

# **C.A. Pippy Park Commission**

**Business Plan 2026-29**

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**Table of Contents**

**CHAIRPERSON’S MESSAGE ..... 1**

**INTRODUCTION..... 2**

**OVERVIEW..... 2**

VISION ..... 3

PRIMARY CLIENTS..... 3

EMPLOYEES..... 3

MEMBERSHIP OF THE COMMISSION ..... 4

PHYSICAL LOCATION ..... 5

BUDGET ..... 5

RESPONSIBILITY AREAS..... 5

HORIZONTAL INITIATIVES..... 5

**MANDATE ..... 6**

**LINES OF BUSINESS ..... 6**

**STRATEGIC ISSUES ..... 8**

STRATEGIC ISSUE 1: SUPPORTING GOVERNMENT AND KEY PUBLIC INSTITUTIONS THROUGH SUSTAINABLE LAND USE ..... 8

STRATEGIC ISSUE 2: ENRICHING NATURE BASED EXPERIENCES FOR PARK VISITORS ..... 10

STRATEGIC ISSUE 3: SUSTAINABLE REVENUE AND RESOURCE STEWARDSHIP ..... 12


## Chairperson's Message

As Chairperson of the C.A. Pippy Park Commission, I am pleased to present the Commission's 2026-29 Business Plan, commencing April 1, 2026, and ending March 31, 2029. This plan is prepared in accordance with the obligations of a category two entity under the **Transparency and Accountability Act** and considers the strategic directions of the Government of Newfoundland and Labrador. As Chairperson of the Commission, my signature indicates the Commission's accountability for the preparation of the plan and its responsibility for the performance expectations that have been identified.

This document outlines our key goals and objectives for the next three fiscal years. This 2026-29 Business Plan outlines a set of core goals for the Commission that reflect the deliberations of the membership of the Commission, the Master Plan, and existing policies and guidelines pertaining to Pippy Park's management and operations.

On behalf of the C.A. Pippy Park Commission, I would like to extend thanks to the staff and members of the Commission for providing thoughtful insight and direction in making decisions. In addition, I would also like to thank the entire Pippy Park community for their support of the Commission's work.

Sincerely,

A handwritten signature in black ink that reads "Bill Goulding". The signature is written in a cursive style with a horizontal line under the name.

Bill Goulding, P.Eng.  
Chairperson for the C.A. Pippy Park Commission

## Introduction

Pippy Park protects one of the most identifiable natural landscapes in the province's capital city. The 1,375-hectare land base that comprises Pippy Park provides space for a diversity of learning institutions, government buildings, and open spaces for relaxation and recreation.

This planning cycle provides an exciting opportunity for Pippy Park to build upon the growth experienced during the previous cycle which was characterized by substantial post-pandemic expansion in both golfing and campground activities. The focus of this business plan will be on sustainability and highlighting the importance of what Pippy Park offers to visitors and residents of the province.

## Overview

The C.A. Pippy Park Commission (Commission) is a Crown corporation established under the laws of the Province of Newfoundland and Labrador. It reports to the House of Assembly through the Minister of Tourism, Culture, Arts and Recreation. The members of the Commission are responsible for administering its business affairs, while the Chairperson serves as the official head of the Commission in accordance with Section 8 of the **Pippy Park Commission Act**.

The Commission works closely with government and numerous institutional, educational, and community service facilities located within the boundaries of Pippy Park. These include the Confederation Building complex, Memorial University including the Marine Institute, the College of the North Atlantic, the Health Sciences Centre, and the St. John's Arts and Culture Centre. Land use approvals are issued by the Commission in accordance with the **Pippy Park Commission Act** and in compliance with the Master Plan, by-laws, and related policies. More information on Pippy Park is available on its [website](#).

## **Vision**

The C.A. Pippy Park Commission is committed to sustainably managing the park which includes characteristic natural features of the province in the form of barrens, forests, rivers, and wetlands. Pippy Park is also the venue for a diversity of institutional and community service land uses ranging in size from the expansive campus of Memorial University of Newfoundland to community gardens.

Thousands of people work, learn, volunteer, relax, and play in Pippy Park daily and the Park has evolved as the most identifiable natural landscape feature of the St. John's capital region. It is the vision of the C.A. Pippy Park Commission to ensure this identity is sustainable and enhanced into the future through efficient operation of its commercial facilities and stewardship of the natural features inherited from the foresight that established Pippy Park over five decades ago.

## **Primary Clients**

The Commission serves a broad clientele comprised of the public who enjoy the recreational and heritage values of Pippy Park, as well the governmental, institutional, and community service organizations that operate within Pippy Park. The Commission's primary clients include those who use its commercial services, such as campers, golfers, and banquet and rental patrons, and its institutional clients to whom it provides grounds maintenance services.

## **Employees**

As of April 1, 2026, the Commission has six full-time employees who manage the organization and provide for the operations, administration and maintenance of its facilities and grounds. During peak operations, the Commission employs up to 35 employees, both seasonal and student staff, for grounds maintenance and operation of the Pippy Park Campground. Its subsidiary, C.A. Pippy Park Golf Course Ltd., employs up to an additional 25 employees to manage and operate the golf courses and the

Admiral's Green Clubhouse. Two of these employees are full-time while the remaining employees are seasonal.

## **Membership of the Commission**

The Commission consists of eight members who report to the Government through the Minister of Tourism, Culture, Arts and Recreation. Commission members are appointed and a Chairperson is designated in accordance with Section 4 and Section 5 of the **Pippy Park Commission Act**. The Lieutenant-Governor in Council appoints six of the eight members through a merit-based process in accordance with the **Independent Appointments Commission Act**. One of these members shall be appointed in consultation with the Pippy family and one may be appointed after consultation with an association of landowners and residents, provided that an association exists at the time of the appointment. The remaining two members, which are not appointed by the Lieutenant-Governor in Council, include one person appointed from the City of St. John's and one by the Memorial University Board of Regents. Below is a list of Commission members as of April 1, 2026:

1. Mr. Bill Goulding, Chairperson
2. Ms. Pam Pippy, Vice-Chairperson and Pippy Family Representative
3. Mr. Keith Bussey
4. Mr. Jeff Collingwood
5. Ms. Deborah Inkpen
6. Ms. Rayna Luther, Memorial University Representative
7. Councillor Sandy Hickman, City of St. John's Representative

## **Physical Location**

Located within the City of St. John's, Pippy Park is comprised of the lands between the east side of Thorburn Road and the west side of Portugal Cove Road, and between the north side of Elizabeth Avenue and the south side of Windsor Lake. Pippy Park's limits are defined through the **C.A. Pippy Park Description Order, 2002**. The area of Pippy Park is approximately 1,375 hectares and is one of the largest urban parks in Canada. To see detailed maps of Pippy Park, please visit <https://www.pippypark.com/maps/>.

## **Budget**

The Commission's financial year is from April 1 to March 31 and the annual budget for 2026-27 is \$3,655,404. The provincial operating grant for 2026-27 is \$345,600.

## **Responsibility Areas**

The Commission is responsible for a number of activities, which range from managing and regulating property development including enforcement of a residential development freeze; grounds maintenance; operation of the campgrounds; operation of Pippy Park golf courses (the 18 hole Admiral's Green and the nine hole Captain's Hill); and, renting of banquet and meeting room facilities. The Commission generates revenue from the leasing of certain properties within Pippy Park.

## **Horizontal Initiatives**

The Commission receives advice from Provincial departments and agencies in areas including human resource management, procurement, land use issues, legal services, and information technology. The Commission provides ground maintenance at several provincial facilities including the Confederation Building complex.

## Mandate

The Mandate of the Commission is derived from a combination of the **Pippy Park Commission Act**, the associated regulations, and Master Plan as follows:

"To maintain and manage its parklands to showcase the Provincial seat of government, provide recreational opportunities, protect its inherent heritage values, and conserve and protect its natural habitats and features."

The interpretation of this mandate is further defined through the contents of the Commission's Master Plan, which is subject to review every five years, as specified by Section 26.1(2) of the **Pippy Park Commission Act**.

## Lines of Business

The Commission's lines of business include the following:

### 1. Regulation of Property Development

The Commission regulates the development and use of public and private land within Pippy Park through the review and approval of development submissions. A key responsibility of the Commission is the maintenance of the residential development freeze. In some cases, the Commission also undertakes direct development of properties to support activities defined within its mandate.

### 2. Grounds Maintenance

The Commission employees provide landscape maintenance services for various public buildings located within Pippy Park's boundaries, including the Confederation Building complex, the Arts and Culture Centre, the College of the North Atlantic, and the Marine Institute.

### 3. Pippy Park Campground

The Commission operates a 217-site campground situated in a mature forested area on the north side of Long Pond. The campground operates from mid-May to October, offering mostly fully serviced campsites and consistently achieving near full occupancy during the summer season.

### 4. Golf Courses

Through its wholly owned subsidiary, Pippy Park Golf Course Ltd., the Commission manages and operates two public golf courses: the 18-hole Admiral's Green and the nine-hole Captain's Hill.

### 5. Banquet and Meeting Facilities

The Commission, including its golf course subsidiary, operates commercial banquet and meeting room facilities on a fee-for-booking basis. Services include full-service banquet and meeting spaces for corporate groups, weddings, and social events at the Admiral's Green Clubhouse.

### 6. Property and Building Leasing

The Commission generates revenue through the leasing of certain properties located within Pippy Park.

## Strategic Issues

### Strategic Issue 1: Supporting Government and Key Public Institutions through Sustainable Land use

#### Goal:

By March 31, 2029, the C.A. Pippy Park Commission will ensure that land-use within Pippy Park reflects its paramount commitment to environmental stewardship — sustaining the foundational institutional presence of government, academic and health-care facilities, while responsibly managing its community-based organization and residential footprint in a manner consistent with Pippy Park's conservation mandate and unique role as one of Canada's most significant urban protected areas.

#### Objective 2026-27

By March 31, 2027, the C.A. Pippy Park Commission will assess the current state of all land-use arrangements within Pippy Park, such as institutional, community-based organization, and residential, to establish policy and planning foundations necessary to guide responsible stewardship.

#### Indicators:

- Completed a land-use review to validate and improve the Commission's understanding of current park occupancy and usage patterns
- Initiated engagement with institutional partners and community-based organizations to support collaboration, inform planning, and strengthen community partnerships

**Objective 2027-28**

By March 31, 2028, the C.A. Pippy Park Commission will establish formal policy and planning instruments and take initial steps toward long-term residential footprint objectives.

**Objective 2028-29**

By March 31, 2029, the C.A. Pippy Park Commission will have updated policy and planning reporting to ensure transparent reporting on its sustainable land-use commitments.

## **Strategic Issue 2: Enriching Nature Based Experiences for Park Visitors**

### **Goal:**

By March 31, 2029, the C.A. Pippy Park Commission will deliver inclusive, high-quality nature-based recreational and educational experiences that meaningfully connect urban residents with Pippy Park's ecological and cultural richness — through enhanced trail systems, expanded interpretive programming, accessible amenities, engaging seasonal events, and Pippy Park's two signature outdoor recreation destinations, the Pippy Park Golf Courses and campground — all reflecting Pippy Park's unique natural heritage and commitment to welcoming every visitor.

### **Objective 2026-27**

By March 31, 2027, the C.A. Pippy Park Commission will initiate two studies to improve visitor experiences.

### **Indicators:**

- Initiated a Trail Network Planning Study and a Signage and Wayfinding Study to assess and identify improvements that enhance trail navigation, accessibility, and overall user experience
- Established and documented Golf Course and Campground Visitor Data
- Engaged visitors and stakeholders through various consultation processes to gather input on priorities, needs, and desired improvements within Pippy Park

### **Objective 2027-28**

By March 31, 2028, the C.A. Pippy Park Commission will continue the studies initiated in 2026–27, begin implementation of key recommendations to enhance golf and camping experiences and address priority accessibility gaps, and establish formalized baseline data reporting to support performance tracking and accountability.

**Objective 2028-29**

By March 31, 2029, the C.A. Pippy Park Commission will conclude its studies to consolidate visitor experience investments and formalize its long-term approach to nature-based experiences.

## **Strategic Issue 3: Sustainable Revenue and Resource Stewardship**

### **Goal:**

By March 31, 2029, the C.A. Pippy Park Commission will achieve financial sustainability through diversified and growing revenue streams — anchored by the golf courses and campground as core business lines — and complemented by responsible partnerships, venue rentals, and community-driven initiatives that together support reinvestment in infrastructure, conservation, and visitor services.

### **Objective 2026-2027**

By March 31, 2027, the C.A. Pippy Park Commission will utilize revenue performance to identify diversification opportunities and develop the strategic and operational foundations for sustainable growth.

### **Indicators:**

- Established Revenue Baselines for All Business Lines
- Set Multi-Year Revenue and Reinvestment Targets

### **Objective 2027-2028**

By March 31, 2028, the C.A. Pippy Park Commission will implement improvements to its core business lines, launch new revenue initiatives, and begin reorienting revenue towards greater diversification.

**Objective 2028-2029**

By March 31, 2029, the C.A. Pippy Park Commission will consolidate the revenue gains and diversification achievements, ensure reinvestment commitments are met, and formalize an approach to sustainable long-term revenue stewardship.

