



FINAL REPORT

TOWN OF GANDER INTEGRATED COMMUNITY SUSTAINABILITY PLAN

Submitted to:
The Town of Gander

Submitted by;

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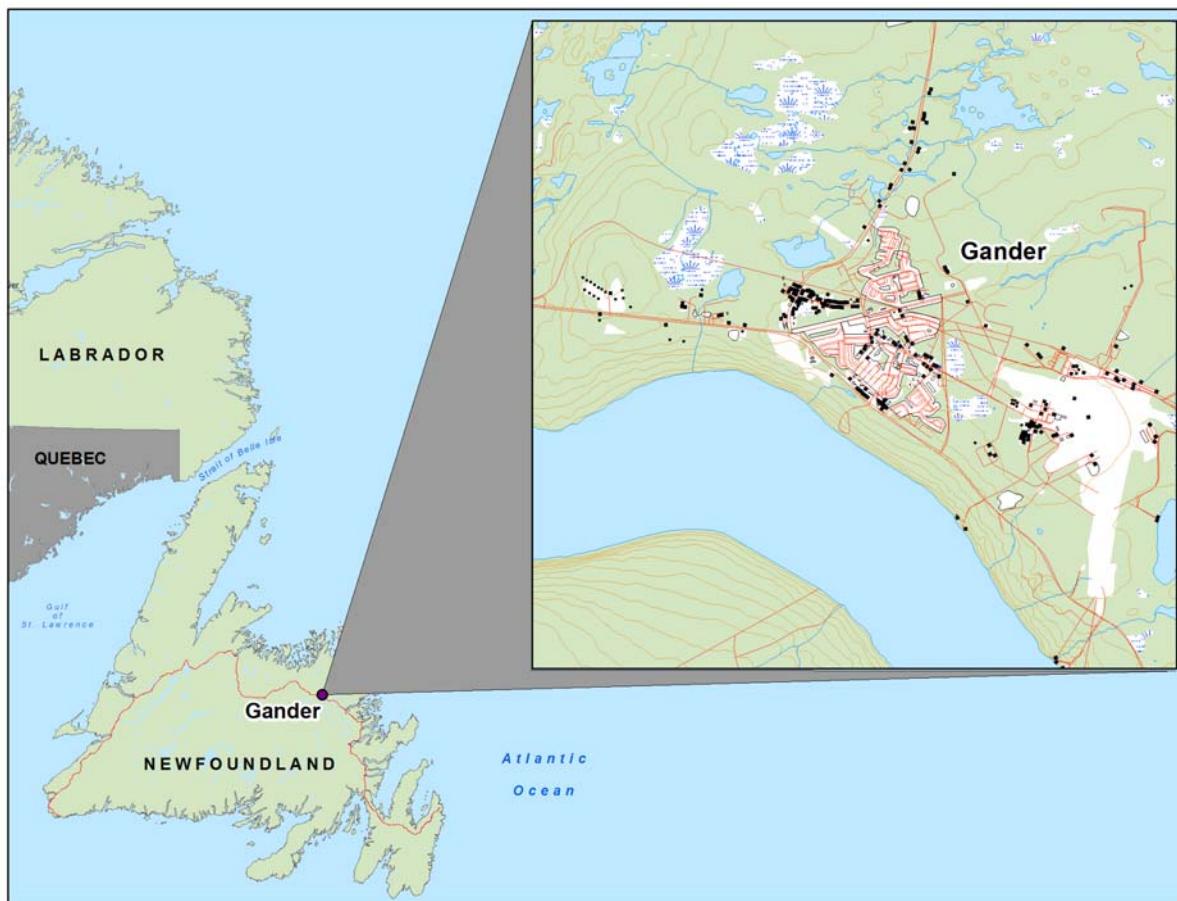
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1.0 INTRODUCTION

Gander is a growing Central Newfoundland community that was incorporated as a municipality in 1958. Gander developed as a small community around construction and operation of a military airport facility that began in 1936. The then called Newfoundland Airport was the largest airport in the world and an important refuelling point for transatlantic military aircraft. During WWII it served as a stopping point for the Canadian, American and British militaries. At that time, the military population alone was approximately 10,000. Post war, the airbase became a civilian airport that provided refuelling services for cross-Atlantic flights. The new modern town developed in its present location west of the airport (see Figure 1.1).

Figure 1.1: Gander Location



As a result of advanced design and fuel efficiency of modern aircraft, fewer international flights currently require refuelling at Gander but the airport still serves this role particularly for private jets. Canada's Department of National Defence maintains 9 Wing Gander, a military base near the airport. Not surprisingly, Gander has been involved in air incidents of international proportions. An Arrow Air flight crashed, losing all 256 passengers and crew, in December 1987. The Town of Gander, along with other communities of Central Newfoundland have been honoured for their role in caring for more than 6,800 passengers

and crew from 39 trans-Atlantic flights that were diverted to Gander Airport as a result of September 11, 2001 air attacks.

With the expertise gained from seven decades of aviation, the airport, military, rescue services and the aerospace industry remain as strong economic generators in Gander. Additionally, Gander has also become a government, healthcare, education and commercial service provider for Central Newfoundland communities.

Gander's population was 9,951 in the 2006 Census. The population grew by 3.1 per cent between 2001 and 2006. While Gander's growth is fairly modest, it is strong within the provincial context. The population has likely increased since the 2006 Census. From 2007 to 2009, Gander issued approximately 100 home construction permits each year as residents from outlying areas relocate to take advantage of Gander's diversified service base (health, recreation, education, retail).

The population is ageing both in Newfoundland and Labrador and in Canada. The province's median age was 38.4 years in 2001 and 41.7 in 2006. Gander's median age increased from 37.3 to 39.6 in 2006 which is slightly below that of the province. Gander's population is ageing but is still lower than the province in general.

Growth expands social and economic opportunities for communities (more people, new skills, increased business, expanded tax base). However, growth also brings demands to municipal governments that must facilitate the expansion and respond to demands for increased and advanced services (e.g. waste management modernization, sewage treatment, pandemic planning). The Town of Gander is keen to meet governments' and residents' expectations. However, needs are increasing and the Town is concerned that without additional resources from federal and provincial governments, they will be challenged to meet these objectives.

Sustainability implies balancing demands while not compromising the attributes that make Gander a good place to live. In October 2009, the Town of Gander requested proposals for assistance to develop an Integrated Community Sustainability Plan (ICSP). Subsequently, AMEC Earth & Environmental was engaged to execute the work. The Town had several objectives to be achieved through its ICSP process.

1.1 Background

Through the Gas Tax Fund, the Government of Canada has committed to provide long term funding for municipal infrastructure that helps to provide cleaner air and water and to reduce greenhouse gas emissions. According to Newfoundland and Labrador's Integrated Community Sustainability Plan (ICSP) Framework, environmentally sustainable municipal infrastructure includes:

- Public transit
- Drinking water
- Wastewater
- Solid waste
- Community energy systems

The Gas Tax Fund, managed and implemented by Infrastructure Canada, is providing \$5 billion in funds over five years, including \$82.25 million in Newfoundland and Labrador (Infrastructure Canada Web Site, 2009). In order to access this infrastructure funding, municipalities or regions are required to develop an ICSP. The Gas Tax Fund also provides funding to communities to increase their capacity to undertake long term planning including development of the ICSP.

Integrated community sustainability planning is for the long-term, developed in consultation with the community (leaders, individuals and interest groups), and provides direction to help communities realize their social, cultural, economic, governance and environmental goals. This planning process requires the community to collectively develop its sustainability objectives based on its unique situation.

The basic principles of an ICSP are:

- Long-term thinking – future oriented;
- Broad in scope – incorporates diverse interests;
- Integrated – coordinates diverse interests;
- Collaborative – challenges the community to identify common interests;
- Educational – gives the community the information with which to participate;
- Engaging – enhances public interest and participation in planning;
- Actionable – ensures plans are implemented; and
- Measurable – sets targets and monitors results.

1.2 Organization of the Report

This report describes Gander's ICSP process to develop an action plan that is derived from a baseline study, public consultation and direct input from the Town of Gander. It is divided into nine sections.

Section 1.0 introduces the project and this report.

Section 2.0 describes ICSP and the federal-provincial process so that the reader may understand the origins of ISCP and Federal / Provincial requirements for municipal reporting.

Section 3.0 outlines community consultation undertaken for this project. Consultation is a requirement for ICSP as the plan belongs to the community as a whole. Appendix C contains the results of community evaluation exercise as well as a list of suggested initiatives, a number of which relate to initiatives that have an impact on Gas Tax objectives. It is worthwhile to keep this record of things that are important to the residents of Gander, even if they do not respond to Gas Tax objectives.

Section 4.0 presents Gander as a community, its current status in terms of sustainability as well as the long term community vision which was developed by Council and vetted in the community.

Section 5.0 describes strategic goals and actions. These are the projects that can have an impact on Gas Tax objectives and will be initiated or completed in the next five years.

Section 6.0 presents collaborations and partnerships as the Town of Gander often works with neighbouring municipalities or other levels of government to achieve its goals.

Section 7.0 describes implementation and monitoring timelines for the initiatives described in section 6.0. It also discusses methods and tools for cross-discipline implementation of sustainability initiatives.

Section 8.0 summarizes the conclusions arising from this work.

2.0 INTEGRATED COMMUNITY SUSTAINABILITY PLANNING

The purpose of an Integrated Community Sustainability Plan (ICSP) is to establish a strategy that helps the community realize its sustainability goals. It is developed in consultation with community leaders, residents and interest groups. Sustainability encompasses attributes that make a community strong and demonstrate leadership among municipalities.

- Environmental sustainability includes appreciating and protecting clean air, water and soil. It addresses reliance on fossil fuels, generation of greenhouse gases, chemical use and ecosystem integrity.
- Cultural sustainability refers to honouring the community's heritage, embracing diversity and engaging in enriching cultural experiences such as the performing arts.
- Social sustainability includes quality of life, health, food security, employment, income, housing, family services, fitness, education, recreation and volunteerism. It also means responding to special needs and celebrating the community together.
- Economic sustainability means community development that provides opportunities for meaningful employment and revenue for the municipality as well as growth that does not compromise the environment.
- Governance sustainability refers to having the political leadership, administrative staff, financial resources, and solid planning and decision making processes to manage and operate a community that effectively meets service, program and infrastructure needs.

Newfoundland and Labrador municipalities are required to complete an ICSP as part of their Gas Tax Fund commitment. There are several other steps in the process including preparing a Capital Investment Plan and a Municipal Sustainability Self-Assessment.

2.1 Capital Investment Plan

The Town of Gander has a five-year capital plan. Table 2.1 presents a summary of the plan.

Table 2.1: Operational Basics and Legislative Requirements

Projects	2010	2011	2012	2013	2014	Total
Roads / Sidewalks	\$1,147,000	\$1,965,000	\$1,170,000	\$1,210,000	\$250,000	\$5,617,000
Water / Sewer	\$640,000	\$0	\$500,000	\$0	\$500,000	\$1,390,000
Vehicles	\$590,000	\$1,070,000	\$270,000	\$270,000	\$230,000	\$2,315,000
Buildings	\$0	\$310,000	\$0	\$1,400,000	\$0	\$1,710,000
Other	\$250,000	\$1,750,000	\$2,865,000	\$250,000	\$250,000	\$5,240,000
Total	\$2,627,000	\$5,095,000	\$4,805,000	\$3,130,000	\$1,230,000	\$16,272,000

Gander's capital investments will have positive impacts on sustainability. Road upgrades improve automobile efficiency and reduce greenhouse gas (GHG) generation. Road and sidewalk are desirable to residents. Water system improvements enhance drinking water quality. Effective sewage treatment improves the environmental quality of receiving waters and makes the community attractive to visitors, residents and businesses. A town's vehicle fleet can have a positive impact on fuel consumption and GHG generation. Well operating vehicles also support municipal services such as snow clearing, road safety and emergency response. Building renovations can contribute to energy efficiency and enhance service delivery. Parks improvements can contribute to health and well-being of residents. Any or all of these projects can have a positive impact on quality of life in Gander.

2.2 Municipal Sustainability Self-Assessment Report

The Town of Gander completed the Municipal Sustainability Self-Assessment report in December 2008. The report made the following recommendations.

- Improve standards for accounting and financial management
- Increase recreation programs for residents of all ages
- Enhance environmental conservation and education
- Combine resources with other municipalities and groups to enhance service delivery and community well-being

2.3 Basic Questions of Sustainability

Municipal Affairs asks that communities include the following assessment in the ICSP report.

Table 2.2 answers the relevant questions for the Town of Gander.

Table 2.2: Operational Basics and Legislative Requirements

Basic Questions of Sustainability	Yes	No
In general, are you able to get candidates to run for municipal council?	✓	
Does your council hold at least one public council meeting per month?	✓	
In the last two years, has your municipality been able to continuously avoid an operating deficit?	✓	
Is your debt servicing level within the Provincial benchmark of 30%?	✓	
Is your Municipal Plan up to date?	✓	
Do you have adequate municipal buildings to meet your current needs?	✓	
Do you currently meet <u>all</u> conditions of your permit to operate your water supply	✓	

Basic Questions of Sustainability	Yes	No
system?		
Do you currently meet <u>all</u> Provincial and Federal requirements for sewage treatment?		✓
Do you have sufficient water and sewer infrastructure to meet the needs of your residents?	✓	
Does your council keep at hand, adopted rules of procedure?		✓
Do you currently employ all required staff to meet the operational needs of your municipality?	✓	
Is your solid waste collected at least once a week and disposed of at a Department of Environment approved site?	✓	
Do you provide, or contract for adequate emergency response services?	✓	

For the most part Gander meets the major requirements. The Town has plans to improve sewage treatment.

2.3 Existing Planning Initiatives

The Town of Gander is involved in a number of initiatives that have a positive effect on sustainability.

Eastern Habitat Joint Venture

In June, 1993, the Town of Gander partnered with the provincial Wildlife Division on behalf of the EHJV requesting to protect 1,798 ha (4,440 acres) of wetland and upland habitat (Cobb's Pond and Northwest Bog, Whitman's Pond and Peyton's (Long) Pond within the municipality as well as Benton Lagoon within the municipal planning boundary. Goals of the agreement between EHJV, through the provincial Wildlife Division, and the Town of Gander as outlined in the Habitat Management Plan for Wetland Stewardship are to: 1) protect and manage wetlands within the designated areas, 2) increase wildlife and waterfowl use within these areas and 3) increase public awareness of the importance of wetland habitat.

Central Regional Solid Waste Management Strategy

Government requires all municipalities to participate in its province-wide solid waste management strategy by 2020. The Town is a participant in the Central Newfoundland Waste Management Authority. New waste facilities are under construction including a regional landfill, materials recovery facility and in-vessel composting facility, all to be located near Norris Arm North. The facility is scheduled to be operational by the end of 2010.

Gander Lake Watershed Management Plan

A watershed management plan was created for Gander Lake in 1996. The plan concluded that while Gander Lake is an excellent water supply with naturally low organic input and biological activity, potential threats to the water supply are related to point source inputs (e.g. spills at gas stations on the Trans Canada Highway) as well as erosion and sediment transport caused by development or intensive recreation activity on steep slopes in proximity to the Lake. The plan recommends a 300 m buffer from the ordinary high water mark.

Cobb's Pond Development

In 2008, the Town of Gander commissioned a development plan to address aesthetic issues and usability improvements for Cobb's Pond Rotary Park. Suggested improvements include universal access, upgrades to boardwalks including bridges, pathways, lookouts and rest areas along boardwalk, routing and links of trails, railings, benches and picnic tables, playground, signage including interpretation signs and reconfiguration of buildings for flexible usage.

Strategic Social and Economic Development Plan

The Town of Gander is aiming to improve the quality of life for residents as well as enhancing and supporting economic prosperity. This strategy will be directed by Council through the Economic and Social Development Committee and executed by the Town's economic development staff. The Town's goals are to increase business and employment in the retail and aerospace sectors. Social development will focus on the well-being of residents and enhancing services such as healthcare, affordable housing and youth career development. Social development will require partnerships with federal and provincial government agencies for program delivery.

Kittiwake Regional Economic Development Board Strategic Plan

KEDC engaged in a significant amount of community consultation in order to prepare its current strategic plan for 2009-2011. The current plan focuses on tourism, natural resources and business. The most important sectors for Gander are tourism (business and recreational), continued business expansion in commercial and retail services, local import / export activity involving Gander International Airport and partnership development.

Downtown Redevelopment Study

The Town of Gander has adopted a plan to improve its town square. The intent is to make this area attractive and pedestrian friendly by adding lighting, planting, benches and other amenities. The Town and the Chamber of Commerce will develop a program to encourage business owners to improve their facades.

2009 Municipal Plan and Development Regulations

In 2009, the Town adopted its new municipal plan and development regulations that will facilitate development for the next 10 year period. The plan aims to promote economic development and encourage the positive trends in commercial and residential growth. However, this growth is not to compromise the social well-being of residents; the environmental quality of air, land and water; and the efficient use of land and infrastructure.

3.0 COMMUNITY CONSULTATION

The Town of Gander was committed to a community engagement process and several events were held to gather input from selected stakeholder groups and the general public. Key tools used to engage the public are described below.

Visioning Session

Communities that deal successfully with the challenges they face have a strong sense of their past as well as clear picture of where they want to go. The term 'vision' is used to describe the outcome of a process that seeks agreement about what kind of community is desirable. A vision should reflect common values held by the community including its diverse populations. It should include qualities that make the community unique. A community should revisit its vision often, to account for change.

In October 2009, Gander's ICSP Committee, which is made up of Councillors and staff from several departments (e.g. public works, finance, economic development), participated in a visioning session to explore sustainability and to develop a vision statement. The results of the initial visioning are presented below and may be viewed as a first step in developing an inclusive 20-year community vision.

Gander in 2030

Gander is rooted in aviation in both its heritage and its economy. It has strong population growth and a high concentration of young people. The community provides family, social, educational and employment opportunities that encourage residents to live their entire lives in the community. Gander has a green space network that improves the environment and provides a choice of outdoor recreation and leisure activities. Residents enjoy access to a variety of cultural and recreation activities that allow them to grow intellectually and lead active healthy lifestyles. Along with being a hub of aerospace industry, Gander is the retail, commercial and service centre of the region and a choice destination for conventions. The well managed municipality provides infrastructure and programs for residents in a fair, efficient and cost effective manner.

Visioning Document and Feedback Form

The preliminary vision was included in a newsletter that was distributed to each household in Gander. This brochure also included information on ICSPs and how residents could share their opinions with the Town.

Online Survey

An online survey was posted on Gander's web site from November 12 to December 12, 2009.

Community Workshop

Representatives of environmental, cultural, social and economic groups and agencies were invited to a community workshop on November 26, 2009.

Public Meeting

Residents were invited to participate in a public meeting November 26, 2009.

Gander's response to engagement in the ICSP process is summarized in Table 3.1.

Table 3.1: Community Engagement

Activity	Date	Participants
Visioning Session	October 7, 2009	8 ICSP Committee Members
Focus Groups	November 26, 2009	16 Representatives of businesses, community groups, and other organizations
Public Meeting to Seek Input	November 26, 2009	9 residents, councillors and staff
Online Survey	November to December	1 respondent
Other Responses	November to December	7 email, written and telephone submissions
Total		41

The number of community engagement participants indicates an interest in community planning and that currently the best way to engage residents of Gander is by invitation. A list of participants is included in Appendix B.

Through public consultation (workshop with community groups and economic organizations, and other inputs) Gander evaluated its community assets and issues. Workshop participants were asked to consider each sustainability pillar and identify assets, issues and potential initiatives related to each. A detailed version of these results can be found in Appendix C.

4.0 SUSTAINABILITY STATUS AND VISION

The following section presents a brief description of the current state of each sustainability pillar for the Town of Gander to respond to the question: "Where are we now?". These are followed by the current vision statements which respond to the question of "Where do we want to go?". The vision statement reflects Gander's - leaders and residents - philosophical position about sustainability.

4.1 Environmental

Environmental sustainability includes appreciating and protecting clean air, water and soil. It addresses reliance on fossil fuels, generation of greenhouse gases, chemical use and ecosystem integrity. The following provides a snapshot of the current state of the environment in Gander.

Where are we now?

Gander is an inland community located in Central Newfoundland where it is surrounded by Boreal forest with numerous water bodies and wetlands to the north and bounded by Gander Lake to the south. Gander Lake drains into Gander River to the west of the town and Gander River empties into Notre Dame Bay to the North. Within the town, natural lands include recreation areas such as Cobb's Pond and conservation areas such as the Thomas Howe Demonstration Forest.

Gander's municipal planning area encompasses or borders several sensitive water bodies. Gander Lake, which is one of the largest (50 km at greatest length) and deepest lakes (290

m at deepest sounding) on the Island, is protected as the water supply for Gander, Appleton and Glenwood. Soulis Pond, which is part of the scheduled salmon system for Gander River, flows into the east end of Gander Lake and could affect water quality in the Lake. Home Pond forms the headwaters of another scheduled salmon river. Cobb's Pond, Peyton's Pond and Whitman's Pond are included in the stewardship area for the municipal-provincial Eastern Habitat Joint Venture for protection of waterfowl habitat.

Drinking Water

Gander's water supply is piped from Gander Lake to a treatment plant, where it is disinfected with Ozone, filtered and treated with chlorine. From there it is held in a storage reservoir and distributed throughout the town. All built up areas of the town are supplied with treated drinking water except for Gander Bay road where homes are on private wells. The water supply system has adequate capacity to supply additional growth.

Gander Lake is a Protected Public Water Supply and subject to the provincial *Water Resources Act*. A watershed management plan was created for Gander Lake in 1996. The plan concluded that while Gander Lake is an excellent water supply with naturally low organic input and biological activity, potential threats to the water supply are related to point source inputs (e.g. spills at gas stations on the Trans Canada Highway) as well as erosion and sediment transport caused by development or intensive recreation activity on steep slopes in proximity to the Lake. The plan recommends a 300 m buffer from the ordinary high water mark.

Issues

The Department of Transportation and Works is planning to realign the Trans Canada Highway to by-pass the town and run closer to Gander Lake. However, anticipated traffic volumes have not materialized and no implementation date has been confirmed. While the realignment would respond to safety concerns and permit development along Gander Lake, it might affect the economic viability of businesses on the TCH. Gander has a Watershed Management Committee that oversees development within the watershed which is contained by the Town's Municipal Planning Area Boundary. The Committee oversees development so that Lake water quality is maintained. All development proposals are registered for environmental assessment processes.

Sewage Collection and Treatment

Most homes in Gander (with the exception of about 20) are on central sewage collection and treatment systems. Gander's sanitary sewer collection system feeds into two sewage treatment plants. The Beaverwood plant, to the north of the airport, discharges into a series of wetlands before entering Soulis Pond and therefore Gander Lake. The Magee Road facility, on the northwest side of the town, discharges into a series of ponds and streams that lead to Gander River. The local service district of Benton, which is located on Soulis Pond, is serviced by private onsite sewage disposal systems.

Issues

The Beaverwood facility, which serves the older part of Gander, is utilized at about 50 per cent of its capacity under normal operating conditions. As this area is not expected to grow, capacity will not be an issue but outflow testing shows that the system is not providing fully effective treatment. The Magee Road plant is operating at 95 per cent capacity and currently

not treating effectively. Neither plant's effluent will meet future discharge water quality proposed by the federal government.

As Gander will require additional capacity for growth and stringent federal sewage treatment regulations are applied, the town will require a new larger sewage treatment facility. The Town is planning financing for a new plant to meet new Federal Regulations which are anticipated to be instituted in 2015-16.

Solid Waste Management

The Town of Gander collects waste at curbside once a week and disposes it at the municipal landfill on Gander Bay Road. Gander has a Green Depot recycling drop off for beverage containers and other materials. The V.O.N. Broadening Horizons program provides curbside collection of beverage containers and waste paper fibre at residential or commercial properties. Metals from car wrecks and white goods are separated for diversion at the waste disposal site.

Government requires all municipalities to participate in its province-wide solid waste management strategy by 2020. The Town is a participant in the Central Newfoundland Waste Management Authority. New waste facilities are under construction including a regional landfill, materials recovery facility and in-vessel composting facility, all to be located near Norris Arm North. The facility is scheduled to be operational by the end of 2010 and Gander's current waste disposal site will be closed. The Town of Gander will not be managing waste but will be still involved in regional initiatives through the Authority. The Town can also assist with local waste reduction programs such as promoting grass-cycling, backyard composting, using re-usable shopping bags and encouraging residents to accept and comply with the new system.

Air Quality and Green House Gas Generation

Like most areas of Newfoundland and Labrador, Gander's air quality is considered to be high. However, as in other communities, many residents of Gander supplement their heating with wood stoves which can have a negative effect on air quality. Urban air quality can also be compromised by increase traffic and use of drive through services.

Gander receives its power from the provincial power grid. While much of this energy is derived from hydroelectricity which has low greenhouse gas emissions, some is generated from combustion of fossil fuels which has higher greenhouse gas and emissions. Gander is a member of the Federation of Canadian Municipalities (FCM) program, Partners for Climate Protection and is investigating ways of reducing its emissions.

Where do we want to go?

Gander has a green space network that improves the environment and provides a choice of outdoor recreation and leisure opportunities.

4.2 Cultural

Cultural sustainability refers to honouring the community's heritage, embracing diversity and engaging in enriching cultural experiences such as the performing arts.

Where are we now?

Gander is fairly unique in Newfoundland and Labrador in that it is a new town with an aviation history. The Town honours this heritage when naming roads, buildings and facilities. Other groups honour this heritage in exhibits at the Aviation Museum and the Airport Museum. Mr. Smeaton, the local historian, has spent a significant amount of time conserving records of local history. Local heritage sites include the Commonwealth War Graves Commission Cemetery and the Silent Witness Memorial in honour of those who lost their lives in the Arrow Air crash.

Gander has experienced a more diverse population than many Newfoundland communities due to its history of military activity with Canadian, American and British forces. The town's churches represent seven Christian faiths. Community integration activities include introducing international foods at events and providing input into school programs. Gander's recent success at attracting international physicians is supported by a Christian Church which allows Islamic residents space for prayer.

Gander celebrates its heritage at the Festival of Flight. This annual event includes activities for families, children, adults and seniors. Activities also include book readings, concerts, dances, theatre, sports, meals and a parade. Festival events are used to raise funds for charities and to collect items for the food bank.

The community is fortunate to have a provincial Arts and Culture Centre which hosts live entertainment such as concerts and theatre. Performances may be local (e.g. Avion Players theatre group) or acts that are touring the province. A summer dinner theatre operates in Gander.

Where do we want to go?

Gander's identity is rooted in aviation in both its heritage and its economy. Residents engage in cultural activities that help them grow intellectually.

4.3 Social

Social sustainability includes quality of life, health, food security, employment, income, housing, family services, fitness, education, recreation and volunteerism. It also means responding to special needs and celebrating the community together.

The following sections describe the status of quality of life in Gander. Quality of life includes income and employment. It also includes leisure and recreation, health and fitness, healthy food and adequate housing. Every community has social needs and the response of the Town, volunteers or other agencies are discussed.

Where are we now?

In May 2007, Money Sense (a Canadian personal finance web site) named Gander as the 10th best place to live in Canada. The rating was based on measured parameters including weather, crime rate, employment and income, cost of living and discretionary income.

Demography

Gander is a growing community. The population was 9,951 in the 2006 census. Between 1996 and 2001, Gander experienced a population loss of 6.9 per cent which was similar to rate of population loss for the province in general. However, Gander's population grew by 3.1 per cent between 2001 and 2006. Comparatively, the province lost 1.5 per cent of its population in the same period. While Gander's growth is fairly modest, it is strong within the provincial context.

Another indicator of growth rate is new housing starts which can be measured on an annual basis. In the last three years (2007-2009), Gander issued approximately 100 home construction permits each year. It is likely that the next Census will show strong growth. Many people moving to Gander choose to construct as older homes are either unavailable or too expensive. Gander also has low vacancy rates for apartments.

Compared to other parts of Canada, Newfoundland and Labrador communities do not have diverse populations. In the last Census (2006), less than one per cent of Gander's population identified themselves as being of a visible minority, approximately 1.5 per cent identified as being Aboriginal and a little over two per cent as immigrant. For the province as a whole, these rates were slightly over one percent, nearly five percent and over 1.5 per cent. Generally speaking, Gander's population is not diverse.

Gander's population is subject to turnover and this is likely affected by having a military base. In the 2006 Census, nearly 2.5 per cent of Gander residents lived in a different province or territory in the previous year, while less than two per cent of provincial residents had. This is more pronounced if the previous five years when more than eight per cent of Gander residents had lived in a different province or territory and slightly over five per cent of provincial residents had. Gander has population turnover but people do not always integrate into the community as they may be short term residents who belong to a special community.

Issues

Due to low birth rates and significant out migration, the province's population is ageing. There is a current trend towards older people from rural areas moving into larger towns for better services. An ageing population means fewer employees are available to local agencies. Also, while an older population will increasingly avail of services they consume fewer goods. Therefore, they have a smaller impact on the retail industry than couples raising families. In addition, an ageing population has higher demands for health care services which can put a strain on local facilities. The province's median age was 38.4 years in 2001 and 41.7 in 2006. Gander's median age increased from 37.3 to 39.6 in 2006 which is slightly below that of the province. Gander's population is ageing but is still lower than that of the province.

Thirty-four per cent of households are composed of couples with children; 33 per cent live as couples without children and 20 per cent live alone. Persons over 65 years currently make up 15 per cent of the population. The province also has an ageing population with 14 per cent over the age of 65. It is expected that the percentage of the population over 65 will increase. For municipalities, this age dynamic will have implications for the types of services that will be desired and required.

Health Care Services

A number of public and private health care services are located in Gander. Doctors, dentists, physiotherapists and massage therapists practice in Gander. Other agencies offer home care support. The James Paton Memorial Regional Health Centre hospital is located on the western edge of the town on the Trans Canada Highway. While the hospital may not have all of the services available in larger centres, an array of acute care services are available. A MRI unit will soon be added.

Gander has experienced a shortage of doctors and nurses. However, the area has been successful in recruiting foreign physicians who are operating out of a new clinic. There are now two medical clinics in the town.

The Department of Health and Community Services offers mental health; addictions; family and rehabilitative services; child, youth and family services; health promotion and protection; and continuing care. A family support centre is located at 9 Wing Gander. Cara Transition House provides temporary housing and support for women. Gander has a community food bank. A number of groups and service clubs provide community and family support.

Issues

Four long term care facilities are available for seniors: Lakeside Homes, Golden Legion Manor, Golden Estates and Nightingale Manor. Lakeside provides Level II to IV advanced care. Capacity is limited especially in advanced care levels. Due to lack of capacity some seniors have moved to Grand Falls.

Housing

More than 66 per cent of the 3,870 occupied dwellings in Gander are single detached homes. This is lower than provincial average. Other dwellings are semi-detached, row houses, duplex apartments and apartments in buildings with fewer than five stories. In general, these types of dwellings are more highly represented in Gander than in the province. This is because many communities in the province have single detached homes only.

In the last three years, the Town has issued at least 100 home building permits. Gander's growth is related to a general provincial trend towards living in larger communities. In addition, retirees returning to the province following careers elsewhere are choosing to live in medium sized towns for the access to services including health care, recreation and airports.

The population was 9,951 in the 2006 census and is likely higher based on the number of housing starts in the last three years (2007-09). Based on current population and future population projections, current zoning indicates that sufficient land is available for the planned scale of development. Several sub-divisions are in various stages of development.

Gander has 10 per cent more rented dwellings than in the province on the whole. However rental demand is not being met. Students from the two technical colleges use many of the units. Homeowners do not include rental units in their homes as frequently as they did in the past. This is possibly a result of higher incomes, families using larger spaces and if apartments are included they may be solely intended for older parents. Additionally, there is a lack of rental housing for special needs groups such as young disabled people. There is a lack of housing and affordable housing.

Issues

Land values and housing prices have risen sharply in recent years. In 2006, the average value of a home in Gander was 26 per cent higher than for the rest of the province on average. If they are available for sale, older homes in Gander are expensive and the cost of building a new home has increased by about 15 per cent in recent years. This is based on demand (from in-migration and house upgrading), increased labour and materials costs as well as demand for larger homes with finer finishes. Some purchase two lots in order to accommodate larger homes.

While this trend shows an increase in prosperity for a number of people, it may make it more challenging for first-time buyers and young families to enter the real estate market. Some people commute from surrounding communities where homes and land are less expensive.

Newfoundland and Labrador Housing has requested proposals for affordable housing in Gander but developers have not expressed interest. Developers are focused on high end single detached home developments. None of Gander's facilities accept young people with disabilities and accessible apartments are unavailable.

Gander's population is ageing and some who have in-migrated are of retirement age. This population requires smaller houses, low maintenance and proximity to services. Developers are responding with high end detached or semi-detached homes or rental units with maintenance included. One developer is proposing to build 64 cottage style rental homes for young retirees.

Recreation

Gander provides recreation and leisure programs and infrastructure to the community. The Town spent more than \$1 million on parks and recreation in 2009. The Gander Community Centre and linked Arts and Culture Centre include an ice surface for hockey and skating, indoor walking track and swimming pool. The provincial government and 9 Wing Gander also own and operate recreation facilities in Gander. There is a provincial Arts and Culture and a library located in the community.

Gander has several gyms: one at 9 Wing Gander and the others are at the three schools. The community also has a golf course, driving range, Nordic ski trails and a skateboard park. Gander has a number of sports fields (softball, baseball and soccer), basketball courts, tennis courts as well as playgrounds and play lots. Commercial recreation facilities and programs (curling, fitness, yoga, bowling, rod and gun club, dance schools) are also available in Gander.

Parks and open spaces include Cobb's Pond Rotary Park. Little Harbour Marina Day Park, Peacekeeper Park, Square Pond Park and Jonathan's Pond Park are all near the town. The Thomas Howe Demonstration Forest provides a park like setting for casual activities.

The Newfoundland T'Railway runs through the town and is used by residents for walking, hiking, snowmobiling and riding off-road vehicles. Hikers and walkers also enjoy the Thomas Howe site, Cobb's Pond, Little Cobb's Pond, the Mighty Gander River Trail, Little Harbour, the old town site and trails found at nearby Square Pond Park and Jonathon's Pond Park.

Gander's municipal plan requires 10 per cent green space and walking trails in new residential subdivision developments. The Town is developing connecting trails within the community to facilitate walking and biking within the town. This would not only provide increased opportunities for casual exercise but also allow residents more convenient routes to walk about the town.

Issues

Special groups of the population have differing program needs. As the population is ageing, the Town will need to modify recreation programs and facilities to respond to the needs and interests of older residents as well as the young. Older residents are often more interested in individual or group activities but not usually organized sports. Not all young people participate in organized sports for reasons of ability, affordability or interest. To encourage active living, other options are also needed. Most communities struggle with providing social programming and space for this challenging to please group.

The Community Centre facilities are also used for conventions and sometimes unavailable to the public for recreation. The Town is evaluating the need to develop additional indoor recreation space and a second ice rink. Gander is also examining adding new recreation sites and enhancing existing facilities. All communities with cold winters require indoor recreation spaces for year-round fitness.

Volunteerism

Gander has a number of community groups that provide social supports including recreation and leisure opportunities. Programs and clubs include basketball, tennis, field sports, aerobics, gymnastics, dance, martial arts, theatre, golf, swimming, hockey, curling, skating and cross-country skiing. Gander has a strong history of volunteerism but it is becoming more difficult to find volunteers. This may be a result of an ageing population.

Education

Gander has an elementary school, an intermediate school and a high school. Gander also has three colleges: Keyin College, Gander Flight Training and the College of the North Atlantic which offers technical programs in the aerospace industry.

Transportation

Residents of Gander are dependant on personal vehicles for transportation. According to the 2006 census data, 84 per cent of employed Gander residents work within the community and 89 per cent of employed people arrive at work as a driver or passenger of a vehicle. Only eight per cent walk or bicycle. Conversely, while only 45 per cent of Newfoundland and Labrador residents in general work within their home community, the same percentage (8%) walk or ride a bike to work. Gander has no public transit but it is a fairly compact community on flat land. When it improves biking and walking trail connections, the Town will have an opportunity to encourage active commuting.

Gander is fortunate to have an airport. However, commercial flight access is limited. Air Canada flies to St. John's and Halifax. Currently, charter services are available for Cuban vacations. Residents often drive or fly to larger airports to make connections. Gander International Airport is more heavily used for servicing private jets and long haul cargo traffic.

Highway access is straightforward as Route 1, Trans Canada Highway runs through the town. Cooper Boulevard and Magee Road become Route 330 (Gander Bay Road) which connects to the eastern part of Notre Dame Bay including the popular tourist destinations of Twillingate and Fogo islands.

Issues

The Department Transportation and Works intends to reroute the Trans Canada Highway away from the town but predicted traffic volumes have not materialized. Residents are concerned about increased traffic and its impact on safety. However the business community is concerned about the negative effect on business.

Where do we want to go?

Gander has strong population growth and a high concentration of young people. The town provides meaningful family, social, educational and employment opportunities that encourage residents to live their entire lives in the community. Residents enjoy access to a variety of recreation activities that allow them to lead active healthy lifestyles.

4.4 Economic

Economic sustainability means community development that provides opportunities for meaningful employment and revenue for the municipality as well as growth that does not compromise the environment. The following paragraphs describe the current state of economic development in the Town of Gander.

Where are we now?

While Gander has a current population of fewer than 10,000, the town is a regional centre for government offices, justice, health care and post-secondary education as well as commercial and retail services for a population of 85,000. The major economic generators are Gander International Airport, 9 Wing Gander which is also home to 103 Search and Rescue, NavCanada, Heli-One and the government service industries. Recent development has occurred on the east side of Gander along Cooper Boulevard and the business park. While the Town encourages new development, it is aware of the need to balance growth so that it does not have a negative effect on existing businesses in the downtown shopping area.

Because of its location and facilities, Gander is a convenient destination for meetings, conferences, trade shows and sports tournaments, all of which stimulate the local tourism and service sectors. Passengers on delayed flights also avail of local services. The regional economy is also affected by recreational tourism (airport traffic as well as local attractions, salmon angling to the west on the Gander River) and natural resources (forestry and prospecting in nearby Benton).

Gander residents are employed in government (health and education), business, commercial and retail services. In 2006, 93 per cent of residents were employed in these areas as compared to 74 per cent for the province on average. The biggest employers of Gander

residents are the provincial government, Gander International Airport, Heli-One a composites manufacturer, the hospital, seniors care facilities, schools and post-secondary institutions. Far fewer Gander residents are employed in natural resource industries or the construction sector than in the rest of the province. This means that fewer residents of Gander are employed in seasonal work.

Gander has stronger employment than that of the rest of the province. In 2006, 58 per cent of Gander residents were employed while the provincial rate was 10 per cent lower. As residents are employed year-round and more people are employed in general, median family after tax income was nearly \$8,000 higher than provincial median in 2006. However, not everyone in Gander has high income. Median after tax income for female lone parent families was slightly below the provincial median for this group.

Gander's economy has diversified but it is based on the experience developed from many years as an aviation centre. The community continues to strive for further development of the aerospace industry along with diversification. Local economic development is supported by the Town's economic development office, Destination Gander and the Gander and Area Chamber of Commerce. Gander is encompassed by the Regional Economic Development area managed by Kittiwake Economic Development Corporation.

Where do we want to go?

Along with the economic strength of the aerospace industry, Gander is the retail, commercial and service centre of the region and a choice destination for provincial conventions.

4.5 Governance

Governance sustainability refers to having the political leadership, administrative staff, financial resources, and solid planning and decision making processes to manage and operate a community that effectively meets service, program and infrastructure needs. The following provides a snapshot of the current state of governance in the community.

Where are we now?

Since the Town's incorporation in 1958, Gander's Town Council has had responsibility for local government. Elections are held every four years according to the Municipalities Act, and the last general election was held in September 2009. Six candidates with the highest number of votes are elected at large as the council. The mayor is elected in a separate vote. Fewer people are running for municipal election but a choice of candidates is still available. The 2009 election had two more candidates than actual seats.

The primary role of council is to establish administrative policy, to adopt by-laws related to matters delegated to municipal government and other provincial statutes for the protection of the public and to levy taxes for these purposes. Council delegates day to day operations to the chief administrative officer who oversees the directors of the various departments. The Town currently has adequate staff to deliver its programs and services. The Town also takes a leadership role in regional initiatives such as Central Waste Management development.

The town's strong growth has placed pressure on staff. For instance, within the last several years, annual housing development permits have increased from about 35 up to 100. When demand is high and human resources inadequate, by-law enforcement may suffer. The Town is using software to manage requests from residents to assure follow-up and good communications.

Gander has increased capital works spending including federal stimulus funding. The Town restructured staffing several years ago. It hired its own public works staff (engineering) to reduce the costs of using consulting engineers. Gander has greatly increased its infrastructure spending. While the Town is keen to take advantage of government funding programs, it takes staff to manage them. Currently, insufficient contractors are available to complete the required construction projects. Also, increased government regulations means more work (e.g. occupational health and safety requirements). The Town is uncertain if it can meet higher standards for services such as sewage treatment without increased investment from provincial and federal governments. The Town would like to undertake certain initiatives but government funds are not available.

Where do we want to go?

The strongly led and well managed Town of Gander provides infrastructure and programs to its residents in a fair, efficient and cost effective manner.

5.0 STRATEGIC GOALS AND ACTIONS

This section presents selected goals and actions for addressing the various sustainability pillars. It includes actions that address Gas Tax objectives, could be financed by Gas Tax funds and will be acted upon in the next five years. The action plans identify projects, to address issues and gaps related to community needs and aspirations. These are the ICSP action plans for "How do we get there?".

Table 5.1 outlines the Town of Gander's sustainability projects that will be undertaken in the next five years.

Table 5.1: Sustainability Initiatives

Pillar	Initiatives
Environmental	Sewage Treatment Plant
	Backyard Composting Study
	Litter Control Pilot Project
Cultural	Sports Hall of Fame Access
Social	Cobb's Pond Rotary Park Redevelopment
	Multi-Purpose Community Building Feasibility Study
	Trail Systems Connections
	Welcome Program for New Residents
	Affordable Accessible Housing Policy
	Accessible Transportation Project

Pillar	Initiatives
Governance	Road Improvements
	Sidewalk Improvements
	Downtown Redevelopment Project
	Water Pressure Improvements

Initiatives are described below.

Sustainability Initiative #1: Sewage Treatment Plant

Gander's sewage treatment systems are at capacity and the community is growing. In addition, the Town acknowledges that federal requirements for sewage treatment are expected to increase in the next decade.

Table 5.2: Sewage Treatment Plant

Goals and Actions	Environmental Initiative
Project / Program Description	Gander is planning several projects to improve sewage collection and treatment. \$120,000 for a sewage treatment plant engineering study in 2010
Impact on Gas Tax Objectives	Cleaner water - Sewage treatment plant effluent is channelled through various wetlands and water bodies that eventually flow into Gander Lake, the public water supply
Measurement Objectives	100% effective sewage collection and treatment in serviced areas of the town
Land Use Implications	Acquire necessary land for easements and construction.
Impact on Other Pillars	Social - communities with sewage treatment are more attractive to existing and future residents and new business investors. Governance - demonstrates leadership

Sustainability Initiative #2: Backyard Composting Study

The Town of Gander would like to reduce the amount of waste going to landfill. Backyard composting of certain types of organic waste provides effective waste management. Gander has been involved in promoting backyard composting in the past but feels that without educational support the program may not be as effective as it could be.

It is difficult to determine the cost and potential effect of this program as no municipal programs have been developed in the province. In addition, reports on programs from other municipalities are about a decade old and costs may not be comparable as they relate to economies of scale. Table 5.3 discusses a feasibility study on backyard composting.

Table 5.3: Backyard Composting Study

Goals and Actions	Environmental Initiative
Project / Program Description	Prepare a feasibility study on potential costs for equipment and education, effect of subsidies, sources of funding, potential partners, resident interest as well as potential impact on waste diversion and GHG reduction.
Impact on Gas Tax Objectives	Solid waste reduction – composting reduces the amount of solid waste going to landfill. Cleaner soil and water – compost produces healthy disease resistant plants reducing the need for chemical pesticides, fungicides and fertilizers.
Measurement Objectives	Finish the study in 2011.
Land Use Implications	Backyard composting requires a small area of private gardens and can improve disease resistance of plants.
Impact on Other Pillars	Social - backyard composting provides excellent soil amendment for gardening. Composting is connected to organic gardening, physical activity, mental leisure and community beautification. Governance - demonstrates leadership

Sustainability Initiative #3: Litter Control Pilot Project

The Town receives complaints about overflowing trash cans and wishes to address the issue. Businesses, residents and community groups have organized litter clean-ups. The Civic Enhancement committee (residents advisory group to Council) has recommended taking action on litter such as commercial litter sweeps and litter control at public trash bins.

Table 5.4: Litter Control Pilot Project

Goals and Actions	Environmental Initiative
Project / Program Description	Gander has developed a pilot project to install an innovative type of trash can. This trash can uses solar power to compact waste and to send an electronic message to Town staff when it is filled to capacity. Two units will cost \$5,000.
Impact on Gas Tax Objectives	Solid waste management - litter is solid waste but its management is more of an aesthetic issue.
Measurement Objectives	Pilot project in 2010
Land Use Implications	None
Impact on Other Pillars	Efforts by the Town to keep the community cleaner can have an impact on positive attitudes of residents about maintaining the community and their properties.

Sustainability Initiative #4: Sports Hall of Fame Access

The Gander Sports Hall of Fame, which was developed by volunteers, is located in the Community Centre. The facility is generally closed because of a lack of staff and insufficient revenue to hire anyone. The Town would like to see the site more available to the public and used more frequently.

Table 5.5: Sports Hall of Fame Access

Goals and Actions	Cultural Initiative
Project / Program Description	The Town wishes to find a way to make the Sports Hall of Fame more available to the public and the Parks and Recreation Committee will explore options.
Impact on Gas Tax Objectives	None
Measurement Objectives	2011
Land Use Implications	None
Impact on Other Pillars	Social - understanding legacy of community sports heroes.

Sustainability Initiative #5: Cobb's Pond Rotary Park Redevelopment

The Town of Gander strives to provide high quality recreation infrastructure and attractive natural environments for its residents and visitors. Cobb's Pond is a popular area for casual activities such as playing, walking and picnicking. The Town is planning to improve this park.

Table 5.6: Cobb's Pond Rotary Park Redevelopment

Goals and Actions	Social Initiative
Project / Program Description	The Town is planning improvements to Cobb's Pond Rotary Park. A new board walk will be wheelchair accessible and constructed of materials that will not leach chemicals and toxins into the water body. Park improvements will cost \$4 million from 2011 and 2014.
Impact on Gas Tax Objectives	Cleaner water – using environmentally benign materials will improve water quality in Cobb's Pond which is part of the Gander Lake / River system.
Measurement Objectives	Phase one to be completed by 2011 Remove all environmentally harmful materials 100 per cent accessible
Land Use Implications	Cobb's Pond is already a community park.
Impact on Other Pillars	Improved park and boardwalk will enhance opportunities for physical activity for all including those using wheel chairs or pushing children in strollers. Environmental

Sustainability Initiative #6: Multi-Purpose Community Building Feasibility Study

Gander Community Centre (ice area and walking track) also serves as a trade show space for large events. While the concept of having multipurpose space is attractive, in this case when the centre is in use for conventions it is unavailable for community recreation.

Table 5.7: Multi-Purpose Community Building Feasibility Study

Goals and Actions	Social Initiative
Project / Program Description	The Town is planning to form a committee (including user groups) to examine the feasibility of creating a new multipurpose space and/or an additional ice arena to resolve usage conflicts.
Impact on Gas Tax Objectives	GHG reduction – all new buildings can have energy efficient systems
Measurement Objectives	Feasibility study by 2015.
Land Use Implications	Would require appropriately zoned land large enough to accommodate building and parking. Traffic, access and safety would need to be considered.
Impact on Other Pillars	Social - recreation and fitness Economic - additional trade show and sports tournament capacity

Sustainability Initiative #7: Trail Systems Connections

The Town of Gander has a number of urban trails that have been developed as part of subdivisions or exist for other reasons (i.e. T'Railway). However, in many cases, these trails were developed independently without interconnections. The Town is planning to improve these connections.

Table 5.8: Trail Systems Connections

Goals and Actions	Social Initiative
Project / Program Description	The Town will enhance connections to give the community a comprehensive trail system.
Impact on Gas Tax Objectives	Cleaner air – this initiative has the potential to inspire residents to walk or ride bicycles where they might not have and this can impact air emissions from vehicles. GHG reduction – increased walking and bicycling can reduce GHG generation from burning fossil fuels in vehicles.
Measurement Objectives	Within five years - 2015
Land Use Implications	Potential conflicts with private land, road crossings
Impact on Other Pillars	Social - recreation and fitness, quality of life

Sustainability Initiative #8: Welcome Program for New Residents

Gander formerly had a program for welcoming new residents. Such programs allow residents to become acquainted with newcomers, provide new residents with information to help them better integrate into the community. Town Council will initiate organizing a new group.

Table 5.9: Welcome Program for New Residents

Goals and Actions	Social Initiative
Project / Program Description	Establish an organization to welcome new residents to Gander. Program supported by commercial sponsors and volunteers.
Impact on Gas Tax Objectives	None
Measurement Objectives	Have organization running in 2010
Land Use Implications	None
Impact on Other Pillars	Governance - can provide a way to engage new citizens in their municipality Cultural can address embracing diversity

Sustainability Initiative #9: Affordable Accessible Housing Policy

Not only does Gander have a limited supply of accessible housing units for seniors, no facilities for young people with disabilities. In addition, most new dwelling construction in Gander is too highly priced for young people starting out on their own. The proposed initiative will result in young disabled people from Gander being able to remain in the community rather than moving elsewhere.

Table 5.10: Affordable Accessible Housing Policy

Goals and Actions	Social Initiative
Project / Program Description	Lobby Provincial Government amend Regulations under the Accessibility Act. When new apartment building developments are being negotiated, the Town will require a percentage of accessible units.
Impact on Gas Tax Objectives	None
Measurement Objectives	Begin lobby in 2010.
Land Use Implications	None
Impact on Other Pillars	Governance - demonstrates leadership

Sustainability Initiative #10: Accessible Transportation Project

Gander lacks accessible transportation for disabled people of all ages. No accessible bus exists in the community and no taxicabs have specialized equipment.

Table 5.11: Accessible Transportation Project

Goals and Actions	Social Initiative
Project / Program Description	The Town will call for proposals for a private company to provide an accessible taxi service.
Impact on Gas Tax Objectives	None
Measurement Objectives	2012
Land Use Implications	None
Impact on Other Pillars	Governance - demonstrates leadership

Sustainability Initiative #11: Road Improvements

The Town of Gander is investing significant resources into road improvements. Work includes rebuilding and resurfacing roads as well as replacing storm sewers.

Table 5.12: Road Improvements

Goals and Actions	Governance Initiative
Project / Program Description	Improvements will cost \$14 million between 2010 and 2015.
Impact on Gas Tax Objectives	GHG reduction - well built and maintained roads improve vehicle efficiency reducing fuel consumption and green house gas generation.
Measurement Objectives	Significant commitments in 2010, 2011, 2012, 2013, 2014
Land Use Implications	None - existing roads
Impact on Other Pillars	Social - better roads are desirable to community residents thus having a positive impact on quality of life. Economic - Visitors, potential new residents and prospective companies will find towns with good infrastructure attractive.

Sustainability Initiative #12: Sidewalk Improvements

Gander's sidewalks have deteriorated along with its roads and the Town is making improvements to these as well.

Table 5.13: Sidewalk Improvements

Goals and Actions	Governance Initiative
Project / Program Description	Sidewalk improvements
Impact on Gas Tax Objectives	GHG reduction - better sidewalks may encourage residents to walk instead of driving thereby having a positive effect on GHG reduction.
Measurement Objectives	\$50,000 per year from 2011 to 2015
Land Use Implications	None
Impact on Other Pillars	Social - better sidewalks will make it easier for people using walkers, wheelchairs and strollers. Improved walking areas and community beautification have impacts such as exercise and interaction that do not happen while driving.

Sustainability Initiative #13: Downtown Redevelopment Project

Gander's commercial and retail area is town square. This original development was followed by two strip malls and recent projects have been focussed on the business park in the eastern part of the town. Some town square businesses have invested in their properties in recent years but many store fronts have deteriorated. This results in residents being less interested in strolling and shopping in the downtown area.

Table 5.14: Downtown Redevelopment Project

Goals and Actions	Governance Initiative
Project / Program Description	The Town has adopted a plan to improve the oldest commercial area of town. The intent is to make this area attractive and pedestrian friendly by adding lighting, planting, benches and other amenities. The Town and the Chamber of Commerce will develop a program to encourage business owners to improve their building facades.
Impact on Gas Tax Objectives	GHG reduction - pedestrian friendly public spaces may encourage residents to walk instead of driving thereby having a positive impact on greenhouse gas reduction.
Measurement Objectives	2011-2015
Land Use Implications	None - improving existing commercial areas
Impact on Other Pillars	Social - positive impact on exercise and community interaction. Economic - improve pedestrian traffic for businesses in improved areas

Sustainability Initiative #14: Business Park Development

Current studies indicate that there is insufficient fire suppression water pressure to support additional development in the business park.

Table 5.15: Water Pressure Project

Goals and Actions	Governance Initiative
Project / Program Description	Additional new development in Gander will require changes to the water distribution system to increase pressure for fire suppression. The Town commissioned a study to quantify the problem. The Town will install a trunk sewer main from Armstrong Boulevard to Roe Avenue at a cost of \$160,000.
Impact on Gas Tax Objectives	None
Measurement Objectives	2010
Land Use Implications	Obtain some easements on private land in commercial areas.
Impact on Other Pillars	Insufficient infrastructure could hinder economic potential of the business park.

6.0 COLLABORATIONS AND PARTNERSHIPS

Section 7.0 describes existing and potential partnerships and collaborations and asks not only the question of “Who will we work with?” but “Who could we work with?”.

6.1 Existing Collaborations

Gander is involved in municipal collaborations that provide beneficial public services to its municipal neighbours.

Table 6.1 presents existing collaborations in which the Town of Gander is involved.

Table 6.1: Existing Collaborations

Partnership Project	Description
Solid Waste Management	Local service district (LCD) of Benton, Town of Appleton and Town of Glenwood currently use Gander's landfill.
Water and Sewer Services	Town of Gander provides leak detection and emergency sewer flushing to the LSD of Benton, Town of Appleton and Town of Glenwood.

6.2 Potential Collaborations

Other aspects of municipal services can be offered through partnership to the residents of Gander and surrounding communities.

Potential collaborations are presented in Table 6.2.

Table 6.2: Potential Collaborations

Potential Partnership	Description
Central Newfoundland Waste Management Authority	Waste reduction initiatives such as backyard composting
Northeastern Newfoundland Fire Departments	Gander Fire Training Ground was developed 20 years ago for Gander fire rescue personnel. However, a number of other fire departments have used the facility for fire rescue training. This arrangement has not been formalized.
Apartment Developers	Accessible apartments
Taxi Company	Accessible taxi
Chamber of Commerce	Downtown development project

7.0 IMPLEMENTATION AND MONITORING

Section 8.0 presents an implementation plan and monitoring schedule. The ICSP outlines initiatives for the next five years as short term. Other projects will be addressed in the medium term (10 years) or long term (15 years). The plan can be revised as projects are completed or as priorities change. Having a time schedule helps address the question: "How will we know we have arrived?".

7.1 Implementation

The following implementation plan presents a timeline for the action items. This table can be used for evaluating the schedule and revising development objectives. Table 7.1 presents the implementation plan.

Table 7.1: Implementation Plan

Initiative	2010	2011	2012	2013	2014
#1 Sewage Treatment Plant	●	○	○	○	○
#2 Backyard Composting Study	○	●	○	○	○
#3 Litter Control Pilot Project	●	○	○	○	○
#4 Sports Hall of Fame Access	○	●	○	○	○
#5 Cobb's Pond Rotary Park Redevelopment	○	●	●	●	●
#6 Multi-Purpose Community Building Feasibility Study	○	○	○	○	●

Initiative	2010	2011	2012	2013	2014
#7 Trail Systems Connections	○	○	○	○	●
#8 Welcome Program for New Residents	●	○	○	○	○
#9 Affordable Accessible Housing Policy	●	○	○	○	○
#10 Accessible Transportation Project	○	○	●	○	○
#11 Road Improvements	●	●	●	●	●
#12 Sidewalk Improvements	○	●	●	●	●
#13 Downtown Redevelopment Project	○	●	●	●	●
#14 Water Pressure Improvements	●	○	○	○	○

*Legend: ● activity in year, ○ no activity in year

Some projects, programs and policies can be initiated by the Town and will then be maintained by the Town or another group. These include the welcome program, the accessible housing policy and the accessible transportation project. Some items are capital works projects as scheduled in Gander's five-year capital plan or are to be scheduled as future capital works.

7.2 Monitoring

Monitoring is critical to the planning and implementation process of any plan. It shows changes over time and helps to identify what is and is not working and whether or not plans, projects and programs are having the desired effect. Monitoring is part of the ICSP process that began with building awareness of current trends and desired outcomes in the Town of Gander. Following implementation of action plans, monitoring highlights successes and focuses attention on areas that need additional work. It serves as a useful tool for decision-makers to address priority areas and to develop initiatives and actions.

Monitoring is typically conducted through selection, measurement and recording of a quantitative set of measurable indicators. Indicators and objectives are included in Table 7.2.

Table 7.2: Monitoring the Five-Year Action Plan

Project	Baseline (2010)	Objectives (2014)
#1 Sewage Treatment Plant	<ul style="list-style-type: none"> • Effluent exceeds maximum requirements • No capacity for expansion 	<ul style="list-style-type: none"> • More effective treatment • Planning and design for new facility initiated • \$500,000 for engineering design

Project	Baseline (2010)	Objectives (2014)
#2 Backyard Composting Study	<ul style="list-style-type: none"> An unknown number of homes have backyard composters Usage and effectiveness unknown 	<ul style="list-style-type: none"> 50% of homes with composting units Residents comfortable with composting
#2 Litter Control Pilot Project	<ul style="list-style-type: none"> Town testing one trash compactor can 	<ul style="list-style-type: none"> If effective, wide distribution
#4 Sports Hall of Fame Access	<ul style="list-style-type: none"> Hall of Fame is not staffed and generally unavailable to public 	<ul style="list-style-type: none"> Explore alternatives to provide greater public access.
#5 Cobb's Pond Rotary Park Redevelopment	<ul style="list-style-type: none"> Cobb's Pond is not completely accessible Boardwalk has unacceptable building materials 	<ul style="list-style-type: none"> 100% accessible boardwalk Environmentally benign building materials \$4 million investment
#6 Multi-purpose Community Building Feasibility Study	<ul style="list-style-type: none"> Uncertain about feasibility of adding another ice rink or multi-purpose space 	<ul style="list-style-type: none"> Initiate study to examine options
#7 Trails Systems Connections	<ul style="list-style-type: none"> A number of trails are unconnected 	<ul style="list-style-type: none"> Begin establishing connections to make a more effective system for biking and walking
#8 Welcome Program for New Residents	<ul style="list-style-type: none"> Gander no longer has a welcome program 	<ul style="list-style-type: none"> Program operating with volunteers and commercial sponsorship
#9 Accessible Housing Policy	<ul style="list-style-type: none"> Gander does not have a requirement for accessible units in new apartment buildings 	<ul style="list-style-type: none"> New apartment buildings have set number of accessible units
#10 Accessible Transportation Project	<ul style="list-style-type: none"> Gander has no accessible transportation 	<ul style="list-style-type: none"> One taxi equipped for managing people in wheelchairs
#11 Road Improvements	<ul style="list-style-type: none"> Gander has a number of roads that need repairs 	<ul style="list-style-type: none"> \$5,367,000 invested in road upgrades
#12 Sidewalk Improvements	<ul style="list-style-type: none"> Gander has a number of sidewalks that need repairs 	<ul style="list-style-type: none"> \$250,000 invested in sidewalks
#13 Downtown Redevelopment Project	<ul style="list-style-type: none"> Town has approved redevelopment project 	<ul style="list-style-type: none"> Improvements included in capital plan
#14 Water Pressure Improvements	<ul style="list-style-type: none"> Insufficient water pressure to allow adequate fire suppression for future commercial development 	<ul style="list-style-type: none"> No development limitations as a result of water pressure.

In most cases, the baseline condition and need for these initiatives has been established through various studies and plans already undertaken or about to be initiated by the Town of Gander. Various measurable objectives have been included: some are date sensitive; some are based on units of improvement; and others respond to a specific equipment operations improvement as outlined in various engineering assessments.

Future review will be required to confirm which projects have been undertaken, if objectives are being met and if timelines require adjustment. Factors that affect implementation include availability of funding, readiness of partners, Town budget and availability of human resources to manage projects and initiatives. The Town of Gander can use the ICSP for annual review but 2014 has been included as an important reference date for evaluation as this year falls at the end of the five-year action plan.

7.3 Cross-Departmental Evaluation

Sustainable initiatives are those that address issues without creating additional problems. Holistic sustainability is most often compromised when projects, policies or programs are developed in isolation of other municipal departments. Several ways exist that help municipalities ensure that projects are assessed for their sustainability across departments prior to project implementation. These are listed below.

- The Town of Gander could establish its ICSP committee as a committee of Council to review initiatives for their sustainability as a whole.
- The Town could deliver a workshop with participants from all departments so that the various management units understand how initiatives can respond to issues in other areas.
- Gander has a job shadowing program where employees from a department have opportunities to work in other areas. This program can be used as an opportunity to develop sustainability awareness.

8.0 CONCLUSIONS

The Town of Gander is growing and is expected to continue doing so. Demand for residential and commercial growth is strong. Sufficient land is available and appropriately zoned to meet development need for the foreseeable future. However, Gander must consider the social needs of its existing and new residents.

Despite the fact that Gander has a younger population than that of the province in general, Gander still has a significant ageing population along with young families. Gander must provide both older residents and younger families with appropriate supports and services.

Gander's population is well employed in year-round sectors such as aviation related enterprises and services rather than natural resource industries. Families have higher than average provincial income. Housing value in Gander is higher than the rest of the province on average. However, Gander must address the availability and cost of suitable homes and accessible transportation for low income families, seniors and young disabled people.

With growth comes increased revenue to the Town along with additional municipal service needs. Also, public expectations along with provincial and federal government standards for drinking water quality, sewage treatment and solid waste management are now higher. Gander is addressing these requirements but must access additional funds to meet its objectives.

Gander has taken measures to protect its valuable wetlands and water bodies including Gander Lake which is its water supply. The Town has a new water treatment system. The watershed management committee must oversee future development activities (such as the proposed rerouting of the Trans Canada Highway) that might affect Gander Lake.

Within a year, Gander will have 100 per cent access to curbside collection of recycling and compostable materials as well as waste. To control costs, the Town must also reduce waste going to landfill.

Gander's sewage treatment facilities are at capacity or not completely effective. The Town will address these environmental and development issues as well as meet proposed federal requirements for sewage effluent water quality.

The population of Gander enjoys excellent indoor and outdoor recreation facilities. Current trails are used by residents as well as people who visit the area. Gander is improving walking and biking trail systems. Additional appropriate facilities will encourage more walking and bicycling in Gander. This can have several effects such as increased fitness and reduction of GHG generation.

The Town is planning improvements to outdoor spaces such as Cobb's Pond and the town square area. Indoor facilities must be assessed to ensure that the recreation needs of residents are not compromised by business (convention) use of the facilities.

Town Council, residents, representatives of community groups and the business community participated in public consultation activities. Suggestions from the community included projects, programs and policies, some of which would have a direct impact on Gas Tax objectives. Residents also made suggestions for initiatives that the Town is interested in over the long term as well as some that require action by provincial government or partnership with its departments and agencies. The result is the action plan included in this report.

The action plan includes a number of projects that will be worked on in the short term, have an impact on Gas Tax objectives and address the long term vision for the Town of Gander. Short term initiatives include improvements to sewage management, solid waste management, litter control, GHG reduction, cultural interpretation, parks and recreation, welcoming new residents, accessible housing and transportation, road and sidewalk improvements and downtown redevelopment.

APPENDIX A
INFORMATION SOURCES

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APPENDIX B
COMMUNITY CONSULTATION PARTICIPANTS

Appendix C: Community Consultation Participants

ICSP Committee Workshop, October 7, 2009	
Participant	Affiliation
Nicole Lanning	Chair and Town Councillor
Alan Scott	Councillor
Dave Blundon	Councillor
John Boland	Planning Technician
Grant Horwood	Director of Municipal Works, Town Engineer
Jake Turner	CAO
Garry Brown	Director of Finance, Town Clerk
Derm Chafe	Director of Economic and Social Development

Public Workshop, November 26 2009	
Participant	Affiliation
Roger LeDrew	Department of Government Services
John Elliott	Golden Legion Manor Ltd.
Jamie Holmes	Gander Basketball / State Chemical
Alan Scott	Councillor and Chair of Central Waste Management
Tanya Noble	Rural Secretariat
Edward Evans	Executive Director Central Waste Management
Brian Dove	Arts & Culture Centre
Les Arnold	Senior Gander Resident
Sylvia Arnold	Senior Gander Resident
Nigel Summers	Airport Nordic Ski Club / DND
Major Danielle Clouter	DND, 9 Wing Gander
Master Warrant Officer Al Hunt	DND, 9 Wing Gander
Anne Marie Connors	Cara Transition House
Yvonne Gillingham	Gander Women's Centre
Debby Yannakidis	Destination Gander
Jill Bennett	Kittiwake Economic Development Corporation

Public Meeting, November 26, 2009	
Participant	Affiliation
Dan Mahoney	Resident / Chamber of Commerce
Ron Luedee	Resident
Alan Scott	Councillor
Nicole Lanning	Councillor
Dave Blundon	Councillor
Kevin Waterman	Recreation
John Boland	Planning Technician

Public Meeting, November 26, 2009	
Participant	Affiliation
Grant Horwood	Director of Municipal Works, Town Engineer
Garry Brown	Director of Finance, Town Clerk

Other (Emails, Letters and Phone Calls)	
Participant	Affiliation
Audrey June Hurley	Resident
Peter B. Blackie	Resident
Don Blackmore	Resident
Pat Kane	Resident
Joe Penney	Resident
Wanda Moore	Resident
Anonymous	Resident

Committee Meeting, February 25, 2010	
Participant	Affiliation
Nicolle Lanning	Chair and Town Councillor
Alan Scott	Councillor and Chair of Central Waste Management
Claude Elliott	Mayor
Jake Turner	CAO

APPENDIX C
COMMUNITY CONSULTATION RESULTS

Appendix C: Gander Community Consultation Results

Sustainability Pillar	Indicators (Assets and Issues)	Enhancements and Solutions (Policies, Projects and Programs)
Environmental	<p>Assets:</p> <ul style="list-style-type: none"> • New water treatment facility • Improved waste management practices • Recycling program • Green space • Beautification • Thomas Howe Demonstration Forest • Watershed management • HHW collection • Town is interested in the environment <p>Issues:</p> <ul style="list-style-type: none"> • Cosmetic use of pesticides / herbicides • Storm water management • Sewage treatment • Solid waste • Parks and recreation • Emissions from airport • Chemical and runoff management from airport (monitored but not collected) • Water / energy consumption • Unsuitable activities in residential area (clear-cutting; old landfill) • Litter 	<ul style="list-style-type: none"> • Improve sewage treatment • New board walk at Cobb's Pond • Expand and improve recycling programs • Subdivision development standards (tree removal, grading) • Ban cosmetic use of herbicides and pesticides • Encourage backyard composting • More curbside recycling • More trash cans • Protect Gander Lake as drinking water source
Cultural	<p>Assets:</p> <ul style="list-style-type: none"> • Museums – Aviation / Airport • Arts and Culture Centre 	<ul style="list-style-type: none"> • Movie Theatre • Youth centre • Folk festival

Sustainability Pillar	Indicators (Assets and Issues)	Enhancements and Solutions (Policies, Projects and Programs)
	<ul style="list-style-type: none"> • Festival of Flight • Musical events • Dinner theatre • Avion Players • Silent Witness • War memorial • Art gallery / municipal art procurement <p>Issues:</p> <ul style="list-style-type: none"> • Welcoming newcomers (military) • No movie theatre (business plan infeasible) • Welcoming diversity • Educational culture • Access to venues, some groups lack space i.e. arts, performance, dance, yoga • Old fire hall • Youth Ventures 	<ul style="list-style-type: none"> • Sports Hall of Fame should have more than hockey • Improve Arts & Culture Centre • Gymnastics club seeking new home • Old fire hall could be used for program space • Arts & Culture Centre could be used as movie theatre • Welcome Wagon (self supporting)
Social	<p>Assets:</p> <ul style="list-style-type: none"> • Boys & Girls Club • Listed by MoneySense magazine as one of the top 10 places to live in Canada • Playgrounds • Good recreation facilities / programs (dance, bowling, swimming, hockey, soccer, basketball) • Family oriented community • Civic Centre • Social clubs • Church organizations 	<ul style="list-style-type: none"> • Youth Centre (cooperative among groups) • Cobb's Pond • Little Harbour • Bike trails • Off-leash dog park (perhaps at Thomas Howe Demonstration Forest) • Affordable housing • Affordable community fitness • Discount program for seniors • TCH plans for safety – highway, transport • Improve street lighting

Sustainability Pillar	Indicators (Assets and Issues)	Enhancements and Solutions (Policies, Projects and Programs)
	<ul style="list-style-type: none"> • Women's Institute • Writers group • Safe community • Good school system • Hospital • New medical clinic • Other health services (naturopath, massage) • Reasonable shopping facilities • Good volunteer response • 9 Wing Gander recreation facilities • Income levels • Airport • Military • Cara House • RCMP, courthouse • Central Nova School Board • Sports • Ski Club • Special Olympics • Golf club • Seniors homes • Private gym <p>Issues:</p> <ul style="list-style-type: none"> • Accessible transport • Lack of bike trails • Range of housing options • Accessible housing for independent working young people • Availability of consistent supply of fresh fruit and 	<ul style="list-style-type: none"> • Ban quads and skidoos within Town limits • Accessible housing and transportation for young people as well as old • Family Resource Centre • Military has own family programs • Wellness centre • Snowfari (snowmobiling event) • More day care (issues: capacity, hours and only accepting full time) • More doctors, medical facilities • Form a community advisory committee to Central Health Board

Sustainability Pillar	Indicators (Assets and Issues)	Enhancements and Solutions (Policies, Projects and Programs)
	vegetables <ul style="list-style-type: none"> • Range of commercial / retail / family restaurants • Affordable housing / seniors/single parent • Limited rental housing • Lack of policing (has RCMP coverage) • Lack of physicians • Lack of track and field • High cost of housing • TCH road safety • Crowded schools (Gander Academy has capacity) • Dance, bowling, swimming, hockey, soccer, basketball • Access to recreation facilities 	
Economic	Assets: <ul style="list-style-type: none"> • College • Airport • Military • Nova school board • Retail/commercial sector • Geographic location • Service centre • Catchment population (75-90,000) • Healthcare • RCMP • Aerospace-airport/NavCanada/Military • Heli-One • Provincial/Federal government offices • Hotels, sports tournaments, conventions • Access to finance, banks for lending 	<ul style="list-style-type: none"> • More retail services • Development at Gander Lake (marina, fishing, skiing, hotels, restaurants, housing) • Diversify the economy

Sustainability Pillar	Indicators (Assets and Issues)	Enhancements and Solutions (Policies, Projects and Programs)
	<ul style="list-style-type: none"> • Destination Gander <p>Issues:</p> <ul style="list-style-type: none"> • Lack of economic diversity • Red tape • Lack of trade savvy • Increasing costs • Increasing construction cost • Air service limitations • Lack of contractors and available machinery • Airport sustainability • Lack of trades people 	
Governance	<p>Assets:</p> <ul style="list-style-type: none"> • Good tax base • Municipal leadership, interested in community • Plenty of interest in municipal government • Budget-surpluses, financially sound • Excellent administration of Town (economic development, planning, engineering, public works) • Town runs well • Emergency response plan is exercised and tested in real life (leadership) • Good mayor • Good water system • Fair infrastructure • Good development plans • New town plan 	<ul style="list-style-type: none"> • Roads and sidewalks • Implement plans • Ensure commercial properties are landscaped after new construction • Conserve green space for small parks and dog walking areas • Conserve treed areas in developments • Clear sightlines at intersections (trees, snow piles, large vehicles, billboards) • Consider running utility cables underground • Protect Gander Lake from highway development

Sustainability Pillar	Indicators (Assets and Issues)	Enhancements and Solutions (Policies, Projects and Programs)
	Issues: <ul style="list-style-type: none">• Building and maintaining infrastructure challenging• Roads and sidewalks need improvement• Government programs are sometimes limited and when they come it is too much at once and difficult for staff to administer all• More government grants• More interest in local politics from residents	

