Borden-Carleton already has everything it requires to become a successful tourism destination. As the fixed link to the Province, Borden-Carleton experiences thousands of visitors everyday, yet has not been able harness their attention or market its unique assets and experiences. This spatial tourism plan develops these assets in a manner to captivate the passerby, and entice them to explore the town. The goal of the tourism spatial plan is to re-activate the town through visitor capture, thus necessitating business and increasing its economy.
Borden-Carleton is a town with a rich history as the gateway to Prince Edward Island. As the closest point to the mainland, Carleton Point was the first car and rail ferry service connecting PEI to the mainland to fulfill the terms of Confederation. This link was a vital economic connection between the Island and the Mainland and many of the island’s export markets moved through the port. The federal and provincial governments invested heavily in the port infrastructure, beginning with the CN Marine Atlantic ferry and rail service and transitioning into the modern-day landing point of the fixed link Confederation Bridge completed in 1997.

The town’s economy has hinged on this infrastructure which provided a secure employment base and a steady source of visitors and cargo through the Town. The completion of the Confederation Bridge in 1997 was a turning point for the community. The closure of Marine Atlantic eliminated many high-paying federal jobs which fuelled the primary and secondary economy of the region. When the bridge was completed, the provincial government funded the creation of an 1860 themed “Gateway Village” to kick-start a local economy based in tourism and to create a positive first impression for the many new visitors. For a variety of reasons, Gateway Village has not found the success that was hoped, and many visitors who miss the exit off of the bridge continue on to their destination.

Fortunately, the town of Borden-Carleton’s seaside location, its rich history, and its claim to one of the world’s marvels of engineering have incredible potential to regain its appeal as a major tourism destination.

This tourism spatial plan places the existing assets of the town of Borden-Carleton at the center of a major tourism renaissance. The rich history of crossing the Strait, the intact bridge Fabrication Yards, and the unique landscape surrounding the touchdown point of one Canada’s most significant engineering feats are all carefully designed to draw in and orient visitors, and leave a more lasting impression of their experience on PEI.
2.0 Borden-Carleton Today

The Situation

With the completion of the bridge in 1997, the community has seen a steady decline of its population. What was once a population of 829 in 1996, has declined to 724 in 2016, a difference of -13%. The reduction in jobs associated with the marine infrastructure for ferries, and the construction of the bridge, has reduced the towns source of employment to few businesses operating in the Gateway Village, and some small industry and agriculture on the town’s periphery. This economic decline is experienced throughout the town in empty commercial spaces, vacant homes, threats of school closure, and tired public amenities, all contributing to the community’s negative attitude towards the change from a ferry service to a fixed link.

In actuality, what the town has perceived as its detriment holds enormous potential for positive change. The opportunities and constraints existing in the Town of Borden-Carleton are outlined below, and showcase what it required to become a key destination not only in Prince Edward Island, but on a national scale. With a shift in perspective, the plan hopes to help the community come together to see its unique potential, and work together to revitalize its economy and thus increase quality of life.

The Tourism Opportunities

Tourists are driven to authenticity, unique places, and people and experiences that are different from their day-to-day routine. Some sites become the must-see ‘postcard’ experience to prove they were there. The Eiffel Tower, Times Square, the Goldengate Bridge, the Great Wall of China, the Sydney Opera House; all are man-made monuments that represent a culture and a geographic region and become the “title page” for each visitor’s book of memories.

The Confederation Bridge, the Fabrication Yard, and the exquisite beaches and natural settings surrounding Borden-Carleton headland, are unique places of memory that, if developed as must-see attractions, will serve the same purpose as other memorable monuments around the world. The attractions already exist, the strategy is to create a stage that celebrates these areas in a way to promote them as a must-see island experience. The Gateway Village serves a different purpose. It is the staging and orientation area for the other 3 experiences, but it is not the prime destination. Gateway Village should highlight and promote these other local destinations, as well as other signature island destinations.

The Confederation Trail is currently a major provincial destination, so it will be important to connect these signature sites. Confederation Trail should be celebrated at Marine Rail Park which create another reason to visit.
Tourism is one of PEI’s most important industries. Tourism accounts for 6.3% of PEI’s GDP ($430 million annually) compared to 1.9% of Canada’s GDP. Tourism on PEI provides 3,700 full-time equivalent jobs making it one of the Island’s most important industries. PEI, like many Atlantic Provinces, is trying to retain its youth. Travel is a major source of employment for youth under 35 years of age with up to 51% of jobs originating within the travel industry. Tourism Prince Edward Island has key tourism assets that are promoted extensively. Examples include Beaches, Golf, Lobster and Shellfish, Confederation Trail, and the Birthplace of Canada. Borden–Carleton can capitalize on key provincial tourism assets that exist while introducing a new category of engineering and tech tourism. The following represent opportunities for consideration:

1. Confederation Bridge – The Confederation Bridge begins and ends in Borden. The bridge is currently only experienced while on it, or from afar. Most tourists don’t get a sense of the scale and grandeur because they don’t know how to get close to it, and there’s not really any promotion of the area around it. Marine Rail Park should be significantly upgraded and promoted as a must-see, must-experience destination. Developing experiences and tours inside the bridge could become a key Signature Experience for Prince Edward Island and Destination Canada. Parks Canada Trent Severn Waterway has partnered with local tourism organizations to create an unique Underwater Dining Experience where guests dine within the underground lock (https://thekawarthas.ca/2017/11/under-water-dining-lock-21-overview/). Similarly, at Burntcoat Head in Nova Scotia, guests are asked to “dine on the ocean floor” and bookings are usually sold out a year in advance. The opportunity to dine on the back-shore, in the bridge and at a specialty restaurant in Marine Rail Park is an enticing tourism experience. Boat excursions under the bridge should also be possible from the old piers. Industrial tourism is a growing sector of the tourism economy where tourists celebrate important feats of engineering or technology.
2. Beaches—The first two pristine beaches on Prince Edward Island can be found and experienced in Borden-Carleton, but it is presently without easy public access or non-local knowledge. Developing access to the back shore by way of a boardwalk under the bridge provides another must-see experience at the bridge landing.

3. Cruise Ship Port Borden-Carleton - The Bridge fabrication pier is one of the deepest ports in all of PEI. While the wharf has not been designed to accommodate cruise ships, it could be retrofitted with berthing dolphins and wharf improvements to accommodate a small cruise ship. A total of 8,492 cruise ship passengers from 64 cruise ships visited PEI in 2014 bring direct spending of $7.5m. Partnering with the Summerside Port Corporation could be an important win-win for the Town and SPE.

4. Lobster—Tourism Prince Edward Island has spent years positioning itself as the shellfish capital of the region. Lobster, oysters and mussels are highly consumed by visitors to PEI. Borden-Carleton can capitalize on world-acclaimed shellfish that is caught by community fishers.
   01. Develop a lobster fishing and cooking experience
   02. Capitalize on the PEI Shellfish Experience and become part of their program
   03. Establish a retail outlet in the pound and within Gateway Village and through this establish Borden as the first or last stop for your PEI shellfish and meal ideally at the foot of the Bridge.
   04. Become involved in the Fall Flavors Festival and overall Island Food Experience.

5. SCDI Fabrication Yards—There is an ongoing effort to find a new use for the staging facility which was abandoned by SCDI since the completion of the Confederation Bridge. The staging site is a spectacular vision that could have immense artistic development potential. Marfa, Texas is a small rural destination that has experienced phenomenal tourism growth by installing giant works of concrete minimalist art. There is immense potential to garner national and international attention on how this “one of a kind in the world” staging facility can be transformed and utilized as a key tourism asset for Borden-Carleton.

6. Confederation Trail—The Confederation Trail is a 473-kilometer trail to tip bicycle and hiking trail. Borden-Carleton is a branch trail of the Confederation Trail and additionally PEI’s 110-kilometer portion of the International Appalachian Trail begins in Borden-Carleton. Recognizing the potential to promote both trails with enhanced new signage will support raising the profile of this product. Borden-Carleton holds the unique opportunity in Prince Edward Island to position itself as being several “first and last” experience for visitors. Additionally, it holds the bragging rights to two “one of a kind in the world” assets; Confederation Bridge and the SCDI Fabrication Yards. There are very few destinations within the region that could hold such tourism development potential.

7. Bridge-fest. Bridge festivities have been a significant draw to the Town in the past. While these events usually mean shutting down the bridge to allow pedestrians to replace cars for a short period, developing the Confederation Trail and Town loop could be another way to hold the bridge festival without shutting down the bridge. In the Marine Atlantic days, the town often held annual “bathtub” races which were also a significant draw. Events that take advantage of the Town’s strategic location and facilities (at the bridge head, in the harbour, or on the Fab Yards), would be an important driver for tourism.
A rich history

Borden-Carleton’s narrative is told through its connection to the mainland. With the Province joining Confederation in 1873, it was evident that there would need to be a strong link to the mainland, resulting in the Federal government to announce the construction of a rail-car ferry in 1912, called the SS Prince Edward Island. Carleton Point was chosen due to its deep harbour, moving transportation service from Cape Traverse where the ice-boats piled the dangerous ice cakes of the Strait in the cold winter months.

Since the port was commissioned in 1917, the area of Borden-Carleton has built a history as a transportation and logistics hub. Over the years, the town welcomed traffic onto the island through Port Borden, including railcars and automobiles. A community was formed from employment generated from the ferries, many of which physically moved their homes from Cape Traverse to Borden.

A dramatic shift occurred beginning in the 1990’s, when the necessity of a “fixed” link started to conceptualize. The Confederation bridge project brought an unprecedented boom to the town during it’s construction from 1994-1996, seeing influxes of more than 5000 workers to the area. This boom was followed by a slow decline, having the link replace ferry service, and thus the key economic generator for the community.

Since then, the town has grown its industrial base with many new businesses located in an industrial belt surrounding the town. Its only attempt at building a tourism economy relied on Gateway Village, a heritage themed commercial development designed to, in some ways, serve the same role that the car ferries once used to serve (commercial & retail, food services, tourist orientation and visitor information). The physical disconnect of Gateway Village from the Town has reinforced it’s lack of authenticity. The old tourism adage, “if it’s not relevant to locals, it won’t be relevant to tourists,” applies heavily. A heritage-themed village does not appeal to a visitor’s appeal for authenticity.
CONFEDERATION BRIDGE

Confederation Bridge is one of Canada’s largest and most impressive engineering feats of the 20th century. The 12.9-kilometer bridge is longest in the world crossing ice-covered water, connecting Prince Edward Island to New Brunswick through the Northumberland Strait. The billion-dollar project officially opened on May 31, 1997, after approximately 6 years of design and construction. The bridge has become a vital extension of the province, increasing not only visitor-ship to the island, but greater reliability and efficiency of the provinces export. While the impacts and effects of the bridge are at times debated, the unique experience of crossing the bridge cannot be ignored. Driving across the Northumberland Strait provides expansive water views, and a new visual approach to the island. The location at which the bridge touches land in the Town of Borden-Carleton offers an impressive and unique perspective of the bridge disappearing into the distant horizon. Prince Edward Islanders and tourists find themselves here in search of the perfect place to experience this impressive monument to transportation infrastructure. Confederation Bridge signifies progression, and a federal interest in the well being of the Island.
SCDI FABRICATION YARDS

What has been perceived as the town’s largest eyesore for the past 20 years holds the greatest potential to draw tourists and visitors. The 150-acre infrastructural landscape that was home to the construction and staging of the Confederation Bridge has been left untouched, and at the mercy of natural succession. While the Provincial Government now owns the land, it is fortunate that they have not proceeded with plans to dismantle the concrete infrastructure that is the physical narrative of the town’s past quarter century of history. The experience of walking through this landscape is unique to not only Borden-Carleton, but to the country. The magnitude of the site, the concrete infrastructure, and the relationship it draws to the Confederation Bridge grounds the significance and importance of the community. This historic site, coupled with its sheer juxtaposition of infrastructure and nature, holds potential to become a community amenity, and a hub for arts and culture. Erasing this piece of history would be a significant detriment to the community. No where else in Canada is there a landscape as unique as this, which should be carefully curated to become a key Provincial Destination.
Borden-Carleton enjoys a spectacular coastline, with the focal point of activity surrounding the Marine Rail Park at the terminus of Borden Avenue. Today the Harbourfront attracts locals and tourists to the dramatic perspective of the Confederation Bridge. While historically the port was the first arrival into the community and province via ferry, today it is mainly comprised of seafood and fishing associated industry. Two major shellfish companies operate on the jetty, and one fisherman on Fisherman’s Wharf, which is maintained by the Harbour Authority. These industries are vital to the community as they offer a source of employment and stimulate the economy, thus should remain a critical component to the Harbourfront; however, the Harbourfront offers room to redevelop in a way to create more synergy between industrial, commercial and recreational uses, becoming a central node within the community. There is great potential to provide public access to jetty to allow both visitors and locals the opportunity to reach the very point of the community, and draw new perspectives of the town.
Borden-Carleton is comprised of a variety of coastal landscapes that combined, offer an experience unrivalled by other towns on Prince Edward Island. The coastline is comprised of marsh and wetlands along the Back Shore, beaches along the Noonan Shore, a working Harbourfront, red sand beaches along the Front Shore, cliffs along Kelly’s Shore, and more coastal wetlands within Amherst Cove. These coastal environments hold tremendous recreational value as the different experiences appeal to different user groups. Coastal wetlands and marshes provide habitat for extensive wildlife for birding and education, where beaches provide active recreational leisure. The potential to choreograph a movement through these unique waterfront assets is not only beneficial to the community of Borden-Carleton for their own leisure and activity, but also tourists looking for an incredible first impression of what Prince Edward Island has to offer.
EVENTS AND PROGRAMMING

It is apparent through engagement with community and stakeholders that there remains a strong sense of community in Borden-Carleton. This is seen in the programming and events that occur throughout the year. While this spatial plan looks to enhance the community for the tourist, it is vital to retain all the existing programming, and improve functional spaces for these events to unfold. Events like Bridgefest 150, Canada Day, and Port Days bring people together. Promoting program will continue to stimulate activity within the community, and thus the local economy. The success of programming is often related to strong community leadership and vision.

• Canada Day Fireworks (June 30th)—Borden has traditionally held its fireworks display the night prior to Canada Day. This is also Borden-Carleton’s biggest event of the year drawing close to a thousand people. It takes place at the Marine Rail Park, with the fireworks being set off from the pier. Along with fireworks, the event includes live music, French fries, and mussels. The 2017 fireworks saw a large boost in attendance as well as games and prizes.

• Bridgefest 150—2017 took place in June 2017 to celebrate the Confederation Bridge’s 20th year and Canada’s 150th. Part of the festivities included with the June 30th events at the Marine Rail Park. The events included a bridge walk, concerts, a car show, and Fireworks. Most of the festivities took place in Gateway Village at the foot of the Bridge. These events drew thousands of people into the community.

• Christmas in the Park (Early December)—This event began as a Christmas tree lighting at the Borden-Carleton Library. It moved to the Marine Rail Park in 2016, it drew over a hundred people in its first year with preparations this year hoping for over 350 attendees. The event includes hot chocolate and cookies, Christmas stories, a Christmas tree lighting, and a visit with Santa.

• Port Days (Borden-Carleton Days)—A celebration of Borden-Carleton’s history as a port community and the ferry service. This event was created just a few years ago to replace the Winter Carnival. Events include a parade, a dance, and other games and activities. Attendance varies by event and weather.
Challenges

TOLL BOOTH INFRASTRUCTURE | SECURITY

Confederation Bridge becomes the Trans Canada Highway which ultimately bi-sects the town of Borden-Carleton, separating the core of the community from the Back Shore. As a toll bridge, additional infrastructure is required when existing the Province. Safety concerns surrounding pedestrians attempting to cross the highway infrastructure to reach to the Roanoak shore are a valid concern which has necessitated a series of fences along both sides of the Trans Canada. This hard infrastructure creates a poor first impression of the both the community and the province. In exiting the Confederation Bridge, the landscape resembles that of an airport, devoid of any sense of imagery associated with the Province. This lack of sense of place and content, coupled with the lack of signage, can contribute to the low retention of traffic. In 2013 less than 15% of traffic stopped in the town of Borden-Carleton during the summer months, dropping further to 7% in the winter. First impressions and lasting impressions, which requires a dramatic change in this arrival sequence.

GATEWAY VILLAGE

Gateway Village was constructed by the government as the center piece of an economic recovery strategy to re-invent the Town of Borden-Carleton through tourism. This development concept was flawed from the onset, having built a "fake" community center outside of the existing community. The 30 acres of tourism related retail, is not only geared toward tourism traffic, but doesn’t integrate into the community and has since become a constant reminder of a change that took their jobs and livelihood. Not only a failure for the community, it also fails in providing an authentic experience for the visitor. Today’s tourists seek authentic and cultural experiences, which when confronted by Gateway Village provides little inspiration to explore.

Gateway Village has become reminiscent of a highway stop, where the goal is to stop as quickly as possible to re-fuel. The scale of the businesses, the scale of the streetscape, and the dominance of the car create an unpleasant pedestrian experience.

The failure of Gateway Village is exemplified through the lack of the sense of pride and community that exists, having maintenance issues and vacant retail outlets. The opportunity to upgrade the public realm of Gateway Village, while developing mixed used buildings and potential diversity in residential accommodation could help Borden-Carleton reclaim this space, and reclaim a sense of ownership and pride.
The success of any plan is dependent on the participation, involvement, and support of the local community. Born out of the STEP Planning process, Destination Borden-Carleton commenced in September 2017 with a series of meetings with the Oversight Committee, stake-holder interviews, a business owners workshop, and a community workshop, ensuring that everyone had equal opportunity to share concerns and ideas. Ekistics posted an online survey for the duration of the process to allow everyone an opportunity to voice their concerns in an anonymous fashion. It quickly became apparent through this process that the Town of Borden-Carleton has a keen sense of pride, yet also a strong disdain for what they believe was a changing point in their history. The completion of the Confederation Bridge for many took their livelihoods, and replaced their downtown with a replica that catered to tourists before the community. After 20 years, it seems the community is ready and anxiously awaiting positive change.

3.0 Community Engagement

The Process

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COMMUNITY WORKSHOP—OCTOBER 17, 2017

On the evening of October 17, approximately 30 community members gathered at the Legion to brainstorm innovative ideas to move Borden-Carleton towards becoming a key destination. Ekistics initiated the workshop with a brief presentation of an analysis of the community and its assets, before breaking into smaller groups to brainstorm ideas and projects around the region. Ideas were then presented back to the entire community and recorded for use within the plan. Project and design suggestions from this meeting include:

- Improved maintenance and updates to Gateway Village
- Visual connection from the highway to entice people to stop
- Removing fences to create a more welcoming first impression
- Developing the fabrication yards to attract artists, venues, and events (artists from all provinces to build upon the theme of Confederation)
- Creating lookouts along the waterfront, especially at key intersects of wetlands and beaches
- Creating amenities to support waterfront development, such as changing rooms and washrooms
- Developing a trail system that ties back into Confederation Trail
- Developing a market, or area for a community market
- Integration of the town into Gateway village through libraries, town offices, and other community amenities
- Creating a place for trucks to stop to mitigate the congestion within the town, and issues of safety surrounding pedestrian movement
- Working with harbourfront seafood industry to create the potential for commercial frontage, as well as possible dining attractions.

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BUSINESS OWNER WORKSHOP—OCTOBER 17, 2017

On the afternoon of October 17, approximately 20 local business owners attended a workshop at the Town Board Room. Ekistics initiated the workshop through a brief presentation of an analysis of the community and its assets, before asking a series of questions to spark discussion and on what is needed to bring economic growth back to the community. The business owners took part in a thoughtful discussion, offering both challenges and opportunities in what should be considered within the spatial tourism plan. These ideas were recorded, and a summary of the comments include:

- The overall community needs general maintenance to showcase a sense of pride.
- Gateway Village requires updates and improvements for the existing tenants, as well as to attract more business.
- New growth should cluster around the village to better integrate Gateway with the town itself.
- The waterfront features have untapped potential for recreation, as well as tourism ventures such as rentals and boat tours.
- The Fabrication Yards needs to be developed into an amenity that is an attraction for both residents and visitors.
- The Fabrication Yards could become a place of art and culture, as well as a beacon of hope through simply enhancing what is there.
- A trail around the community would help connect the town’s assets, that include the fabrication yard, the waterfront, as well as Noonan Shore and its surrounding wetlands.
- The wetland environments and habitat around the town are an incredible resource for education, and potential to attract youth.
- The waterfront and harbour holds potential to attract people, but needs to be redeveloped to rid of smell, as well as integrate with Gateway Village.

STAKEHOLDER INTERVIEWS—OCTOBER, 2017

Ekistics provided the platform for individual interviews with government officials, local community leaders, community groups, stakeholders, and business owners. Over the course of the project these interviews provided additional support in understanding what has been precursor to this plan, as well as ideas that could stimulate both tourism and economic growth within the region. Interviews allowed for an information structure better suited to brainstorming potential ideas and projects that could be implemented through the tourism spatial plan. Below are a few key comments and ideas that were shared:

- It is important that the spatial plan be implementable, ensuring that projects are built to show progression and positive change.
- Gateway Village needs to feel like a part of the community, and not a cardboard cut out of a town that is located on the periphery.
- Borden needs an economy to attract employees, and thus families which support essential community services.
- The community needs to be proud of its history.
- Harbourfront requires redevelopment, as costs to maintain fisherman’s wharf suggest through dredging are high.
- Borden-Carleton barely has any essential services. It’s population decline is coupled with the loss of its pharmacy, doctor, and the soon the school.
- There needs to be a reason to stop in Borden-Carleton, not just pass through.
- There is potential to use Gas Tax allocation that was given to every incorporated Municipality on a green infrastructure project.
- Emphasize local arts and culture programs, as well as community events.
- The plan should further emphasize the Vision 2021 Tourism plan.
SURVEY
The online survey was available throughout the entirety of the tourism spatial planning process. It was launched on October 17 at the community workshop, and advertised as a part of a broader reach for community engagement. There were 50 surveys returned, which all reiterated what was heard during the community workshop. The response signifies the strong desire for positive change within the community, where residents want growth and prosperity. The following provides an overview of the results.

Q1: Gender
Of those that completed the survey, 55% of them were female and 45% were male, proving equal participation between the men and women within the community.

Q2: Age
The majority of the survey participants fall in the age range of 41–60 (45% of respondents), followed by the age range of 21–40 (35% of respondents), followed by the >60 cohort (18% of respondents), and lastly youth from 1–20 (2% of respondents). This distribution correlates that the youth of the region are under represented in the results. To sustain a community, and ensure a positive future, leaders need to become active in engaging youth in decision making, and responsibility. At the same time, the demographics suggest the community needs to plan for its aging population.

Q3: Community
The majority of the respondents of the survey live in Borden-Carleton, while others from the surrounding area also contributed with keen interest. The second largest percentage of respondents reside in Summerside, having direct ties to the town of Borden-Carleton through family and employment.

Q4: Community Relation
57% of the survey participants are residents of Borden-Carleton, 12% are business owners, 8% are employed in Borden-Carleton, and 37% were not current residents, but actively engaging in the future of the community via family relations.

Q5: Occupation
The participants specific occupations varied, with the two categories with the most respondents related to business owners and retirees. While a few respondents had careers related to government and education, it was clear that there is no particular industry that has a stronghold within the community.

Q6: Community Association
Borden-Carleton has deep roots, with 52% of the population having lived and worked within the community for 20+ years. What is interesting, is that 16% of those that responded to the survey are new to the community within the past 5 years, which signifies an already existing attraction to the locale, or perhaps the affordability of the community.
Q7: Quality of Life
Out of a 5 star rating, with 5 being excellent, participants averaged the quality of life in Borden-Carleton at 3 stars. The scale was evenly balanced for those who noted quality of life as extremely poor, and excellent, but 44% responding with 3 stars. This raises awareness that improvements need to made not only for tourists, but also for its residents.

Q8: Best Features
There is no one stand out feature based on respondent’s answers. While it is clear that Gateway Village is not seen as a feature, it’s people, history, waterfront assets, and the Confederation Bridge are equally weighted. The location of Borden-Carleton as a coastal community is noted as its greatest asset.

Q9: Uniqueness
Although participants responses varied, there was an overwhelming response that Confederation Bridge, and being the gateway to Prince Edward Island, makes the town unique. The rich history, coupled with a sense a strong sense of community helps set it apart from others on the Island.

Q10: Target Development
More than half of the surveys respondent feel that development should be focused on the Port/Waterfront, followed by 22% specifying a need for more development within Gateway Village. Both locations are appropriate for development, with the opportunity to integrate them for a more holistic community experience.

Q11: Residential Development
While residential development is not the primary goal of the tourism spatial plan, new residential development will accompany economic growth. Participants in the survey gave preference to the old school property, followed by a consensus that any residential development is positive. Infill development, as well as renovation should be promoted.

Q12: Amenities
In asking participants what type of amenities they would like to see developed, 88% responded with improved beach access, followed by 73% increased retail, 59% trail development, 51% outdoor parks, and 47% indoor recreational facilities. It is apparent that the community has a deep attachment to it’s coastline, which in many areas has been disconnected with the construction of Confederation Bridge and limited access to the Fabrication Yards.
Q13: Signage
71% of participants think that Borden-Carleton is poorly served by tourism signage. It has been consistent through the survey and the community workshops that signage and wayfinding needs to be a key component to this tourism spatial plan.

Q14: First Impressions
When asked if Borden-Carleton provides a good first impression of Prince Edward Island, participants responded overwhelmingly (88%) with a no. It is clear that the arrival sequence into the community via the Confederation Bridge needs to be upgraded to better reflect the assets of the community.

Q15: Ideal First Impressions
Participants responding to the question as to what they would like the first impression of Borden-Carleton to be revolve around creating a more authentic town. Words that describe these impressions relate to beautiful, clean, inviting, quaint, and local. These responses drive the interest of the community to reclaim Gateway Village, and better integrate it within their town.

Q16: Ideal Last Impressions
Participants responding to the question as to what they would like the last impression of Borden-Carleton are similar to their wishes for a first impression. Beautiful, clean, and friendly highlight the desire to focus on creating an authentic rural coastal town.

Q17: A Vision
While the participants shared a variety of well thought out visions for the town, they all had the underlying principal of developing an economy. This question shows the desire of the community to implement projects that will in turn benefit its residents. Business brings employment, and employment brings re-investment back into the community. While tourism can play an important role, the development of business and creation of jobs will help create a solid foundation for the community to move forward. Ensuring the community has a school, doctors, pharmacies, and other essential services will help make it an authentic town, not solely based on a seasonal industry.
4.0 Precedents
By Taylor Leard

LANDSCHAFTSPARK DUISBURG NORD

Landschaftspark Duisburg Nord is a park/greenspace that opened in Germany in 2002. It was built on the site of an abandoned coal and steel plant. The heavily polluted site required extensive cleanup, but it was developed to not just heal the scars but to preserve the history surrounding the park. The site was laid out by individual features and then connections were made through walkways and the water features. This allowed visitors to explore the site in a variety of ways. The site also provides visitors with several experiences including leisure gardens, play areas, and rock climbing as well as providing a glimpse into the remediation process while preserving the history of the site. A key aspect of the design was memory, so the design team made every effort to preserve as much of the site so to evoke the thoughts of visitors as they wander the walkways and paths that cut through the site. Landschaftspark Duisburg Nord is a great example of how an otherwise undesirable site can be redeveloped into something much more desirable and appealing.

The Fabrication Yard in Borden-Carleton is an abandoned industrial site that was used in the construction of the Confederation Bridge. The site contains large amounts of industrial waste in the form of concrete and gravel which could be re-purposed for ideas like that of the Landschaftspark. The Fabrication yard is considered unsightly and could be transformed to provide similar experiences as the Landschaftspark. The existing structures of the Fabrication Yard could provide all the same opportunities with the potential for pathways, waterways, and more interactive activities. The Fabrication Yard could be redeveloped in a similar manner to Landschaftspark, changing an undesirable site into one that provides many possible experiences and attracts visitors to the Town.

Design: Designed by Latz+Partner
THE NATIONAL TOURIST ROUTES OF NORWAY

The National Tourist routes in Norway are a series of routes or upgraded roads that were created and organized to draw visitors to different parts of the country. The routes cover almost 2000km and are spread across the country. These routes use the natural landscape and architecture to attract people to points of interest throughout Norway. These routes are dotted with artistic installations that encourage people to stop and admire Norway’s beautiful landscapes as well as the artistic ability of its young people. Along with the installed architectural features, new signage was installed to allow people to more easily find their way between sites. These routes helped to bring economic development and connectivity to the people of Norway.

One of the problems identified in the Master Plan for the Town of Borden-Carleton was that visitors would simply miss the town. To address this issue, the idea of using architecture to draw visitor’s attention into the Town was suggested. An observation point at the foot of the Bridge was suggested. This would grab the attention of motorists as they entered PEI and draw them into the town where new signage would guide them through Gateway Village to the Marine Rail Park. This in turn provides more potential customers for Borden-Carleton’s businesses. This observation point would be one of the first steps in the new development plan and would help to draw more visitors into Borden-Carleton.
5.0 Destination Borden-Carleton

Framework Plan

A Framework Plan is the high-level design strategy that forms the vision for the community. In completion of both the site investigations and the public engagement process, the framework plan was developed with the Oversight Committee to ensure it encompassed all the elements required of a tourism spatial plan. The framework plan shows some of the big ideas which create the backbone for the master plan including:

- Expanding Gateway Village to add mixed use development.
- Explore relocating the off ramp from the bridge closer to Gateway Village to provide more decision time to come into the Town.
- Improving the entry sequence into the town by creating a more traditional agricultural landscape replacing the old ferry compound and chain link fences.
- Creating a true destination at Marine Rail Park.
- Connecting Bridgeview park to the back shore.
- Back shore trail and boardwalk improvements.
- Extending the Confederation Trail and creating secondary loops.
- Creating a new marine development to replace the aging wharf.
- Creating a destination art park in the old fabrication yard.
- Wharf improvements to accommodate cruise ships and other deliveries.
- New Town Infill housing developments like on the old school site.
- New waterfront hotel development.
- Better connections between the town and Gateway Village.
- Improved wayfinding and tourism signage throughout the town.
- Continuing to expand the industrial park.
Destination Borden-Carleton: Overall Strategy

The overall tourism spatial plan is a design to help facilitate and guide the growth of Borden-Carleton. The design is completed as a kit of parts, in that the areas and elements can be implemented and phased over time. All the projects and designs within the spatial plan will be catalytic to growth and development, and thus, while the implementation chapter will outline a logical sequence, any of the design projects will be beneficial to tourism and the community. The tourism spatial plan is described using the following areas:

01. First Impressions: Highway Arrival
02. Re-establishing A Core: Gateway Village
03. A Central Attraction: The Waterfront
04. Reconnecting the North: Noonan Shore
05. Celebrating Art & History: The Fabrication Yards
06. Connecting The Dots: Circulation

Together, these designs work together to move Borden-Carleton towards becoming a key destination, while strengthening the overall economy of the town and providing the required essential services for the community.
First Impressions: Highway Arrival

GOAL
First impressions are lasting impressions, placing the arrival sequence into Borden-Carleton as a top priority. The objective of this design is to create a visual sense of arrival onto Prince Edward Island, as well as into the community through replacing existing chain-link fencing, lawn, and derelict property with a carefully curated agrarian experience that highlights new features of the community that will entice visitors to stop.

DESIGN ELEMENTS

1. Fences to Fields: Confederation Bridge leads into the TransCanada highway which ultimately bisects the community of Borden-Carleton from the north shore. While safety is a legitimate concern in this area, the existing physical barriers of chain-link fences in open lawn are removed and replaced with a less accessible landscape and visual barriers. The land adjacent to the highway system is purchased, re-graded, and transitioned into working agricultural lands. In replacing lawn with crop, it not only provides the scenic agrarian landscape attributed to PEI, but is less conducive to pedestrian movement. A linear patchwork of agrarian fields along the highway maintain a visual to the community beyond, enticing curiosity. Pastoral landscapes continue to provide flexibility for events close to the Gateway Village through mowing of fields.

2. View Framing: Planting trees and hedgerows prescribe important views and screen others. Trees in the arrival sequence are strategically placed to highlight the approach to the town of Borden-Carleton, while screening the toll booth infrastructure associated with exiting the island over the Confederation Bridge. An alley of trees accentuates the turn into Borden-Carleton, and signify arrival while reducing speed upon the approach.

3. Signage: New signage and wayfinding is a critical component to helping navigate tourists into the community. Signage that provides a sense of place within the community is embedded into this new agrarian landscape to provide a sense of authenticity that tourists and explorers are seeking.
A new agrarian landscape provides visual connection to the town of Borden-Carleton while being reminiscent of the pastoral imagery connected to Prince Edward Island.
Re-establishing a Core: Gateway Village

GOAL
The town of Borden-Carleton must reclaim and integrate Gateway Village into their existing fabric. This requires not only a physical re-integration of roads and infrastructure, but developing town offices, community services, and essential businesses. This design creates Gateway Village to become the authentic downtown main street of the community, attracting activity amongst both the community and the tourist.

DESIGN ELEMENTS

1. Maintenance. Priority is to be placed on the general maintenance of the existing Gateway Village and Abegweit Boulevard. Well-maintained property will attract customers and thus new business. The first and most accessible step is for existing property owners in Gateway Village to maintain their property and ensure public spaces are cared for and operational. This will retain existing tenants, and attract new ones for the currently vacant spaces.

2. Main Street Vernacular. The scale of Abegweit Boulevard currently caters to the car over the pedestrian. Streetscape improvements such as bump-outs, plantings, plazas, and street furniture create a more welcoming scale for the pedestrian that encourages movement, and thus shopping. Growth and development is located along the streetscape edge, filling in the gaps to create uniform scale along the entirety of Abegweit Boulevard.

3. Entry Node. The intersection of Carleton Street and Abegweit Boulevard is the new entry node of the town of Borden-Carleton, as well as the beginning of the Gateway Village as a main street. Developing this intersection with new mixed-use buildings of architectural character create a welcoming gateway into the community. The new buildings are the face of the community, and thus should reflect the history and culture of the community style.

4. Mixed Use Development. New development is 3-4 storey mixed use, with retail at grade and office or residential above. As services and business center along the street, the opportunity to diversify residential density from single family home encourages a larger range of income and demographic. People living in the core provide eyes on the street, creating safer environments, and activating the space throughout the day and evening.

5. Parking. Parking lots are designed and located at the backside of development. This retains a Main Street scale, and hides cars from important view planes within the town. Sustainable parking strategies of storm water management, bioswales, and tree plantings create inviting microclimates and environmental benefits.

6. Street Connectivity. Abegweit Boulevard reconnects with Borden Ave to become blended with the existing urban fabric of the community. This provides logical circulation around the community.

7. Highway Re-Alignment (Optional). To ensure visitors are provided with ample opportunity to visit the town, a secondary exit into town that brings you to the new arrival node.
Development is focussed along Abegweit Boulevard to create a pedestrian scale and attract both services and businesses that cater to tourists and the existing community.
A Central Attraction: The Waterfront

GOAL
The harbourfront and port of Borden-Carleton is to become a destination and central hub within the town. Not only does it provide expansive views of the Northumberland Strait, but an unprecedented vantage point of the Confederation Bridge vanishing into the horizon. This area of town attracts locals and tourists, and thus becomes prime land to develop commercial, industrial, and recreational relationships for economic growth.

DESIGN ELEMENTS

1. Waterfront Park: The current Marine Rail Park develops into the central public gathering place for the community, and its plethora of events and festivals. A renovated park and plaza is the destination for capturing imagery of the bridge, but also the access point to Noonan Shore via a new cliff walk under the bridge. While currently named Marine Rail Park, a new name such as BridgeView Park may increase visitation, especially amongst tourists.

2. Architecture: A new iconic building is placed within the park becoming a beacon for the community via the Confederation Bridge. This building is a statement piece, attracting the attention of the passerby and enticing them into the community. The height of the building extends beyond the Bridge to ensure its visibility upon the approach to PEI, while also providing a fresh perspective for those wishing to capture imagery of the bridge. At night, light penetrates through the glass façade and metal perforations as a conceptual light cube. The program for the building includes a visitors center, washrooms and change rooms, an observation deck, and a restaurant.

3. Jetty Development: The plan for the harbourfront integrates public, commercial, and industrial use. The existing seafood companies and fisherman are relocated toward the harbourside of the jetty for its industrial operations and private water access. This creates safe industrial space, while gaining a public realm along the oceanside of the jetty. This public realm provides the opportunity for commercial frontage for seafood companies to sell product, or possibly develop restaurants and dining plazas. The public enjoys access to the jetty’s tip to experience new perspectives of the Confederation Bridge, as well as the distant Fabrication Yards. A vital component to this mixed use development requires any effluent associated with industrial activities is discharged on the ocean side of the jetty preventing pollutant and bacteria build up within the harbour, mitigating unwanted odours.

4. Marina & Light House: The edge of the jetty develops into a public/private relationship of a marina and dock facility to encourage water traffic. Visiting boats can berth overnight to encourage a new sector of tourism market. The marina also provides dockage for locals, as well as boat tour operators for commercial activity. The existing Marine Rail Park light house is relocated at the edge of the jetty to become a destination, and an important monument to the community’s history as a Port.

5. Fisherman’s Beach: Fisherman’s wharf is relocated due to the natural sedimentation occurring within the Harbour. Dredging costs are reallocated to moving the fisherman’s infrastructure to the harbourside of the town jetty. This re-establishes the inner harbour as a public space and beach area with southern exposure. The lower elevation of this area helps protect it from winds, and has potential to attract small artesian activity, or potential for waterfrontage for a future inn.

6. Port Borden Inn: The corner of Main Street and Kirkpatrick Street becomes the prime development opportunity for accommodation. While other assets within the tourism plan need to be realized before an inn is feasible, this area becomes the ideal location for a small boutique inn that has water views, as well as proximity to the towns many assets.
1. Bridge Building
2. Noonan Link (Boardwalk)
3. Plaza
4. Bridge Tour Kiosk
5. PEI Agrarian Gardens
6. Playground
7. Future Building Site
8. Parking
9. Rank Launch
10. Fisherman’s Beach
11. Confederation Trail

Marine Rail Park | BridgeView Park

Jetty Development

- Public Boardwalk
- Road Access (Marina)
- Commercial Frontage (Potential)
- Private Industry
- Effluent (Ocean Side)
- Private Harbour Frontage
A new building in Marine Rail Park is designed not only to attract attention from the bridge, but provide public and private amenity space with incredible views of the Confederation Bridge.
The new building in Marine Rail Park acts as a beacon to entice visitors to the island to stop in Borden-Carleton. This contemporary building soft glow reinterprets the historical light-house at Point Carleton. (Or they ferry waiting at dock.)
Reconnecting the North: Noonan Shore

GOAL
The North Shore provides a wide range of waterfront environments, such as Noonan Beach, as well as beautiful salt-marshes and wetland environments (attributed to Ducks Unlimited). Disconnected by the construction of the Confederation Bridge and its associated infrastructure, this plan reconnects the North and South via a new pedestrian cliff walk beneath the bridge.

DESIGN ELEMENTS

1. Noonan Link: The most efficient connection point of access to the Noonan Shore is along the coastline underneath the Confederation Bridge. A new boardwalk accessed at Marine Rail Park allows people to experience the scale of the Confederation Bridge, while guiding you to one of the towns most impressive beaches. This boardwalk is supported by the bridge along the edge of the coastline, providing new perspectives and experiences with the towns most impressive monument.

2. Boardwalks: An extensive boardwalk system meanders from Noonan Beach through the adjacent marshes and wetlands to connect back to the Confederation Trail. This boardwalk creates a walking path for the community, and prime opportunity for birding which feeds another important tourism sector. The boardwalk is carefully sited and designed to have minimal environmental impact.

3. Outdoor Classroom: At key wetland habitat floating docks are constructed to become outdoor classrooms for education. Regional schools are able to utilize this wetland as an educational tool and to promote environmental stewardship amongst youth.

4. Resident Parking: Beach Road will remain as an access to Noonan Beach for current residents of Borden-Carleton. A new turn-around with parking is developed at the terminus of Beach Road, but reserved for residents in order to mitigate the necessity of major Beach Road improvements. The turn-around is designed to accommodate 5-6 cars, as space is limited between the highway, beach, and water ponds.
A boardwalk provides access to the Back Shore salt-marsh and its related wildlife, promoting environmental awareness and stewardship.
Celebrating Art & History: The SCDI Fabrication Yards

GOAL
The 150 acre Fabrication Yard has tremendous potential to become one of Borden-Carleton’s most valuable assets. This post-industrial landscape is the narrative of the Confederation Bridge construction, becoming an integral piece of the town’s history. While dormant for the past 20 years, this landscape is unlike any other in our country. Natural succession has created a beautiful juxtaposition of nature and infrastructure, at a scale univalled within PEI. This design follows the global trend to transform infrastructural landscape into public park with amenities that capitalize on it’s unique foundations, providing the framework for arts and culture to unfold. The fabrication yard becomes the key tourist destination on an international scale.

DESIGN ELEMENTS

1. Circulation: A safe and accessible system of pathways is the first and most crucial step in the design of the fabrication yards park. The proposed circulation network integrates with the existing forms on site, using the original circular ring road for vehicular traffic, and a robust system of smaller pedestrian pathways through the interior spaces. These typical five foot crusher dust paths align with existing concrete channels guiding you towards impressive vistas, and alongside rhythmic concrete columns. Crusher dust is the most economical material and compliment existing materials found on site. While the pathway system is extensive, it can be phased and implemented over time. Two major pathways bisect the site from North to South and East to West, terminating in Look-Offs.

2. Visitor Center/Parking: At the main entry point to the Fabrication Yards from Read Road, a new visitor/interpretation center is constructed to orient the visitor. Parking will be provided immediately upon entry as an effort to keep vehicle traffic to a minimum, and primarily for service. The new parking connects to the visitor’s center, which two volumes open to emphasize a primary circulation path leading into the fabrication yard.

3. Events Buildings: Two new structures are located to the west of the parking. These buildings are proposed to create indoor open space for flexible event programming. Whether weddings, shows, performances, or exhibits, sheltered space is a critical component to creating an intensive programming schedule to help draw locals and tourists.

4. Concrete Foundations: The north section of the park currently holds numerous level concrete slabs which become retrofitted as exhibition spaces and platforms. These areas are designed to accommodate art installations, tents, and outdoor programming. A system of pathways leads to these spaces, enhancing a linear opening strategy that create a perspective of art with the incredible backdrop of the Confederation Bridge.

5. Reflection Pool: One of the potential features of the site is a long reflecting pool that emphasizes the east west connections between the existing concrete structures. Siliker Glass is adjacent to the fabrication yards creates excess amounts of broken glass. This glass is crushed into fine aggregate and poured into a long liner reflecting pool to create a permanent and impressive art installation.

6. Natural Succession: A large swath of land at the center of the fabrication yard is left to natural succession. A few minor paths are cleared to create connectivity through this portion, but allowing the space to become a forest adds variety and habitat within the park. Its ecological development will be a visual timeline of natural succession. The most southern tip of the fabrication yard is also left to natural succession until the park program requires further development space.
7. Look Off: There are two primary pathways located in the Fabrication Yards, one that runs East-West, and another running North-South. Each of these pathways terminate as cantilevered look-offs. The North South platform brings visitors to the most southern tip, providing expansive views of the Northumberland Strait towards Cape Traverse. The East-West terminates with the existing jetty to the west, and a look off to the west with views of the salt-marsh in Amherst Cove. This feature is designed to become a prime destination to experience wild-life and birding provided by wetland habitats.

8. Jetty Reconstruction: The existing fabrication yards jetty is rehabilitated to accommodate pedestrian traffic, as well potential for future cruise ship docking. A dolphin structure will be located at the end of the pier to minimize costs, and provide the necessary infrastructure required.

9. Artists-In-Residence: Post-industrial and manufactured landscapes draw creative types as a canvas for their work. Using the existing concrete infrastructure, small residences are created to house an artist-in-residence program. Here, creatives from around the country, or world, can come to create temporary installations and activate an annual calendar of shows for tourists and locals. These structures are a modern appendage to the existing semi-circle concrete foundations, creating contrast and visual interest. From a distance, these glowing cubes activate the space through all seasons, and all times of day.

10. Lighting: The scale of the Fabrication Yards can be seen from the Confederation Bridge which provides an excellent opportunity to attract visitors to P.E.I. While difficult to see during daylight, lighting the existing concrete pillars throughout the evening hours provides a permanent installation to be visible throughout the year, and season. A consistent lighting effect would also provide a variety of experiences throughout the seasons, providing reasons to frequent the site multiple times throughout the year.
The fabrication yards are transformed into a new public amenity and park that blend history, culture, art, and nature.
The fabrication yards become a world-renowned arts and culture park, attracting artists to its residency program.
Connecting the Dots: Circulation

GOAL
Circulation is vital to the success of the projects outlined in the tourism spatial plan. A thoughtful and guided procession around the town provides tourists and residents with unique experiences, while also providing them the opportunity to shop and dine, generating business and boosting the local economy. A loop system is devised to allow safe movement around the town, while also connecting to the extensive Confederation Trail network to encourage regional connectivity.

DESIGN ELEMENTS
1. Coastal Trail
The coastal environments in Borden-Carleton provide the framework for a circular route around the community. Paths and boardwalks guide you around the coastline, and bring you through all the attractions and assets of the community.

2. Confederation Trail
Confederation Trail becomes a new entry into the community for regional visitors, especially cyclists during summer months, and snowmobilers during the winter months. This plan connects Confederation Trail with the coastal loop, but also bisects the loop to bring people into Gateway Village, and through to the Waterfront promoting retail and dining experiences.

A LASTING IMPRESSION
Destination Borden-Carleton
Residential Development

GOAL
As growth occurs, the town is to develop a variety of housing density and typology. Mixed use buildings in Gateway Village provide the highest density of living as apartment or condo, while medium density in the form of townhomes are developed in the old school property. Those wanting single family homes are encouraged to infill or renovate existing properties. These three typologies and densities cater to a diverse demographic and varied incomes to attract residents from not only Borden-Carleton but surrounding communities.
Accommodating Truck Traffic

GOAL
Confederation Bridge is the primary means of export and import via trailer, and thus high volumes of transport trucks make their way through Borden-Carleton. Many of these trucks move through the community to access the Esso Service Station and its associated Tim Horton’s. While this is good for business, these trucks create a safety hazard for pedestrians. This is further amplified when windy weather conditions close the bridge to transport traffic, causing congestion. The tourism spatial plan locates a larger service center and transportation stop adjacent to Ceretti’s Grocery. This placement provides the necessary services while keeping traffic out of the main Gateway Village. The location outside the core, but still adjacent, encourages drivers to frequent the restaurants and shops within the town.
Wayfinding & Interpretation

Wayfinding and interpretation are essential to placemaking; both are environmental strategies to make a place seem more welcoming and easier to understand for visitors. We want people to know that a place is public and accessible, and for people who may stop, we need to communicate that a place is enticing and offers amenities. Wayfinding and interpretation are done at several scales: from big highway signs for people travelling at 80 km/h to light-touches to guide people on foot through delicate wetland trails.

One of the unique challenges of Borden-Carleton is also an asset: it is the first place visitors to PEI will pass after they descend from the Confederation Bridge. We suggest a few strategies to strengthen Borden-Carleton’s brand to passers-by, to entice visitors to stop, to welcome people into the town, and to engage those that decide to experience it.
Signage Design Language

One of the mistakes of Gateway Village was to theme everything in non-authentic 1860’s motif. Though the island is well known for its heritage preservation, it is a modern and forward looking province with advances in aerospace, agriculture and fisheries, education, manufacturing and even new high tech online technologies.

The proposed signage aesthetic for the Town sets a precedent for the character of the island and in keeping with the more modern aesthetic of built works shown in this plan, the signage has been designed using more modern post-industrial forms. The intent is to show PEI as a modern community with respect for traditional building materials like the sandstone on Province House and the Confederation Centre of the Arts. In the case of the examples below, a rammed earth approach is suggested evocative agrarian nature of the province, with a focus on the distinctive qualities of Prince Edward Island’s geography and landscape.
Provincial Highway Signage

The provincial signage entering PEI is confusing, leading many to stay on the main road towards the toll booth plaza. For people visiting the island, the Confederation Bridge toll-booth is a major visual distraction. It draws the eye for people expecting to pay a fee to get onto the island, even though fees are only paid on the way off the island. Encouraging visitors to stop and orient themselves at the Gateway Village has benefits for all tourism on the island, not just for Borden-Carleton. Identifying all the visitor options on PEI at the point of entry has the potential for increasing stays on PEI. Everyone benefits from a positive and insightful experience to Gateway Village.

The existing highway signage should be replaced immediately following highway signage standards developed by the Transportation Association of Canada (TAC), since a PEI signage standards manual doesn’t currently exist. Once visitors have passed Gateway Village, there is little chance they will turn back. To improve the odds, the second highway sign (just before Borden Avenue) should also be upgraded to make it clearer. Ideally a longer right turn lane will be installed to provide more time to make the turn back into the village. Gateway Village should be added to this new sign and superfluous signage should be restricted on the arrival corridor.

Signage Elements

PROVINCIAL HIGHWAY SIGNAGE

GATEWAY SIGNAGE AND LANDSCAPING

It is standard practice to identify and welcome people to a place using large but simple, branded signs called gateway signs at the boundaries to a place. For Borden-Carleton, we recommend placing these signs as close to the built-up areas as possible where they become part of the urban design of the place.

The landscape alongside the highway at the approach to town is also an opportunity to strengthen the brand of Borden-Carleton by establishing arrival. We suggest marking the landscape with representative objects, those that associate with the design of the gateway sign and the visitor interpretive centre conceptualized elsewhere in this plan.

The newly designed gateway sign on the previous pages should be located close to the turn-off for gateway village—a beacon in the landscape. If the current entry lane is moved closer to gateway village (as is proposed in this study), the new gateway sign will be closer to the flag plaza near the playground. This will make it more accessible to pedestrians looking for a photo opportunity (as they regularly do coming into Nova Scotia at the lighthouse sign).
DECISION POINTS AND DESTINATIONS

The map indicates our analysis of the primary decision points for visitors to Borden-Carleton. Each decision point is a place where the visitor must decide where and how to travel. It’s not necessary or desirable to direct people at every road or trail intersection; we prioritize a few places where we can nudge people in the right direction.

As we prioritize decision points, we also have to narrow the focus on destinations. Signs may carry very few messages, and we generally select a few essential places to focus wayfinding efforts. We also group destinations as larger experiences wherever possible. These are the top-level destinations we suggest directing visitors to initially:

- Gateway Village
- Bridgeview Park
- The Fab-yard
- The Confederation Trail
- The Back-Shore Beach & Wetlands

Wayfinding is for visitors in motor vehicles as well as those travelling on foot, by wheelchair or by bicycle. Our schematic location plan also includes suggestions for sign locations directing visitors on the trails, on the sidewalks, and at key intersections within the Fab-Yard.

INTERPRETATION

Interpretation is the art and science of telling stories about place, such as what you may see or hear at a National Historic Site, or the memorable exhibits you experience in a museum or art gallery. As the historical hub of PEI, Borden-Carleton carries a story which deserves wider attention. To strengthen this historical aspect of Borden-Carleton’s brand, we suggest a few interpretive sites for future development:

The lookout area next to the bridge for Borden is an ideal place to celebrate Borden-Carleton’s history as the historical gateway or hub of PEI—the site where roads, rails, ferries, and now the Confederation Bridge meet to connect PEI with the rest of Canada. The inside of the bridge presents another unique opportunity. A vast interior, there is space to interpret themes around the bridge itself: the inspiring aspects of its engineering, Borden-Carleton’s role in fabrication, and perhaps the bridge’s effects on the island’s social and economic fabric.

Both interpretive strategies are initial suggestions only, and will require research and further interpretive planning to develop fully. An interpretive master plan should be another level of study following this report.
6.0 Implementation

Implementation of the various projects in this Tourism Plan requires the creation of new or reinvigorated community-based organizations to spearhead several projects, as well as a Provincial focus on some new projects by various government departments. Clearly, the gateway to PEI creates a first impression for the whole Island and so making the experience as positive as possible should be the goal of every level of government. The Town of Borden-Carleton, although engaged in this plan, has so many resources that it can use to implement this study. The ideal role for the town is to advance the ideas in this report with other levels of government and in association with some of the newly formed community organizations outlined in this chapter.

In most cases, different government organizations own the land upon which many of the projects will be implemented. The capital costs and long-term maintenance areas where specific community groups could assist. Wherever possible, grass roots initiatives have been suggested to overcome the shortfalls in budgets that many government agencies are currently experiencing. This was distinctly articulated during the community workshops. Project and initiative suggestions could not be advanced that hinged solely on government funding. The overall goal of this project was to rally the local community and many other community groups, private industry, and local communities to help everyone work together to realize a better future for the Borden-Carleton region.

Government will play a leading role in land acquisition and retention, leveraging government funding programs, staff expertise for implementing various projects, and overall project management for a number of public benefit projects. The community of Borden-Carleton can bring together community engagement, assistance with implementing components of the project, assisting with maintenance and upkeep, long-range management planning, monitoring, and assisting with fund raising campaigns. Private industry can bring together dollars for private investment projects, can assist with development, and can assist with the marketing and implementation of various projects. In short, everyone has a role to play and it's the purpose of this chapter to outline the various roles and how each can work together to realize more than the sum of the parts. The roles are summarized below.

6.1 Implementation Roles

The Federal Government

There are many federal departments that can assist in this plans implementation.

1. ACOA assists with tourism and community capacity building projects through its Growth through Tourism Program. It is responsible for works around the shoreline and outfall effluent from the mussel plant. There may be some funding programs that may assist with the wetland and back shore beach development along Fisheries and Oceans

2. Transport Canada may also fund some of the highway improvements noted in the report.

3. Fisheries and Oceans is responsible for works around the shoreline and outfall effluent from the mussel plant. There may be some funding programs that may assist with the wetland and back shore beach development along with Transport Canada

4. Canadian Heritage funds many events and could be a partner as the Town starts to ramp up event programming throughout the year.

5. MLA’s on PEI should rally behind an Island-centric initiative like the Borden-Carleton Tourism Plan to help secure funding and support for many of the projects in this report.

The Provincial Government

The Province of PEI will be the main driver of projects outlined in this report. Many of the projects are on provincial land and many departments are key stakeholders in initiating these projects.

1. The Department of Transportation, Highways, highway signage, and even some of the projects in the Fab yards project should be led by the department in association with the Town and suggested NGOs. The relocation of the entry road into Gateway Village and extension of Leard Street has been discussed with senior departmental engineers throughout this project to assess the challenges and opportunities. The Town will need to continue to advance these talks with the goal of doubling traffic at the Gateway Village within 5 years (by 2023). To meet this ambitious goal will take planning and coordination.

2. Economic Development and Tourism

Encouraging new businesses (industrial and commercial) to locate in Borden-Carleton is the role of EDT. This study is directly related to the measurable outcomes that EDT is trying to achieve in PEI, and they should play a major role in this plans implementation. The Town should meet with senior officials and field staff to determine how EDT can support the many projects in this report. In particular, the growth of Gateway Village, the development of Marine Rail Park, the Fab Yard redevelopment, and the coastal trails and Confederation Trail extension into Town.

3. Community, Cultural Affairs and Labour

will be responsible for some of the zoning changes needed to accommodate mixed use development in Gateway Village and at Marine Rail Park. CDC should be brought to the table early to help implement this plan with the Town.

The Town of Borden-Carleton

The Town has limited capacity and resources to implement many of the projects in this report. The Town’s main role is to advance the ideas in this report with other levels of government and liaise with the new community oversight groups proposed in this chapter. The Town should act as a coordinator between different organizations and they should play an instrumental role in prioritizing the various projects for implementation. The Town could play a central role in project managing some of the projects that will be needed to secure funds for various projects. The most important role is to ensure high quality development rather than accepting lower standards for the sake of achieving the implementation goals. If the Town could secure an economic development officer (with some land use planning experience) as a full time staff role, it would be that position that would advance many of the ideas in this plan.

NGO’s and Conservancies

The community of Borden-Carleton is active and passionate about their community. Many of the projects in this report would benefit from the involvement of community groups tasked with implementing these projects. Due to the scale of the projects, we would suggest several community organizations form with the mandate of implementing individual projects under the umbrella of a larger group. There is simply too much to do to take on everything. We would suggest the following organizations.

1. The Fabrication Yards Conservancy (FYC). Many of America’s largest parks are managed by conservancy boards who are tasked with funding and implementing various projects in parks across the THE CENTRAL DEVELOPMENT CORPORATION

CDC helps to build businesses in central PEI and are often involved with real estate transactions that increase business opportunities. CDC could play a central role in project managing some of these projects particularly at Marine Rail Park. CDC should be brought to the table early to help implement this plan with the Town.
US. Conservancies bring together philanthropists, artists, businesses, government agencies, and the community to implement difficult projects. The Board Structure should be set following a conservancy model. There should be at least 3 members of the community on the Board who are passionate about implementing this project. This group should also make contact with the Summerside Port Corporation in hopes of securing a partnership for entering Cruise Ships to Borden-Carleton.

2. The Noonan Shore Conservancy (NSC). Like the Fab Yard Conservancy, this group will be tasked with implementing the trails, boardwalks, birding stations, signage, and trail linkages in the back shore area. They should also be tasked with promoting and linking the back shore to all assets within the Town.

3. The Borden Harbour Development Association. As one of the few deep water ports on the island, the Borden-Carleton Harbour has tremendous development potential. The main task will be to create a marina on the old Marine Atlantic deck lands and to further develop Marine Rail Park including the connection to Noonan’s Shore under the Bridge. This group could also work with the FYC to encourage cruise ship development in the Port.

STRAIT CROSSING DEVELOPMENT INC (SCDI) The Strait Crossing is a vital player in the implementation of this plan. Small wins, which don't cost a lot or require substantial administrative changes will help create the momentum needed to advance the larger projects. The ‘low-hanging-fruit’ of this plan starts with local community organizations and applications for funding on some of the more achievable projects. Also, beginning some of the structural organizational changes and establishing roles and responsibilities should be part of the initial phase. Other projects will take time to properly research, design, and implement, and thus initiating conversations that pertain to these larger projects will help identity leadership and buy-in. While there are over 30 different projects noted throughout the report, they all positively impact one another. While some projects are easier to get off the ground, any one of the projects will be catalytic for others. With that in mind, there is no correct order to complete projects, but below is a logical way to proceed with implementation of this ambitious plan.

Where some projects are administrative in nature and can be initiated quickly, spatial projects that involve design development and fundraising will undoubtedly take longer to plan and construct. Therefore, the below is a broad strategy for how to get started, understanding that the spatial projects could take 10-20 years to fully implement and construct depending on the support of the community, and it’s ability to attract investment and capital. Implementation of this report’s recommendations will depend on programs and resources from all levels of government, including private sector and community, and will require a phased process as outlined below.

6.2 Prioritizing Revitalization

Capitalizing on the current momentum of this process is the best way to initiate the Tourism Plan. Small wins, which don't cost a lot or require substantial administrative changes will help create the momentum needed to advance the larger projects. The ‘low-hanging-fruit’ of this plan starts with local community organizations and applications for funding on some of the more achievable projects. Also, beginning some of the structural organizational changes and establishing roles and responsibilities should be part of the initial phase. Other projects will take time to properly research, design, and implement, and thus initiating conversations that pertain to these larger projects will help identify leadership and buy-in. While there are over 30 different projects noted throughout the report, they all positively impact one another. While some projects are easier to get off the ground, any one of the projects will be catalytic for others. With that in mind, there is no correct order to complete projects, but below is a logical way to proceed with implementation of this ambitious plan.

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Getting Started - Phase 1: (2018-2019)

1. Adoption (in principal) of the “Destination Borden-Carleton” Plan by council.
2. Creation of an Implementation Committee to spear head sub-committees and task forces for initiating projects and coordinating partnerships.
3. Land Acquisition of the critical areas of future development within the plan, such as the arrival sequence, fabrication yards, waterfront, and fabrication yards.
4. Building acquisition for community services such as Town Offices within Gateway Village.
5. Reviewing current zoning by-laws and lands use plans to encourage growth and development within the areas outlined in the Plan, such as Gateway Village development and Waterfront Development.
6. Focusing tourism attraction through the development of the arrival sequence, new signage, development of Marine Rail Park, and the purchase and development of the Fabrication Yards.

Design and Implementation - Phase 2: (2019-2024)

1. Design Development of the arrival sequence strategy, Land clearing and agricultural programming.
2. General maintenance and design development of Gateway Village - Maintained upgrades to encourage business development, and mixed use development.
3. Phased Design Development of the Fabrication Yards, beginning with site servicing and general land use access.
5. Design Development of trail connections, beginning with the Noonan Link to reconnect the back shore to the community. As funds become available the boardwalk should extend into the wetland as shown, connecting to the existing Confederation Trail.

Major Projects - Phase 3: (2025-2030)

Once the town has been able to gather attention through focusing on its main assets identified within the plan, major capital projects such as mixed use development, residential development, accommodation, and large capital projects within the Marine Rail Park and Fabrication Yards can be achieved.
6.3 Cost Estimates

The following charts are preliminary high level cost estimates for the spatial projects identified in the Tourism Plan. The estimates are to be used to understand the magnitude of each of the projects, as well as include line items to ensure these projects are cross listed with current capital budget items. Built into each project spreadsheet is a design and contingency rate of 20%, understanding that each of these projects would require design services. These projects are meant to stimulate the local economy, and revitalize the region of Borden-Carleton. The Province should align with the funding partners and programs outlined in this report to assist in the implementation of this plan over the next 20 years. Clearly the costs are more than the Town can afford itself, but the hope is to excite various funding agencies, philanthropists, and community groups so that creative avenues can be sought to fund the projects in this report.

To implement all the projects in this plan over a 20 year period will cost $375 m over 20 years or about $18.75 m per year coming from a variety of public, private, and community funding sources. This amount assumes all projects are tendered using 20% cost estimates. Of course, as outlined in this report, there are much more creative ways to undertake revitalization projects than by tendering. Where government money is used to implement the projects, tendering is one of the only ways to implement unless the municipality or government department can undertake components using their own staffing.

<table>
<thead>
<tr>
<th>Category</th>
<th>Quantity</th>
<th>Units</th>
<th>Unit Cost</th>
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<tr>
<td>Neenan Shea &amp; Onda &amp; Unbuilt Wetland Improvements</td>
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<td>Private Investment</td>
<td>Phase 1</td>
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<tr>
<td>Design + Contingency (30%)</td>
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<td>1,685,955.00</td>
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<td>2,546,769.00</td>
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<td><strong>Entry Village</strong></td>
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A REPORT COMMISSIONED BY THE BORDEN AREA DEVELOPMENT CORPORATION. PREPARED BY EKISTICS PLAN + DESIGN
Canada encourages partnerships among private sector firms, to develop and commercialize new or improved products and services.

Canada invests $175 million over five years for not-for-profit organizations to improve snowmobile, all-terrain vehicle, off-road vehicle, non-motorized and other recreational infrastructure within the country. Through an agreement between the Government of Canada and the National Trails Coalition.

Canada offers grants of up to $3 million to not-for-profit organizations to develop new or improved services in rural communities, with an emphasis on projects that will stimulate job creation and migration. Projects must be located in rural areas, be part of a broader community development strategy, and be sustained beyond the funding period. The majority of the funding will be provided in phases.

Canada prioritizes projects that support the local economy and build on existing assets and capabilities. These projects can include infrastructure upgrades, small business development, and services such as libraries, community centers, and parks. Preference may be given to projects that are matched with other funding sources.

Canada is committed to supporting projects that enhance the quality of life in rural communities and address their unique needs. This includes investments in public infrastructure, such as community centers, parks, and trails, as well as support for small businesses and local entrepreneurs. The funding aims to stimulate economic growth and improve the competitiveness of rural areas.

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As can be seen throughout this report, Borden-Carleton has all the ingredients necessary to become a key destination on Prince Edward Island, and within Atlantic Canada. It is our hope, that this plan brings the community together to realize its incredible resources, and work together to develop in a way that will be both beneficial for tourists, but more important for the community itself. The plan will only be as strong as the community that stands behind it.
Acknowledgements:

Oversight Committee
Deputy Mayor Charles MacKenzie (Co-Chair)
Laurel Palmer Thompson (Co-Chair)
Mayor Dean Sexton
Kevin Coady
Amyta Elerovich
Sharon Leard
Barrie Marin
Jenna Mauttart
Danette Murray
Barb Wood

Interviews
Jeanette Arsenault (Shop & Play)
Sarah Bennetto-O’brian (Hand Pie Company)
Kent Bruyneel (CEO Central Development Corporation)
Baron Delaney (Fisheries & Oceans)
Monica Gallant (Canadian Heritage)
Peggy Miles (Central Coastal Tourism Partnership)
Kevin Moulker (Tourism Industry Associate of PEI)
Kellie Mulligan (Community Development Officer)
Rob Oakie (Music PEI)
Matt Silliker (Silliker Glass)
Stephn Szwarc (Confederation Trail)