Open championship win in 2019.

¹⁸ Tennis Canada. 2018 Annual Report.

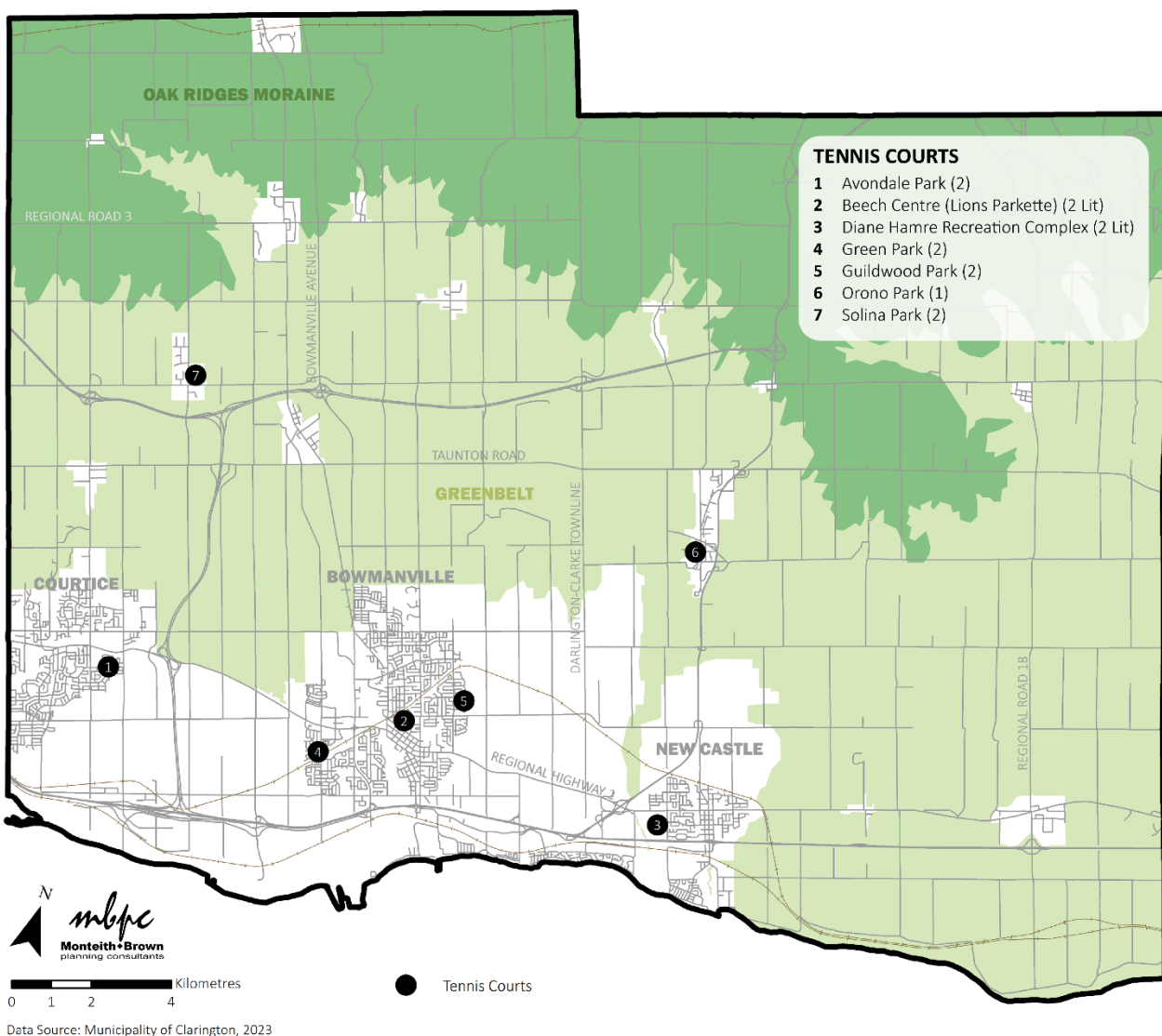
¹⁹ Charlton Strategic Research. 2014 Canadian Tennis Brand Health Study.

²⁰ Ibid.

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Additionally, the tennis-playing community has been working diligently to generate interest in the sport. In 2017, Tennis Canada hosted Tennis Day across the country, which had activities such as clinics, lessons, exhibitions, and ‘bring a friend’ events. The purpose of Tennis Day was to introduce the sport to people that have never played before and to show them how easy it is to learn the game. Following the event, Tennis Canada indicated that 80% of tennis clubs reported an increase in participation.

Figure 11: Distribution of Tennis Courts



5.15 Outdoor Pickleball Courts

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). 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. Similar to 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, which was recommended through the 2020 Outdoor Recreation Needs Assessment. The Municipality’s pickleball court supply yields a service level of one per 9,696 residents, which is higher compared to the benchmark average of one per 13,103 residents. In addition to the Municipality’s outdoor supply, the Diane Hamre Recreation Complex has permanent line markings for four indoor pickleball courts.

Table 16: Service Level Comparison, 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)	116,346	10	2	1 : 9,696

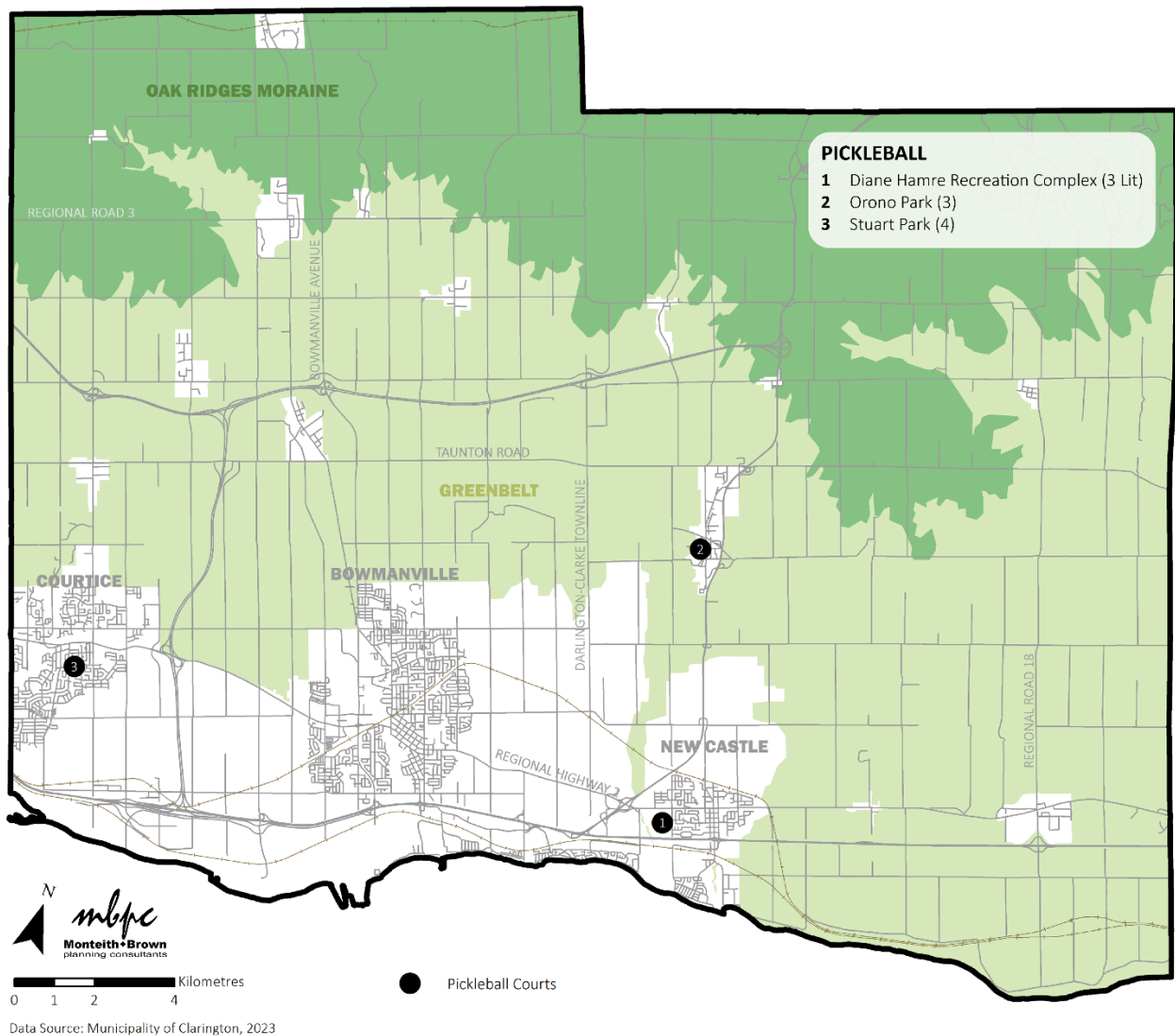
Pickleball is the fastest growing sport in North America and it continues to gain in popularity. While it is commonly played among older adults, youth and adults are also taking up the sport as interest grows and more opportunities and locations become available to play. As the sport matures in Canada, participation will become broader and more diverse. This will include more established community organizations, greater demand for competitive leagues, and programming. A survey completed in January 2022 by Pickleball Canada found that 8% of Canadian households report at least one

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household member plays pickleball at least once a month,²¹ a near tripling of the number of pickleball players in Canada over a two-year period.

To respond to the growing demand for pickleball, some municipalities are undertaking specific studies to determine future provision strategies, including London, Vaughan, and Barrie. Recognizing the social nature of the sport, noise concerns, and the desire for high quality courts that can support league play and tournaments, other communities are constructing (or recently completed) major pickleball court complexes with eight or more courts, including Barrie, Richmond Hill, Markham, Hamilton, Whitby, and Vaughan.

Figure 12: Distribution of Pickleball Courts



²¹ Pickleball Canada. 2022. January 2022 Survey. Retrieved from <https://pickleballcanada.org>

5.16 Basketball Courts

There are 21 basketball courts in Clarington’s parks, consisting of 11 full courts and 10 half courts. 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. This supply translates into a service level of one per 5,540 residents, which is higher compared to the benchmark average of 7,667 residents. Several school properties also contain outdoor hoops, although they are of varying sizes, quality, and access. The court located adjacent to the South Courtice Arena is planned for refurbishment in the 2024 capital budget.

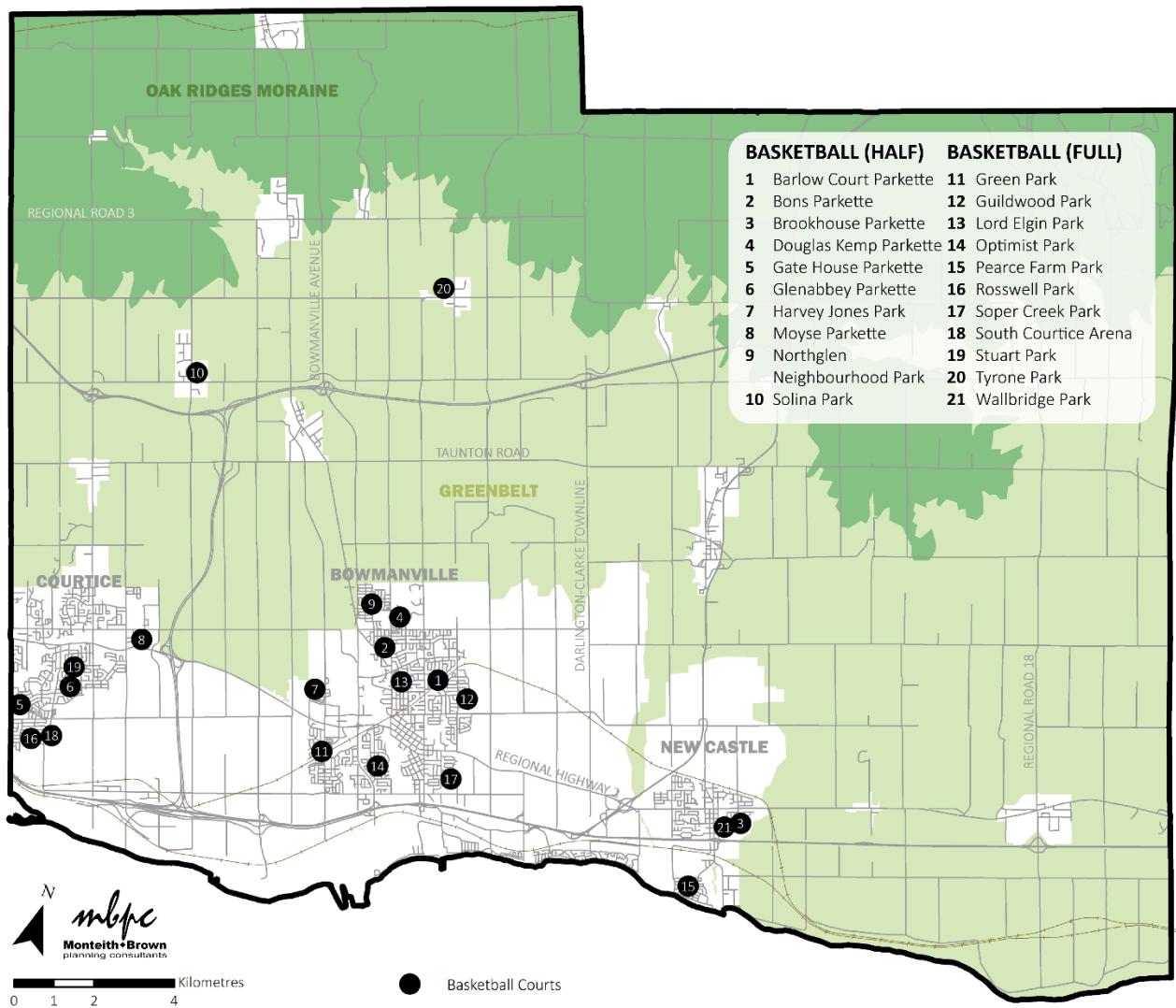
Table 17: Service Level Comparison, Basketball Courts

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)	116,346	21	1 : 5,540

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

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Figure 13: Distribution of Basketball Courts



5.17 Splash Pads

There are 16 splash pads at parks throughout Clarington that feature a variety of user-activated features during the warmer summer months. This supply results in a service level of one per 7,272 residents, which is the highest level of service compared to benchmark municipalities.

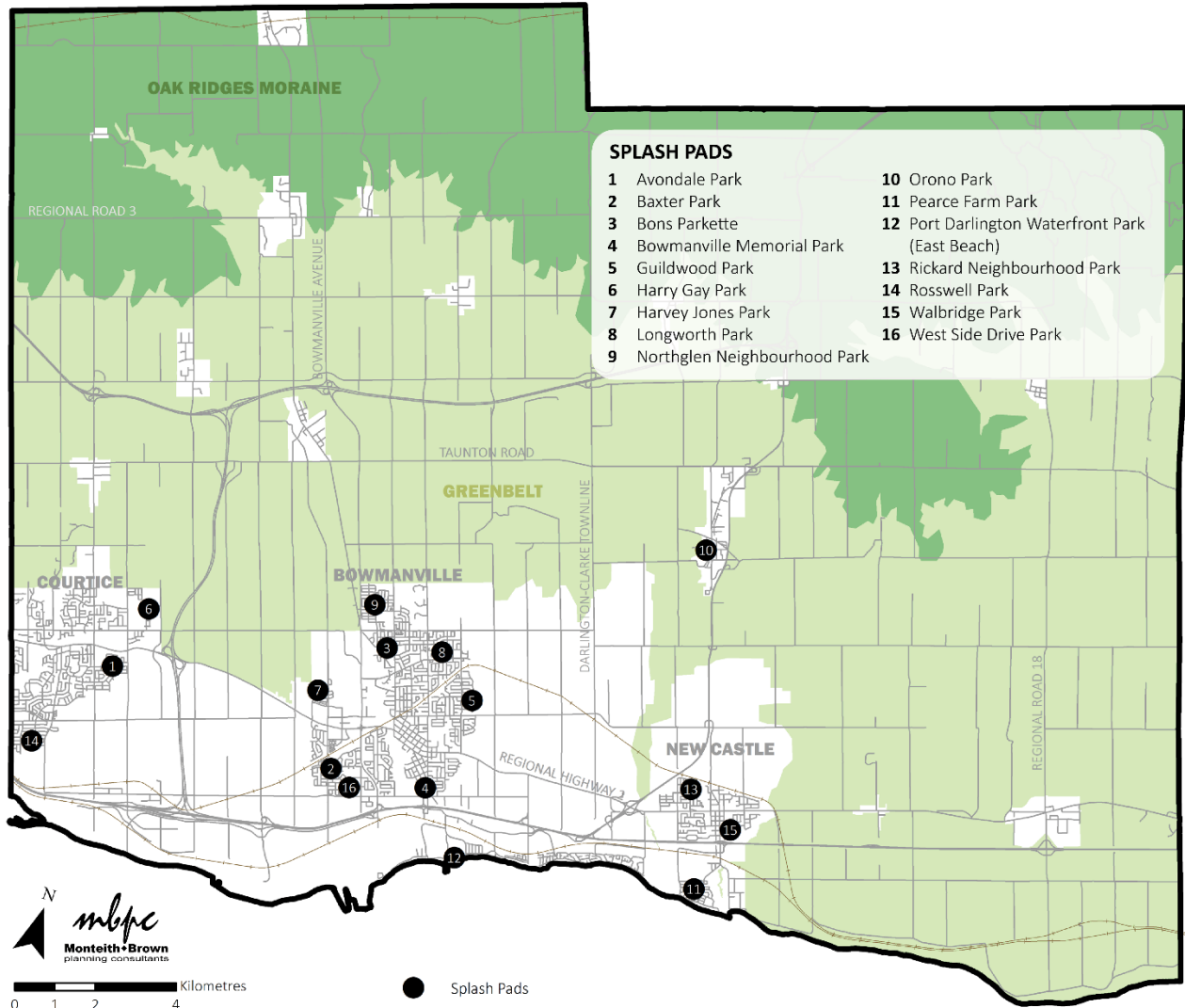
Table 18: Service Level Comparison, Splash Pads

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)	116,346	16	1 : 7,272

Splash pads are popular among families with young children as they provide affordable and accessible amenities to cool down on a hot day. Splash pads also play a role in responding to climate change as communities such as Clarington have been experiencing warmer summers. The Municipality recognizes the importance of splash pads and its cooling benefits in its Corporate Climate Action Plan, and identifies actions, including monitoring water usage to better understand consumption trends. The Climate Action Plan also recommends designing new splash pads with recirculating water systems to consume less water as opposed to freshwater (or flow through) systems that drain directly to municipal sewers, which is the current practice.

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Figure 14: Distribution of Splash Pads



5.18 Skate Parks and BMX Pump Tracks

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. This yields a service level of one per 23,269 residents, which is the highest level of service compared to benchmark municipalities.

Table 19: Service Level Comparison, Skate Parks

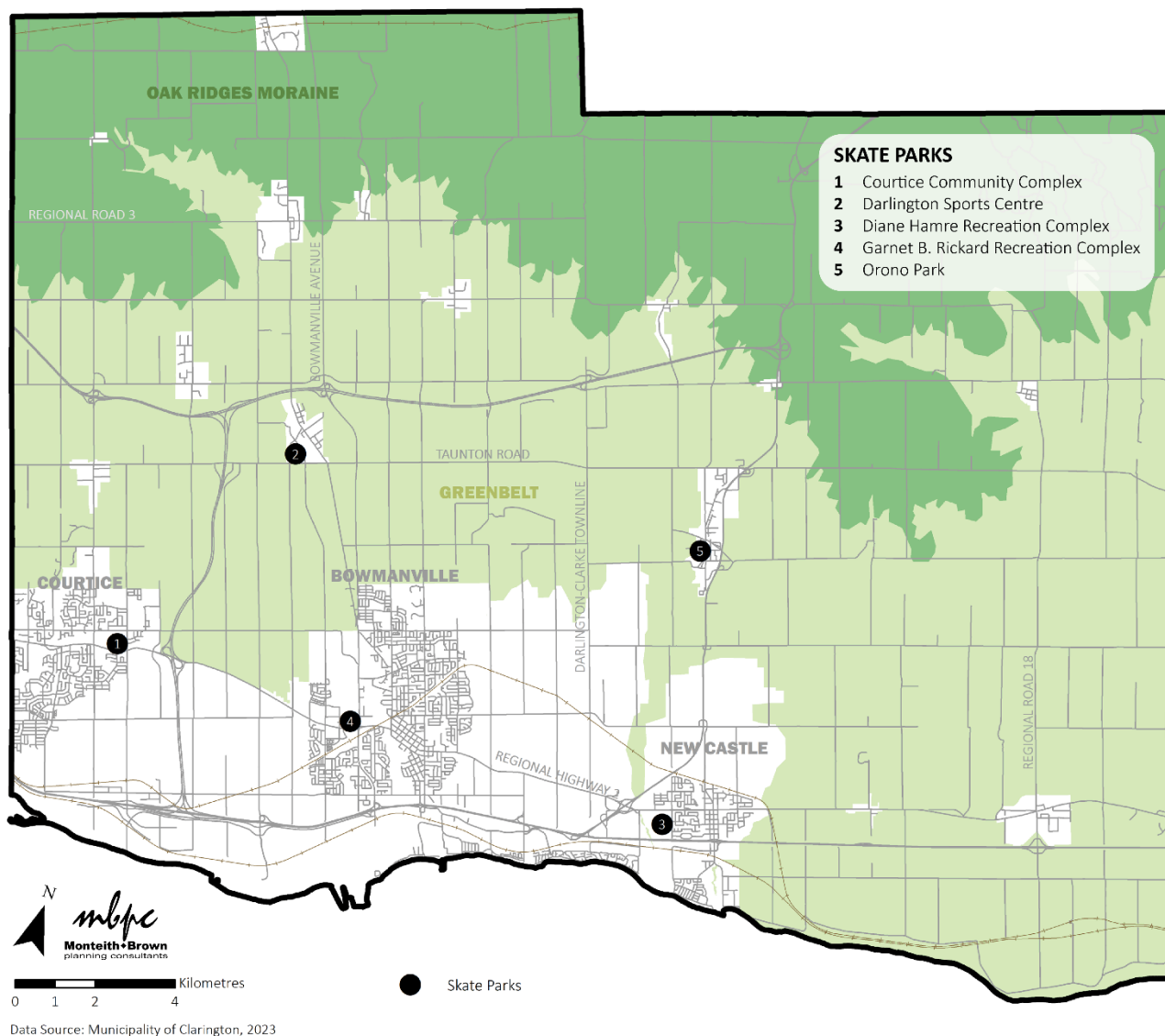
Municipality	2021 Population	Supply	Service Level
Ajax	126,666	3	1 : 42,222
Kitchener	256,885	4	1 : 64,221
Markham	338,500	6	1 : 56,417
Milton	132,979	1	1 : 132,979
Mississauga	717,691	10	1 : 71,769
Oakville	213,759	5	1 : 42,752
Oshawa	175,400	3	1 : 58,467
Pickering	100,000	1	1 : 100,000
Richmond Hill	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)	116,346	5	1 : 23,269

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.

Skate parks provide youth and younger adults with a positive place to participate in skateboarding, rollerblading, scootering, biking, and other wheeled action sports. The perception of skate parks have evolved as it was historically view as venues for negative behaviour, skate parks have become popular locations for youth and young adults to gather and socialize in a positive environment. Skate parks encourage greater physical activity and skate activities are typically viewed as affordable activities that can be pursued as part of ‘hanging out’ with friends.

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Figure 15: Distribution of Skate Parks



Recognizing that not all youth may have the ability to access skate parks due to the distance they can travel, some communities have incorporated small-scale skate zones within neighbourhood parks that features a limited range of skate components. For example, Burlington provides a number of skate zones within neighbourhood parks that are often co-located with basketball courts, which are geared towards the same target market and complement the Municipality’s major skate parks.

The Municipality does not provide any BMX pump tracks, although they are becoming more common in many municipalities to respond to demonstrated demand. In Durham Region, BMX pump tracks are available in Oshawa and Uxbridge. They can also be

found in Toronto, Mississauga, Milton, Orangeville, Saugeen Shores, Georgina, and other communities. BMX pump tracks offer a variety of features for beginner to advanced users and include dirt 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. From a provision perspective, they can also be accommodated within existing public spaces and parks adjacent to trails and open spaces and as part of skate parks.

5.19 Leash-Free Dog Parks

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). All three locations feature two designated areas for large and small dogs and amenities include on-site parking, seating, shade, water, signage, and lighting. Clarington’s supply results in a service level of one per 38,782 residents, which is higher than the benchmark average of one per 71,723. A fourth dog park is expected to be completed by summer 2024, planned for North Bowmanville near Longworth Avenue and Bowmanville Avenue.

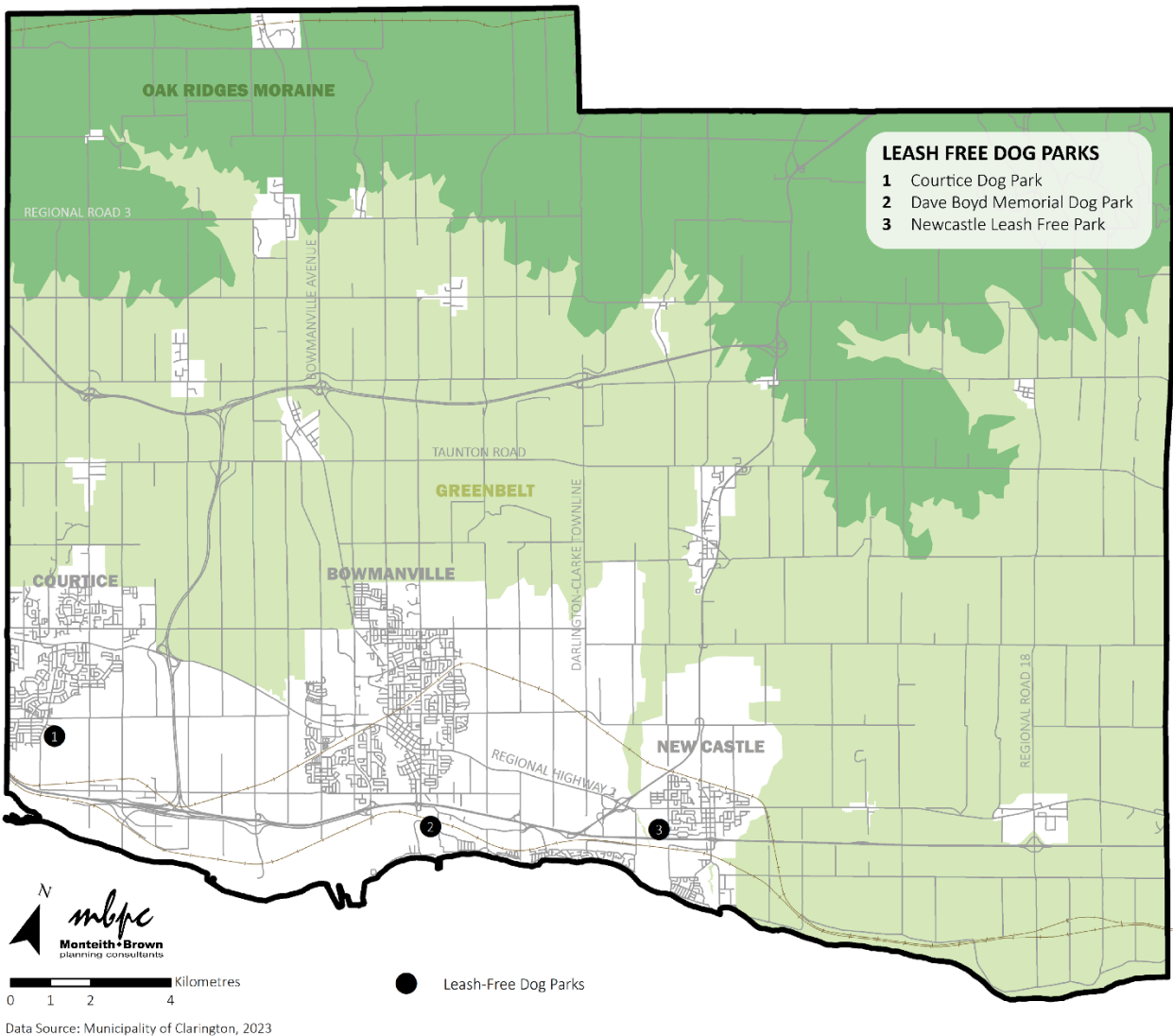
Table 20: Service Level Comparison, Leash-Free Dog Parks

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)	116,346	3	1 : 38,782

Leash-free dog parks provide owners with a controlled open area to exercise and socialize with their dogs. Leading practices have found that these amenities are not only beneficial for dogs, but they also contribute to sense of place and encourage community interaction among residents who share a common interest. Dog parks have proven to be successful 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. Clarington’s 2020 Outdoor Recreation Needs Assessment Study recommended an off-leash dog park in the north end of Bowmanville, which has not yet been implemented.

Figure 16: Distribution of Leash-Free Dog Parks



5.20 Community Gardens

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. 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

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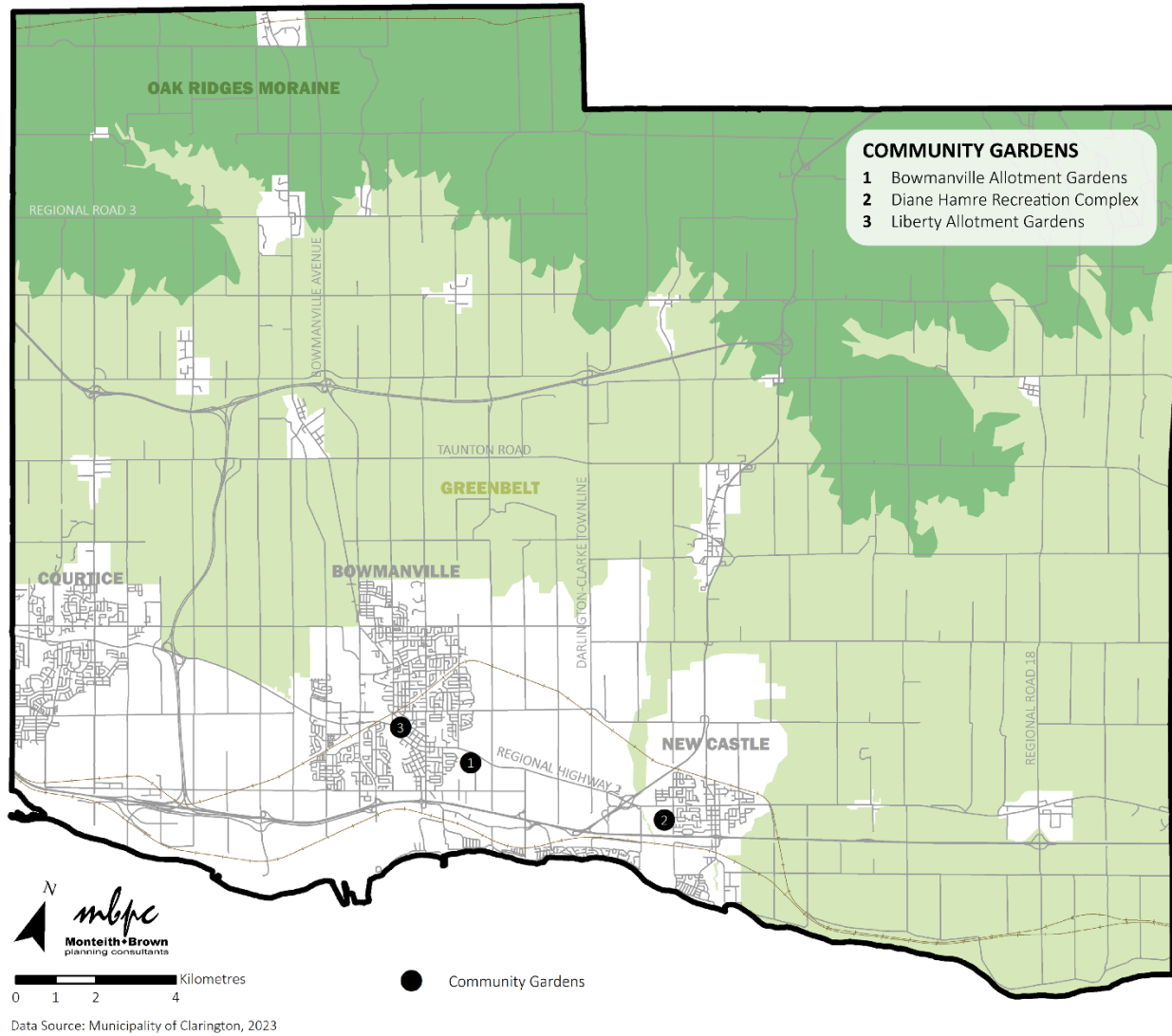
and distributed to those in need, including food banks. The Municipality's supply of community gardens yields a service level of one per 38,782 residents, which is higher compared to the benchmark average of one per 54,510 residents. A new community/demonstration garden is identified in the park concept for the former Bowmanville Zoo lands.

Table 21: Service Level Comparison, 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)	116,346	3	1 : 38,782

Community gardens are increasingly becoming more popular in urban areas where residents may not have access to personal gardening space, particularly among renters or communities experiencing intensification. The increasing cost of living, including rising food prices, being experienced across Ontario has also placed a greater emphasis on food security and sustainable food sources. The focus being placed on health and wellness and healthy eating also contributed to the increasing demand for community gardening opportunities. Research conducted in diverse communities also reveals that community gardens allow residents to cultivate, preserve and prepare cultural produce. Moreover, community gardens foster social interaction and horticultural education.

Figure 17: Distribution of Community Gardens



5.21 Playgrounds

Clarington provides playgrounds at 63 parks across the Municipality that vary in design, size and range of components. 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 may also feature accessible components such as ramps and braille, as well as interactive toys such as musical instruments and mobile games. The Municipality’s supply yields a service level of one per 1,847 residents, which is higher compared to the benchmark average of one per 2,348 residents. In addition to the Municipality’s playgrounds, play structures are also found at schools. A

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playground in Northglen East Park is currently being design and is to be installed in spring 2024.

Table 22: Service Level Comparison, Playgrounds

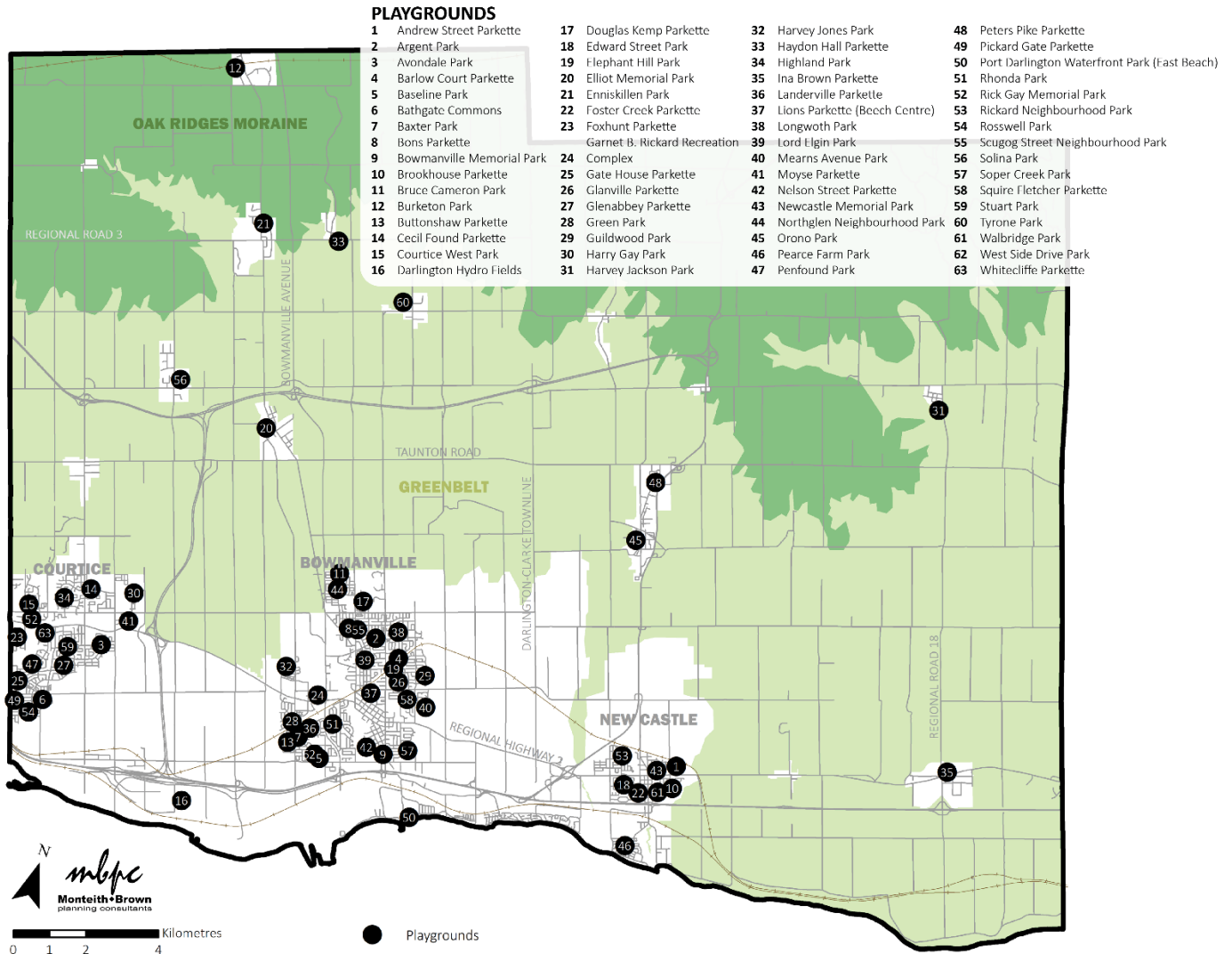
Municipality	2021 Population	Supply	Service Level
Ajax	126,666	80	1 : 1,583
Kitchener	256,885	152	1 : 1,690
Markham	338,500	155	1 : 2,184
Milton	132,979	58	1 : 2,293
Mississauga	717,691	266	1 : 2,698
Oakville	213,759	138	1 : 1,549
Oshawa	175,400	113	1 : 1,552
Pickering	100,000	61	1 : 1,639
Richmond Hill	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)	116,346	63	1 : 1,847

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. 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. This may include design elements such as vibrant colours, interactive play features, thematic designs, and components that are barrier free and stimulate the senses, as well as accessible surface treatments such as engineered wood fibre and rubber. A range of thematic playground designs are found at parks in Clarington, particularly at major destinations such as Port Darlington East Beach.

Natural and adventure playgrounds are also becoming more popular as they encourage play and interaction with landscape and incorporate materials such as wood, logs, ropes, stones, and boulders to allow users to create more daring opportunities. Natural/adventure playgrounds can still be designed to comply with Canadian Standards Association requirements, while providing greater sensory stimulation and imaginative play compared to traditional creative play structures. Research also shows that children’s immune health can benefit from exposure to natural materials and aligns with the concept of “risky play” to encourage children to take more risks through climbing, exploring, moving vigorously, and creating their own activities using their imagination.

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Figure 18: Distribution of Playgrounds



5.22 Outdoor Fitness Equipment

Rickard Neighbourhood Park in Newcastle is the only park in Clarington that offers outdoor fitness equipment, which consists of four stations that engage users in a variety of strength and cardio-based exercises. This supply results in a service level of one per 116,346 residents, which is one of the lowest levels of service compared to benchmark municipalities. Additional outdoor fitness equipment is planned to be installed at the South Courtice Arena in 2024.

Table 23: Service Level Comparison, 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)	116,346	1	1 : 116,346

Popular throughout the United States and Europe, many Canadian municipalities have begun introducing outdoor fitness equipment that use resistance created by a person's own body weight. Locations typically contain multiple pieces of equipment for free public use such as in Clarington's existing location. They tend to be best suited along trails, at community facilities, or other high traffic locations.

5.23 Outdoor Skating Rinks

Access to outdoor skating rinks in Clarington vary from year to year and have most recently been provided at Courtice Community Complex, Rosswell Park, Pearce Farm Park, and Guildwood Park, resulting in a service level of one per 31,977 residents. Clarington’s outdoor skating rinks are 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. Council has approved funding towards constructing three outdoor skating rinks (trail or pad) – one at Courtice Community Complex, one at Diane Hamre Recreation Complex, and one as part of the South Bowmanville Recreation Centre project.

Table 24: Service Level Comparison, 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)	116,346	4	1 : 31,977

Outdoor ice skating has been a Canadian tradition for generations, and they bring people together outdoors during the winter season; however, the ability to maintain natural ice rinks have become increasingly difficult. Consistently cold temperatures are required to provide a safe and level skating surface, however; communities, including Clarington have been experiencing warmer winter seasons that are not suitable for outdoor skating as maintaining ice is cumbersome when temperatures are near or above the freezing mark. As a result of milder winters, municipalities are forced to shorten skating seasons and, in some cases, outdoor rinks are closed completely.

To adapt to warmer winter weather, municipalities have explored other options 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.

5.24 Outdoor Lacrosse Boxes

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. This supply results in a service level of one per 116,346 residents, which is higher compared to the benchmark average of one per 214,079 residents, although it is noted that Mississauga and Whitby are the only other municipalities that provide this facility type.

Lacrosse is one of North America's oldest sports and is primarily played by youth and young adults. According to the Canadian Lacrosse Association, the most common types of lacrosse are: box lacrosse (played indoors or outdoors on a hard surface), field lacrosse, and inter-lacrosse (an introductory-level non-contact form of lacrosse that uses modified equipment).

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)	116,346	1	1:116,346

6. Cultural Facilities, Museums and Libraries Overview

Clarington residents have a wide variety of interests that are beyond traditional sports and recreation activities, such as meaningful arts and cultural experiences. This may include, but not be limited to, art centres and galleries, performing arts theatres, farmers' markets, historical landmarks and cenotaphs, libraries, special events and festivals, community-based artisans, and craftspeople, and more, many of which are found within Clarington or are within driving distance of the Municipality. The following section highlights some of the Municipality's key cultural facilities, museums and libraries, and the spaces, programs, and services available at each location.

6.1 Clarington Library, Museum & Archives

The Clarington Library and Clarington Museums & Archives were merged in 2020 to become the Clarington Library, Museums & Archives (CLMA), which is dedicated to promoting and supporting lifelong learning to enrich the lives of local residents. While the Library and Museum were historically guided by separate strategic plans, a new strategic plan for 2023-2027 has been prepared to recognize both library and museum services under one structure. Its vision is for CLMA to “inspire curiosity and to be a destination where the community can relax, connect, learn, and thrive.” The new Strategic Plan's mission is to be the cornerstone of the community which inspires connections, empowers minds, and creates a vibrant tapestry of understanding. The new strategic plan identifies several key actions that fall under one of four strategic pillars, some of these actions are highlighted below (not a complete list):

1. Strategic Pillar #1: Knowledge-Rich Organization
 - Offering an evolving treasure trove of books and materials that reflect the diverse and changing needs of Clarington.
 - Expanding programs and partnerships with newcomer organizations in all four library locations.
 - Growing our language collection each year to reflect the languages spoken in Clarington.
2. Strategic Pillar #2: Community Destination of Choice
 - Embracing our role as a community sanctuary that connects residents to the resources and support they need through a Social Workers program.
 - Creating engaging interpretive displays within our Libraries, Museums, and community centres to connect residents to their local history and heritage.
3. Strategic Pillar #3: Organizational Excellence

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- Creating a destination of choice in Bowmanville through a renovation of the Bowmanville Library, and centralizing our heritage buildings in Bowmanville to fully program and promote our local history.
- Hitting the road by operating a bookmobile to reach underserved areas in Clarington.

4. Strategic Pillar #4: Resource Utilization and Sustainability

- Establishing key performance indicators to track our progress toward resource utilization and sustainability goals.
- Promoting our role in the circular economy. Borrowing instead of buying, upcycling and donating withdrawn materials to community groups.
- Developing sound risk management action plans to mitigate risk, support staff and plan resources effectively for responding to potential threats.

The CLMA oversees a number of spaces, programs and services that are relevant for libraries, museums and archives. The CLMA currently has a 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 116,346 residents, the CLMA is providing a ratio of 0.39 FTEs per 1,000 residents; the Ontario Public Library Planning Guidelines recommends a ratio of 0.6 FTEs per 1,000 residents and as such, the CLMA is not meeting this target.

The CLMA manages a number of facilities within its portfolio, including four library branches, heritage centre, and a historical house and schoolhouse. Various programs and services are offered at these locations such as physical print collections and materials, electronic resources, borrowing library, programming, special events, study rooms, tours and exhibitions, community resources, computers, and internet access, and more. Online programs and activities are also offered. In addition to the CLMA's facilities, there are also a number of independent "Free Little Libraries" set up by residents and found in parks throughout Clarington, such as at Haydon Hall Parkette.

In 2022, the CLMA was proud of the following key accomplishments:

- Introduced accessibility reading collection, including decodable books for readers with dyslexia and readers in early stages of literacy.
- Improved convenience of accessing literacy materials by removing fines for overdue materials and offering automatic renewals.
- Launched Clarington's first multilingual collection and first Local Author Showcase.

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- Expanded the “Library of Things” to include sports equipment, light therapy lamps, and home theatre equipment.
- Completed the restoration of the Charles Bowman painting, the only known image of Bowmanville’s namesake.

6.1.1 Library Branches

There are four library branches found throughout the Municipality in Courtice, Bowmanville, Newcastle and Orono. The library branches in Courtice and Bowmanville are co-located with another municipal facility (e.g., Courtice Community Complex and Municipal Town Hall), while the Newcastle and Orono branches are standalone facilities. The CLMA offers a total of 48,700 square feet of library space, which translates into a ratio of 0.4 per person, which is less than the benchmark average and lower than the industry target of 0.6+ square feet per person.

Table 25: 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	53,600	0.4
Kitchener	256,885	5	155,214	0.6
Markham	338,500	4	151,401	0.4
Milton	132,979	3	53,337	0.4
Mississauga	717,691	18	342,043	0.5
Oakville	213,759	7	108,301	0.5
Oshawa	175,400	4	95,085	0.5
Pickering	100,000	3	51,000	0.5
Richmond Hill	202,000	4	102,000	0.5
Vaughan	323,100	11	177,403	0.5
Whitby	138,501	3	76,800	0.6
Average	247,771	3	53,600	0.5
Clarington (2024)	116,346	4	155,214	0.4

Each branch features print material and a multi-media collection, dedicated age spaces, computers and internet, designated age spaces, and meeting/study rooms (with the exception of 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 addition to the new makerspace at Courtice Library Branch, the CLMA has made significant investments to enhance its physical library space. In 2020, renovations to the Bowmanville Library Branch were completed to enhance accessibility, which included an accessible entrance and main floor washroom, second floor universal washroom, support spaces, and new service desks, lighting and flooring. This project was a departure from original plans for a full renovation given that there may be a potential need for a second library facility, which may be co-located at the South Bowmanville Recreation Centre and will be explored further through this Master Plan.

The Orono Library Branch is also currently undergoing renovations to enhance accessibility. This project is expected to be completed by the end of 2023 and will provide an accessible entrance and universal washroom. Other building improvements will be completed as part of this project, including enhancing other library spaces and refreshing interior décor.

6.1.2 Library Programming and Services

Prior to the COVID-19 pandemic (2018 and 2019), the CLMA welcomed over 400,000 people into their library branches; the Bowmanville Library Branch had the greatest number of visitors in 2019, which made up nearly half of all foot traffic. The number of visitors was reduced by half in 2022 as libraries and programming re-opened to the public, although the number of visitors has continued to trend upwards in 2023.

Table 26: Annual Foot Traffic by Library Branch

Library Branch	2018	2019	2022	2023	Change (%)
Bowmanville Library	203,073	195,466	83,281	118,680	-42%
Courtice Library	139,737	141,616	72,909	120,406	-14%
Newcastle Library	68,534	71,139	38,845	54,933	-20%
Orono Library	6,044	6,324	3,740	1,555	-74%
Total	417,388	414,545	198,775	295,574	-29%

* Library services impacted due to ongoing renovations during the second half of 2023.

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Between 2018 and 2023, the size of CLMA’s physical materials increased by 24%. Similarly, CLMA’s digital library increased by 79%. The use of CLMA’s online resources has increased considerably, with use of the library website and mobile application almost doubling to over 1.5 million sessions. While the number of public computer access sessions declined by 57%, the number of wireless internet sessions increased by 29%, suggesting that users may be more inclined to use their personal devices to access the internet.

Table 27: 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	*	103%
Items Printed	25,505	48,223	118,670	*	365%
Event Attendance	23,056	24,460	13,059	28,701	24%

* Information not available at time of report, change (%) based on 2022 numbers

Programming offered by the CLMA was broad and included 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 8% increase from 2018. CLMA programming is open for children, young adults, adults and seniors. Children make up the large majority of program registrants, while young adults make up the largest increase in in program participants, which increased by 600%; adults represent the largest base of cardholders. Over the next ten years, the CLMA has planned for over \$2 million in acquiring new collection materials, as well as over \$800,000 in technology upgrades and replacements.

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Table 28: Annual Program Participation by Type

Program Type	2018	2019	2022	2023	Change (%)
Early Literacy and Early learning	13,055	15,406	1,810	9,174	-30%
Other Children's Programming	3,572	2,605	3,765	4,908	37%
Summer Reading	2,853	3,358	1,881	4,064	42%
Class Instruction at a Library or School	1,291	1,076	471	644	-50%
Teen Programming	27	141	196	542	1,907%
Newcomer Focus	202	248	-	11	-95%
Careers Services	376	155	10	24	-94%
Business Development	-	11	-	-	n/a
Community Development	2,423	3,162	2,639	4,211	74%
Technology Literacy	893	599	204	99	-89%
Maker space, Digital Media Lab, Self-publishing	19	186	67	37	95%
Genealogy, Local History, Doors Open	68	43	-	421	519%
Adult Learning	802	983	179	326	-59%
Senior Programming	1,421	548	457	1,072	-25%
Culture Days, Poetry and Story Readings, Art Shows	-	-	250	193	n/a
Book Clubs	200	165	22	26	-87%
Other Programs	20	449	1,202	3,639	18,095%
Total	27,222	29,135	13,153	29,391	8%

Table 29: Annual Program Participation by Age Group

Age Group	2018	2019	2022	2023	Change (%)
Children	22,847	24,349	11,668	26,250	15%
Young Adults	85	141	335	594	599%
Adults	2,869	4,097	692	958	-67%
Seniors	1,421	548	458	1,183	-17%
Total	27,222	29,135	13,153	28,985	6%

6.1.3 Sarah Jane Williams Heritage Centre and Waverley Place

The Sarah Jane Williams Heritage Centre is operated by CLMA and is located a short distance from the Municipal Town Hall in Bowmanville. The Centre contains exhibitions and collections that showcase the history of Clarington 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.

Waverley Place is within the CLMA's portfolio and is located at the same site as the Heritage Centre. Waverley Place is a designated heritage building that is owned by the Municipality. The home features nine rooms and showcases the lifestyle of an upper-class family from the early 1900s. Originally constructed in 1847 as a one storey cottage, it is recognized as one of the earliest brick build homes in Bowmanville. It was later renovated and expanded in the 1860s and 1880s to a two storey Italianate style building that exists today. 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.²² Tours of the home can be arranged through CLMA.

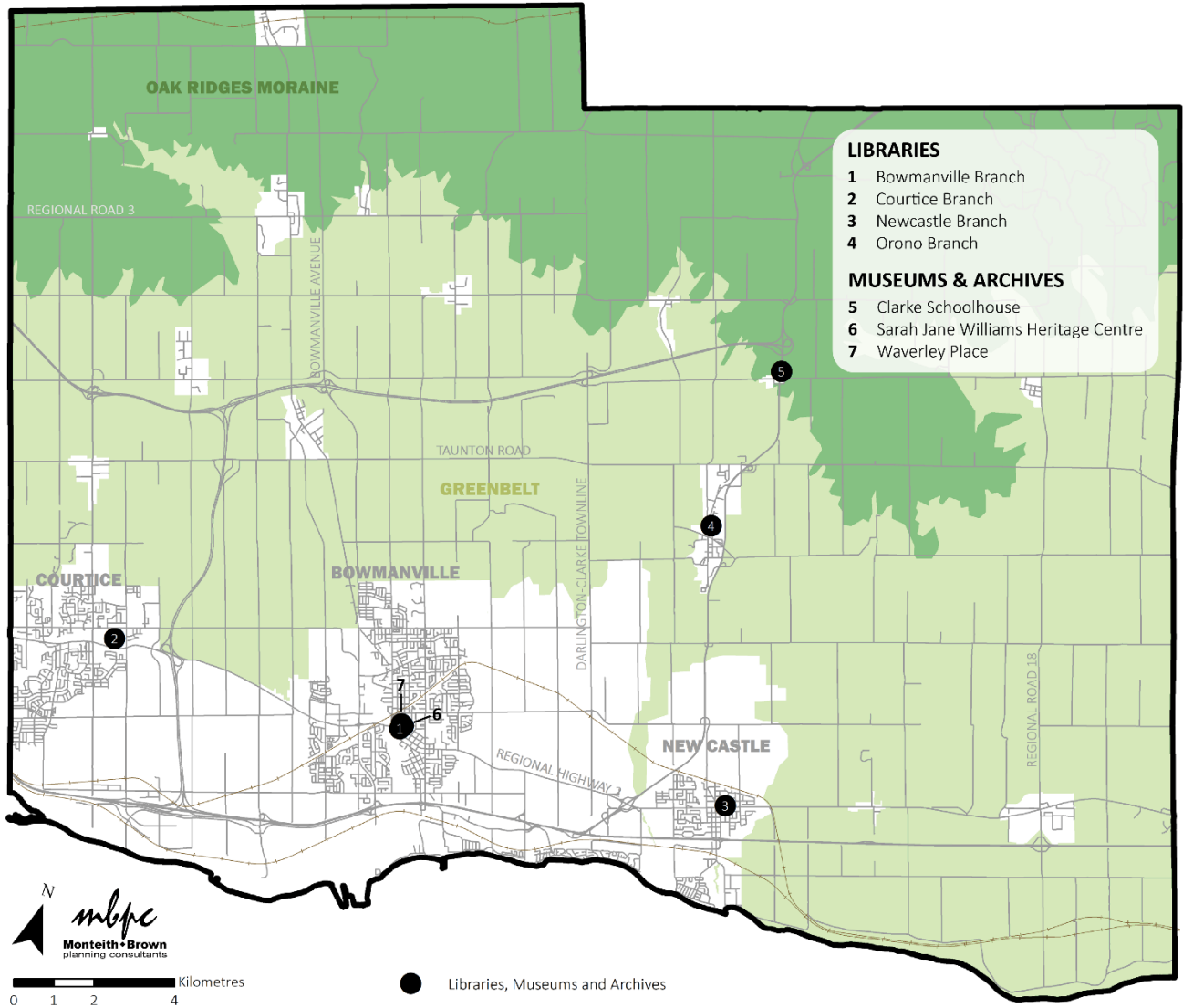
6.1.4 Kirby Schoolhouse / Clarke Museum

The Kirby Schoolhouse 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. Now known as the Kirby Schoolhouse, it is within the CLMA's portfolio where it is used for educational programs for local schools.

²² Ontario Heritage Trust. Retrieve from <https://www.heritagetrust.on.ca>

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Figure 19: Distribution of Libraries, Museum and Archives



Data Source: Municipality of Clarington, 2023

6.2 Municipality of Clarington Cultural Spaces and 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.

There are a number of publicly owned cultural spaces that are operated by the Municipality or by third-party community organizations. 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 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.

6.2.1 Clarington Cenotaphs and Memorials

There are a number of cenotaphs in Clarington that 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 the Clarington Fields (Bowmanville), 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.

6.2.2 Camp 30

As mentioned in Section 4.3, the Municipality currently owns, or is expected to own, five buildings that are designated heritage structures, including two dormitories, dining hall, gymnasium, and hospital/infirmary. Its historical designation recognizes its 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. The buildings at Camp 30 are currently not in use.

6.2.3 Public Art and Heritage Features

Incorporating public art and heritage features 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. Examples of public art features are found throughout Clarington, including murals along main streets depicting important

historical locations and imagery. The Municipality's public art installations were part of the Municipality's Public Art Project, an initiative that was made possible by funding through the Ontario Ministry of Agriculture, Food and Rural Affairs.

6.2.4 Visual Arts Centre

The Visual Arts Centre is located in Bowmanville at Soper Creek Park. The facility is owned by the Municipality and is operated by a non-profit organization for art exhibitions and studio space. A variety of spaces are available 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. The Municipality supports this organization through annual financial contributions.

6.2.5 Other Non-Municipal Cultural Facility Providers

Clarington's cultural spaces are complemented by non-municipal community service providers. For example, A Gift of Art is a not-for-profit organization in Newcastle that seeks to "enhance the enjoyment and growth of the arts in the Clarington area through exhibits, events, a retail outlet, demonstrations of the performing arts and workshops in various media." A passionate group of instructors also provide art classes at their location and room rentals are also available. In addition, there are a number of other artisans and craftspeople found throughout the Municipality, as well as music instructors and dance studios.

6.2.6 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 Bowmanville Town Hall. 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.

7. Service Delivery Overview

This service delivery review takes into consideration relevant trends, the impacts of the COVID-19 pandemic, legislation and industry standards, participation and utilization data, and input from the public, staff, and Council, as well as Municipal, Corporate and Departmental initiatives impacting the delivery of service.

7.1 Role of the Community Services Department and the Service Delivery Model

The role of the Clarington Community Services Department is to welcome as many residents into public spaces as possible and provide/enable enjoyable experiences. The research is clear about the benefits of participation.

The current service delivery model for the Department is designed to engage as many community groups and organizations as possible in the delivery of service. The advantage is that more residents can be engaged through multiple service providers. The clear aim of contemporary departments in Canada is to increase participation year over year so that residents can lead healthier lives.

The key is to provide the right infrastructure and program mix. Communities respond well when there is a blend of safe and enjoyable opportunities including active, creative, general interest, and STEM programming. Providing a full range of programs allows residents and visitors to expand their knowledge, gain skill mastery, and have choice. Engagement in these pursuits is the way to ensure that individuals, families, and the community is achieving a positive state of health and wellness.

The evidence is strong – an active and engaged community is healthier overall, is cohesive, and demonstrates community pride. Active individuals and families have better life outcomes. All efforts of Council, the community, and staff must be directed at providing and enabling quality parks, recreation, cultural, and wellness pursuits.

The goal is to provide and assist in delivering a range of choices for all ages and abilities and to include all residents and visitors regardless of their background. 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. This takes a holistic approach, and the key driver is to provide services efficiently with high satisfaction levels. Consideration is given to ensure all age groups are included, to engage and hear the citizens voices, and make special efforts to include underrepresented residents.

Municipal staff in Clarington provide opportunities directly in aquatics, skating, active programs, day camps, and in services where there are no other local providers.

Support is offered to local community groups who provide sport, recreation, and cultural experiences by providing spaces (often at reduced rental rates) as well as grants for initiatives that meet the respective criteria. The Municipality meets with service clubs and sport organizations to discuss upcoming initiatives, challenges, policy reviews and to share information.

The Community Services Department follows best practices in the delivery of programs and services. The following illustration depicts the process that staff follow in providing/enabling programs and services. Staff first identify needs and the most likely provider. If the program or service is already provided locally, discussions would centre on what supports Clarington might provide. Partnerships are formed whereby the Municipality may provide space or promotion and other supports. If there is not a community-based provider, the Municipality will look to provide the program or service directly. In all cases, staff will promote all opportunities, monitor participation, the quality of the service, and address any improvements that are needed.

Service Delivery Process

1. Understand community needs.
2. Identify the range of community service providers.
3. Work with groups to provide space and other supports, where appropriate.
4. Provide programs/services directly if it is more efficient and effective.
5. Monitor participation rates and satisfaction levels.
6. Make improvements based on community feedback.

Observations

- The current service delivery model relies largely on community partners and not-for-profit organizations to deliver services. This is an appropriate approach given that it engages the community to a great extent 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 while the capacity of the Department to provide more programs and services directly may have to be studied.

7.2 Key Program and Service Delivery Trends

It is important to look at current trends and their impact on service delivery in Clarington. While the Municipality has been proactive in addressing ongoing partnerships, identifying, and including diverse populations and other trends; there is still an emphasis to be placed in garnering greater participation levels in each age grouping and family participation.

7.2.1 Working with Others to Address Gaps through Partnerships

The Pandemic resulted in a stoppage of many program opportunities for the public across Canada. Municipalities are recovering to pre-pandemic service levels to varying degrees. The recovery has provided challenges in terms of rising costs to provide programs and services and staff shortages. Aquatic staff are in shorter staff supply due the lack of programming to supply the needed aquatic instructors and lifeguards over 2020 and 2021. Leadership in other areas of programs and services are at a deficit as well – for example camp leaders. Greater efforts are being made within communities to work collectively with other service providers to share resources and reduce duplication of efforts. Municipalities are also capitalizing on the opportunity to form and strengthen community partnerships to address common issues.

7.2.2 Engaging Underserved Populations

Many municipalities are experiencing population increases across Ontario as governments work to attract more newcomers to serve Canada's workforce requirements. At the same time, community service staff have identified other populations that are underserved and face barriers to participation. The inclusion, diversity, equity, and anti-racism movement in Ontario has prompted community service departments to identify the equity seeking groups within their municipality as job one. Traditionally, staff have worked to better include persons with disabilities and persons experiencing low income with good success. Other groups have been identified considering the demographics of the community to include racialized populations, the 2SLGBTQIA+ community, Indigenous Peoples, girls/women, etc. This broader thinking has resulted in more welcoming public spaces and services. The key to success has been on going and meaningful discussions with equity seeking populations leading to the adage "Nothing About Us Without Us" meaning staff should never assume what barriers are experienced nor the program or service that is needed. The key goal is to ensure that similar percentages of the diverse populations can participate in comparison to the general population.

Many municipalities are offering learn-to-programs to ensure that newcomers can learn and be proficient at skating and swimming as well to play hockey, ringette, etc. Further, some municipalities are offering non-traditional sports and activities to reflect the needs of a diverse population.

7.2.3 Drop-In Opportunities and Welcoming Spaces

As previously noted, there is a Canada-wide trend toward greater participation in drop-in and casual opportunities. The ability to self-schedule is appealing and lends itself to busy schedules with little free time. Many municipalities are scheduling drop-in opportunities to a greater extent, including open gym time for varying ages, public swim and skate, summer playground opportunities, and fitness classes, etc. Staff are scheduling more time into facility and park program schedules to accommodate newer participation patterns. Some facilities are undergoing retrofits to lobby areas to offer welcoming and safe spaces for all age groups.

7.2.4 Outdoor Programming

The Pandemic resulted in residents exploring outdoor opportunities with their families to get exercise. The use of walking trails and the use of sport courts (especially Pickleball) increased significantly and continue to be popular family opportunities. Residents continue to enjoy outdoor spaces and many communities look to either the municipality or varying interest groups to provide events, learn-to clinics, public space interpretation, and special events programming in outdoor spaces.

7.2.5 Emphasizing Civility in Public Spaces

Many municipalities in Ontario are reporting increasing and alarming acts of aggression and misbehaviours within their facilities and public spaces. Turnover in customer service staff has been a result, in part, to be the targets of abusive behaviours. Preliminary studies have shown that the Pandemic limited our ability to be social and thus limited touch, eye contact, and social etiquette. Municipalities have created zero tolerance policies, good behaviour protocols which articulate public engagement expectations and have posted signage to be kind and understanding.

7.3 Programs and Services

7.3.1 Providing Something for Everyone

The goal of municipalities is to provide and enable equitable opportunities to meaningful recreational opportunities to maximize participation in Clarington. The focus in providing/enabling recreation services is to ensure that there is a variety of choices for each age grouping. Providing a variety of choices allows residents to try and master new things thus encouraging lifelong engagement in sport, recreation, and culture. Whether the activity is provided by staff or through other community groups or organization allows a greater wealth of community resources and more experiences for residents. The following provides an overview of experience choices for residents and identifies where there may be some gaps to be addressed.

One of the baseline evaluation methodologies for recreation programs and services is to assess what opportunities exist for each age group. This is to ensure that each age cohort has barrier free access to a wide range of programs and services (at a minimum: aquatics, drop-in opportunities, active/sport, general interest, creative and STEM programs). The value in this exercise is to look at any gaps in the delivery of service and to ensure that programming addresses emerging demographic groups (such as the growth of young people and families moving to the Durham Region). Further assessments within this report will include compliance with legislative and industry standards, quality assurance mechanisms, levels of satisfaction, and more.

Table 30: Community Services Department Programming

Age Grouping	Active	Creative	General Interest	STEM
Pre-School	✓	✓	✓	
Children	✓	✓	✓	✓
Youth	✓	✓	✓	
Adult/Older Adult	✓		✓	
Families	✓		✓	

Observation

- Utilizing this evaluation on the range of choices; there may be gaps in STEM programming for all ages and a lack of creative opportunities for pre-school, youth, and families. The difficulty in identifying these gaps is that data has only been used from directly provided programs and services through the Municipality. Expanded data collection of participation of residents in programs and services provided by service delivery partners will be an important endeavour in the future.

7.3.2 Preschool Programs

Table 31: Participation in Pre-School Programs

Activity	2019			2022		
	Cap.	Reg.	Fill	Cap.	Reg.	Fill
Sport, Active Play, General Interests	2,144	1,063	50%	952	714	75%
Aquatics	4,180	3,763	90%	1,943	1,798	93%
Total	6,324	4,826	76%	2,895	2,512	87%

Cap. = Capacity Reg.= Registered Fill = Fill Rate

Observations

- The 2021 Census reports that there are approximately 6,200 pre-school children ages 0 to 4 in Clarington. If each participant engaged in a directly offered activity 1.5 times per year on average – it could be estimated that 27% of the pre-school population participates if this assumption is correct based on the data in the above table.
- Participation rates compare the number of participants registered in a certain program compared to the previous year. Pre-school program participation is at 52% of the pre-COVID levels. Building capacity within the offerings and continued promotion will hopefully see full recovery.
- 72% of pre-school participation in programs is a result of participating in swimming lessons.
- A fill-rate compares the number of registrants compared to the program capacity. Staff are offering programs known to be meaningful and maintaining an 87% overall fill rate in classes in 2022.
- There is no participation data provided through programming partners which would provide a more accurate picture of participation.
- An apparent lack of creative and STEM programming is evident within the scope of what the Municipality is offering.

7.3.3 Children Programs

Table 32: Participation in Children Programs

Activity	2019			2022		
	Cap.	Reg.	Fill	Cap.	Reg.	Fill
Camps	3,477	2,647	76%	2,317	1,617	70%
Sport, Active Play, Specialty	2,292	1,453	63%	1,232	639	52%
Aquatics	3,597	3,005	84%	2,168	1,900	88%
Total	9,366	7,105	76%	5,717	4,156	73%

Cap. = Capacity Reg. = Registered Fill = Fill Rate

Observations

- The 2021 Census reported that there are approximately 6,700 children ages 5-10 in Clarington.
- Registration levels for children have recovered to 58% of pre-COVID levels (2019). Staff have reduced the number of program and service offerings due to the availability of staff.
- Aquatic swim lessons are the most popular registered activity within the program mix for children, followed closely by camps. In 2022, aquatic lessons made up 45% of children’s participation while camps made up 39% of children’s participation.
- There may be a gap in well-rounded program opportunities, including creative and STEM opportunities for children.
- Participation levels of partners and like service provider driven programs would be helpful in determining the participation rate of children in sport, recreation, and culture programs.

7.3.4 Youth and Young Adults Programs

Table 33: Participation in Youth and Young Adult Programs

Activity	2019			2022		
	Cap.	Reg.	Fill	Cap.	Reg.	Fill
Leadership	617	490	79%	240	171	71%
Sport, Active Play, General Interest, Specialty	277	191	69%	242	226	93%
Total	894	681	76%	482	397	82%

Cap. = Capacity Reg. = Registered Fill = Fill Rate

Observations

- There are 18,200 youth and young adults in the age range of 10 to 24 years in Clarington according to the 2021 Census. There are few youth participants in directly offered programs and services. Likely there is greater participation in casually offered programs and services within this age group offered by other organizations.
- Leadership courses for this age group are important to sustain the recreation and culture delivery system in camps, programs and aquatics. Other current tactics to increase participation in youth leadership courses is to offer these courses at a reduced fee or no fee at all.
- Many of youth opportunities engage drop in and casual use and this data would be helpful to isolate in the future for planning purposes with youth related partners.

Continuing to Support Youth in Clarington

Efforts are currently taken to keep youth engaged within recreation and culture pursuits to be a community that supports their voice and self-governing endeavours. Youth engagement and empowerment requires continued attention to provide friendly and safe environments where youth can decide what leisure opportunities interest them. The Municipality must remain nimble and responsive to the needs of this age cohort and focus on youth who are not typically engaged and cannot navigate the delivery of services.

The Playworks Partnership has Valuable Quality Assurance Criteria

Ontario’s Playworks Partnership for Active and Engaged Youth is comprised of a group of youth-serving organizations. This organization researched, defined, and promoted a well-recognized quality assurance framework that articulates what must exist in a community to demonstrate support for youth. Youth Friendly Communities work to increase the commitment and interest in increasing recreation services for youth. Youth serving partners work together to address ten criteria within a municipality to establish and validate a real commitment toward youth. Communities are awarded Youth Friendly status at varying levels by demonstrating their provision of services and youth engagement efforts. Implementing these criteria with other youth serving partners in Clarington will ensure quality experiences for youth.

The ten criteria include:

1. Youth have options for play.
2. Youth are formally connected community wide.
3. It is easy for youth to find information about activities in the community.
4. The community recognizes and celebrates youth.
5. The community formally commits funding for youth play.
6. The community supports positive youth development.
7. Youth feel valued by their community.
8. Schools and school boards support the youth friendly application.
9. Play is accessible to youth.
10. Play is socially inclusive.

7.3.5 Adult Programs

Table 34: Participation in Adult Programs

Activity	2019			2022		
	Cap.	Reg.	Fill	Cap.	Reg.	Fill
Aquafit	986	968	98%	1,930	1,418	73%
Sport, Active Play	107	90	84%	264	132	50%
Swim Programs	90	79	88%	98	79	81%
Total	1,183	1,137	96%	2,292	1,629	71%

Cap. = Capacity Reg. = Registered Fill = Fill Rate

Observations

- The 2021 Census recorded 40,850 residents in Clarington between the ages of 25 and 54 years.

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- Participation in directly offered programs has increased since 2019 by approximately 500 adult participants. The greatest increase has been in the aquafit courses (which also includes older adult participation).
- Offering adult sport leagues directly has been a successful way of increasing adult participation and has been a growing trend.

7.3.6 Older Adult Programs

Table 35: Participation in Older Adult Programs

Activity	Cap.	2019		2022		
		Reg.	Fill	Cap.	Reg.	Fill
General Interest		263		200		
Special Events	Data	1,330		Data	720	
Specialty Programs	Not	55	N/A	Not	103	N/A
Group Fitness	Available			Available	418	
Sport, Active Play					1,357	
Total		1,648			2,798	

Cap. = Capacity Reg. = Registered Fill = Fill Rate

Observations

- There are 29,400 residents over the age of 55 in Clarington based on the 2021 Census.
- The Municipality of Clarington has an agreement with the Bowmanville Older Adult Board of Directors at the Clarington Beech Centre with respect to 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 elsewhere within the Municipality.
- 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.
- It will be important to work with all like service providers to get a better sense of participation amongst this age grouping – especially since Clarington will witness an increase in this age cohort over the horizon of the Master Plan.

7.3.7 Drop-in Programs

Table 36: Participation in Drop-in Programs

Activity	2019	2022
Drop – In Swimming	108,000	66,300
Drop-In Skating	29,000	12,700
Total	134,000	79,000

Observations

- Participation in drop-in opportunities has increased across Ontario as a preference for managing one’s own time and not being bound to a schedule of classes on specific days and times.
- Drop in opportunities in public swim and skate have recovered to 60% of pre-Pandemic levels in Clarington.
- Monitoring capacity and fill rates will be important to measure the times and days that are most popular and addressing any pent-up demands.

7.3.8 Aquatics Programs

Table 37: Participation in Aquatic Programs

Facility	2019			2022		
	Cap.	Reg.	Fill	Cap.	Reg.	Fill
Courtice Community Complex	4,400	3,900	89%	2,900	2,600	92%
Alan Strike Aquatic and Squash Centre	1,000	900	90%	700	600	90%
Diane Hamre Recreation Complex	5,000	4,400	88%	2,500	2,200	88%
Total	10,400	9,200	88%	6,100	5,400	89%

Cap. = Capacity Reg. = Registered Fill = Fill Rate

Observations

- Staff have scaled down aquatic offerings due the availability of aquatic staff. The staffing difficulty has been evident due to not being able to offer leadership programs during the Pandemic shutdowns. Specific efforts are being made to attract and retain trained staff.
- There is capacity to accommodate more lesson registrants in the existing program and the expanded program of 2019. The challenge is to accommodate lesson participants during a time that is convenient, with pent up demands usually occurring in the levels of pre-school and children’s swim lessons.

7.4 Special Events

7.4.1 Municipal Special Events

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. The events promote the attributes and uniqueness of the Clarington and often bring an economic impact to local businesses. The Municipality, primarily through the Community Services Department, is involved with 42 special events to varying degrees annually. Each event requires differing resources and supports.

Table 38: Municipality of Clarington Special Events

Special Event Type	Involvement	Examples (not a complete list)
Corporate / Departmental	<ul style="list-style-type: none"> Organizational components Set-up and break down of equipment, Maintenance and waste management Legislative and By-Law compliance. Coordination with other agencies and organization 	<ul style="list-style-type: none"> Mayors New Years Levy Black History Month Mayor’s Love of Art gala Celebrate Sport Hall of fame Celebrate Sport – Community Day Volunteer Appreciation Indigenous Peoples Day Seniors Month BBQ Canada Day (Orono Library)
Community Driven	<ul style="list-style-type: none"> Delivery/set-up/take down equipment. Waste management Legislative and By-law compliance 	<ul style="list-style-type: none"> Big Brothers/Big Sisters Road Hockey Applefest Newcastle Santa Claus Parade Butter Tart Festival
Rentals Other Supports	<ul style="list-style-type: none"> Lease/rental agreements Delivery and set/up, breakdown of equipment. Waste management Legislative and By-law compliance 	<ul style="list-style-type: none"> Huntington’s Walk Bowmanville Farmers Market Clarington Farmers Market Baseball Day in Clarington Newcastle Canada Day Bethesda House Walk Powerlifting ComicCon Muskies Show Antique Show

As the population grows and requests for special events increase, the Municipality should be prepared to allocate staff and resources to the events with the highest community benefit. A Special Events Policy is a valuable approach to categorize events and provide an equitable level of support based on whether the event is sponsored by Clarington, a community-based group, or a commercial venture. 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. Quantifying the success of an event would be completed by asking participants for their satisfaction levels, monitoring social media activity, and sponsor recognition. Both qualitative and quantitative measures should be undertaken to ensure the best use of public funding.

7.4.2 Library Special Events

The CLMA also hosts and enables a wide variety of special events for residents on an annual basis, including:

- Winter Wonderlearn
- Battle of the Books
- Doors Open Clarington
- Harvest Festival Book Sale
- Mayor's Gala
- Drag Queen Storytime
- Clarington Celebrates events
- TD Summer Reading Club

The CLMA is involved with more than 30 other special events to varying degrees annually; each event requires differing resources and supports.

Table 39: CLMA Special Events

Special Event Type	Involvement	Examples (not a complete list)
In-Branch Event	<ul style="list-style-type: none"> • Plans, coordinates, and hosts event. • May involve other community organizations and varying levels of government. 	<ul style="list-style-type: none"> • Winter Wonderlearn • Doors Open Clarington • Mayor’s Gala • Drag Queen Storytime • Black History Month • Indigenous Peoples Day • Clarington Community Christmas Party • Harvest Festival Book Sale • Edwardian Teas and Spirit Walks • Class and group visits
CLMA Outreach Event	<ul style="list-style-type: none"> • Assists with the planning and coordination of event. • Involves other community organizations and varying levels of government. 	<ul style="list-style-type: none"> • Battle of the Books • White Pine • Indigenous Artists Celebration
CLMA Attended Community Event	<ul style="list-style-type: none"> • Attends community event with outreach booth or may include other components, such as program or service delivery. 	<ul style="list-style-type: none"> • Bowmanville and Clarington Farmers Markets • Applefest • Maplefest • Big Drum Social • Santa Clause Parades

7.5 Inclusion, Diversity, Equity and Anti-Racism

To take purposeful tactics to support equity seeking populations is the goal for achieving participation rates comparable to the general population. Municipalities in Ontario are setting policies and undertaking operational efforts to define who is underrepresented and may face barriers to equitable service delivery. Defining who may face impediments to service provision is job one with engagement efforts following. The following table describes populations who may be underserved and quantifies the number of residents within each respective segment of the population of 116,346. Staff should review these statistics to determine who may be facing barriers to participation and what is being done to include these populations’ voice in service delivery.

Table 40: Estimated Population of Select Population Groups

Population Segment	Approximate Clarington Population	Proportion of Municipality of Clarington Residents
Indigenous Peoples	2,800	2.42%
Persons with Disabilities	25,600	22%
Persons Experiencing Low Income	5,800	5%
2SLGBTQ+ *	4,700 – 15,100	4 to 13%
Visible minorities	18,000	15.5%
Women, girls, and those who identify	59,300	51%

Source: Statistics Canada 2021

Population is based on a total population estimate of 116,346 residents.

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

The CLMA provides and supports various IDEA (inclusion, diversity, equity, and anti-racism) initiatives in a number of ways. Various special events are held each year to celebrate equity seeking groups such as Drag Queen Storytime, National Indigenous Peoples Day, Black History Month, and Youth Pride Durham. Featured displays are also held in CLMA spaces to recognize Pride Month, Indigenous History Month, Asian Heritage Month, Islamic History Month, Ramadan, Chanukkah, Black History Month, and National Accessibility Week. A broad variety of library collections are also available for residents from all backgrounds including, but not limited to, multilingual collections, digital resources, vision and hearing enhancement collections, food pantry, various in-branch services, and more.

7.5.1 Clarington’s Diversity Advisory Committee

Clarington has been proactive in reaching out to include the voice of its diverse population in the delivery of programs and services. The Diversity Advisory Committee is advisory in nature but provides an equity lens. The advisory committee is made up of two youth, one Council appointee, and citizen members representing the diversity of the community. Communications include open meetings, the availability of meeting minutes, public surveys, and annual reporting to Council. The main deliverables of the Diversity Advisory Committee include:

- Serve as liaison between community and the Municipality on matters pertaining to diversity and inclusion:
- Serve as a resource to staff in the delivery of services;
- Create awareness, and a greater understanding of diversity issues in the Municipality;

- Educate and celebrate Days of Significance; and
- Involve community groups representing diverse communities.

Clarington has partnered with the Canadian Centre for Diversity and Inclusion (CCDI) to educate staff and the public and to take proactive actions representative of the needs of equity seeking populations. As well, Council has directed staff to join the Coalition of Inclusive Municipalities and have dedicated a staff member to lead the Diversity and Inclusion efforts.

7.5.2 Clarington's Anti-Racism Task Force

The Municipality has ensured that anti-racism is top of mind in the provision of programs and services through the enactment of the Anti-Racism Task Force which is a sub-committee of the Diversity Advisory Committee.

7.5.3 Inclusive Spaces Policy

Clarington Council has 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.

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.

7.5.4 Other Promising Practices

Some promising practices outlining the role of staff in ensuring programs and services are available for all residents. A summary of these practices and where Clarington sits along a continuum of implementation is offered as a starting point for further discussion. The identification of the number of initiatives that have been implemented both corporately and departmentally is impressive and demonstrate a true commitment to be inclusive and welcoming to all populations within Clarington.

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Table 41: Promising Practices to Ensure Inclusion of All Residents

Promising Practice	Not-In-Place	Newly Developed	Implemented	In a Mature State
Ensure that there is continuous engagement with underserved support organizations and the respective Committees of Council to understand the needs of underrepresented populations.				
Support emerging ideas and opportunities through the provision of space, staff resources or through the grant program.				
Understand the numbers of residents who could be considered part of an underserved population group.				
Identify what is being done currently to include underrepresented populations				
Regularly observe public spaces and facilities to identify who is included and participating in all activities and events and most importantly – who is not.				
Include the participation data of all partners delivering programs and services in public spaces				
Work to ensure that staff and volunteers are representative of the diversity of the Municipality of Clarington.				
Ensure that staff and volunteers receive training to be diversity competent outline what populations are considered underserved, what				

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Promising Practice	Not-In-Place	Newly Developed	Implemented	In a Mature State
barriers have been identified and what interventions will be implemented to be more welcoming and to increase participation.				
Provide a training modules and support materials to all community stakeholder groups providing sport, and recreation services to ensure these providers can also reflect the community in their activities.				
The development of a summary of terms that are no longer acceptable including suggestions of more appropriate terms. This has proven useful in corporations and organizations for use by staff and volunteers.				
Internal Staff Diversity Teams have proven to be beneficial within municipalities to look at internal policies and practices that require review and revision.				
Assist new and diverse groups to form and navigate the public systems.				
Ensure that all pictures in all publications and promotions reflect the diversity of Clarington.				
Recognize Days of Significance honouring history and days of celebration for underserved communities and other populations within Clarington				
Ensure that the criteria for receiving Community Grants				

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Promising Practice	Not-In-Place	Newly Developed	Implemented	In a Mature State
includes funding for access and inclusion for underserved populations – for example, providing grants for initiatives that serve to increase participation in recreation and sport activities by the identified underserved populations.				
Utilize an “Equity Lens” in the development and review of programs and services – that includes the voice of equity seeking populations.				
Provide translation services for persons speaking non-official languages and providing sign language within public meetings and gatherings.				
Meeting the facility and customer service requirements of the OADA .				
Review of various historical installations/monuments and names of public places and spaces to ensure that they are aligned with current social norms.				

Persons Experiencing Low Income

The Municipality utilizes various mechanisms to reduce the fiscal barrier to participation in programs and camps for persons experiencing low income.

The Fee Assistance Program

The 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 \$200.00 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

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programs delivered through contracted services. The Municipality also offers persons with permanent or temporary disabilities access to a discount for membership services and provided just under 700 discounted memberships in 2023. The following table outlines the uptake of the comparing 2022 and 2023 to date.

Table 42: Clarington Inclusionary Efforts, 2022 to 2023

Access Program	2022	2023 to date
DRSS Program Card	1,602	3,075
DRSS Program Card - Camp 1	1,892	5,540
DRSS Program Card - Camp 2	1,133	2,746
Fee Assistance Program	12,099	17,046
Inclusion Membership Discount	n/a	21
Inclusion Membership Discount - Adult	n/a	634
Inclusion Membership Discount - Senior	n/a	38
Jumpstart	459	164
MAP - Senior	128	79
MAP - Youth	14	26
MAP - Adult	1,559	853
Total	18,877	30,222

Observations

- The Municipality of Clarington’s Fee Assistance Policy demonstrates an excellent practise in that allows participants an annual budget and participants can register in the programs of their choosing.
- The process is seamless once a recipient is approved; registrants’ complete online registrations with a personal identification Number (PIN) as all residents would register.
- The Policy prompts staff to reach out to existing clients to remind them to reapply, if eligible.
- The Policy should be reviewed every year in order not to reduce the number of programs/services one can access due to fee increases.
- In addition to the programs offered through funding allotted to the recipient, a range of free, and low-cost opportunities exist.

The 2SLGBTQIA+ Community

The Two-Spirited, Lesbian, Gay, Bisexual, Transsexual, and Questioning (LGBTQ2S+) community often experience exclusionary behaviours. With the recognition that 13% of the Canadian population identifies as 2SLGBTQIA+, which could equate to approximately 13,900 Clarington residents, more intentional efforts are needed to provide welcoming environments to this 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.

Community Living Month (May) is recognized by the Municipality to raise awareness and educate residents on the discrimination that the 2SLGBTQ+ community faces. Clarington leads and supports celebrations during PRIDE month. Clarington also recognizes Transgender Day of Visibility.

Persons with Disabilities

Clarington includes person with disabilities in a few ways; participants with disabilities can attend programs with a caregiver, can take part in a modified experience, and or participate in programs designed for people experiencing some limitations. The Municipality has also installed charging stations for mobility equipment in 15 locations which provides safer and more welcoming public spaces.

Partnerships with the Grandview Children’s Centre and the Autism Home Base Durham both provide programs to residents and ongoing advice to staff.

Girls and Women

Participation in sport and recreation by girls and women and those who identify is on a downward trend in Canada. Canadian Women in Sport in concert with the Canadian Tire Jumpstart Charities released a national report in June 2020 regarding sport participation for girls aged six to 18. The findings noted that girls’ participation in sport is much lower than boys the same age and that girls experience a significant drop-out rate by late adolescence. One in three girls leave sport as compared to one in ten boys. Among the barriers cited, girls stated low levels of confidence, low body image, lack of skills, and feeling unwelcome in a sport environment.

In 1992, over half of females over 15 participated in sport. By 2019, 28% of females participated in sport while 62% did not. Current studies are demonstrating that one in four girls are not committed to returning to sport after the pandemic. This declining participation rate is alarming, yet the Federal government has declared that we will achieve gender equity in sport by 2035 in Canada. The Canadian Women in Sport (CWS) supports and enables girls, women, and gender diverse people in pursuing sport

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. Female participation in community-driven sport and recreation has not been prioritized specifically, to date, in Clarington. This is a national priority and Clarington could readily utilize tools provided by CSW and audit which interventions and inclusionary efforts are required.

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 grouping in all directly provided and services providers utilizing Clarington public spaces, to determine if there are any inequities.

Indigenous Peoples

The Truth and Reconciliation Report (2015) and the Parks for All Report (2017) 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.

Truth and Reconciliation Commission of Canada Calls to Action (2015) – Sports and Reconciliation (all levels of government):

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.

The Municipality of Clarington has shown significant leadership in recognizing underserved populations, is currently engaging representative populations in discussions, and begins each Committee and Council meeting with the Land Acknowledgement.

As per the Municipal website - A land acknowledgment statement recognizes the Traditional Territory of the Indigenous people(s). It is a sign of gratitude and respect.

“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.”

The Clarington's website also speaks to the Municipality's commitment to Truth and Reconciliation and provides resources in better understanding the history of Residential Schools which separated children from their families and were educated to strip them of their indigenous identity under harsh conditions. The website also provides educational resources on Colonialism in Canada, Treaty Territories, Turtle Island, and Indigenous Spiritual Practises and Ceremonies.

The Municipal website describes how residents can become an ally to Indigenous Peoples through:

- Recognize yourself as a settler.
- Offer reciprocity in your relationship with Indigenous Peoples.
- Learn about the people who are Indigenous to the land where you live and visit.
- Erase stereotypical language against Indigenous People from your vocabulary.
- Actively support Indigenous freedom of practices.
- Diversify your sources of education and entertainment.
- The Municipality recognizes National Indigenous Peoples Day.

Supports to service delivery with respect to listening to and working collectively with Indigenous Peoples in developing rounded opportunities include:

a) The Aboriginal Sport Circle

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 this 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) IndigenACTION

The Assembly of First Nations (AFN) is a national organization representing First Nations peoples in Canada. The AFN has developed an IndigenACTION Strategy which serves to develop partnerships with community level sport 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

The Indigenous Cultural Competency Training program 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.

7.5.5 Diversity Equity and Inclusion Challenges

Continued dialogue with equity deserving groups is a clear requirement in providing and enabling meaningful services. This cannot be addressed in an ad hoc manner but must include fulsome and continued discussions on what exists, the identification of barriers, the program mix, etc. Clarington has completed significant work to identify, consult and modify programs and services to ensure that all equity seeking populations feel welcomed and included. This work to demonstrate equity and inclusion requires decades of continuous effort. For example, one of the first conferences to include the voices of diverse populations in the Greater Toronto Area took place in Markham in 1989. A planned approach is being taken in Clarington through the development of a fulsome Inclusion, Diversity, Equity and Anti-Racism (IDEA) Plan to create a mechanism to lay out the strengths in including equity seeking groups, identify gaps, prioritize actions, and measure the effectiveness of the identified actions and endeavours. This is especially important in the parks, recreation, and culture sector where the vast majority of services are public facing. This will be a consideration as the Master Plan is developed.

7.6 Recreation Capacity

A key goal in understanding recreation capacity is to address pertinent policies and organizational effectiveness measures to continuously achieve service delivery excellence. The willingness and ability of the Municipality, community groups, organizations, and volunteers to work toward the same goal of increased participation in leisure opportunities is imperative to the health and wellness of citizens within Clarington. This alignment will continue to be important as Clarington grows in population.

Internally within the Corporation and departments involved in providing parks, recreation, and culture services, the adoption of leading practises in administration, technology, legislative requirements, and compliance with industry standards ensures that the department continually strengthens its work outcomes. It is in the Municipality's goal to ensure that departmental policies and processes exemplify best practices in organizational effectiveness and reflect compliance with legislation and industry standards.

Some promising practices in strengthening internal capacity for Clarington to consider include:

- Ensure an **approved mandate** through comprehensive policies and standards.

- Demonstrate compliance with **legislative requirements** and **industry standards**.
- Apply **quality assurance** frameworks in the delivery of services.
- Strengthen community engagement and enhance services through **volunteerism**.
- Promote opportunities through comprehensive **marketing and communications**.
- Utilize **technology** to streamline operations, produce efficiencies, and form a relationship with residents and visitors.
- Increase the number of meaningful community **partnerships** that serve to engage more residents in leisure opportunities.
- Seek out alternate revenues through **sponsorships and grants** to reduce reliance on the tax base funding.
- Understand the cost of providing services in the development of a **fair-minded fee structure and Pricing Policy**.
- Provide continuous **staff development** and training opportunities.
- Set targets, measure, and report out on **performance**.
- Demonstrate a strong **organizational culture** and **responsive structure**.

7.6.1 Community Development and Partnerships

The Community Services Department, responsible for the provision of recreation services, works collectively with community partners to provide a well-rounded menu of recreation and sport services for all residents. The Community Development unit captures and updates the listing of community partners and related organizations, including indoor and outdoor facility users, non-affiliated groups, and related community organizations. Various supports are provided to non-profit community groups, including assistance with the rental of facilities, working collectively to address facility and programmatic issues, community grants, and any guidance that can be provided on good governance.

Partnerships are becoming more critical in sustaining a fulsome level of service to reduce duplication, increase participation, share resources, and reduce costs. Efforts are made to increase partnerships and broaden recreation and sport experiences to Clarington residents. The question to be addressed through the Master Plan as to when

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services should be delivered directly and when services can be delivered through partnerships.

Table 43: Examples of Existing Partnerships with the Municipality of Clarington

Partnership Target Group	Service Description	Partner	Agreement in Place
Pre-School	Early ON Centres for childhood development	Early ON	Service Partner Agreement
Children	Afterschool Programming	Boys and Girls Club of Durham	Service Partner Agreement
Youth	Oversight of Youth Centres	John Howard Society	Service Partner Agreement
Older Adult	Full spectrum of recreational programs and services in Bowmanville	Bowmanville Older Adults Association	A framework for Older Adults activities and services
All Residents	Use of schools for recreation and sports	Kawartha Pine District School Board, Peterborough Victoria Northumberland, and Clarington catholic District School Boards	Joint Use Agreement
Inclusion	Swim and Gym program Summer camp partner/inclusion services	Autism Home Base Durham Grandview Children's Centre	Service Partner Agreement
Sport	Sportball	Sportball Association	Service Partner Agreement

The CLMA also works with more than 20 community partners to provide a well-rounded offering of cultural, educational, and social services for all patrons, which involves programming, outreach, and in-branch public services. The CLMA constantly seeks out new opportunities for partnerships to enhance our services.

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Table 44: Examples of Existing Partnerships with the CLMA

Partnership Target Group	Service Description	Partner
Infants	<ul style="list-style-type: none"> • Infant Hearing Clinics 	<ul style="list-style-type: none"> • Markham Stouffville Hospital
Pre-School	<ul style="list-style-type: none"> • EarlyON programming 	<ul style="list-style-type: none"> • EarlyON
Children	<ul style="list-style-type: none"> • Afterschool STEM programming 	<ul style="list-style-type: none"> • Ontario Tech University
Youth	<ul style="list-style-type: none"> • Babysitting courses 	<ul style="list-style-type: none"> • React Right Safety Services
Older Adults	<ul style="list-style-type: none"> • Senior Health & Wellness classes (Zumba, Chair Yoga, Falls Prevention) • Good Neighbours – Delivering materials to senior residents in the community 	<ul style="list-style-type: none"> • Community Care Durham • Retirements Residences
All Ages	<ul style="list-style-type: none"> • Learning Essentials Workshops • Drag Queen Storytime 	<ul style="list-style-type: none"> • LEADR (Learning Essentials for Adults in Durham Region) • Durham CAS • PFLAG Durham
Vulnerable Populations	<ul style="list-style-type: none"> • Social Services Community Supports – Provides service with Ontario Works support worker onsite during scheduled hours • Service Canada Community Outreach – Provides information on EI, CPP, Job Bank, and more • Legal Outreach Services • Food pantries 	<ul style="list-style-type: none"> • Region of Durham • Service Canada • Durham Community Legal Clinic • Feed the Need in Durham • Clarington East Food Bank
Newcomers	<ul style="list-style-type: none"> • English Conversation Circle 	<ul style="list-style-type: none"> • Community Development Council Durham

7.6.2 Partnership vs Direct Delivery Framework

Community services departments in Ontario have a focussed goal to provide meaningful programs and services to all residents within their jurisdiction as is the case in Clarington. These programs and services enhance resident's experiences and create a sense of accomplishment through skill development. There are often opportunities to work with other service providers to broaden choices and the range of services. Discussions are ongoing as to whether to provide services directly or to turn to a third-party provider.

A general rule embraced by municipalities in Ontario is to provide core services internally and specialized services through third party provision – where often expertise and equipment is provided. One key consideration is whether the financial gain in either cost avoidance or revenue enhancement can be realized without affecting quality assurance, high levels of customer satisfaction and legislative compliance.

Municipalities believe that investing in community services is a sound investment in building strong individuals, family, and community. Seeking out partners serves to share resources and reduce duplication.

The following conditions were developed by the Consulting Team through guiding partnership development in community service departments across Ontario. The conditions outline when to consider partnerships and these will be considered through the development of policy directions in the Master Plan.

Considerations for Third-party Program and Service Providers

Conditions Whereby the Municipality May Continue to Provide Programs and Services Directly

- a) The program or service is considered core to the Department such as learn to swim lessons to prevent water incidents or older adult services where a relationship is critical to the success of the program and service.
- b) The program meets a sustainable resourcing need such as youth leadership development to enable future skilled staffing in program and service delivery.
- c) The program development and delivery meet strong priorities and requires municipal-centric coordination such as better serving marginalized populations.

Conditions Whereby the Municipality May Seek a Third-party Provider

- a) The program is specific to a diverse and underrepresented population which would be most appropriately provided by a community partner where the expertise lies.
- b) The program or service requires specialized knowledge and equipment that is not considered part of the municipality's introductory and developmental approach to program provision.
- c) The program or service meets a required need of the residents and cost-sharing of space and instructions provides cost efficiency to both parties.

Conditions in Seeking Out and Implementing Strong Partnerships

- a) There is an identified need for the service.
- b) The terms and conditions are very clear as to what service needs to be provided and when and how the service provider will intersect with the municipal staff
- c) There are labour conditions that allow open procurement of the service.
- d) A comparison is developed as to which provider will deliver the service most effectively – the municipality or the other provider(s).
- e) A thorough investigation of past performance in partnership with other municipalities is undertaken.
- f) The merits outweigh the current service delivery model – public engagement is sought where appropriate.
- g) A contract is developed with the successful third-party provider complete with detailed performance expectations, legislative compliance, quality assurance, levels of service, targets, and performance.

- h) A regularly scheduled evaluation of the third-party arrangement complete with satisfaction levels of the patrons and participants and other performance metrics.

Observations

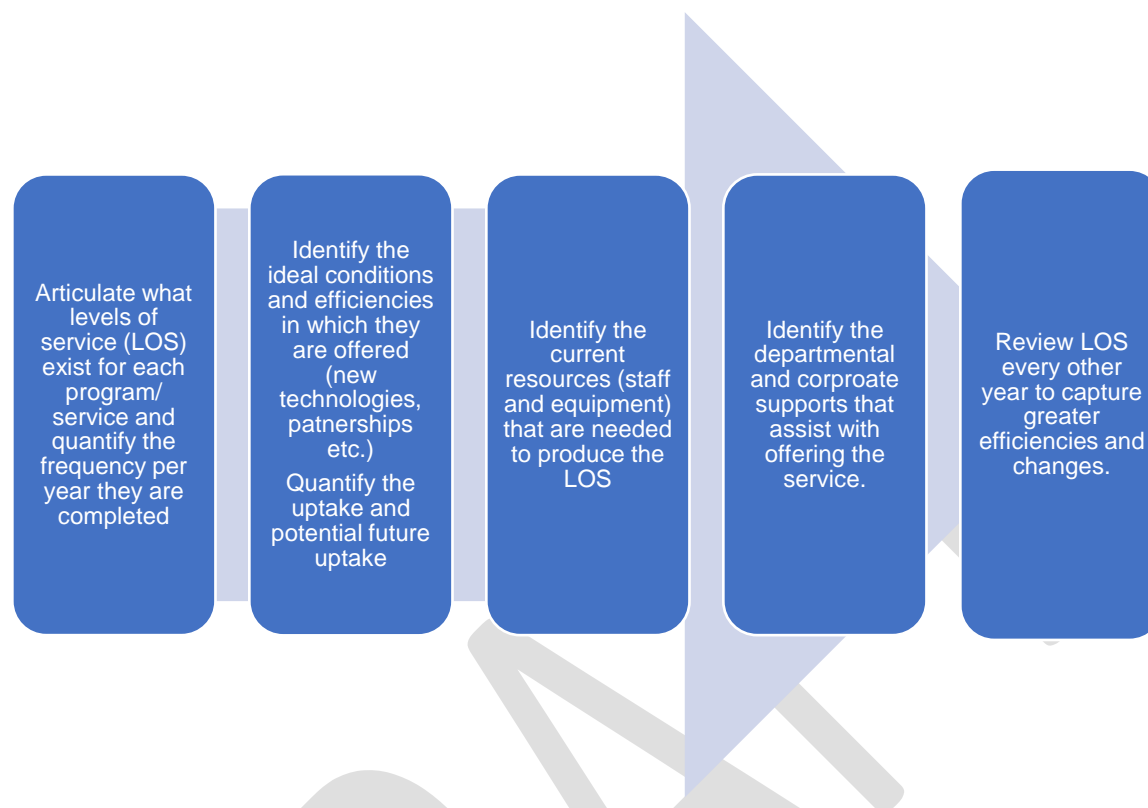
- The Community Services Department works with approximately 100 community associations that have various arrangements to utilize community spaces and provide related services. Relationships include the provision of spaces at a reduced rate for affiliated and not-for-profit groups and ongoing relationships toward community good.
- Various formal and informal agreements exist with respect to third party provision of services joint use agreements with school boards, provision of youth services through the John Howard Society, Sportball, Early ON centres for the provision of services to toddler and pre-school programs, before and after school programming through the Boys and Girls Club as well as the Bowmanville Older Adult Association providing recreation services for older adults as examples.
- The department is maximizing the use of space to provide a variety of opportunities and resources to all age groups and being cost efficient through these partnership arrangements.
- There are program gaps in creative and STEM programs for some age groups, and therefore external partnerships would assist in providing a broader range of services while offering residents greater choices.

7.6.3 Confirming Levels of Service

In light of the current and future population growth in Clarington, it is not only important to determine facility and service requirements from a planning perspective; it is important to know the operational requirements (staffing, equipment, etc.) as well. The initial step in this process includes determining the current level of service in each discipline and projecting that standard to a greater population base.

Many factors will come into consideration, including volunteer capacity, and determining the core services that the Municipality should deliver directly. For example, aquatics may offer 6 lesson sets per year and require the capacity to deliver enough lessons to accommodate 20% of the population each year. This allows staff to project aquatic lesson sets for the future based on these assumptions. The next step is to quantify the costs to deliver this level of service, including, but not limited to, the number of staff, training and supervisory hours, volunteer recruitment training and supervision, as well as developing and promoting lessons, registration, etc. Identifying and costing the process prompts staff to look for greater efficiencies. The point of the exercise is to encourage the administration to plan and identify operational costs of providing the same level of service to a greater population. The consideration for setting levels of service will be further addressed through the development of the Master Plan.

Figure 20: Identifying Levels of Service



7.6.4 Costing of Services in Setting Fair Minded Fees

Clarington partially offsets the financial costs of providing recreation and cultural services through several revenue streams, most notably user fees, entrance fees, taxation and, to a lesser extent, sponsorships/grants/partnerships. The Municipality also accepts that there are non-financial and intangible benefits that offset fiscal expenditures by way of increased physical and social health among residents, and contributions to community vibrancy and cohesion, etc. The level of cost recovery is typically determined by the value the service brings to the community good. The first step in setting fair minded fees and cost recovery levels is understanding the cost to provide the service. This is a first step and an arduous task and involves guidance and assistance from the Finance Department (to set corporate guidelines) and allocate costs fairly.

Once costs are known (e.g., to produce an hour of ice, or a summer camp experience etc.), the current cost recovery levels can be ascertained by understanding the percentage of the costs that are recovered through the current fee structure. A comparison to the market rate 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 (for example children's programs are typically set to recover a lower amount of the costs than adult programs). Costing of

services provides transparency in setting of fees and identifies the value of the program/service in contributing to community good or toward individual good.

7.6.5 Setting Targets and Measuring Performance

Clarington 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 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.

For planning purposes, seasonal and annual attendance and registration statistics are captured and shared with staff, to allow for the next years' projections and to 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.

In a community service provision system such as Clarington, articulating specific targets and measures provides clarity and focus on key deliverables for both staff and community partners. Setting targets for outcomes would help in focusing efforts and resources where they would garner the greatest benefit. As well, setting targets would allow staff to share clear expectations with all full and part-time staff and volunteers so that everyone is working toward the same goals. This approach will set a common agenda, provide focus on the right things, and create greater accountability.

To measure against targets is to simplify expectations in a delivery system with many services and programs as well as community relationships. Current priorities centre on service recovery due to closures over 2020 and 2021. Once participation levels are stabilized, targets should centre on program and service participation levels/age cohorts. Once these targets are agreed to and operationalized, specific plans will enable staff to achieve them. It should be noted that these targets and the number performance measures should be kept to a minimum, reflect service priorities, and tell the story of the work undertaken. Some municipalities post their quantified achievements for users to better understand the focus of their work. This will be assessed as part of the Master Plan process.

7.6.6 Examples of Performance Measures for Community Services

In a municipal setting there is a need to demonstrate to the public and other funders that the investment in services is allocated toward worthwhile ends and that these investments are utilized efficiently and effectively. Testing the level of satisfaction speaks to the ongoing sustainability and the effectiveness of programming and will indicate where gaps exist. This data can also ensure that decisions are evidenced-based.

No one person is accountable for delivering a service, that responsibility is shared. A sense of team 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 public and should identify operational priorities for staff to undertake.

Current priorities within Community Services centre on recovering service levels to pre-Pandemic levels and responding to staffing and volunteer shortages. Normalizing services will take time and measuring performance to this degree will also take some time to implement by agreeing to the targets/measures, setting up data collection methodologies, discussing baseline data, setting regularized sharing of the data and subsequent findings. Refining service delivery approaches based on the findings will ensure that Community Services embraces continuous improvement.

As a best practice, performance measures and targets are considered, and baseline data collected in year one. A review of the information ensures that appropriate targets are set based on the results. A shared file would summarize the data to allow staff to have viewing access and work to respond to expectations. Staff make appropriate and timely modifications and interventions to program, scheduling, customer service, facility cleanliness and community outreach based on the results and to continually improve service satisfaction.

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Table 45: Suggested Performance Measures and Targets

Measure	Suggested Performance Measure	Suggested Target
Inputs	<ul style="list-style-type: none"> a) Budget b) FTEs c) Square feet of facility space d) Investment level per capita 	<p>These are baseline inputs and will be compared year to year. Increasing outputs, efficiencies and effectiveness ratings with similar resources becomes the focus of staff.</p>
Outputs	<ul style="list-style-type: none"> a) Facility utilization against capacity b) Direct program utilization against capacity c) Drop-in and casual use opportunities against capacity d) Permit utilization e) Volunteerism levels 	<ul style="list-style-type: none"> a) 80-90% utilization of prime-time hours and 50-70% of non-prime hours b) 80-90% of capacity based on facility time available and budget parameters c) 75% of capacity pending on the activity d) 75% use of available hours
Efficiencies	<ul style="list-style-type: none"> a) Efficiencies as a result of better equipment, technology, streamlined processes, grants, partnerships, sponsorships etc. lowering unit costs while maintaining quality assurance is the intended goal. 	<ul style="list-style-type: none"> a) An indication of cost avoidance, increased funding through alternate sources, reaching greater participation through partnerships and unit costs.
Effectiveness	<ul style="list-style-type: none"> a) Facility cleanliness rating b) Satisfaction levels with programs and services c) Satisfaction levels with community development and sport development services d) Staff engagement levels 	<ul style="list-style-type: none"> a) 80-90% rating b) 80-90% rating c) 80-90% rating d) 50-75% rating

7.6.7 Organizational Structure

The Master Plan provides an opportunity to review the effectiveness of the organization and what changes may be required to create efficiencies and address any gaps in internal capacity. Once service improvements are identified – a look to the structure of the organization is appropriate. The review of the organizational structure undertakes to articulate what structure exists, compares it to common organizational design standards and, and provides an indication of some changes that require further review before concrete changes are made.

Organizations have different structures depending on the need for formalization and accountability. In a community service setting, there is a clear need to obtain the functional expertise and be clear about accountabilities. There are over 50 legislative acts, respective requirements as well as industry standards to provide safe, citizen-centred, and quality-driven programs and services within the community services purview.

The departments responsible for parks, recreation, and culture services embrace a Functional Model organized to focus on specific service types and aligned customers. Each director, manager, supervisor, and coordinator is responsible to provide leadership within a specialized discipline(s). In serving the public, leaders must look at the delivery of their specific discipline and importantly how each discipline intersects to provide a wide range of coordinated community services to the public.

7.6.8 Common Municipal Organizational Design Principles

The organizational structure within the Community Services Department has been developed around common functions such as recreation, facilities, 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 will be used in the organization structural evaluation. It is assumed that the Human Resources Division would refine these as changes in levels of service, technology, 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.

- There should be no more than 6 layers of staff between the Chief Administrative Officer and the public;

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- Departments and/or divisions are centred around common customers and/or common functions;
- Departments will focus on common strategic goals which are aligned with corporate and community priorities;
- There will be an equitable distribution of workload where possible in terms of span of control (functions, staff, outputs etc.);
- 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 efficiencies.

The organizational structural evaluation will be conducted more fully once all of the inputs into the master planning process have been captured. This will ensure that the structure is responsive to current staffing and resourcing needs, that form follows function and further that any gaps, and/or duplication of efforts or efficiencies can be identified. As information, the following pages summarize the organizational structures for the Community Services Department, Public Works, Planning and Infrastructure, and CLMA.

Figure 21: Community Services Organizational Structure

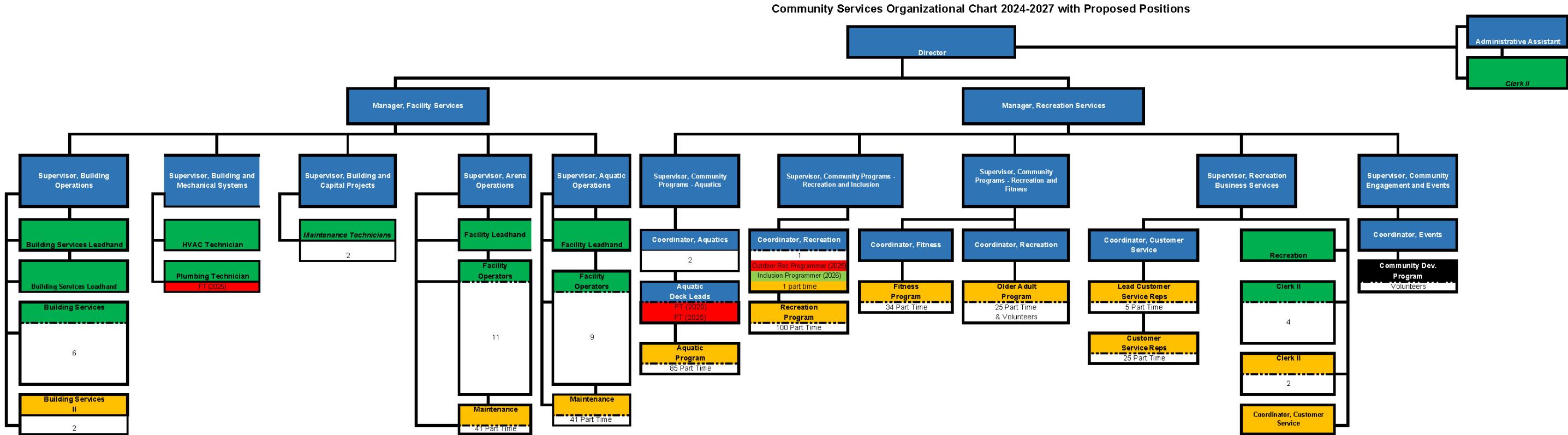


Figure 22: Planning Organizational Structure

Planning and Infrastructure Services 2024-2027 Org Chart with Proposed Positions

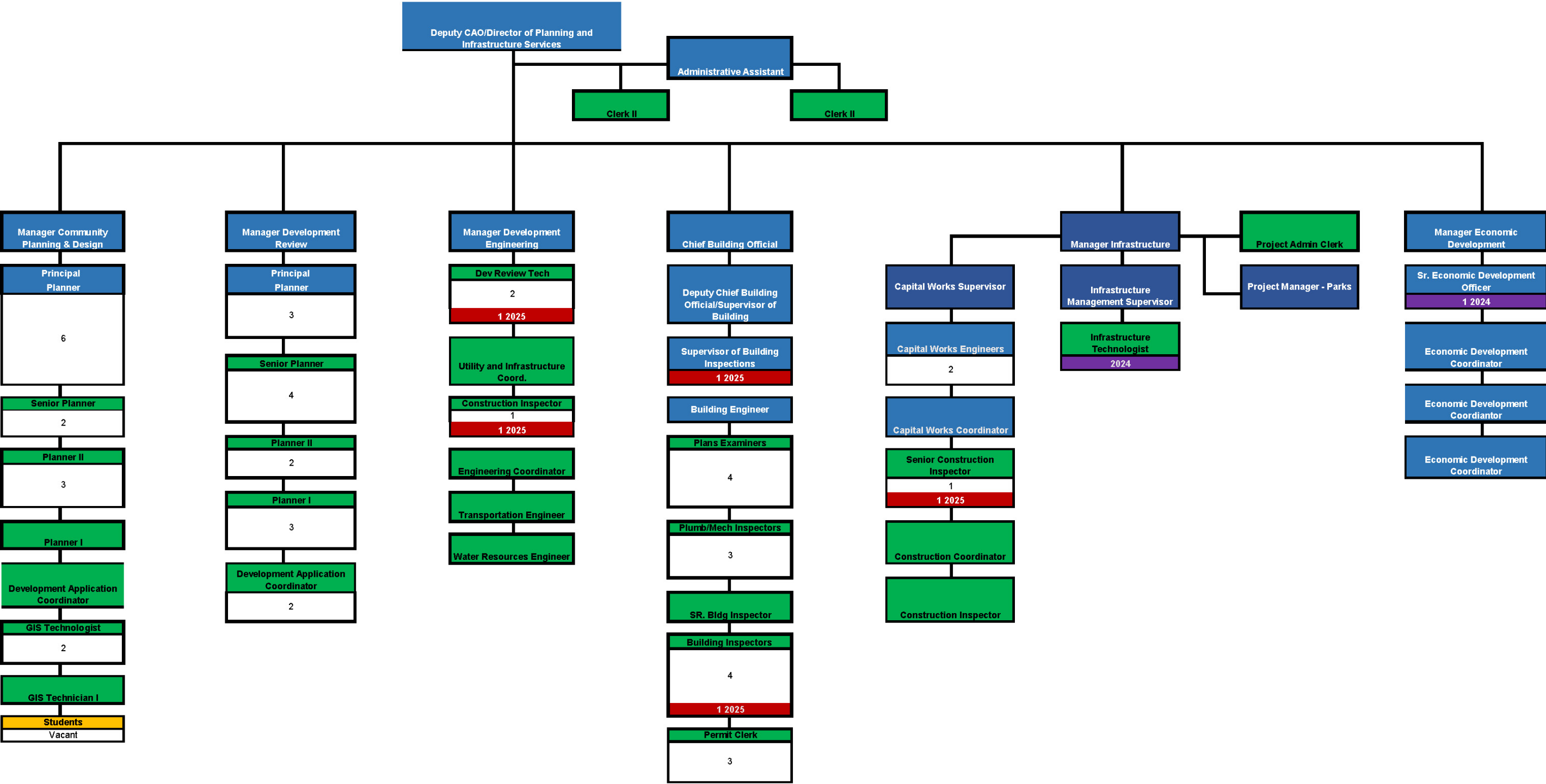


Figure 23: Public Works Organizational Structure

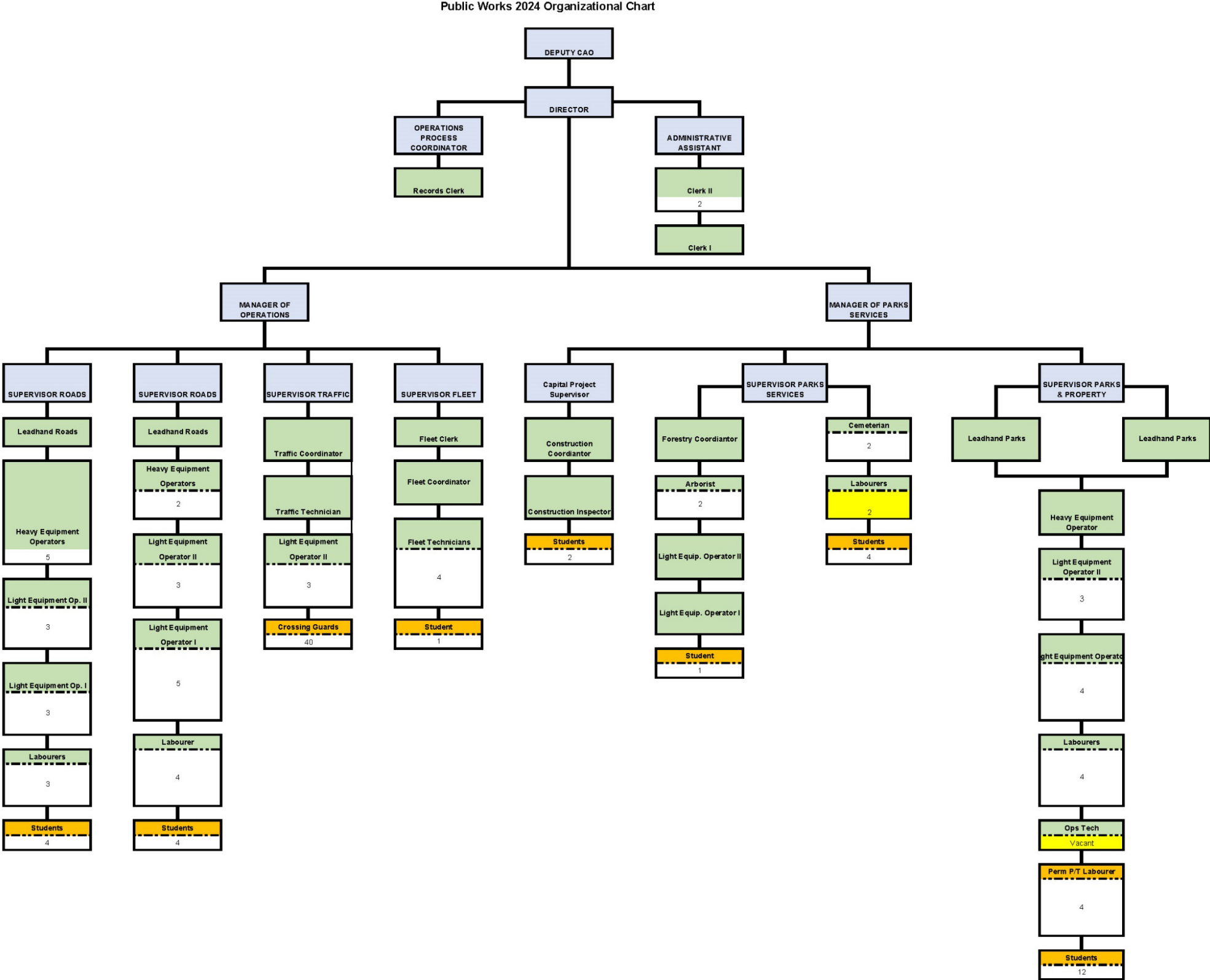
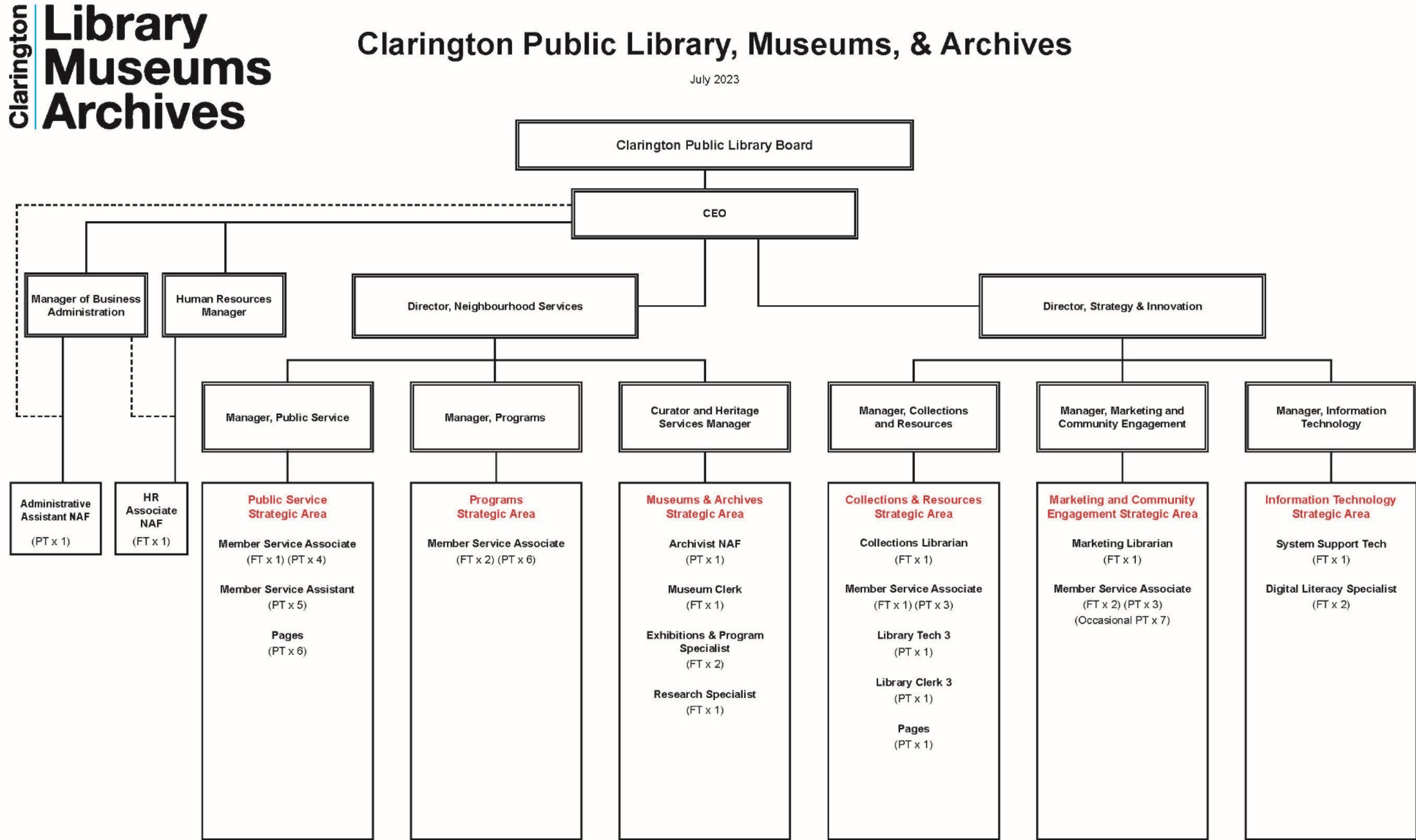


Figure 24: Clarington Library, Museums, & Archives



8. Key Findings

This Phase 1 Background and Existing Conditions Summary Report contains the background research work completed to date, including review of demographics, trends, inventory, and utilization. This work helps form the foundation for establishing the existing context of parks, recreation, and culture services in Clarington and will be used to inform the development of the Master Plan, along with the Funding Discussion Paper and the Consultation Engagement Summary Report.

Key findings and observations that emerged from this background research work are highlighted below:

- Clarington's population is expected to increase by 40% during the planning period to 162,640 residents by 2036. Bowmanville is expected to accommodate a large portion of growth, followed by Courtice and Newcastle. Population growth is expected to occur within MTSAs and other strategic growth areas such as regional corridors and secondary plan areas. This level of growth will have demand implications on the Municipality's parks, recreation, and culture services.
- Clarington provides a parkland service level of 2.1 hectares per 1,000 residents, which is currently higher compared to the recommended target in the Official Plan of 1.8 hectares per 1,000 residents. The Municipality's parkland classification system is comparable to similar communities that categorize parkland by Municipal Wide Park, Community Park, Neighbourhood Park, Parkette and Public Square.
- Clarington offers a strong parkland system, including trails and the waterfront, and the Municipality demonstrates its commitment to enhancing these assets through ongoing planning and development, with consideration given to environmental sustainability and strategies to become more resilient to climate change. The development (and connection) of these assets will be important to serve current and future residents, as well as regional visitors, particularly at key sites, including Camp 30, Bowmanville Zoo, and the waterfront.
- Clarington boasts a diverse range of recreation and culture facilities, programs and services that support traditional activities such as skating and swimming to niche and emerging pursuits, including cricket and pickleball. The Municipality's ability to address the recreation and cultural facility needs of current and future residents will be explored through the Master Plan process.

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- The Municipality has made strong efforts to be inclusive of all residents through providing fee subsidies, implementing its accessibility plan, providing a range of traditional and non-traditional recreation and cultural activities, facilities, and events, and celebrating its 2SLGBTQ+ community.
- Consistent with trends and best practices, Clarington is developing multi-use parks and facilities to create welcoming destinations that can be enjoyed by all residents. These community hubs act as focal points in Clarington where residents can gather and access a range of parks and recreation activities. Examples include the future development of the South Bowmanville Recreation Centre.

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Appendix A – Promising Practices in Recreation Service Delivery

Increasing Physical Activity - Canada's 24-Hour Movement Guidelines

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

Canada's 24-Hour Movement Guidelines has 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. For example, in each day children between 5 and 17 years should achieve the following.

Table 46: 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, including efforts to track community progress.

Physical Literacy

One approach to increasing physical activity is to ensure that community members have the basic physical skills to participate in active opportunities. The Canadian Sport for Life Movement has developed a Physical Literacy program for all age groups to ensure that they can run, throw, catch, etc. Physical literacy can be taught in existing programs and environments such as in libraries, daycares, seniors centres, schools, sport clubs, etc. Once people are comfortable with the skills to be more active, it is hoped that some barriers to their participation in physical activities will be alleviated.

The Canadian Community Health Survey

Statistics Canada administers the Canadian Community Health Survey which is a national survey that collects health data and distributes it by Health Region. The survey is voluntary and is confidential for those who choose to participate. As well as behaviours related to physical activity, the survey collects information on physical and mental health status, chronic health conditions, smoking, alcohol consumption, and fruit and vegetable consumption. Data is also collected on socio-economic backgrounds to decipher behaviours by region, age, and socio-economic status. This is valuable information that can be used to inform physical activity plans and strategies at the local level. It is suggested that staff use this data to better inform plans to increase physical activity levels through continued education and awareness campaigns as well as monitoring participation in active programs by age group.

A Framework toward Greater Inclusion in a Recreation Setting

Municipalities are making intentional efforts to ensure that public spaces and places are welcoming to all residents and further that programs and services reflect the fuller needs of a diverse population. As noted above, Clarington employs an Inclusion, Diversity, Equity and Anti-Racism Officer to identify ways of ensuring that programs and services are welcoming, that staff are trained, and that spaces and programs are provided with modifications, if required.

Listen, Learn and Act Together

Each community is different with unique sports, recreation, and culture needs. Staff cannot act alone developing inclusive approaches without listening and working closely with the groups who have lived experiences. Formalized and informal approaches must be taken to capture needs and nurture relationships with diverse communities. Often diverse communities are independent and have developed programs and activities, however needs may change over time and continued engagement will allow all parties to understand trends and modify service provision. The Municipality of Clarington has created Council appointed Committees to engage diverse voices to provide and broaden timely input.

Embrace the Principle of Equity

The principle of equity has been embraced in service delivery to a considerable extent. There is full realization that underserved populations require a greater focus to understand the barriers to participation and to ensure that participation can be seamless for all. Taking different approaches to ensure that varying underserved populations can be included begins to define taking an equitable approach. For example, Community Services has a fee Assistance Policy to provide funding for persons experiencing low income. An annual funding allotment is offered to recipients, so that people can participate in the same manner as other families. Adjusting the delivery system to include underserved populations applies to the principle of equity.

First efforts centre around defining diverse and underrepresented populations (which has been done corporately in Clarington) and reaching out to have conversations about how diverse populations stay active, and if there are existing barriers to participation. The development of an **Inclusion, Diversity, Equity and Anti-Racism Policy** will ensure that staff and volunteers understand who is underserved and if adaptations are required.

The responsibility of the Municipality and its respective departments is to plan how they reach out to underserved populations and better define the actions that will be taken in welcoming all residents. There must be intentional efforts to ensure that there is equitable representation within the staff team, the volunteers and importantly through participation in programs and services.

Understanding Intersectionality

Intersectionality is a more recent concept being applied to ensure that there is an understanding as to how residents define themselves. Residents do not typically define themselves as a singular identity and staff and volunteers must understand that in order to provide welcoming environments overall. One might define themselves as Indigenous, Two-Spirited and with a physical disability or one might define themselves as Female and experiencing low income. Needs will not often be met in a linear fashion, and therefore, all programs and services must be welcoming and consider varying potential barriers to participation.

Create a Sense of Belonging

With Clarington's increasingly diverse population, staff have clear target markets to engage and jointly create a greater sense of belonging. Initial discussions should centre on what is in place to support the needs. What are the barriers to participation and how the parties can work together to increase participation? There are options to discuss with diverse groups as to whether they need assistance accessing and feeling welcomed into the current program and service mix, if they need access to space to offer preferred activities, if they would like to learn some skills to participate or if the current service mix should include some more diverse program offerings.

Initiate More Meaningful Conversations

The approach to being more inclusive was traditionally organic; meaning that staff responded as barriers were identified. Municipal staff have now been more successful in including persons experiencing low income and those residents with disabilities. There is a clear aim to be more inclusive of the underserved with an intentional path through Clarington's Diversity Advisory Committee. Municipalities play a strong role in facilitating community discussions and identifying and prioritizing policies to meet the mandate of increasing participation.

Collective Impact – A Framework for Social Change

Working together promotes the sharing of knowledge, and resources toward a common end. The model takes the responsibility for change from one organization to many. One very effective change framework where there are multiple parties involved, all working toward a shared vision is the Collective Impact Model. The model encourages multiple participant groups all working with varying approaches toward one end. This model can be applied to increasing representation by diverse and underserved populations in Clarington. This approach has proven successful in other municipal applications to increase diverse engagement in recreation services, to increase the number of women in sport, develop community safety strategies, and to increase participation of residents experiencing low income. The framework typically involves the engagement of a diverse steering committee of users, support organizations, and providers.

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