



# CITY OF CHARLOTTETOWN PARKS MASTER PLAN

Report



Prepared for:  
City of Charlottetown

Parks and Recreation Department

Prepared by:  
EDM Environmental Design and  
Management Limited

May 2007

**CITY OF CHARLOTTETOWN  
PARKS AND OPEN SPACE MASTER PLAN  
*Final Report***

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## EXECUTIVE SUMMARY

The 2006 Charlottetown Parks and Recreation Department Program Brochure states that the City will evaluate programs, services, and facilities in terms of the personal, social, economic, and environmental benefits of participation. These priorities fit with Charlottetown's Parks and Recreation Department Mission Statement, "to enhance the quality of life for the people who live and work within our municipality, as well as for those who visit" and to "encourage and provide the leadership for the development of safe, accessible, diverse and high quality recreational opportunities."

The City of Charlottetown has a long legacy of providing public parklands, beginning with the 40-acre Victoria Park in 1873. Today, Charlottetown has an impressive inventory of parks and recreation amenities, including:

- Three civic arenas,
- Thirty sports fields,
- Two outdoor pools,
- Four community centres,
- One seven-lane lawn bowling green,
- Eleven outdoor tennis courts at four sites throughout the city,
- One aquatic splash arena complex,
- One artificial turf soccer field,
- One 10,000 square foot skate park, and
- More than 30 kilometres of public trails.

Charlottetown is also one of Canada's founding Capital Cities. It has many important historical landscapes and streetscapes. It also has four historic squares: Rochford Square, Connaught Square, Hillsborough Square, and Kings Square.

In total, Charlottetown has 111 existing parks and open space parcels providing approximately 491 acres of recreation space. The developed parklands were classed by park type based strictly on the area of each park. Charlottetown residents also have ready access to Prince Edward Island National Park, which is only 20 km from the City's northern limit.

Several projects are currently proposed or underway to address gaps and to enhance existing parks. These include:

- The Harbourfront Plan
- The Upton Farmlands development
- The Experimental Farm (Ravenwood)
- The UPEI Campus Master Plan

- Additions to Joseph A. Ghiz Memorial Park and Orlebar Park
- Two potential park properties at Andrew's Pond and on a portion of private property near Stockman Park

According to the 2001 Census of Canada, which is the most recent Census for which detailed data have been made available for analysis, the population of the City of Charlottetown was 32,245. The Charlottetown Census Agglomeration or CA had a population of 58,358. The City of Charlottetown accounts for nearly one-quarter of the population of PEI (23.8 per cent). The CA population constitutes 43.1 per cent of the province's residents.

For this assignment, EDM applied a spreadsheet-based cohort-survival model incorporating the residual method. The particular model employed is capable of simultaneously applying this method to multiple areas comprising a region to produce coordinated projections. This capacity allowed the consulting team to assess shifting population within the region and its changing composition (i.e., mix of gender and age groups).

Model results illustrate the dramatic aging of the local population that can be expected over the next 20 years. Whereas children (0 to 19 years) outnumbered seniors (65 years and over) by 2:1 in the Charlottetown CA according to the 2001 Census, our model predicts that seniors will outnumber children by 1.2:1 by 2016. Within the limits of the City of Charlottetown, which now has 1.6 children for every senior citizen, the ratio will shift to 1.4 seniors for every child.

While recognizing that the aging of population will be a major consideration in public policy formulation across Canada, the tendency is stronger in Charlottetown than in most communities. Notwithstanding the greater concentration of seniors in the central part of the city, which is typical of most cities, one of the striking features of the Charlottetown CA is the presence of significant numbers of seniors in all parts of the area.

With population aging, recreation participation can be expected to fall off to some degree. The only activities showing substantial increases are walking and gardening. Home exercise, golfing, and exercise classes are the only other activities showing even moderate growth. The balance will likely lose participants with the most active and youth-oriented declining significantly. This, of course, assumes that current rates of participation by age group will remain constant – an assumption that may not hold if the current population determines to become more active and/or expand their recreation options.

To develop our initial overview of concerns and aspirations for the parks and open space system in Charlottetown, we interviewed key City and Provincial staff, relevant landowners, and key public stakeholders concerning the current parks and open space system in Charlottetown and prospects for its enhancement. EDM developed a loose interview outline to guide these inquiries. Interviews generally took 30 to 45 minutes each and emphasized identification by the responding stakeholders of key issues and valued features. Most interviews were conducted by telephone, although a small number were done face-to-face with City of Charlottetown staff.

- The majority of stakeholders interviewed made a clear distinction between active sport recreation for organized sports and passive recreation for quiet leisure and enjoyment. Most respondents emphasized the need to promote passive recreation as opposed to active recreation needs.
- Most respondents felt that Charlottetown's park system addresses recreational needs effectively. When pressed for details, however, many stated that there is not enough passive parkland.
- All respondents felt that parkland is well distributed in the city in relation to current recreational needs. Many, however, had little first hand knowledge of the parkland in the city suburbs. Some respondents noted that it is more important to fairly distribute high amenity parks throughout the city than it is to create an abundance of smaller parks with fewer amenities.
- Many respondents expressed hopes that the current planning process will develop the rich legacy of parkland in Charlottetown, making the City more liveable and "reinforcing its brand as a great Canadian city." In more specific terms, many respondents expressed support for a linked system of parks tied into a city-wide network of bikeways and/or pedestrian trails.

EDM hosted a Public Open House at the Confederation Court Mall during the daytime on Tuesday, November 21, 2006. Over the course of the four-hour session, 65 to 100 people dropped in to talk directly to EDM planners and City staff about trails, neighborhood parks, outdoor sport venues, natural areas, and all parks related issues. The majority of participants represented a cross section of the population that was primarily educated, older, downtown residents. There was a lower participation level from younger adults and families in outlying neighborhoods.

The input received during the daytime session was removed from the Confederation Mall and put on display during the Master Plan Charrette held during the evening of Tuesday, November 21, 2006, at the Rodd Charlottetown. The nearly four-hour meeting gave approximately 40 participants an opportunity to influence the key parameters and priorities of the master planning process for parks and open spaces in the City. The six working groups at the meeting were divided to discuss the following subjects:

- *Sports Fields* – Participants recognized that Charlottetown is well supplied with sports fields. Some existing active parks were identified as needing upgrades and the potential of Upton Farms as a location for new facilities was also recognized. Some participants asserted the need to upgrade Victoria Park but others considered it more desirable to move active facilities out of Victoria Park to emphasize and augment its role as the primary urban park for walkers and tourists.
- *Cycling* – Participants emphasized the need to connect existing trails thoroughly. They identified a need for corridors on the east and west sides of the city, parallel to the Confederation Trail. These corridors will facilitate bicycle travel from suburban areas of the city to the downtown. Within the downtown, participants noted the need for bicycle racks, traffic calming, and designated bike routes.
- *City Beautification and Tourism Events* – The group asserted the need to enhance entry points to the city including the planting of trees at these points as well as on associated avenues such as North River Road and University Avenue.
- *Water Access* – Water access tied into trails development as the waterfront is an ideal location for trails and trails are a desirable means to access key waterfront locations such as Queen Elizabeth Park, Confederation Landing and Victoria Park.
- *Green Passive/Walking* – The group emphasized the need to preserve the key features of Victoria Park. Participants also emphasized the importance of maintain several existing open areas including the former landfill in East Royalty, the hospital grounds, and Upton Farms. They also asserted the need to divide pedestrian/recreation traffic from vehicular traffic in Victoria Park.

- *Nature* – The nature group discussion looked at issues more broadly. They suggested the importance of consolidating park uses in a central area, the importance of preserving the waterfront and riverbanks within the city.

The Master Plan vision includes a series of initiatives that we refer to as ‘six campaigns.’ The campaigns, outlined below, provide a focus for each recreational activity and desire in the community, giving each a primary point of interest and core project(s) to develop. They are as follows:

*Campaign 1 – Showcase City Core Parks*

Themed and programmed for heritage and cultural events, Showcase City Core Parks are located in Charlottetown’s historic core. They include the downtown waterfront parks, which are the focus of civic and tourism activities in Charlottetown. This campaign sees the existing Confederation Landing enhanced by the adjacent new cruise ship terminal /marina/boat park, and a newly proposed waterfront playground park at the old marina site. The waterfront parks should be thematically related, and physically linked with boardwalk or other historically appropriate materials. While the waterfront parks are the focus, this campaign recognizes that Confederation Landing is overused and too small for larger events.

Showcase City Core Parks also include the four heritage squares located in historic old Charlottetown that were included in surveyor Samuel Holland’s original late-1700s layout of Charlottetown. These squares have long been a source of civic pride. The development of Rochford Square into a Victorian-style garden with pathways, flowerbeds, benches, and shrub beds provides a prime example of the ideal future for the remaining squares. Each square should have new landscape plans prepared in concert with public input and plaques developed for each square that explain its history.

The Experimental Farm is a strategically located parcel that offers the opportunity to develop a larger special event venue to host performances that exceed the capacity of the waterfront parks. Events should be congruent with the neighbouring residential properties. It also provides a key, central location, for a passive park campaign such as Ravenwood, on a grand scale, aligned with the rising interest in walking, horticulture, and public gardens.

*Campaign 2 – First Class Sporting Venues*

The focus of this campaign is on centrally located and consolidated sporting facilities with modern amenities that provide effective tournament play. These sporting venues are of city-wide interest and located on large lands non-adjacent to residential

areas. They are located near an active population base, and well connected to Active Streets and the road system.

This campaign will address three primary centres for active recreation. For soccer, Winsloe Park, which has three fields, is established in the northeast of the city. A new centre is proposed at Parkman Sportsfields in the east providing three additional fields. For softball and baseball, a new focus at Sherwood Industrial Park<sup>1</sup>, near the by-pass intersection, and on the Confederation Trail will provide three regulation fields on a consolidated site with night lighting, parking, and other facilities.

Other fields in the City such as Central Field and MacRae will be recognized as First Class Sporting Venues and improved for programmed activities. As these new fields are developed and enhanced, some existing fields can be decommissioned, such as two fields at Victoria Park and one field at Queen Elizabeth Park.

First Class Sporting Fields also includes two additional tennis courts at Victoria Park to allow for tournament play. The skateboard and BMX agenda will also be met with an improved skate park in a suitable downtown location, such as off Grafton Street East, near Orlebar Park off the Confederation Trail, or near Joseph A. Ghiz Memorial Park.

#### *Campaign 3 – Forest Parks*

The opportunity to commune with nature is a key aspect of the park experience. Forest parks are designed to provide access to and protect large wooded areas. They may also include other significant features such as wetlands, riverbanks, and waterfront. Victoria Park, much of which has never been logged and other portions of which have been reforested, is well-suited to this role. Key elements include: removing the inside lane of traffic on the circumferential street (on an initial trial basis), removing Kiwanis and City Diamond ball fields, relocating festivals and events to the civic parks and Experimental Farm as it becomes available, and relocating the skateboard park. Other larger parkland areas proposed for sustaining a sustainable canopy are Acadian Drive Forest Park, Beach Grove Forest Park and the Upton Farms Forest Park. Dedicated resources should be available for urban forest management and training personnel.

#### *Campaign 4 – Green Infrastructure*

A campaign to protect the major headwater streams is proposed. Regardless of human access, these linear buffer zones are critical for water quality and habitat. There should be increased education among residents living and developers working near these buffer zones. Increased monitoring of these sites is a vital part of ensuring

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<sup>1</sup> Future development is pending further negotiation with developer



that watercourses are protected from urban activities and development impacts. Where possible these stream corridors should be linked to active streets for pedestrian access, but not developed for active transportation. The goal of a stream corridor walk is to facilitate the experience of nature. Many excellent properties have been acquired by the City, and a long-term goal of completing these linear natural areas will ensure connectivity for humans, fauna, and flora.

*Campaign 5 – Neighborhood and District Parks*

The campaign for neighbourhood and district parks is to broaden their appeal and to provide appropriate amenities. The opportunity for Neighborhood Parks, particularly in areas that are over-served, is to offer more variety so that they appeal to more people. For example, where two nearby parks with playgrounds exist, replacing playgrounds with plantings, benches, and other appropriate park amenities might provide a better balance to meet overall neighborhood needs, particularly as the age composition of the population shifts. A neighbourhood park should be located within a five-minute walk from the majority of homes in Charlottetown, and focuses on providing amenities for the very young and the elderly.

District Parks are generally provided throughout the city, and offer great opportunities for informal Frisbee tossing and casual ball games. While some district parks can be used for programmed fields, their focus should always be on uses with broad public appeal. District Parks may be suitable for activities such as swimming; horticulture; rock climbing; extra large playgrounds, and waterfront access. Provision in association with elementary schools rationalizes spending and makes good ongoing operational sense. A district park should be located within a fifteen-minute walk from the majority of homes in Charlottetown, and well connected to Active Streets.

*Campaign 6 – Connections*

Linking the parks together and to the neighbourhoods allow people to be physically active from the moment they leave their home. Expanding the existing trail system to include east-west connections, and better utilization of the Confederation Trail is central to this campaign. The middle portion of the Confederation Trail within the city – through the UPEI Campus, and spanning between the Sherwood Industrial Park Development and the Experimental Farm (Ravenwood) on Kirkwood Street – is proposed to become the focus of wheeled activity. This section of the trail should be widened and paved to facilitate its use by non-motorized wheeled vehicles. It is important to improve access of the Confederation Trail from downtown and to increase public awareness concerning trail entrance points. A major aspect of this campaign is the development of an Active Streets network. Located primarily on city streets, these streets will include highly visible signage and designated bicycle lanes

and widened sidewalks. Active Streets complement and expand the network of trails and walkways. Active Streets infrastructure includes increased availability of bike racks throughout the city.

Other trails used more for recreation than commuting include the wide network of Routes for Nature and Health trails that are situated along waterfront, wetlands, and wooded areas. These trails are appropriately surfaced so that they are permeable and provide a more naturalized setting in the urban environment.

The Master Plan creates an overarching structure and vision for the park system of Charlottetown, by focusing on the distribution and classification of parks in relation to identified community needs and priorities. It seeks to address these needs and priorities in a coordinated fashion to minimize capital and operating costs, while maximizing benefits to users. The proposed park classifications system should focus City resources by directing staff and funding to uses and amenities appropriate to the role and function of each park class. This classification system provides a continuum of use intensities within the park system.

We have provided new parks to augment provisions within these categories. The following proposed park additions add nine park or natural area parcels accounting for an approximate additional 233 acres.

- The Experimental Farm (Ravenwood) south of the UPEI Campus
- Sherwood Industrial Park in the north central area of the city near Charlottetown Airport
- The Parkman Sportsfields west of the former landfill in East Royalty
- Waterfront Park located at the old marina, west of Confederation Landing
- Upton Farms/Forest Park, to the north of Highway 2
- Acadian Drive Park, east of Acadian Drive and south of the former landfill in East Royalty
- Addition to Orlebar Park and Joseph A. Ghiz Memorial Park
- Andrew's Park Natural Area
- New Neighbourhood Park in West Royalty

At the same time, the Master Plan calls for the decommissioning of six small neighbourhood parks and decommissioning of some or all playground equipment in roughly a dozen other neighbourhood parks. It also calls for reconfiguration of several parks in other categories and improvements covering over 16 km of new trails.

Overall, the Master Plan recognized the need to enhance existing park and open space resources through an improved management approach. It also addresses mechanisms to ensure that lands best suited to recreational use are acquired through land dedication processes required with land subdivision as well as to conserve valued environmental resources. In addition, the role of potential key partners is addressed, along with the process for park amenity changes, and the importance of a green infrastructure and beautification strategy for Charlottetown.

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## 1.0 INTRODUCTION

### 1.1 PROJECT BACKGROUND

Civic amenities such as parks and open space infrastructure are a major component in recreation and active living and investing in them makes sense for the entire community. Moreover, there is a large body of evidence in the research literature to support the following benefits provided by parks and recreation facilities:

1. Recreation and active living are *essential to personal health* - a key determinant of health status.
2. Recreation is a key to *balanced human development* - helping Canadians reach for their potential.
3. Recreation and parks are essential to *quality of life*.
4. Recreation *reduces self-destructive and anti-social behaviour*.
5. Recreation and parks build *strong families and healthy communities*.
6. Pay now or pay more later. Recreation *reduces health care, social service, and police/justice costs*.
7. Recreation and parks are significant *economic generators* in your community.
8. Parks, open spaces, and natural areas are *essential to ecological survival*.<sup>2</sup>

The 2006 Charlottetown Parks and Recreation Department Program Brochure states that the City will evaluate programs, services, and facilities in terms of the personal, social, economic, and environmental benefits of participation. These priorities fit with Charlottetown's Parks and Recreation Department Mission Statement, "to enhance the quality of life for the people who live and work within our municipality, as well as for those who visit" and to "encourage and provide the leadership for the development of safe, accessible, diverse and high quality recreational opportunities."

Furthermore, parks in Charlottetown have been identified as a major asset that reinforces the character of the province's capital city. A recent tourism marketing focus group study<sup>3</sup> conducted by the Capital Commission of PEI (now Tourism Charlottetown Inc.) identified several specific brand elements for the city that relate either directly or indirectly to the park system. The first element is that Charlottetown is inseparable from a PEI experience, given that the size of the province makes it very unlikely that a visitor to the island will not visit

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<sup>2</sup> City of Coquitlam, British Columbia, *Sportsfield Strategy Report, 2002–2011*.

<sup>3</sup> Stephanie Burnett & Associates, Inc. Capital Commission of PEI, *Charlottetown "Branding": Consumer Research Focus Group Study, Final Report, 2006*.



Charlottetown during their vacation. The next relevant brand element is that Charlottetown is viewed as a town (as opposed to a city) with an “innate quaintness about it that suggests a slower pace of living, an ability to unwind that is not available to residents in larger metropolitan areas.” The focus group also indicated that visiting Charlottetown depends strongly on a “unique experience, something that the traveler cannot access in their home city.” Other points that were highlighted included:

- The vision of a quaint, seaside town;
- Strolling conveyed a laid back pace; and
- The walkable “core” creates a friendly, accessible small town image.

## 1.2 PROJECT PROCESS

In our proposal for this assignment, EDM developed a three-phase Project Plan to address the Scope of Work specified in the Terms of Reference. The three phases were as follows:

- PHASE 1 – Research and Analysis
- PHASE 2 – Assessment and Visualization
- PHASE 3 – Setting the Direction

In the first project phase the consulting team initiated the project, reviewed relevant background material, consolidated information in a GIS database, and identified key issues to be addressed by the Master Plan through an extensive Strategic Interviewing process. We also developed a demographic model of the Charlottetown Census Agglomeration (CA) to assess population growth and change in the region.

In Phase 2, EDM staff consulted directly with the community to present the content of the Situation Assessment Report prepared to consolidate information gathered in Phase 1 and to obtain public feedback. We established public priorities for enhancement of the existing Parks and Open Space system. We developed a preliminary concept plan for the City of Charlottetown based on this consultation, further consultation of City staff, and application of GIS tools.

EDM developed future-oriented plans for implementation by the City of Charlottetown in the third phase of the assignment. The individual projects comprising the Concept Plan have been detailed and implementation recommendations are provided in the Master Plan Recommendations. These campaigns were presented at a public open house on May 22, 2007, with nearly all of Council in attendance.

### 1.3 REPORT ORGANIZATION

Following this introductory chapter, this report is divided into six chapters. The first following chapter (**Chapter 2**) explains standards for the provision of parks and open spaces in Canadian communities. It then summarizes existing parks and open space provisions in Charlottetown with reference to these benchmarks and discusses current initiatives to improve the existing Charlottetown system. **Appendix A** provides a listing of all current parks and open space lands in the city to support this description. **Appendix B** provides a pedestrian catchment model for all parks in Charlottetown to show areas that have access to several parks within a five-minute walk, and areas that have identified gaps in nearby park access. **Appendix C** depicts all other points of recreational interest that are not current or proposed parkland under Charlottetown Parks and Recreation, but still serve recreational interests.

**Chapter 3** provides a summary of demographic analysis conducted by EDM to assess the current and potential demand for recreation facilities in Charlottetown. The chapter provides detailed description of the current and anticipated future age-sex profile of population in the Charlottetown Census Agglomeration and seven sub-areas of the region created by EDM for this analysis. The detailed results of the demographic modeling exercise that provided these projections are provided in **Appendix D**.

**Chapter 4** presents a summary of detailed interviews conducted by EDM for this assignment using the Interview Outline contained in **Appendix E**. The results of interviews with 17 contacts are summarized under key headings identifying the major issues confronting the City of Charlottetown.

**Chapter 5** provides a summary of input obtained through the public consultation process and outlines public priorities for the existing parks and open spaces. Public comments are organized into common themes of concern and support regarding Charlottetown's parks and open spaces. Comments received from the Charrette are included as **Appendix F**.

**Chapter 6** outlines the primary initiatives that provide the overarching structure and vision for the park system in Charlottetown. These 'six campaigns' provide a focus for each recreational activity and desire in the community, giving each a primary point of interest and core project(s) to develop. They include Showcase City Core Parks, First Class Sporting Venues, Forest Parks, Green Infrastructure, Neighbourhood and District Parks, and Connections and Active Streets. **Figure G-1** in **Appendix G** depicts all six campaigns, while **Figure G-2** focuses solely on the Green Infrastructure Campaign.

**Chapter 7** provides recommendations and action items for the Parks and Open Space Master Plan. This includes recommendations for an overall park classification system to guide park use and management and to justify future parkland acquisition. In addition, recommendations are provided regarding policy and management – specifically related to integrated park planning and management, existing and potential partnerships, and urban forest management. **Appendix H** provides maps of the city illustrating key features of the current and proposed parks and open space system, including active streets, trails, and proposed parklands. **Appendix I** provides a listing of all existing and proposed parks and open spaces in the city, listed under the proposed classification scheme. **Appendix J** provides a description of the pedestrian catchment modeling that was completed to define the city core and appropriate active streets. **Appendix K** depicts the pedestrian catchment modeling that was completed for parks with field amenities, while **Appendix L** modeled parks with playground amenities. **Appendix M** provides information pertaining to developing an urban forest strategy within Charlottetown’s park system, and information on conducting tree inventory and analysis.

## 2.0 PARKS AND OPEN SPACE INVENTORY

### 2.1 RECREATION FACILITY STANDARDS

How much parkland and open space a municipal unit should provide for its citizens is an open question. For this assignment, EDM assembled and reviewed many municipal plans and recreation strategies to assess adopted standards. No uniform standard is accepted for the provision of recreation facilities; however, most municipal planning and recreation documents recognize three or four types of parks. Progressing from the smallest to the largest, these are generally referred to as Sub-neighbourhood, Neighbourhood, Community, and City or Regional Parks (see **Table 2.1**).

Area	Acres per 1,000		
	Population	Service Radius	Size
Tot-lot	0.25 to 0.5	1/8 to 1/4 mile (usually ¼ mile)	0.6 to 2.0 acres (usually 0.5 acres)
Parkette (vest-pocket park)	0.5	1/8 to 1/4 mile	0.6 to 1.0 acres (usually 0.5 acres)
Neighbourhood Park (playground, local park, community park)	1.0 to 2.0	1/2 to 3 miles (usually 1 mile)	1/4 to 20 acres (usually 6 acres)
Community Park (playfield)	1.0 to 2.0	1/2 to 3 miles (usually 1 mile)	4 to 100 acres (usually 8 to 25 acres)
City Park (municipal park, sub-regional park)	5.0	1/2 to 3 miles (usually 2 miles or 1/2 hour driving time)	25 to 200 acre (usually 100 acres)
Regional Park	4.0 to 10.0	20 miles or 1 hour driving time	25 to 1,000 acres (usually 100 to 250 acres)
TOTAL	11.75 to 20.0		

**Source:** Ontario Ministry of Culture, Recreation, Sports and Fitness Division, *Guidelines for Developing, Public Recreation Facility Standards*, 2004, p. 22 (adapted from CPRA Open Space Study, 1973).

Table 2.1: Average Open Space Standards Across Canada, 1973

Expectations for each park class vary considerably. Standards for sub-neighbourhood parks, for example, range from 0.25 to 2.5 acres. Many municipal governments, however, avoid any specification for these small parks, preferring to provide them opportunistically where land is available and/or need is evident.

For other park types, ranges are usually identified but are often quite wide. We found Neighbourhood Park standards as low as 1.25 acres per 1,000 residents to as high as 5 acres per 1,000. District Park standards covered an almost identical range. City and Regional Park standards ranged from 0.50 to as much as 3.75 acres per 1,000. Standards for overall park provisions were between 3.5 and 10 acres per 1,000 residents. The Government of Ontario publication, *Guidelines for Developing Public Recreation Facility Standards*, provides a summary of “average” standards from a broader survey of Canadian municipal units that is roughly in line with our review (Table 2.2).

Area	Acres per 1,000 Population	Service Radius	Size
Sub-neighbourhood areas	Included in neighbourhood and community parks	100 yard minimum	500 sq. ft.
Neighbourhood park and elementary school combination *	4.0	1/4 to 1/2 mile	10 acres
Community park and secondary school combination *	3.0	1 to 1-1/2 mile	30 acres
Urban, regional and special use areas (including public golf courses and conservation areas)	13.0	10 to 20 miles	50 acres
TOTAL DEVELOPED OPEN SPACE	20.0**		

Source: Ontario Ministry of Culture, Recreation, Sports and Fitness Division, *Guidelines for Developing, Public Recreation Facility Standards*, 2004, p. 21.

\* It is assumed that the park and the school are adjacent and completely accessible to each other. If they are not, then the acreage for the park and for the school should each be increased by 25 per cent. These figures include the space occupied by the buildings on each site and the parking areas.

\*\* As well as this developed parkland, it is suggested that there should be ten acres per 1,000 population of open space within the region that is left in its natural state.

Table 2.2: General Standard for Open Space, Canada

The “General Standard” publication specifies a higher quality of excellence than the compilation of typical standards found in Canada. The General Standard is similar to typical municipal standards for sub-neighbourhood, neighbourhood, and district parks, but considerably different for regional parks (13 acres versus a maximum of 4 acres in the municipal documents we consulted). As a result, the combined total standard is 20 acres with provision for an additional 10 acres of natural open space (Table 2.2).

## 2.2 CHARLOTTETOWN PARKS INVENTORY

### 2.2.1 Parks

The City of Charlottetown has a long legacy of providing public parklands, beginning with the 40-acre Victoria Park in 1873. Today, Charlottetown has an impressive inventory of parks and recreation amenities, including:

- Three civic arenas,
- Thirty sports fields,
- Two outdoor pools,
- Four community centres,
- One seven-lane lawn bowling green,
- Eleven outdoor tennis courts at four sites throughout the city,
- One aquatic splash arena complex,
- One artificial turf soccer field,
- One 10,000 square foot skate park, and
- More than 30 kilometres of public trails.

Charlottetown is also one of Canada’s founding Capital Cities. It has many important historical landscapes and streetscapes. It also has four historic squares: Rochford Square, Connaught Square, Hillsborough Square, and Kings Square.

**Appendix A** provides a summary of all parks and open space areas in the city. In total, Charlottetown has 158 parks and open space parcels providing 546.07 acres of recreation space, of which 418.87 acres are developed parkland (**Table 2.3**). The developed parklands were classed by park type based strictly on the area of each park as listed in **Appendix A**. Charlottetown residents also have ready access to Prince Edward Island National Park, which is only 20 km from the City’s northern limit. EDM created a pedestrian catchment model to look at the proximity of homes to parks. The model considers street structure to determine actual walking distance, rather than calculating the direct, “as the crow flies” distance between points. The model determined that the majority of Charlottetown residents are within a five-minute walk from a park (as shown in **Figure B-1** in **Appendix B**).

Park Type	Acres	Number of Parks	Average Size	Per 1,000 Population
Neighbourhood Park	113.20	89	1.27	3.51
Community Park	159.89	21	7.61	4.96
Regional Park	145.38	2	72.69	4.51
<b>TOTAL PARKS</b>	<b>418.47</b>	<b>112</b>	<b>3.74</b>	<b>12.98</b>
Open Space	127.60	46 parcels	5.60	3.96
<b>TOTAL</b>	<b>546.07</b>	<b>158</b>	<b>3.45</b>	<b>16.93</b>

Table 2.3: Parks and Open Spaces by Category, City of Charlottetown, 2006

### 2.2.2 Trails

Today nearly 45 km of trails run through the greater Charlottetown area. By comparison, only 180 km of bicycle routes and 140 km of greenways are available to serve over 550,000 residents in the City of Vancouver, which receives international recognition for their active transportation system.

The Confederation Trail is the main feature of the Charlottetown system. It was built along the Prince Edward Island railway route abandoned in 1989 as part of the national “Trans-Canada Trail” network. The 11-kilometre section of former rail now trail runs from the city's waterfront, through Sherwood and Parkdale, past UPEI (as noted) and the Charlottetown Mall, and links up with the east-west Confederation Trail network, which spans the island, at Royalty Junction just outside the City Limits.

The 11-km section of the provincial Confederation Trail bordering the UPEI campus splits the entire city reaching from its northern boundary to the city core. This multi-purpose trail accommodates walking, hiking, cycling, jogging, and wheelchairs on a rolled stone dust surface. The Confederation Trail connects to and is complimented by a 20-km walking and cycling trail system that circumnavigates Charlottetown's municipal boundary and connects neighborhoods throughout the city and along its fringe. There is also great potential for longer distances on the Confederation Trail, as it extends all of the way north to Tignish and east to Elmira.

The 2005 Prince Edward Island Confederation Trail Phase II Development Study was a comprehensive analysis focusing on infrastructure, programming, branding, packaging, and marketing for the Trail. Phase II of the Confederation Trail development is concerned with ‘building out’ and ‘promoting’ the trail. This includes providing best management practices to communities, obtaining leases for expansion, installing information kiosks, developing major trailheads, adding additional shelters and benches, and improving trailside aesthetics. The study's recommendations include following a grass roots implementation strategy aimed at informing and motivating community organizations to take (or keep) ownership of trail management. Much attention is given to infrastructure in the study's recommendations – some of these include increasing visibility of the trail and trail users to decrease conflicts between motorists and pedestrians, better signage, barrier gates, an increased number of benches and trail shelters, and consistent trail surface maintenance.

The impressive trail network in Charlottetown has been further developed over nearly two decades. In 1989, the CADC and the pre-amalgamation municipalities of Hillsborough Park, East Royalty, West Royalty, Winsloe, Sherwood, Parkdale, and the City of Charlottetown commissioned a study entitled, “Route for Nature and

Health.” The 1989 plan called for the creation of a 56-kilometre system of nature routes and trails.

The original Routes for Nature and Health used the following selection criteria for the development of the trail system. The criteria are:

- Optimize views of water
- Recreation routes to have minimum traffic
- Maximize opportunity for a 3m wide route, independent of vehicle traffic
- Optimize scenic roads and areas
- Optimize slopes 5 percent or less
- Cross under major highway and arterial roads
- Maximize opportunity to attach to existing trails
- Utilize abandoned rail line where possible
- Identify significant historic sites along the route
- Identify significant natural areas
- Cycle paths 5 to 8 km in length
- Connect to existing transportation systems and parking areas
- Create and or link to picnic sites
- Maximize natural and cultural educational opportunities
- Optimize connection to schools in the communities

Other components of the Route for Nature and Health include completed sections and planned linkages stretching from Riverside Drive past the Hillsborough Hospital through Hillsborough Park, past Wright’s Creek, the airport, to the University lands and to the central corridor, which will connect all of the other routes from Sherwood and Parkdale and along the way. On the West Royalty side, the route connects down to the Beach Grove Maypoint Road, and will extend through to Upton Farms and the North River causeway area. Much of the existing trail is marked by distinctive “Routes for Nature and Health” signage.

### 2.2.3 Parks and Trails Potentials

Charlottetown is in the enviable position of having an active volunteer base that is concerned with the development and maintenance of City parks and green spaces. Parks like the Joseph A. Ghiz Memorial Park and commemorative garden were created through the efforts of volunteer organizations and service groups such as the International Daughters of the Empire (IODE). The local Kiwanis Club, in cooperation with surrounding neighbours, redeveloped Rochford Square into a Victorian-style garden now popular with tourists and wedding photographers.



Several projects are currently proposed or underway to address gaps and to enhance existing parks. These include:

- The Harbourfront Plan
- The Upton Farmlands development
- The Experimental Farm (Ravenwood)
- The UPEI Campus Master Plan
- Additions to Joseph A. Ghiz Memorial Park and Orlebar Park
- Two potential park properties at Andrew's Pond and on a portion of the Sturtz property near Stockman Park.

Charlottetown is a showcase of national quality waterfront redevelopment, as evidenced by the Confederation Landing Park, which was developed through a national design competition in 1993. The Charlottetown Area Development Corporation (CADC) built the waterfront boardwalk pursuant to this plan and is currently pursuing the comprehensive Harbourfront Plan depicted in **Figure 2.1**.

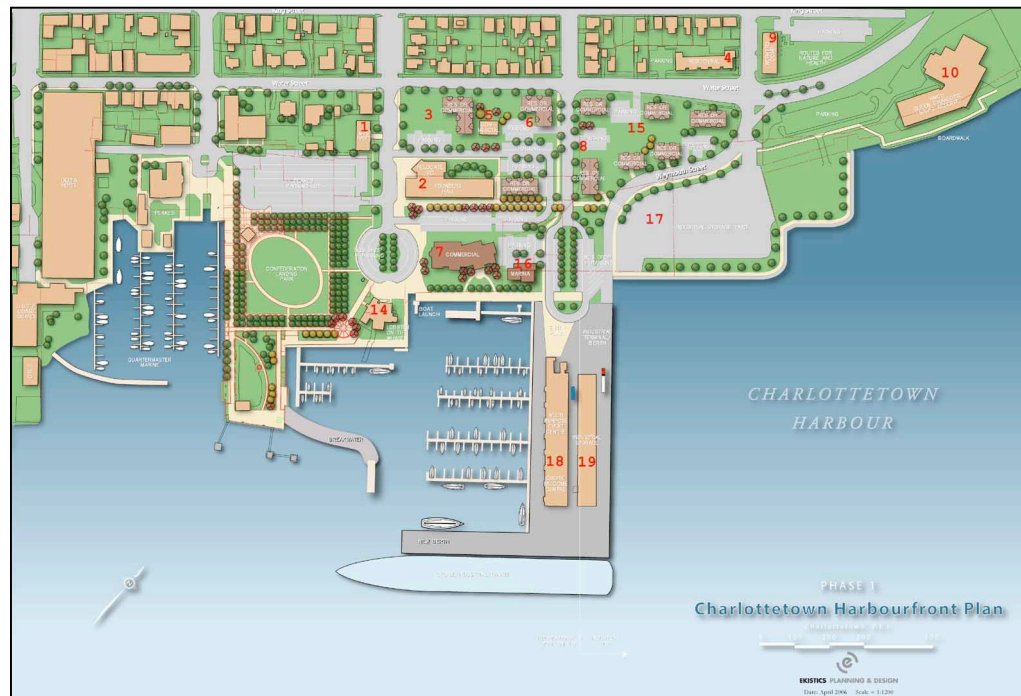


Figure 2.1: Charlottetown Harbourfront Plan, Phase I, 2006

As the downtown waterfront parks are the focus of civic and tourism activities in Charlottetown, one of these parks should include a very high-quality playground with innovative equipment. The most suitable location for this playground would be at the old marina site, as it could be linked thematically and physically to

Confederation Landing and the cruise ship terminal, marina, and boat park (as shown in **Figure H-1** in **Appendix H**). The design and building of this waterfront playground should be considered for Phase II of the Charlottetown Harbourfront Plan.

An additional key property with considerable potential to augment the City's parks and open space systems is Upton Farmlands. Located at the western entrance of the TransCanada Highway to the City of Charlottetown, the 247.65-acre Upton Farmlands was originally part of Agriculture Agri-Food Canada's (AAFC) agricultural research facilities. It was declared surplus to AAFC's needs in 2001 and subsequently handed over to Canada Lands Company CLC Limited (CLC) for disposition. Currently, the property is vacant and zoned Comprehensive Development Area (CDA). The future redevelopment of the property is being managed through a public consultation process under the auspices of CLC. CLC's citizen based Upton Advisory Group defined a vision for the future of the Upton Farmlands as:

The Upton Farmlands will be a dynamic community within the City of Charlottetown, where people live, work, play and learn. By promoting sustainability, encouraging diversity and enhancing adaptability, the Upton Farmlands will embrace the future, while remaining true to the qualities and values of its heritage and landscape. Upton Farmlands will be an inspiration and a catalyst for development 100 years into the future.

The Advisory Group also prepared the following Guiding Principles for the Upton Farmlands Development:

1. Protect and enhance unique aspects of the site
2. Stewardship of the ecosystem
3. A sense of community
4. Quality in design and development
5. Economic viability and vitality
6. Building and housing diversity
7. Cultural diversity
8. Liveable and interconnected community

CLC's proposal for the Phase 1 redevelopment of the Upton Farm property is a 250-400-unit mixed density residential development that incorporates approximately 17 per cent open space consisting of a public waterfront park, a trail entrance along the TransCanada Highway, and a town square park (**Figure 2.2**).

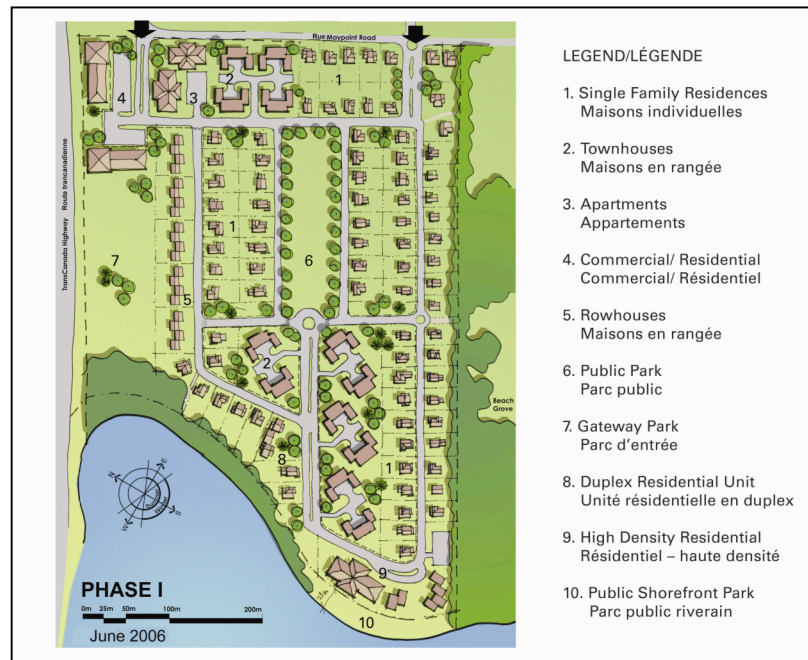


Figure 2.2: Proposed Upton Farms Master Plan, 2006

The Upton Farmlands property is currently under active development by CLC. Several groups and citizens alike have voiced strong opinions against the CLC's redevelopment proposal. A key criticism was that Upton Farmlands currently provides a typical, picturesque PEI landscape image at the major entrance to the Provincial capital, and some fear that the new development will compromise this image.

There is potential in the Phase II development north of the Trans Canada Highway for a large forest park that could encompass the large wooded areas on the property and a portion of the land going down to the waterfront (as shown in **Figure H-3** in **Appendix H**). This forest parkland addition may appease those with reservations about the redevelopment of the Upton Farmlands property. Phase II planning should also include Active Street access.

Another property with significant recreation and civic potential is the Experimental Farm property. No specific redevelopment proposal has surfaced from its current owners, although several concepts and ideas have been circulated. The most notable is the "Ravenwood" concept plan prepared by CADC in partnership with the Friends of the Farm and various groups citing the strategic importance of the property for recreation infrastructure such as stadiums and sports fields (**Figure 2.3**).



Figure 2.3: Ravenwood Concept Plan for the Agriculture Canada Experimental Farm

A further key area of recreation potential is the University of Prince Edward Island campus, which is generally between University Avenue and Mount Edward Road immediately to the north of the downtown. The campus grounds offer many attractive open areas. The University has recently completed a Master Plan (**Figure 2.4**) recommending improved pedestrian access across University Avenue and enhanced connections to existing City park trail networks, particularly the Confederation Trail, which forms the eastern edge of the UPEI campus and connects the university with the downtown. The plan states, “Access to the trail should be improved to promote it as a direct, non-motorized route from the University to downtown, a route to the Charlottetown Mall or as a recreation corridor. Culverts that run parallel to the trail on either side collect water and foster naturalized vegetation buffers, but these culverts should be bridged at key locations to facilitate pedestrian access. Bicycle racks, shade pavilions and campus signage should be located at key points of entry into the University from the trail.”



Figure 2.4: UPEI Master Plan, 2005

There is potential for parkland additions to Joseph A. Ghiz Memorial Park and Orlebar Park. Imperial Oil owns 3.81 acres of vacant land adjacent to Joseph A. Ghiz Memorial Park. This represents a potential future parkland development if Imperial Oil is interested in deeding these parcels to the City. The property would require a similar remediation process and requirements as to what was completed at Confederation Landing. Orlebar Park has potential for a five-acre addition that would provide space for a multi-purpose field, a 300-metre track, and parking. Remediation may be required on part of the potential addition. These proposed amenities would supplement the proposed playground and Sportsfield for young children and the existing soccer field located on the current property.

Two properties could be developed as passive parks. One is a portion of private property near Stockman Park in West Royalty. The property could meet an identified need for an active transportation connector between Route 2 and the neighbourhood's park and trail system. In addition, the current property owners of Andrew's Pond are interested in a lease agreement with the City to manage part of their land as parkland and a nature reserve. The ponds form the largest body of freshwater in the city, and the dam (circa 1790) is one of the city's oldest historic sites. The area has excellent recreation potential, as it is one of the City's prettiest natural areas. The proposed lease agreement states that 14.62 acres of the property would be accessible to the public. This would include the upper pond, the lower pond, the sluice system portion of the dam, and the land to the west of the watercourse. The park would be named Andrew's Park.

Several other areas that provide significant recreation opportunities cannot currently be made parks because the properties are owned and/or managed by other organizations. Parks and Recreation should continue to monitor these sites to determine if the City should take responsibility in the event the owners/managers change or decide to decommission the sites.

Three inactive cemeteries with potential for heritage green spaces are clear examples: the Protestant Cemetery on University Avenue, the Roman Catholic Cemetery on St. Peters Road by David MacAusland Park, and the Roman Catholic Cemetery off Birchwood by the funeral home. Most notable of these is The Old Protestant Burying Grounds (Elm Avenue Cemetery), said by some to contain more history per square foot than any other part of PEI. One of Prince Edward Island's oldest and most historic cemeteries, it is located on the old "Elm Avenue" portion of University Avenue in downtown Charlottetown. It has been the site of burials of many faiths, and the final resting place of many prominent PEI citizens. Throughout much of its history, it has been plagued by poor maintenance, and a major effort is currently being made to fully restore the site with continuing upkeep to preserve the cemetery for the future.

These cemeteries are not under the mandate of Parks and Recreation, but Parks and Recreation still has a role to play in determining their appropriate uses and management. Parks and Recreation should collaborate with heritage staff in the Planning and Development Department to ensure these cemeteries are serving recreational needs while preserving their heritage attributes. Other sites of recreational interest (as shown in **Figure C-1** in **Appendix C**) that deserve some degree of awareness by Parks and Recreation includes, but is not limited to:

- Community Centres
- Winsloe Lion's Hall
- Civic Centre
- Charlottetown Driving Park
- Human Society Dog Park
- Queen Elizabeth Hospital Grounds
- UPEI Fields
- Reservoir
- Lieutenant Governor's Property
- Ardgowan National Historic Site
- Prince Edward House Gardens
- Founder's Hall
- Province House
- Cruise Ship Terminal.

There are several public and private gardens in Charlottetown that should be noted as they draw high numbers of both locals and tourists. These include the gardens at Province House, the Lieutenant Governor's Property, Confederation Landing, Ardgowan National Historic Site, Rochford Square, Prince Edward House, and Beaconsfield.

## 3.0 THE CHARLOTTETOWN COMMUNITY

### 3.1 THE EXISTING COMMUNITY

The City of Charlottetown is the capital and largest municipal unit in the Province of PEI. According to the City of Charlottetown Web site, the original city was incorporated in 1855. The present city was incorporated in 1995 following amalgamation with Sherwood, Parkdale, Hillsborough Park, East Royalty, West Royalty, and Winsloe.

According to the 2001 Census of Canada, which is the most recent Census for which detailed data have been made available for analysis, the population of the City of Charlottetown was 32,245. The Charlottetown Census Agglomeration or CA had a population of 58,358. The CA encompasses the communities that surround the city and whose residents regularly interact with the city. Many of them work in Charlottetown and many more go to the city for shopping, entertainment, and recreation. The CA includes all of the Towns of Stratford and Cornwall as well as additional unorganized lands around the two towns and to the north of the city to the Gulf of St. Lawrence (**Figure 3.1**). The City of Charlottetown accounts for nearly one-quarter of the population of PEI (23.8 per cent). The CA population constitutes 43.1 per cent of the province's residents.

Charlottetown is rich in history and culture, celebrating its status as the "Birthplace of Confederation" in many ways. It has an extensive and distinct architectural heritage that contributes greatly to the economy of the City and the quality of life of its residents and visitors. The City has identified individual heritage buildings and places throughout the City as well as a heritage area located in the downtown core. These resources are protected and managed through heritage designation. Considerable community pride has developed and grown because of the physical improvements made to many heritage properties over the years, strengthening the idea that Charlottetown's heritage resources are precious and of irreplaceable value to the community.

Charlottetown has a diversified economy offering work in manufacturing and construction, and business service occupations. As the Provincial capital and the site of UPEI and Holland College, it is not surprising to find a disproportionate number of employees engaged in non-business services such as government and education.

Charlottetown is less ethnically diverse than most of Canada. Only 4.6 per cent of City Charlottetown residents were born outside of Canada as opposed to 18.3 per cent of all Canadians. Nearly 95 per cent of the population in Charlottetown (94.8 per cent) speaks English only versus 65.1 per cent in the nation as a whole. Statistics for

the wider CA suggest slightly less ethnic and linguistic variety (3.8 per cent foreign born and 95.4 per cent speaking English only).

The age profile of population in the Charlottetown CA is similar to Canada as a whole. Charlottetown has a slightly higher proportion of seniors (15.1 per cent over 65) than in the entire country (14.6 per cent) and, therefore, proportionately, slightly less children (0 to 19 years) and working adults (20 to 64 years). The City, on the other hand, has a significantly higher share of seniors (19.2 per cent), slightly less working age adults (59.5 in the city versus 60.6 per cent in the CA), and considerably fewer children (21.2 per cent in the city versus 24.8 per cent in the CA). The median age of the population in the City Charlottetown is 38.8 years versus 37.6 years for Canada, although the median for the CA is slightly below Canada at 37.5 years.

In addition and partly because of the older age of residents, the CA has somewhat more women as a percentage of total population (52.5 per cent) relative to Canada (52.0 per cent). The city, though, has a higher proportion of women (54.2 per cent). This reflects the economic opportunities in the city with the university and government.

The city lost a small number of residents between the 1996 and 2001 Censuses, dropping from 32,531 to 32,245 people (-0.9 per cent). The Charlottetown CA, by contrast, grew from 57,224 people to 58,358 (2.0 per cent). Canada as a whole grew by 4.0 per cent with major cities and much of Central and Western Canada growing far faster than that.

### 3.2 THE FUTURE OF CHARLOTTETOWN

Population change in any area is a function of births and deaths in the resident population and the net effect of in-migration and out-migration. In other words, population change is determined by natural increase (the net result of births and deaths) and net migration (in-migration minus out-migration) or:

$$P_{t+n} = P_t + N + M$$

Where

$P_{t+n}$  = population *n* years in the future

$P_t$  = current population

$N$  = natural increase

$M$  = net migration



A standard model, called the cohort-survival method, is used by demographers to calculate natural increase. In conjunction with actual population data from two time periods, it can also be used to develop estimates of net migration by means of another standard technique called the residual method.

For this assignment, EDM applied a spreadsheet-based cohort-survival model incorporating the residual method. The particular model employed is capable of simultaneously applying this method to multiple areas comprising a region to produce coordinated projections. This capacity allowed the consulting team to assess shifting population within the region and its changing composition (i.e., mix of gender and age groups).

The model requires population figures for comparable areas at two points in time. This is a challenge when dealing with areas within a municipal unit (i.e., a Census Subdivision) because the Census does not provide data for consistent sub-areas (i.e., Census Enumeration Areas and Dissemination Areas) from one Census to the next. We were however able to develop four reasonably consistent areas within Charlottetown to allow us to prepare projections for the following seven component sub-areas of the Charlottetown CA shown on **Figure 3.1**:

- *Charlottetown Downtown* – Most of Wards 1, 3, and 4, as well as the southwestern portion of Ward 2 (the historic City of Charlottetown)
- *Central Charlottetown* – Most of Wards 2 and 6, all of Ward 5, the core portion of Ward 2, and two small portions of Ward 3 where it abuts Ward 5 (primarily the former Community of Sherwood, Town of Parkdale, and Hillsborough Park)
- *Charlottetown East* – Nearly all of Ward 9, all of Ward 10, and the northeastern portion of Ward 2 (primarily the former Community of East Royalty)
- *Charlottetown West* – All of Wards 7 and 8 (the former Communities of West Royalty and Winsloe)
- *Southeast CA* – the Town of Stratford and other areas of the CA east of the Hillsborough River
- *North CA* – areas of the CA north of the City of Charlottetown between the Hillsborough and North Rivers
- *Southwest CA* – the Town of Cornwall and other areas of the CA west of the North River

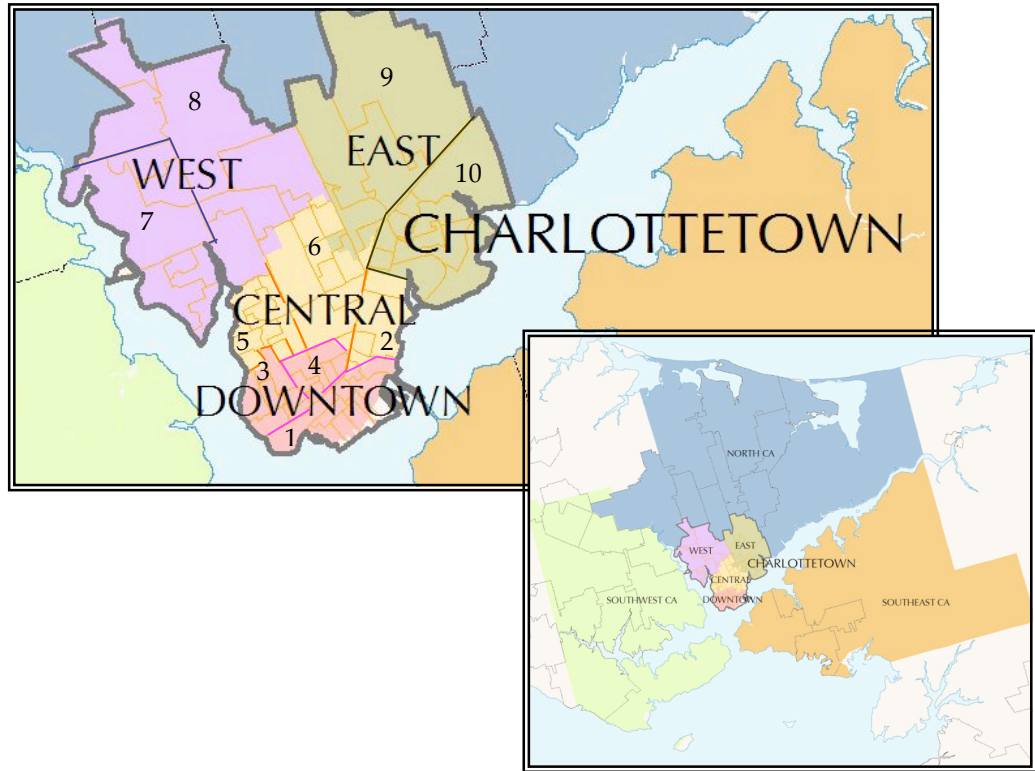
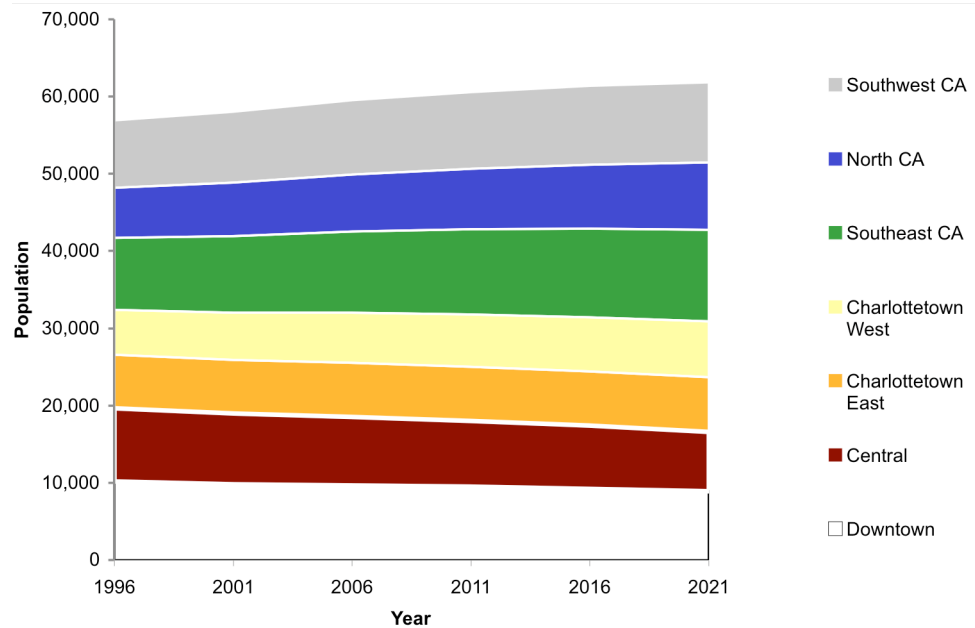


Figure 3.1: Charlottetown Census Agglomeration (CA), 2001

The resulting projections are summarized in **Appendix D** for each of the areas below plus the City of Charlottetown and the CA. Overall projections suggest moderate growth in the Charlottetown CA. Based on experience in the Census period from 1996 to 2001 the CA is growing by about 0.4 per cent annually. Population is decreasing in the two central areas of the region: the Downtown and Central Charlottetown. The balance of the areas defined for this analysis, by contrast, are all expected to continue to gain population with the areas farthest from the centre of the region likely to experience the greatest increases. As a consequence, the population of the City of Charlottetown seems likely to fall by about 1,500 people and its share of the region's population is projected to decline from nearly 57 per cent to exactly 50 per cent by the end of our projection period in 2021 (see **Table 3.1** and accompanying figure).

The rate of increase in the overall CA can be expected to decline in the future, as reproduction declines in the aging population. This trend is now, in fact, reaching a critical stage as the last Baby Boomers (i.e., those born between 1946 and 1966) move into their forties. This group generated an Echo Boom during their child-bearing years that is reflected in a bulge in the 2006 age-sex pyramid in the 15 to 19 and 20 to 24 age groups (i.e., those born between 1980 and 1990). A somewhat smaller bulge is

also apparent for the 10 to 14 year group but the following groups are significantly smaller reflecting the gradual decrease in the number of Baby Boomers of child-rearing age.



Area	1996	2001	2006	2011	2016	2021
Downtown	10,225	9,870	9,701	9,508	9,281	8,941
% Share of CA	18.0%	17.0%	16.3%	15.7%	15.1%	14.4%
Central	9,485	9,155	8,886	8,522	8,128	7,686
% Share of CA	16.7%	15.8%	14.9%	14.1%	13.2%	12.4%
Charlottetown East	6,905	6,915	6,969	7,022	7,064	7,090
% Share of CA	12.1%	11.9%	11.7%	11.6%	11.5%	11.5%
Charlottetown West	5,800	6,140	6,508	6,792	7,011	7,228
% Share of CA	10.2%	10.6%	10.9%	11.2%	11.4%	11.7%
Southeast CA	9,340	9,920	10,509	11,014	11,469	11,825
% Share of CA	16.4%	17.1%	17.6%	18.2%	18.7%	19.1%
North CA	6,505	6,930	7,388	7,800	8,265	8,720
% Share of CA	11.4%	11.9%	12.4%	12.9%	13.5%	14.1%
Southwest CA	8,675	9,145	9,614	9,945	10,212	10,404
% Share of CA	15.2%	15.7%	16.1%	16.4%	16.6%	16.8%
Charlottetown City	32,415	32,080	32,064	31,844	31,484	30,945
% Share of CA	56.9%	55.2%	53.8%	52.5%	51.3%	50.0%
Charlottetown CA	56,935	58,075	59,575	60,603	61,430	61,894
% Change		2.0%	2.6%	1.7%	1.4%	0.8%

Table 3.1: Population Change and Change in Population Distribution, Charlottetown CA, 1996-2021 (Projected)

The only means of countering this trend is through increased in-migration. Charlottetown is attracting a net influx of residents; however, not in the critical family forming age groups. As illustrated in **Figure 3.2**, the bulk of in migrants to the Charlottetown area is over 35. The area does attract positive numbers of women in their late teens and early twenties, presumably to the university and support positions with government and business services. However, this inflow is more than countered by outflows of males in the same age groups and a large outflow of both males and females in the 25 to 29 year age cohort (taking with them significant numbers of very young children in the 0 to 4 year age group). This out-migration is probably explained by better opportunities in larger centres such as Halifax or Toronto, and in Western Canada.

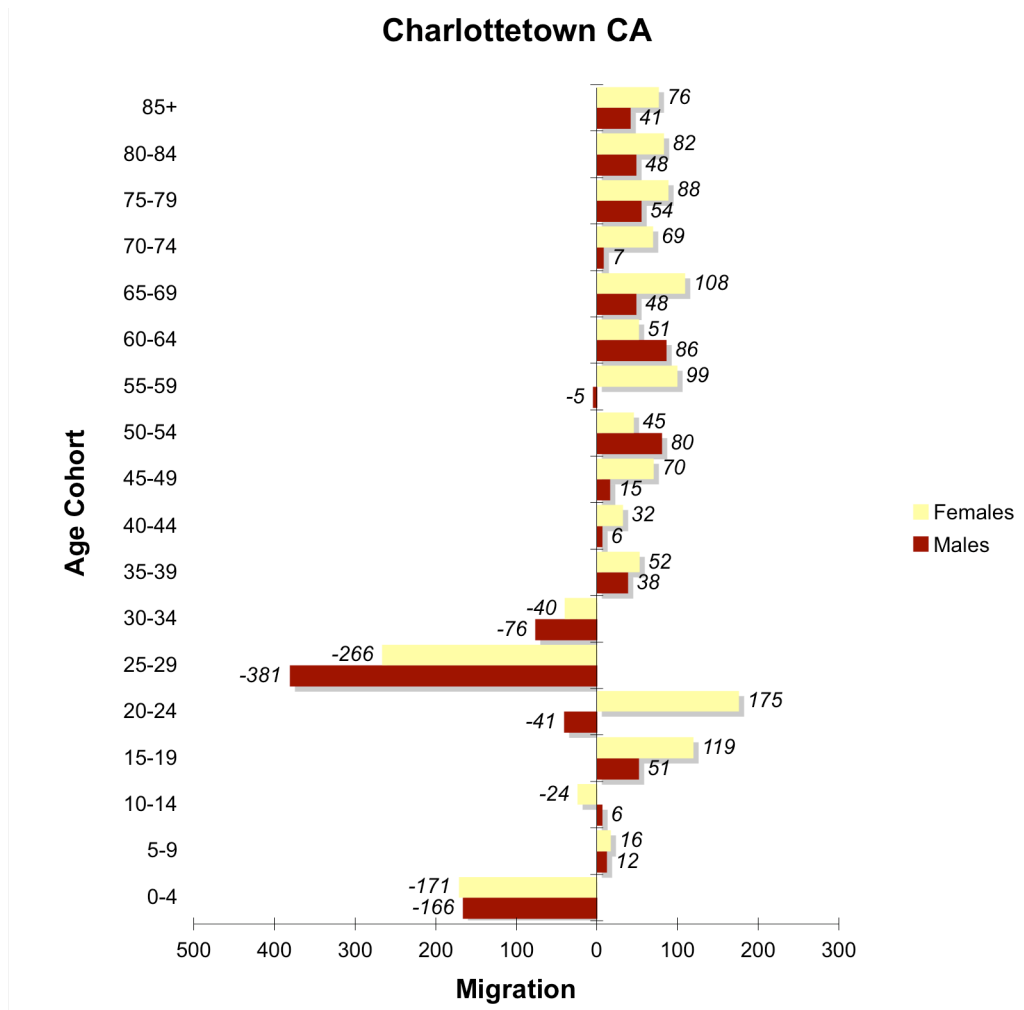


Figure 3.2: In and Out Migration, Charlottetown CA, 1996-2001

Somewhat surprising, given the relative lack of ethnic diversity in Charlottetown, is the fact that inter-provincial and international migration is a significant factor in overall migration to the area. According to 2001 Census data (i.e., separate from our modeling results), over 10 per cent of City of Charlottetown residents (10.9 per cent) lived in another province or territory, or another country five years before the Census was taken, whereas less than 7 per cent (6.7 per cent) made such a move.

Retaining immigrants appears, however, to be an issue for Charlottetown and PEI as a whole. It was addressed in a recent study that acknowledged that foreign-born immigrants are particularly prone to leave after a short stay on the island.<sup>4</sup> While immigration issues are beyond the scope of this assignment, an effective recreation system is an attraction to potential residents and the social networks it can support are a factor in retaining such immigrants.

The overall consequence of the factors discussed is the dramatic aging of Charlottetown's population. Whereas children (0 to 19 years) outnumbered seniors (65 years and over) by 2:1 in the Charlottetown CA according to the 2001 Census, our model predicts that seniors will outnumber children by 1.2:1 by 2016. Within the limits of the City of Charlottetown, which now has 1.6 children for every senior citizen, the ratio will shift to 1.4 seniors for every child.

While recognizing that the aging of population will be a major consideration in public policy formulation across Canada, the tendency is stronger in Charlottetown than in most communities. Notwithstanding the greater concentration of seniors in the central part of the city, which is typical of most cities, one of the striking features of the Charlottetown CA is the presence of significant numbers of seniors in all parts of the area. As examination of the detailed summaries in **Appendix D** demonstrates, our model predicts that seniors will outnumber children in all areas of Charlottetown as well as the southwest portion of the CA by 2021. Only the North CA and Southwest CA will continue to have more children than senior residents and the margin in both areas will be very narrow in 15 years time.

### 3.3 RECREATION NEEDS

The connection between recreation activity and the age-sex composition of population is well recognized. While it is important to avoid stereotyping, women have a clear preference for certain activities relative to men. Typically, though not invariably, women prefer less competitive, frequently individual activities. Men tend to have a stronger preference for organized sports, frequently as members of teams.

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<sup>4</sup> Godfrey Baldacchino, *Coming to, and Settling on, Prince Edward Island: Stories and Voices – A Report on a Study of Recent Immigrants to PEI*, February 2006, p. 9.

The preferences of both genders, however, tend to change over the course of life. For the youngest members of the population, recreation activities are usually loosely organized and rarely competitive. Recreation is frequently undertaken at home until the age of five, although local playgrounds and parks are also important locations for play. As children grow up, they pursue more formalized recreation activities, often in team sports, a trend that peaks in the late teens.

From young adulthood the role of team sports normally declines and activities generally move from more aggressive, higher risk pursuits to more passive endeavors. In some respects, as people age their activities return to the pattern of the very young. They are less likely to participate in organized team sports, preferring pursuits that are individual or family-oriented, and often home-based.

The 2001 Statistics Canada Community Health Survey collected very useful data on preferred recreation activities by age and gender in Canada.<sup>5</sup> Their survey asked subjects what recreation activities they had participated in at least once during the preceding three months. **Table 3.2** summarizes the top twenty activities with the most participants, based on the percentage of people indicating they had participated in a particular activity within this time period. These percentages can be applied as probabilities to the current and future age-sex profile of the Charlottetown population to predict recreation interests.

According to the data presented, walking is the most popular activity for all age groups and both sexes (excepting boys 12 to 19 who narrowly prefer bicycling). It is followed immediately by similar, generally non-competitive activities (i.e., gardening, home exercise, bicycling, and swimming) that tend to be undertaken individually or in small groups and are often home-based. They are also normally inexpensive and convenient to pursue.

Another reason that these activities top the preference list is because they cross age and gender barriers, although walking and gardening tend to increase their adherents with age, while bicycling and swimming tend to lose popularity. When applied to the aging population of the Charlottetown CA, the participation rates shown in **Table 3.2** produce the activity profiles provided in **Table 3.3**. With population aging, recreation participation can be expected to fall off to a degree. The only activities showing substantial increases are walking and gardening. Home exercise, golfing, and exercise classes are the only others showing even moderate growth. The balance will likely lose participants with the most active and youth-

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<sup>5</sup> Christine Cameron and Stephanie Paolin, *Increasing Physical Activity: Trends for Planning Effective Communication*, Canadian Fitness and Lifestyle Institute, 2003 Physical Activity Monitor, see Tables on pp. 131-134.

oriented declining significantly. This, of course, assumes that current participation rates by age group will remain constant – an assumption that may not hold if residents decide to become more active and/or expand their recreation options.

Activity	12-19		20+		12-14	15-19	20-24	25-44	45-64	65+
	M	F	M	F						
Walking	48%	68%	59%	70%	58%	58%	61%	65%	68%	62%
Gardening	31%	21%	44%	38%	27%	26%	25%	42%	47%	35%
Home exercise	32%	34%	22%	26%	29%	35%	32%	25%	22%	20%
Bicycling	53%	38%	23%	15%	57%	39%	26%	24%	16%	6%
Swimming	41%	46%	18%	19%	53%	38%	27%	23%	15%	8%
Social dancing	22%	43%	14%	17%	32%	33%	32%	17%	13%	7%
Weight training	21%	15%	15%	9%	16%	30%	27%	15%	7%	2%
Golfing	19%	5%	17%	6%	12%	12%	13%	13%	11%	6%
Jogging, running	45%	42%	13%	8%	47%	42%	28%	14%	6%	1%
Fishing	16%	7%	13%	4%	14%	10%	10%	10%	8%	3%
Bowling	21%	21%	8%	7%	21%	20%	16%	9%	5%	5%
Exercise classes, aerobics	7%	15%	4%	10%	9%	12%	12%	9%	6%	4%
In-line skating	26%	26%	6%	4%	32%	23%	16%	6%	1%	0%
Skating	14%	13%	5%	4%	20%	11%	7%	7%	3%	1%
Baseball, softball	21%	13%	6%	2%	21%	15%	10%	6%	2%	0%
Hockey	22%	4%	7%	1%	15%	12%	9%	6%	2%	0%
Basketball	49%	34%	6%	2%	53%	35%	15%	5%	1%	0%
Downhill skiing	15%	11%	5%	3%	16%	11%	8%	5%	3%	1%
Tennis	13%	7%	4%	2%	12%	11%	8%	4%	2%	1%
Volleyball	23%	30%	4%	3%	36%	21%	9%	4%	1%	0%

Table 3.2: Per cent Participation, Top 20 Recreation Activities by Overall Rank, Canada, 2001

Nonetheless, the message concerning leading passive recreation options is clear. Activities like walking and gardening are currently the most popular forms of recreation across a broad range of age groups and their popularity is most likely to increase. It is, perhaps, too early to judge some other activities popular among young people like in-line skating as the lack of adult participation may well be a function of their relatively recent introduction. In future, as suggested above, today's teens and young adults may well sustain interest in their current pursuits, and in this context maintain demand for needed facilities. For walking, however, it is clear that demand will increase and, with it, the need for appropriate facilities.

A final argument in favour of facilities for walking, as well as for bicycling, jogging, and in-line skating is the potential to support "Active Transportation." Active Transportation can be defined as "any form of self-propelled (i.e., non-motorized) mode of transportation that uses human energy such as walking, cycling, inline skating, jogging, skiing, skateboarding and snowshoeing. These modes can utilize on and off-road facilities (e.g., sidewalks, bicycle lanes, multi-purpose trails) and may also be combined with public transit, especially for trips to and from work, shopping and entertainment areas, school and other community facilities like recreation centres

and libraries.”<sup>6</sup> Shifting from automobiles to these alternatives can reduce congestion on roads, reduce public and private expenditures on transportation, reduce pollution and greenhouse gas emissions, and improve public health.

Activity	2006	Per 1,000 Population	2016	Per 1,000 Population	% Change
Walking	34,402	577.46	36,242	589.97	5.35%
Gardening	20,563	345.16	21,688	353.05	5.47%
Home exercise	13,369	224.41	13,726	223.44	2.67%
Bicycling	11,797	198.02	11,499	187.18	-2.53%
Swimming	11,606	194.82	11,421	185.92	-1.60%
Social dancing	9,489	159.29	9,330	151.88	-1.68%
Weight training	6,688	112.27	6,309	102.71	-5.67%
Golfing	5,763	96.74	5,787	94.21	0.42%
Jogging, running	8,010	134.45	7,472	121.64	-6.72%
Fishing	4,433	74.41	4,379	71.28	-1.22%
Bowling	5,002	83.97	4,911	79.95	-1.83%
Exercise classes, aerobics	4,231	71.02	4,243	69.07	0.29%
In-line skating	3,974	66.70	3,647	59.37	-8.21%
Skating	3,198	53.68	3,074	50.03	-3.89%
Baseball, softball	3,101	52.05	2,880	46.88	-7.12%
Hockey	2,688	45.11	2,496	40.64	-7.12%
Basketball	5,063	84.98	4,633	75.42	-8.49%
Downhill skiing	2,769	46.48	2,656	43.23	-4.09%
Tennis	2,293	38.49	2,177	35.44	-5.06%
Volleyball	3,421	57.42	3,157	51.39	-7.71%

Table 3.3: Predicted Participation by Activity, Charlottetown CA, 2006-2016 (Projected)

Data is not readily available on modes of travel to work in the Charlottetown CA but is available for the Province of PEI. Statistics for PEI from the 2001 Census of Canada suggest, though, that the province lags behind the balance of Atlantic Canada in terms of the proportion of the labour force using alternative modes to get to work (Table 3.4). The table also illustrates that urban centres (the St. John’s, Halifax, and Saint John CMAs) tend to support alternative modes better than the wider provincial areas, which includes many rural communities where distances to work and availability of supporting infrastructure are limited. Charlottetown, in this context, would appear to have considerable potential. With relatively level terrain, a reasonably moderate climate for much of the year, and fairly short distances between residential neighbourhoods and employment areas, encouragement of Active Transportation modes is realistic. While not absolutely essential, effective open space and trails networks can be very beneficial to achieving Active Transportation objectives.

<sup>6</sup> SGE Acres Ltd., Marshall Macklin Monaghan and Go for Green, “HRM Active Transportation Plan Background Working Paper,” Executive Summary, August 2005.



	Canada		St. John's			Halifax		Saint John
		Nfld	CMA	PEI	NS	CMA	NB	CMA
<b>Trips to Work</b>								
Total - modes of transportation	13,450,855	176,660	75,740	58,060	373,045	170,215	303,595	53,045
Car, truck or van, as driver	9,929,470	134,940	58,515	47,530	280,365	115,830	241,570	40,570
Car, truck or van, as passenger	923,970	18,610	9,305	5,575	35,870	16,270	30,145	5,570
Public transit	1,406,585	3,080	2,095	135	18,020	16,905	5,320	2,270
Walked to work	881,085	14,595	4,500	3,710	30,860	17,520	20,230	3,670
Bicycle	162,910	260	110	260	2,270	1,560	1,430	215
Motorcycle	13,460	45	30	35	385	200	225	25
Taxicab	30,025	615	260	375	1,540	640	1,950	385
Other method	103,345	4,505	925	440	3,745	1,290	2,725	345
<b>Percentage Shares</b>								
Total - modes of transportation	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Car, truck or van, as driver	73.8%	76.4%	77.3%	81.9%	75.2%	68.0%	79.6%	76.5%
Car, truck or van, as passenger	6.9%	10.5%	12.3%	9.6%	9.6%	9.6%	9.9%	10.5%
Public transit	10.5%	1.7%	2.8%	0.2%	4.8%	9.9%	1.8%	4.3%
Walked to work	6.6%	8.3%	5.9%	6.4%	8.3%	10.3%	6.7%	6.9%
Bicycle	1.2%	0.1%	0.1%	0.4%	0.6%	0.9%	0.5%	0.4%
Motorcycle	0.1%	0.0%	0.0%	0.1%	0.1%	0.1%	0.1%	0.0%
Taxicab	0.2%	0.3%	0.3%	0.6%	0.4%	0.4%	0.6%	0.7%
Other method	0.8%	2.6%	1.2%	0.8%	1.0%	0.8%	0.9%	0.7%

Table 3.4: Modal Split, Canada, Atlantic Provinces, and Atlantic Provinces CMAs, 2001 Census

## 4.0 ISSUE IDENTIFICATION

### 4.1 STRATEGIC INTERVIEWING PROCESS

To develop our initial overview of concerns and aspirations for the parks and open space system in Charlottetown, we interviewed key City and Provincial staff, relevant landowners, and key public stakeholders concerning the current parks and open space system in Charlottetown and prospects for its enhancement. EDM developed a loose interview outline (**Appendix E**) to guide these inquiries. Interviews generally took 30 to 45 minutes each and emphasized identification by the responding stakeholders of key issues and valued features. Most interviews were conducted by telephone, although a small number were done face-to-face with City of Charlottetown staff.

We conducted interviews with 17 individuals from the following key interest groups:

- Charlottetown Planning & Development
- Downtown City Resident
- Tourism Charlottetown/ Charlottetown Capital Commission
- Canada Lands Company Limited
- Charlottetown Airport Authority
- Charlottetown Area Development Corporation
- Holland College (Sport and Leisure Management)
- Cycling PEI
- PEI Baseball/ Softball Association
- Friends of the Farm – Experimental Farm Property (Ravenwood)
- Boy Scouts of PEI
- Canada Mortgage & Housing Corporation (CMHC)
- Museum and Heritage PEI Foundation
- PEI – Canadian National Institute for the Blind
- PEI Department of Community and Cultural Affairs
- Greater Charlottetown Chamber of Commerce
- Tourism Industry Association of PEI
- Natural History Society of PEI

### 4.2 PARK SYSTEM FUNCTIONS

The functions that parks and open spaces can serve are many and varied. Parklands are often cited for their ability to contribute to the health and beauty of the urban ecosystem, improve the personal health and quality of life for residents, draw tourists, increase property values, attract businesses, and result in increased expenditure by tourists and local residents. The range of free ‘ecological services’ that a healthy park system can provide is substantial – contributing to ground water

recharge, flood control and storm water management, air and water pollution abatement, energy savings, and climate moderation (primarily due to vegetation and permeable groundcover). Local governments and residents would otherwise pay for these 'green infrastructure' costs.

The initial question in our interview outline (**Appendix E**) asked subjects what they considered the most important functions of the parkland system in Charlottetown. The majority of stakeholders interviewed made a clear distinction between active sport recreation for organized sports and passive recreation for quiet leisure and enjoyment. Most respondents emphasized the need to promote passive recreation as opposed to active recreation needs. Predominant themes included comments such as:

- "Parks as leisure space and a refuge of natural open space"
- "The beauty and relaxation afforded by the drive or walk home through Victoria Park makes me grateful every day"
- "Need to create more public natural areas"
- "Charlottetown needs more parks and probably more acreage, and it should use the acreage it has more effectively for passive opportunities"
- "Growing need for passive recreational opportunities"
- "There is a large and growing demographic in Charlottetown that will want and need more passive recreation ... we should focus on expanding the Routes for Nature and Health"
- "Parks are about the human experience and relationship to natural history"
- "Parkland helps to explain our connection to nature and the early settlement history of Charlottetown"

Few respondents opposed the promotion of active recreation activities in parkland. Most appreciate that sport venues are important for people to stay active and healthy. Several respondents, however, commented on the need to balance active and passive opportunities within parks and acknowledged that natural parkland can be planned to include some active sport infrastructure.

While most respondents acknowledged that sport fields could be used for passive purposes such as "walking the dog," others commented that there is an "imbalance in Charlottetown in favour of active recreation sports fields" and that sports get priority on shared grounds. One respondent was emphatic that "sport fields are not parks." In particular, several respondents felt that passive recreational opportunities in Victoria Park were being "eroded away in favour of active recreation and the organized sport community."

#### 4.3 PARK SYSTEM ADEQUACY

Respondents discussed park system adequacy in terms of recreational use, environmental quality, heritage and culture, and planning needs. Most respondents felt that Charlottetown's park system addresses recreational needs effectively. When pressed for details, however, many stated that there is not enough passive parkland. They suggested that Charlottetown needs more natural park areas and/or including additional natural park acreage. Many respondents suggested that while the quantity of parkland is sufficient, the quality of experience in many parks is lacking; and this has led to under-utilization of parkland. Furthermore, it was felt that the current level of tree maintenance by the City and the lack of reforestation in city parks such as Queen Elizabeth Park or a number of parks in the outlying suburbs is a threat to the future character and charm of the City. Some also felt that there is a need to develop and enhance the relationship between the parks and open spaces in Charlottetown and public buildings, heritage buildings, and historic sites. They also responded that the lack of short term and long term park planning objectives was a serious problem and that the City should consider coordinating its efforts with public institutions such as the university, CADC, and Tourism Charlottetown.

In response to a follow-up question on facilities needed to address specific deficiencies, several initiatives or projects were mentioned:

- Construction of more tot-lots, especially in older downtown neighbourhoods.
- Preparation of a Strategic Plan for the Charlottetown's original Four Squares that includes more programming, especially for performing arts, more ornamentation and historic statuary, more beautification via gardens and public art, and more historic interpretation and signage.
- Development of a purpose built outdoor festival and events venue.
- Development of a large-scale outdoor events venue with capacity for 15,000 to 20,000 people (3-5 acres)

Few respondents commented on active recreational sports needs. One exception was an observation that the ball diamond at Victoria Park is the only one of its type and quality in Charlottetown to serve the needs of 24 baseball and softball teams with a total user group base of nearly 300 participants (all over 15 years of age). Another respondent noted that they had personal experience with soccer groups and that these users expressed concern over the need for more soccer fields.

#### 4.4 DISTRIBUTION OF PARKLAND

All respondents felt that parkland is well distributed in the city in relation to current recreational needs. Many, however, had little first hand knowledge of the parkland in the city suburbs. Some respondents noted that it is more important to fairly distribute high amenity parks throughout the city than it is to create an abundance of smaller parks with fewer amenities. In this regard, many noted the popularity of Victoria Park and the Confederation Landing Park as examples of parks that are popular because of their high levels of amenity. Several respondents further observed that these “regional parks” serve not only the citizens of Charlottetown but also the residents of Cornwall and Stratford, and, to lesser degree, visitors from throughout PEI.

Many respondents referenced the accessibility of Victoria Park, although many also noted that Victoria Park requires better and more direct connection to downtown Charlottetown – specifically to the Confederation Landing waterfront park area.

Several respondents commented on the compactness of Charlottetown and its pedestrian friendly character, while acknowledging that both new and old areas of the city lack sidewalks and some parks are not accessible via sidewalks or trail systems.

#### 4.5 PARK SYSTEM PLANNING AND PRIORITIES

Many respondents expressed hopes that the current planning process will develop the rich legacy of parkland in Charlottetown, making the City more livable and “reinforcing its brand as a great Canadian city.” In more specific terms, many respondents expressed support for a linked system of parks tied into a city-wide network of bikeways and/or pedestrian trails. They also hope that the plan will identify areas for future parkland for the next generations of residents.

All interview respondents offered comments on needed improvements and enhancements to the park system, with the primary concern being Victoria Park. Many residents link Victoria Park with their image of the city and have strong opinions regarding its health and use. Respondents called for a more balanced approach to programming for both active and passive users, enhancement of the ecological system of the park, more signage and interpretation, and reconstruction of the former amphitheatre/band shell in a “careful and considerate manner.” Opinions were split on closure of the road to bicycles.

The second most often discussed property was the Experimental Farm (Ravenwood). Everyone who commented on the lands noted that the property is important to Charlottetown as a parkland recreational opportunity. Opinions on the future use of

the property were nevertheless mixed. Some emphasized the opportunity to develop major recreational facilities such as a multi-purpose centre or stadium with all recreational amenities in a single location. Alternate ideas included implementing the CADC's Experimental Farm (Ravenwood) plan for botanical gardens and interpretation of PEI's agricultural history.

The third most referenced site was the Upton Farm property. In general, people recognized this as an opportunity for a green gateway to the City, but there was widespread confusion over the plans to develop the property.

Other noteworthy comments included:

- Current soccer fields are heavily used, necessitating high levels of maintenance. The City needs to "build more fields or reduce the hours of use."
- Confederation Trail is not "park like" and is not adequately maintained to justify positioning it as a "major parkland attraction." The lack of amenity has given rise to some in Charlottetown that "safety is a concern." The trail needs more benches, interpretation, aesthetic vegetation, and tree planting. Most important, it needs additional direct connections to surrounding neighbourhoods and parks.
- Confederation Landing Park is stressed and continually compromised by excessive use for festivals and events. If the park is to continue to be heavily used in this way, it needs to be redesigned and finished with durable materials suited for a major outdoor venue.
- Water quality in the harbour surrounding Charlottetown is suitable for recreational swimming and boating. Several respondents stated that, "nothing in the existing parks system identifies or acknowledges the ocean or rivers that surround Charlottetown as a major recreational amenity." Specifically, Charlottetown has "no public boat launches, public mooring, or berthing wharves, and has no interpretation of the Hillsborough or North River."
- A plan has been prepared for development of the East Royalty landfill as a major park incorporating playing fields and walking

trails. Implementation of this plan should be a priority for the City.

- Queen Elizabeth Park needs to be reforested to be the next Victoria Park.
- Additional public art should be incorporated in municipal parks and open spaces.
- The character of Charlottetown is enhanced and its parks and open spaces are complemented by the abundance of privately owned and maintained trees and green space. It is important to maintain the pedestrian scale and forested canopy of the city and to encourage similar features in less established areas, such as the suburbs.

#### **4.6 ACTIVE TRANSPORTATION**

On August 7-8, 2006, Go for Green (Active Living and Environmental Solutions), a national not-for-profit, charitable organization that encourages and promotes active transportation as an alternative to our growing reliance on the automobile, conducted an Active Transportation Workshop for the City of Charlottetown. PEI Active Living hosted the workshop with support from the PEI Department of Community and Cultural Affairs, Sport and Recreation Branch. The two-day session was intended to introduce the Active Transportation concept to the community, and to work with interested elements within both government and the not-for-profit sector to determine whether further activity should be undertaken in this area.

##### **4.6.1 Active Transportation Quotient**

Go for Green developed the Active Transportation Quotient (ATQ) as a tool to assess the local context for active modes of transportation such as walking and cycling. The ATQ is derived through the use of Go for Green's ATQ Calculator, which poses 45 questions in 15 groups related to the institutional support for Active Transportation, and the walkability and bikeability of a community. There was a strongly perceived lack of institutional support for Active Transportation in all sectors in Charlottetown as municipal plans do not currently address AT issues, nor is there adequate staff or budgets to facilitate AT.

##### **4.6.2 Walkability**

Walkability refers to the feasibility of walking in and around a community. For the purposes of the ATQ, the walking environment includes sidewalks that border streets and roads; paths through urban parks; and walkways that link parts of the community including cul-de-sac paths or pedestrian bridges that overpass barriers

such as highways, railways, and streams. This latter type of walkway allows people to move from one part of town to another. A good walking environment, while primarily for utilitarian purposes, will also encourage recreational walking. The Go for Green ATQ assessment examined walkability in terms of:

- Planning, Design and Maintenance;
- Traffic and walking;
- Amenities and enhancements;
- Repair and maintenance; and
- Trails.

All workshop participants were generally positive in their opinion of Charlottetown's walkability, and rated the conditions of the city for walking as moderate. The groups noted that sidewalks and paths are generally kept clear of obstructions and drivers tend to respect walkers, but there is a significant lack of signage on trails.

#### **4.6.3 Bikeability**

Bikeability, as the word implies, simply refers to an assessment of the bicycle "friendliness" of transportation infrastructure in a community. Off-road bike paths often cannot transport users from home to their destination; requiring some of the trip to take place on the street. The Go for Green ATQ assessment examines bikeability in terms of:

- Off-road Bike Paths;
- Roads and Streets;
- Bike Parking and other facilities; and
- Repair and maintenance of bike paths.

Opinions concerning Charlottetown's bikeability were fairly negative. All three groups provided a maximum negative value in response to the questions: "Are there dedicated and identified on-road bike lanes" and "Do bike paths and bike lanes have clear signage and markers for direction and regulation." Workshop participants agreed that there are almost no special provisions made to encourage bicycle use in the community. Very limited bicycle parking facilities exist, there are no recommended bicycle routes, and there is no signage to remind motorists to anticipate bicycle use. The Confederation Trail was recognized as an excellent opportunity, and additional inter-connected routes are desirable. Improved signage both on the trail and on connecting roads was considered necessary to promote awareness and use.



## 5.0 PUBLIC CONSULTATION

### 5.1 PUBLIC OPEN HOUSE

EDM hosted a Public Open House at the Confederation Court Mall during the daytime on Tuesday, November 21, 2006. Over the course of the four-hour session, 65 to 100 people dropped in to talk directly to EDM planners and City staff about trails, neighborhood parks, outdoor sport venues, natural areas, and all parks related issues. The majority of participants represented a cross section of the population that was primarily educated, older, downtown residents. There was a lower participation level from younger adults and families in outlying neighborhoods.

EDM prepared display materials and summaries of information collected on demographics and projected recreational needs, existing parks and open space resources, and input from the strategic interviewing process. The display panels emphasized the importance of robust, formalized community involvement in the creation of a Parks Master Plan. Several large panels discussed the role of the Charlottetown Parks Master Plan in demonstrating a path of achievement and a vision built upon public process.

The information panels were intended to educate the public regarding the how an “ideal master plan” for Charlottetown could address, in part of in whole, the following elements:

- An inventory of natural, recreational, historical, and cultural resources
- A needs analysis
- An analysis of connectivity and gaps
- An analysis of the agency’s ability to carry out its mandate
- An implementation strategy (with dates), including a description of other park and recreation providers’ roles
- A budget for both capital and operating expenses
- A mechanism for annual evaluation of the plan

The panels were then divided into several main sections discussing the following:

- *Community Revitalization* – Parks can stem the downturn of a commercial area, support the stabilization of faltering neighbourhoods, and provide a landmark element and a point of pride for residents.
- *Community Engagement* – Parks support community engagement

by providing residents with a venue for participation in and attachment to their communities and neighbourhoods

- *Economic Development* – Parks provide positive economic benefits. They enhance property values, increase municipal revenue, bring in homebuyers and workers, attract retirees, and encourage expenditures by tourists and local recreationists. At the bottom line, parks are a good financial investment for a community.
- *Create Safer Neighbourhoods* – Green spaces also support frequent, casual contact among neighbours. This leads to the formation of neighbourhood social ties – the building blocks of strong, secure neighbourhoods where people tend to support, care about, and protect one another.
- *Green Infrastructure* – By planning and managing urban parks as components of an interconnected green space system, cities can reduce the costs of stormwater management, and air and water pollution abatement. They result in energy savings and climate moderation primarily due to vegetation and permeable groundcover. Parks can even help shape the urban form and reduce opposition to development, especially when planned in concert with other open spaces.
- *Help Children Learn* – Parks can motivate young people to learn through the natural environment, thereby bringing environmental education into the mainstream. The informal learning, non-formal programs, and formal instruction associated with parks can reinforce each other, enhancing academic achievement and a strong connection to their environment.
- *Improve Public Health* – Parks can also provide measurable health benefits, from providing direct contact with nature and a cleaner environment to opportunities for physical activity and social interaction. Because of the different ways that people experience parks, cities need to provide all types of parks, from neighbourhood facilities to large natural areas. In fact, many health benefits can be best achieved through small-scale, readily accessible sites.

- *Arts and Cultural Programs* – Urban parks have always been an important setting for arts and cultural programs. Two of the most important challenges facing performance groups are the need to develop new audiences, and the lack of suitable rehearsal and performance space. Parks can help with both of these challenges. Boundaries of age, ethnicity, and socioeconomic status are more easily bridged in informal outdoor spaces than in established venues such as symphony halls, opera houses, and theatres. Performances in parks can help artists reach new audiences and can help audiences experience new or unfamiliar artists or art forms.
- *Smart Growth* – City parks address the public need for open space and the role of open space in mitigating higher development density.

Participants were invited to provide input on the maps on display regarding the location of favorite or highly used parks, their personal residence, and places of work. This activity helped to determine preferred parks and the proximity of residences to places of recreation and work.

The public was also invited to place written comment cards on the wall for common display and feedback. Written comments included discussion of planning and management, protection and enhancement, addition and connectivity of properties, usage requirements, maintenance and access issues, and marketing. Comments are summarized below.

Planning and Management considerations were prevalent and included the following comments:

- “I live in Stratford. I would love to see a little integration with the Municipality on future development of the parks system.”
- “Walks through neighbourhoods can be part of walking path, does not always need to be a trail.”
- “Work with Prince Edward Home (Brighton Road) and Victoria Park to develop partnership and sharing opportunities.”
- “I loved the volunteer day in Victoria Park. People take ownership in the parks if they have the opportunity to participate in the ongoing care and development.”
- “We need a Citizen’s Committee for Victoria Park.”
- “A ‘Victoria Park Commission’ should include citizens to provide advice, guardianship and decision making.”



Figure 5.1: Public Open House and Workshops, November 2006

- “Need a better overall plan for Victoria Park with less pavement, chain link fences, and sports fields – naturalize the park.”
- “What happened to previous drawings and plans for Queen Elizabeth Park by Ernie Morello (5-year plan for developing the park)? Is the plan still viable?”
- “Require developers to provide and maintain a minimum of 3-5 meters of green space along the streets, to make for connections to parks that are more pleasant.”

Many participants stressed the importance of maintaining the quality of the environment. Several participants highlighted the necessity of protecting waterways and water vistas and funding enhancement and restoration activities. Maximizing water views was often included as a priority. Green space was a priority for the land between Beach Grove Trail and the May Point Development at Upton Farms. One participant suggested that the “Experimental Farm (Ravenwood) should be conserved as a green ‘working’ park with environmental education themes” and that the “ideas for landscaped pathways along waterfront and Riverside Drive should be revised.” Concern was expressed for the beech stand on the corner of bypass road and Brackley Point Road.

Several properties or trail extensions were noted for inclusion into the parks and open space system. These included the Experimental Farm (Ravenwood), the old quarry near the reservoirs on Mt. Edward Road, and development of a circular trail around the airport. The connectivity of parks and trails was often mentioned, both generally and in terms of specific desired connections. Specific connections included:

- “Build bridge across Ellen’s Creek from Highland View Park to Public Works Park”
- “Connect trail to Beach Grove area trails”
- “The old bridge across Hillsborough River – connect bikers and walkers for a unique water recreation experience”
- “Make the Vista Street connection to Waterview Heights”

A wide range of comments addressed the use of parks. A few participants commented on the need to “maintain Victoria Park as a natural space for those ... who choose unstructured recreation” and to “stop expansion of tennis, baseball, and national events in Victoria Park.” Victoria Park was often mentioned in terms of its accessibility and amenities for families and children – toys, pool, playground, water access, skateboarding facilities. However, it was noted that the monkey bars have safety and maintenance issues. The Experimental Farm (Ravenwood) was noted as a desirable place for a park with a wading pool, lawn bowling, and activities suitable for children.

Active Transportation issues related to cycling were a hot topic, with participants noting a need for “designated safe bike routes throughout the City to places of special interest” and “cycle routes along low volume streets to get access to trails.” Attendees also requested “marked trails and more loops to connect present Routes for Nature and Health to the Confederation Trail” and a “dedicated bike trail along the water in Victoria Park.” Participants highlighted that the trails themselves are not sufficient to encourage cycling; maps and signage are also necessary. Additional desired amenities included a “location to launch small boats and kayaks” and “angled parking on Queen Elizabeth Drive/Brighton Road.” One participant noted the need for maintenance of existing soccer fields and development of new soccer fields, and suggested that the City work with schools and soccer clubs to do this.

Participants highlighted several specific maintenance, improvement, and access issues. One participant suggested that “trail maintenance would be improved by having a forester review trees and cutting those that are diseased and damaged,” while another noted that better maintenance was required in terms of “tree trimming and grass cutting.” Several safety concerns were mentioned, such as, “lots of broken glass on trail, sidewalks, and emergency lanes,” the need for “clearer definition of right of ways,” and concern around “designating city streets as part of the trail system” due to user conflicts. Other use-related challenges included winter access on the Beach Grove Trail and from Heritage Creek to Queen Elizabeth Park, a walkway or trail to the hospital, and the need to consider challenges for low-income residents to access parks outside of the city core. Additional park or trail specific comments included:

- *Confederation Trail* – signage, lighting, paving for increased use by additional user groups, improvements to gravel compaction from arterial highway to Sherwood Road, new surface from arterial highway to Royalty Junction, trail improvements between bypass and Royalty Junction Road.
- *Joseph A. Ghiz Memorial Park* – bike rack, wrought iron gazebo, security cameras for picnic shelter, and bypass crossing improvements.
- *Mt. Edward Road and Arterial Highway* – signage, lights, curb, cut-in for walk signal light
- *Upton Farms* – enforce dog owners to clean up after their dogs

The marketing approach for increased usage of the parks should include “creating atmosphere in each park” and “welcome signage on the Hillsborough Bridge archway.”

## 5.2 PUBLIC CHARRETTE

The input received during the daytime session was removed from the Confederation Mall and put on display during the Master Plan Charrette held during the evening of Tuesday, November 21, 2006, at the Rodd Charlottetown. Sue Hendricken made opening remarks at the Charrette session regarding the need for a Master Plan. Brian White and Margot Young of EDM followed with a presentation of research and consultation to date. Margot Young then facilitated a workshop in which participants discussed issues related to parks and open spaces in the City of Charlottetown, and gaps in current service delivery.

The nearly four-hour meeting gave approximately 40 participants an opportunity to influence the key parameters and priorities of the master planning process for parks and open spaces in the City. **Appendix F** provides a summary of notes taken during the presentations made by the citizen spokespersons from the various focus groups along with maps duplicating the mark-ups provided by six Charrette working groups divided to discuss the following subjects:

- *Sports Fields* – Participants recognized that Charlottetown is well supplied with sports fields. Some existing active parks were however identified as needing upgrades and the potential of Upton Farms as a location for new facilities was also recognized. Some participants asserted the need to upgrade Victoria Park but others considered it more desirable to move active facilities out of Victoria Park to emphasize and augment its role as the primary urban park for walkers and tourists.
- *Cycling* – Participants emphasized the need to connect existing trails thoroughly. They identified a need for corridors on the east and west sides of the city, parallel to the Confederation Trail. These corridors will facilitate bicycle travel from suburban areas of the city to the downtown. Within the downtown, participants noted the need for bicycle racks, traffic calming, and designated bike routes.
- *City Beautification and Tourism Events* – The group asserted the need to enhance entry points to the city including the planting of

trees at these points as well as on associated avenues such as North River Road and University Avenue.

- *Water Access* – Water access tied into trails development as the waterfront is an ideal location for trails and trails are a desirable means to access key waterfront locations such as Queen Elizabeth Park, Confederation Landing and Victoria Park.
- *Green Passive/Walking* – The group emphasized the need to preserve the key features of Victoria Park. Participants also emphasized the importance of maintain several existing open areas including the former landfill in East Royalty, the hospital grounds, and Upton Farms. They also asserted the need to divide pedestrian/recreation traffic from vehicular traffic in Victoria Park.
- *Nature* – The nature group discussion looked at issues more broadly. They suggested the importance of consolidating park uses in a central area, the importance of preserving the waterfront and riverbanks within the city.



## 6.0 CAMPAIGNS FOR PARK EXCELLENCE

Citizens in many Canadian cities would envy the excellent parks system in Charlottetown. For this reason, future decision-making will be more about enhancing the system and connecting it, rather than making wholesale changes. Developing a clear vision of the system will help officials to prioritize projects, allocate resources, and improve the use of parkland.

### 6.1 ASSESSING PARK EXCELLENCE

One measure of a city's greatness is its ability to provide recreation, natural beauty, and signature open spaces for its citizens. An excellent park system builds civic pride, increases tourism and economic investment, plays a vital role in the health of the urban ecosystem, and increases quality of life for urban residents. It provides a range of activities:

- Both short and long distance recreation loops
- Paved and flat trails for people with canes, wheelchairs, or strollers
- Naturalized trails and boardwalks where native flora can flourish and opportunities to learn about the environment abound
- Playfields and sports fields for informal and formalized games
- Places for large gatherings and concerts.

In an excellent park system, this wide range of activities is distributed equitably within the city, providing access for all residents, and connecting neighbourhoods, parks, and places of interest. Many excellent park systems are landscape-oriented – taking advantage of natural draws such as water, forested areas, and expansive views.

How does a city create and support an excellent park system? The Trust for Public Lands has been conducting research on this question for the last thirty years and has determined seven primary factors that lead to excellence. They are as follows:

1. A clear expression of purpose
2. An ongoing planning and community involvement process
3. Sufficient assets in land, staffing, and equipment to meet the system's goals
4. Equitable access
5. User satisfaction
6. Safety from crime and physical hazards
7. Benefits for the city beyond the boundaries of the parks.

Given this blueprint for excellence, Charlottetown is well on its way. Charlottetown has a clear mission statement and this Master Plan sets out initiatives to address public needs and desires with due recognition to established City policy and due recognition of the sound parks and open space system that the City has established.

## 6.2 6 CAMPAIGNS FOR PARK EXCELLENCE

The Master Plan vision for Charlottetown can be broken down into a series of initiatives that we refer to as 'six campaigns.' The campaigns, outlined below and depicted in **Figure G-1** in **Appendix G**, provide a focus for each recreational activity and desire in the community, giving each a primary point of interest and core project(s) to develop. They are as follows:

### *Campaign 1 – Showcase City Core Parks*

Charlottetown is a City important to the founding of a nation as well as being the seat of the provincial capital. As such, many of its downtown parks are important at a national and provincial level, and provide parkland for tourists, provincial residents, as well as the broader city. The cultural events hosted in Charlottetown reflect this broad role.

Themed and programmed for heritage and cultural events, Showcase City Core Parks are located in Charlottetown's historic core as shown in **Figure H-1** in **Appendix H**. They include the downtown waterfront parks, which are, and should remain the focus of civic and tourism activities in Charlottetown. This campaign sees the existing Confederation Landing enhanced by the adjacent new cruise ship terminal / marina / boat park, and a newly proposed waterfront playground park and public waterfront access. The waterfront parks should be thematically related, and physically linked by a boardwalk or other historically appropriate devices.

Showcase City Core Parks also includes the four heritage squares in historic old Charlottetown. These squares have long been a source of civic pride, and should be planted elaborately with art and heritage elements that simultaneously embrace neighbourhood needs. Also important to this campaign are the downtown historic streetscapes and several historic graveyards.

While the waterfront parks are the focus, this campaign recognizes that Confederation Landing is overused and too small for larger events. An important parks project will be to identify a location for events that exceed the capacity of the Confederation Landing, and also allow for multiple venues. The Experimental Farm is a strategically located parcel that offers this. Events should be compatible with the neighbouring residential properties. It also provides a key, central location, for a

passive park campaign such as Ravenwood, on a grand scale, aligned with the rising interest in walking, horticulture, and public gardens.

#### *Campaign 2 – First Class Sporting Venues*

The campaign for fields is to enhance the opportunities for tournament play in Charlottetown. In this campaign, each primary sport should have a focus location that is centrally located and provides for consolidated facilities with modern amenities such as parking, lighting, washroom facilities as shown in **Figure H-2** in **Appendix H**. These sporting venues are of city-wide interest and located on large properties separated from residential areas. At the same time, they are located near an active population base, and well connected to the existing road network and proposed Active Streets.

This campaign will address three primary centres for active recreation. For soccer, Winsloe Park, which has three fields, is established in the northeast of the city. A new soccer centre is proposed at Parkman Sportsfields in the east providing three additional fields. For softball and baseball, a new focus at Sherwood Industrial Park, near the by-pass intersection, and on the Confederation Trail will provide three regulation fields on a consolidated site with night lighting, parking, and other facilities.

First Class Sporting Fields also includes two additional tennis courts at Victoria Park to allow for tournament play. The skateboard and BMX agenda will also be met with an improved skate park in a suitable downtown location, such as off Grafton Street East, near Orlebar Park off the Confederation Trail, or near Joseph A. Ghiz Memorial Park.

Other fields in the City such as Central Field and MacRae will be recognized as First Class Sporting Venues and improved for programmed activities. As these new tournament areas are developed and enhanced, some existing fields can be decommissioned, such as two fields at Victoria Park and one field at Queen Elizabeth Park.

#### *Campaign 3 – Forest Parks*

The opportunity to commune with nature is a key aspect of the park experience. Forest parks are designed to provide access to and protect large wooded areas as shown in **Figure H-3** in **Appendix H**. They may also include other significant features such as wetlands, riverbanks, and waterfront.

The purpose of a Forest Park is to provide access to significant wooded areas in the urban setting. The opportunity is to experience a quiet walk or run in nature in a contemplative, quieter setting. The request landscape type is forest cover – to provide

a place to be within a forest canopy but one that also includes other landscape types such as clearings and wetlands. Forest parks may be important at a provincial or even a national level, particularly if they preserve valued wildlife habitat. Forest Parks should have the potential for effective restoration where needed, such as on lands that have never been farmed (resulting in a seed bank that still has a large capacity for regeneration). Forest Parks may also provide appropriate access to and protection of other high quality natural resources such as wetlands, riverbanks, and water frontage, however, the key distinguishing aspect is the forest. Forest Parks usually encompass larger land areas and are connected to Routes for Nature and Health and the Active Streets system. Amenities in Forest Parks are primarily limited to benches, signage, and trails.

Victoria Park is the premier Forest Park in Charlottetown, given the wonderful existing forest stands, the success of the reforestation program there, and the parks wonderful waterfront location. Other larger parkland areas proposed to provide a sustainable canopy are Acadian Drive Forest Park, Beach Grove Forest Park, and the Upton Farms Forest Park.

#### *Campaign 4 – Green Infrastructure*

A campaign to protect the major headwater streams is proposed as shown in **Figure G-2** in **Appendix G**. In some locations, there is opportunity for human access and trails to enjoy these wonderful riparian locations. Even in areas without access, these linear buffer zones are critical for water quality and habitat. Many excellent properties have been acquired by the City, and a long-term goal of completing these linear natural areas will ensure connectivity for humans, fauna, and flora.

#### *Campaign 5 – Neighbourhood and District Parks*

The campaign for neighbourhood and district parks is to broaden their appeal and to provide appropriate amenities as shown in **Figures H-4 and H-5** in **Appendix H**. Neighborhood Parks, which are to be located within a five-minute walk from home, focus on providing recreational amenities for the very young and the elderly, as these two populations are the least mobile. Some areas of Charlottetown have more than one neighbourhood park. In locations that are over-served, there is an opportunity to offer more variety in the parks so that they appeal to more people. For example, where two nearby parks with playgrounds exist, replacing one playground with plantings, benches, and other park amenities might provide a better balance to meet overall neighborhood needs, particularly as the age composition of the population shifts.

District Parks are generally provided throughout the city, and offer great opportunities for informal Frisbee tossing and casual ball games. While some district parks can include programmed fields, their focus should always be on uses with

broad public appeal. District Parks may be suitable for activities such as swimming, horticulture, rock climbing, extra large playgrounds, and waterfront access. Provision in association with elementary schools rationalizes spending and makes good ongoing operational sense. The majority of homes in Charlottetown should be within a fifteen-minute walk of a District Park, and should be well connected to at least one District Park via designated Active Streets.

#### *Campaign 6 – Connections*

Linking parks to each other and to city neighbourhoods will allow residents to be physically active from the moment they leave their homes as shown in **Figures H-7 and H-8 in Appendix H**. Charlottetown currently benefits from a wonderful network of existing and proposed trails, built under the Routes for Nature and Health program. Continuing this program, and expanding it to include east-west connections, and improve utilization of the Confederation Trail is central to this campaign.

The middle portion of the Confederation Trail within the city – through the UPEI Campus, and spanning between the Sherwood Industrial Park Development and the Experimental Farm (Ravenwood) on Kirkwood Street – is proposed to become the focus of wheeled activity. This section of the trail should be widened and paved to facilitate its use by non-motorized wheeled vehicles. Important to this campaign is access to the Confederation Trail from downtown, as well as to increased public awareness of trail entrance points.

A new initiative and a major aspect of this campaign is the development of an Active Streets network. Located primarily on city streets, these streets will include highly visible signage and designated bicycle lanes and widened sidewalks. Active Streets complement and expand the network of trails and walkways, and should provide planting, benches and other pedestrian amenities.

Other trails used more for recreation than commuting include the wide network of Routes for Nature and Health trails along the waterfront, wetlands, and wooded areas. These trails are appropriately surfaced so that they are permeable and provide a more naturalized setting in the urban environment.

Important to all streets, but in particular the primary entrance streets to the City is a planned program of planting and beautification.

### **6.1 PUBLIC OPEN HOUSE AND STRATEGY PRESENTATION**

EDM hosted a Public Open House at the Rodd Charlottetown Hotel during the afternoon and evening of Tuesday, May 22, 2007. Over the course of the four-hour

open house, approximately 35 people dropped in to view the 'six campaigns,' and to talk directly to EDM planners and City of Charlottetown staff. Later in the evening, approximately 40 people, many of whom had not attended the Open House, attended the EDM presentation and participated in informal discussions.

EDM prepared display panels that presented the role and purpose of each campaign and included a map highlighting which Charlottetown parks fit within each campaign. One panel displayed the final overall Master Plan, incorporating all six campaigns on one map. Participants were invited to provide input on the campaigns through discussion with EDM and City staff, or through written comments placed on the wall for common display and feedback. Written comments included points relating to active transportation and downtown connectivity; major field consolidation; needs of the skateboard/BMX community; the Experimental Farm, Upton Farms, and Victoria Park; beautification and green infrastructure; the importance of visible heritage, and the Master Plan in general. Both verbal and written comments are summarized below.

Active Transportation and increased downtown connectivity considerations were prevalent and included comments concerning biking, such as the need for bike lanes and bike racks, helmet regulation and enforcement, a driver's education and awareness program, and a focus on University Avenue. Connectivity comments focused on directing people to the waterfront boardwalks, and connecting people from the boardwalks to the Confederation Trail.

Many comments related to active recreation opportunities, with several attendees voicing support for the sport venue consolidation. Requests for the relocated skate park/BMX park included that it be in close proximity to downtown (i.e. Joseph A. Ghiz Memorial Park or Orlebar Park), be well-lit to allow for evening use, and include input and involvement from all potential users (BMXers, roller bladers, skateboarders) in the design of the skatepark/BMX park. Some attendees also requested consideration of an indoor skatepark/BMX park.

Numerous comments addressed three prized parklands in Charlottetown -- the Experimental Farm (Ravenwood), Upton Farms, and Victoria Park. Residents near the Experimental Farm voiced their desire for continued green open space on the property and to be involved in discussions around the future uses on the site, and expressed concern about the marshland, potential berming, improper care of the land, and long-term marketed commitments. Other meeting participants thought there is large tourism potential for an extensive botanical garden. Comments related to Upton Farms included the preservation of green space on either side of the highway. Most attendees expressed support for the trend toward passive recreation in Victoria Park, and further, called for removal of the tennis courts. There were

conflicting opinions on whether or not to retain or relocate Memorial Field due to its heritage status. Some participants proposed that the closure of one lane in Victoria Park occurs initially on a trial basis.

Several attendees commented on the importance of green infrastructure, beautification, and heritage. Comments included the need for legislation regarding siltation and sedimentation in watercourses, zoning changes to retain greenspaces such as the Ducks Unlimited Wetland, a focus on University Avenue in terms of urban forestry and Active Transportation, and plaques explaining the history and importance of the historic squares.

Overall, the plan was well-received, with comments such as “the plan has wonderful vision,” “we hope Council follows through,” and “we are addressing a large number of needs in one document.”

## 7.0 MASTER PLAN RECOMMENDATIONS

This Parks and Open Space Master Plan is offered to guide the acquisition, maintenance and improvement of the park, trail, and open space systems within the City. It establishes the principles for operation consistent with Charlottetown's Parks and Recreation Department Mission Statement set out in **Section 1.1**. It also addresses the issues and opportunities identified in previous sections of this report. As such, it is prepared as a collection of recommendations and project briefs to guide Charlottetown Council and staff. The Operational Plan discussed in **Section 7.4** sets out actions for the initial implementation of this long-range plan.

### 7.1 IMPLEMENTING THE CAMPAIGNS

Our inventory of the current parks and open spaces in the City of Charlottetown does not show any striking gaps in terms of the amount of parkland. The city is well supplied with parks in quantities that generally exceed the standards adopted by typical Canadian municipalities, while falling somewhat short of the highest national standards. Furthermore, various projects currently under way or in the planning stages offer the opportunity to augment and enhance the supply of parks and open space.

The future adequacy of this supply also seems reasonably assured given the moderate growth of the city and surrounding region. Our estimation of future demand is based on current levels of physical activity in Canada. These levels of activity, however, are almost universally conceded to be inadequate.

Levels of participation in Charlottetown, furthermore, are significantly behind Canada as a whole. According to 2005 Statistics Canada data for the Queens Health District in which the Charlottetown CA is located, only 44.9 per cent of the population over 12 years is deemed to "physically active or moderately active" in comparison to 51.0 per cent for Canada as a whole (the remainder of the population in both cases are classed as "physically inactive").

The desire of the community for a greater variety of outdoor recreation options is an important step to addressing this public health issue. The provision of trails, in particular, is also beneficial to encourage Active Transportation, and to attract and support tourism. Most stakeholders consulted were conscious of the aging of the local population. Motivated by this awareness, most strongly support increased and enhanced passive recreation facilities to serve the community. In particular, it is reasonable to expect that the prominence of walking, which is already the most popular single form of physical exercise across Canada, is likely to rise in the city. This desire for a greater variety of recreation opportunities and for more



opportunities to walk and participate in active transportation are likely to be at the front of the public's recreation agenda in the upcoming years.

Deciding which parks should change to accommodate new uses, and which should not is an important question.

### 7.1.1 Park Classification System

A park classification system is a very useful decision making tool. The classification system allows Park managers to understand the role of each park within the overall system, and from that understanding make better decisions for on-going management based on the parks primary role. It is important to note that the classification should not be viewed as rigid or exclusive. For example, it is not inconsistent that a Forest Park might contain a playing field for recreational use; that said, it is unlikely the best location to put a new city-wide tournament field as this could potentially conflict with it's primary role, which is quiet and contemplative.

The Master Plan focuses on the distribution and classification of parks in relation to identified community needs and priorities. It seeks to address these needs and priorities in a coordinated fashion to minimize capital and operating costs, while maximizing benefits to users. The proposed park classification system should focus City resources by directing staff and funding to uses and amenities appropriate to the role and function of each park class. The roles and amenity levels that make up the classification system are recommendations based on inventory analysis, demographics analysis, and the analysis of recreational needs and popularity. They provide a framework for future decisions and are all subject to public input.

This classification system provides a continuum of use intensities within the park system. For example, neighbourhood parks may have different requirements for amenities such as benches, swing sets, or full playground equipment based on the proximity of similar parks nearby with the same amenities or based on the nearby demographics. This is especially important as the City of Charlottetown continues to assess aging equipment as part of the Playground Equipment Replacement Program. Each park, therefore, has two primary classifications, one pertaining to the *primary* role of the park and the second referring to the level of provided amenities.

Every park in Charlottetown falls within one of the classes listed in **Table 7.1**. Examples of parks appropriate to each class are provided in following report sections and **Figures H-1 to H-8 in Appendix H** illustrate the location of the parks in each class. **Appendix I** contains a full inventory of classified parks. The classification of each park is based on its size and location, its role and amenities, and the state or quality of the park environment to provide various ecological functions.

Park Class	Keywords
Showcase City Core Parks	Themed and programmed for heritage and cultural events. Located in downtown core. Suitable for civic events, crowds, and festivals.
First Class Sporting Venues	Highly used, centrally located recreation facilities of city-wide interest. Provide multiple fields for tournaments and other programming, along with washrooms and parking. Near an active population base, well connected to Active Streets and roadways. Located on large lands, separate from residential areas.
Forest Parks	Designed to provide access to and protection of large wooded areas, and may include other significant natural features – such as wetlands, riverbanks, and waterfront. Potential for effective restoration, as needed.
District Parks	Located within a fifteen minutes walk from the majority of homes in Charlottetown. Well connected to Active Streets. Often include active recreation fields. Must include street frontage.
Neighbourhood Parks	Located within a five-minute walk from the majority of homes in Charlottetown. Focused on amenities for very young and the elderly. High number of playgrounds. Must include street frontage.
Regional Parks	Provide opportunities for a one-hour walk in a natural setting. Cover very large land areas. None in Charlottetown but PEI National Park nearby.

Table 7.1: Proposed Park Classification System

*Showcase City Core Parks*

*Examples: Connaught, Hillsborough, Kings, and Rochford heritage squares, Confederation Landing, and the Experimental Farm (proposed) (Figure H-1 in Appendix H depicts all Showcase City Core Parks).*

Showcase City Core Parks are themed and programmed largely for heritage and cultural events. They are focused in the downtown area and provide open space for civic events and festivals. Showcase City Core Parks play an overarching civic role by virtue of their location and rich history. Downtown Charlottetown contains a large concentration of National Heritage Sites including Province House, St. Dunstan’s Basilica, Great George Street, the Hillsborough River, and Fort Amherst. However, the core Heritage District is diluted within the surrounding residential area, and requires further distinction and purpose. A signed ‘heritage walk’ incorporating the four heritage squares, Confederation Landing, and Victoria Park would help in creating a defined and distinct heritage area.

Further enhancement of the four squares should recognize both their heritage role and their neighborhood function as laid out by surveyor Samuel Holland in the late-1700s. The development of Rochford Square into a Victorian-style garden with pathways, flowerbeds, benches, and shrub beds provides a prime example of the ideal future for the remaining squares. The City should place plaques in each square to explain their history and landscape plans should be prepared with close consultation with the public. No plastic playgrounds should be located within these parks as playgrounds are better suited to school properties and neighborhood parks in Charlottetown.

Over time, other heritage properties may become available to the City. These include, for example, three pioneer cemeteries that are important to the history of the City. These properties should be added to the park inventory when they become available.

The Experimental Farm (Ravenwood) is classified as a City Core Park in the Master Plan. Given its central location next to the UPEI campus, and the distance to residential areas, the Experimental Farm (Ravenwood) is well suited to accommodating large public events. Additional uses include walking trails, botanical gardens, and interpretation of UPEI's agricultural history. This site is of interest to the city given its location and broad public support. Another potential location for a larger city core park is the former Imperial Oil site.

EDM adapted the Active Transportation Quotient (ATQ) concepts described in **Section 4.6.1** in a GIS model to identify the City Core of Charlottetown, based on primary destinations for both residents and tourists. **Appendix J** includes a list of the primary city core destinations used to define the city core and the focus of Active Streets and depicts an example of this pedestrian catchment model for Ardgowan National Historic Site. This area should be the focus for pedestrian realm amenities managed by the park's department, including benches, trees, plantings, etc.

Finally, the waterfront parks, adjacent to downtown, are important city core facilities. The opportunity to access the water is limited, and should be enhanced. Also missing is a waterfront playground or some other focus for younger age groups. All additions to the waterfront parks should maintain the waterfront theme and materials, and all waterfront park areas should continue to be linked by the boardwalk/trail system.

#### *First Class Sporting Venues*

*Examples: Winsloe Park, MacRae Drive Ballfield/Rink, Colonel Gray Sportsfield, Central Field, Sherwood Industrial Park Parkland (proposed), Parkman Sports fields (proposed) (Figure H-2 in Appendix H depicts all First Class Sporting Venues).*

The campaign for first class fields focus' on three locations for tournament play: Winsloe Park, Parkman Sports fields, and Sherwood Industrial Park. The two new facilities should be developed in consultation with the sporting interests. These high-use locations should provide multiple fields for tournaments and other programming, along with ample washroom and/or change room facilities. They should provide ample parking and be well connected to Active Streets and the current road system. All three locations are on lands not directly adjacent to residential uses, as they will often provide high levels of light and noise during use. First Class Sporting Venue locations were also chosen as they are on large properties

that are not ecologically significant, as the required facilities and related activities can have substantial impacts on the natural environment due to the high level of use.

Sherwood Industrial Park would be suitable as the major programmed recreation node in Charlottetown, pending further negotiation with the developer. Recreation development there could include three ballfields or an indoor soccer complex. If an indoor soccer complex is determined to be the best option for this location, the three ballfields could instead be located in Upton Farms, the Experimental Farm, or the Parkman Sports field location. Lands near Sherwood Industrial Park, north of Royalty Road would be an additional suitable location for sport venue development.

Other existing sport fields will continue to be used for programmed sport. These programmed fields include MacRae Drive Ballfield/Rink, Colonel Gray Sportsfield, and Central Field. Other, similarly programmed fields include the sports fields at the two high schools and junior high school. The city is encouraged to continue the relationships with the province for joint use of these facilities.

Some of the District parks also include sports fields, and these fields may be programmed during summer tournaments. However, the primary intent of these fields is that they are less programmed, offering opportunities for casual play by local residents, and therefore they are not considered city wide recreation facilities.

#### *Forest Parks*

*Examples of Forest Parks include Beach Grove, Victoria Park, Upton Farms Forest Park, and Acadian Drive Park (Figure H-3 in Appendix H depicts all Forest Parks).*

Victoria Park is proposed to be the premier forest park in the city. The steps to repositioning the park include: removing the inside lane of traffic on the circumferential street (on an initial trial basis); removing Kiwanis and City Diamond ball fields; relocating some festivals and events to the civic parks as well as to the Experimental Farm as it becomes available; and relocating the skateboard park.

Victoria Park illustrates the role and implementation of a dedicated Forest Park. Victoria Park is one of the best-loved and most heavily used parks in Charlottetown. It draws users from throughout the city and surrounding areas, and contributes to the local economy as a key attraction for tourists. It is the one of the few parks in the city with a significant healthy forest that has never been extensively logged or farmed. It is, therefore, critical to maintain the quality of the experience for park users from recreational, ecological, and social perspectives emphasizing passive uses and a more natural experience.

To fulfill this role, the City must restrict some uses and minimize the impact of permitted activities within Victoria Park. For example, several other less ecologically valuable locations are available for a skate park and ballfields. Some of these alternative lands already support activities that draw large crowds. These alternatives include the Sherwood Industrial Land park development, the Experimental Farm (Ravenwood), Upton Farms, the proposed extension to Joseph A. Ghiz Memorial Park. The ballfields should not be removed from Victoria Park, however, until new fields have been constructed and are fully accessible in the new location.

The inner automobile route in Victoria Park should be closed to motorists and restricted to use by bicyclists and joggers. This would make it part of the Active Transportation system, increase its safety for pedestrians and bicyclists, reduce automobile pollution within the park, and provide a more natural setting for park users. A one-way road would still be accessible to motorists, starting from the current pool and heading toward the Lieutenant Governor's House. The inner road closure could begin on a trial basis, for six months, for a season, or on one day of each week to assess its benefits for park users and implications for traffic flow.

Other forest parks should be developed throughout the city, at Beach Grove, Acadian Drive and Upton Farms. The only necessary element is an excellent trail system. A program for dog walking, and a location for off-lease dogs should be part of each forest park. Dedicated resources should be available for urban forest management and training personnel.

#### *Green Infrastructure*

The city should continue acquiring parcels adjacent to streams and water courses for the purpose of protecting water quality and habitat, and where possible providing pedestrian access. There should be increased education among residents living and developers working near these buffer zones. Increased monitoring of these sites is a vital part of ensuring that watercourses are protected from urban activities and development impacts.

#### *District Parks*

*Examples: Jack Bomber Callaghan Park, Mulberry Park, Queen Elizabeth Park, Joseph A. Ghiz Memorial Park, and Centennial Park (Figure H-4 in Appendix H depicts all District Parks).*

District Parks are larger parks that tend to draw people from within a fifteen-minute pedestrian catchment area and are well connected to Active Streets. They should have street frontage and may include primarily un-programmed active recreation fields.

East Royalty Park illustrates the potential role and implementation challenges for a District Park. While the City had developed a Master Plan for a park development on this decommissioned landfill site, a subsequent environmental analysis found that ongoing settling of the ground would be a serious impediment to the development of active recreation facilities called for in the plan (i.e., fields, clubhouse, washrooms, tobogganing hill, and new roadway). Nevertheless, East Royalty Park, after significant restoration, still has substantial potential for passive recreation in a natural setting and can provide extensive walking trails throughout the property. Wooded areas, water vistas, and access to existing trails extending onto the hospital lands to the south suggest spectacular opportunities within the District Park class.

In developing district parks, the neighbourhood within a 15-minute walking distance should be consulted with. District parks can offer the opportunity to provide for amenities more commonly located in neighbourhood parks, but which may be missing from a particular area of the city. District parks also offer opportunities for special facilities such as waterfront access and swimming. For example, Queen Elizabeth park is proposed to provide a life guard and a primary swimming focus

#### *Neighbourhood Parks*

*Examples: Bonnie Blink Playground, Desbrisay Park, Lewis Point Park, Bell Heights Phase II, Arcona Park, and Skyview Park (Figure H-5 in Appendix H depicts all Neighbourhood Parks).*

Neighborhood parks are well connected to residential areas, and should be within a five-minute walk for regular users. Amenities in neighbourhood parks should be focused on the least mobile segments of the population – such as the very young and elderly residents. They must include street frontage for both safety and maintenance reasons. Neighborhood parks provide amenities ranging from simple benches to swing sets to full playgrounds. Neighborhood Parks have the highest number of playground facilities. For the purpose of the Master Plan, elementary schools with playgrounds are included in this class.

Charlottetown has some backyard neighbourhood parks that should be decommissioned from the Park System due to safety and maintenance concerns. These parks typically are small and have limited frontage and access, which limits surveillance and security. In those parks, playground equipment should be relocated to more suitable locations based on the park classification system. The existing land could be offered for sale to adjacent landowners, with funds used toward the improvement of other parks in the nearby area.

Neighbourhood parks should be accessible by walking, and preferably on Active Streets. There is no supervision in Neighbourhood parks, and very young children should be accompanied by an adult or older sibling.

#### *Regional Parks*

*Example: Prince Edward Island National Park (depicted in Figure H-6 in Appendix H).*

Regional parks occupy very large land areas, and provide opportunities for walking for an hour or more in a natural setting. No parks within the City of Charlottetown fit into this category; however, city residents have access to the nearby Prince Edward Island National Park, which includes Brackley Beach. Charlottetown can provide this Regional Park asset to its residents by providing easy shuttle access on the weekends, while saving on the costs that would be incurred if the park were within the City's jurisdiction.

#### **7.1.2 Comparison with Standards and Averages**

**Table 7.2** incorporates the park classifications EDM has developed for Charlottetown to show the relationship between the Charlottetown classification system and the compilation of classification systems prepared by the Province of Ontario. The categories used in the Ontario typology are largely based on quantitative criteria, while Charlottetown's proposed classification system is based on the role of the park and the level of amenities provided, which are more qualitative considerations.

To summarize and for clarity, the relationship between the Ontario classification system and the categories we have developed for Charlottetown is as follows:

- The Showcase City Core Parks and First Class Sporting Venues classes, together, correspond to Ontario's City Park Class
- The Ontario system does not recognize the Forest Parks type provided for Charlottetown.
- The District Park class for Charlottetown is equivalent to Ontario's Community Park
- The Neighbourhood Park class EDM proposes for Charlottetown encompasses Ontario's Neighbourhood and Sub-Neighbourhood classes
- The Regional Park classes are the same in both classification systems.

General Park Classification System	Acres per 1,000 Residents	Service Radius	Size (acres)	Proposed Charlottetown Classification System	Charlottetown Examples
Tot-lot	0.25 to 0.5	1/8 to 1/4 mile (usually ¼ mile)	0.6 to 2.0 (usually 0.5)	Neighbourhood Park	N/A. Included in Neighbourhood Class.
Parkette (vest-pocket park)	0.5	1/8 to 1/4 mile	0.6 to 1.0 (usually 0.5)	Neighbourhood Park	N/A. Included in Neighbourhood Class.
Neighbourhood Park (playground, local park)	1.0 to 2.0	1/2 to 3 miles (usually 1 mile)	1/4 to 20 (usually 6)	Neighbourhood Park	Bonnie Blink Park, Desbrisay Park, Lewis Point Park, Bell Heights Phase II, Arcona Park, Skyview Park
Community Park (playing fields)	1.0 to 2.0	1/2 to 3 miles (usually 1 mile)	4 to 100 (usually 8 to 25)	District Park	Jack Bomber Callaghan Park, Mulberry Park, Queen Elizabeth Park, Joseph A. Ghiz Memorial Park, Centennial Park
City Park (municipal park, sub-regional park)	5.0	1/2 to 3 miles (usually 2 miles or 1/2 hour driving time)	25 to 200 (usually 100)	Showcase City Core Parks and First Class Sporting Venues	<i>Showcase City Core Parks:</i> Connaught, Hillsborough, Kings, and Rochford heritage squares, Confederation Landing, Experimental Farm (proposed). <i>First Class Sporting Venues:</i> Winsloe Park, MacRae Drive Ballfield/Rink, Colonel Gray Sportsfield, Central Field, Sherwood Industrial Park Parkland (proposed), Parkman Sportsfields (proposed)
Regional Park	4.0 to 10.0	20 miles or 1 hour driving time	25 to 1,000 (usually 100 to 250)	Regional Parks	N/A. Access to PEI National Park
Open Space (Natural State)				Forest Parks	Beach Grove Park, Victoria Park, Acadian Drive Forest Park, Upton Farms Forest Park
<b>TOTAL ACRES</b>	<b>11.75 to 20.0</b>				

**Source:** Ontario Ministry of Culture, Recreation, Sports and Fitness Division, *Guidelines for Developing Public Recreation Facility Standards*, 2004, p. 22 (adapted from CPRA Open Space Study, 1973).

Table 7.2: Comparison of General Standards to Charlottetown's Proposed Park Classification System

Consistent with the typology adopted by EDM, developed parklands in Charlottetown were classed by park type based on the role of the park and the level of amenities provided. The total areas calculated for each category in **Table 7.3** suggest Charlottetown is close to the General Standard of 2 to 3 acres for Neighbourhood parkland espoused by the Ontario Ministry (**Table 7.2** above). The supply of District Parkland at 5.66 acres per 1,000, furthermore, far exceeds the Ontario standard of 1 to 2 acres. Taking the two categories together, Charlottetown



has 9.25 acres of Neighbourhood and District Parks per 1,000 residents, versus a combined standard of 3 to 5 acres per 1,000 under the Ontario typology.

National Standards		Charlottetown Parks				
Classification	Per 1,000 Residents	Classification	Acres	Number of Parcels	Average Size	Per 1,000 Residents
Neighbourhood Parks	2.0-3.0 ac.	Neighbourhood Parks	115.90	71	1.63 ac.	3.59 ac.
Community Parks	1.0-2.0 ac.	District Parks	182.5	17	10.74 ac.	5.66 ac.
City Parks	5.0 ac.	Showcase City Core Parks & First Class Sporting Venues	233.65	28	8.34 ac.	7.25 ac.
Regional Parks	4.0-10.0 ac.	Regional Parks	0.00	0	0.00 ac.	0 ac.
<b>TOTAL DEVELOPED PARKS</b>	<b>20 ac.</b>		<b>532.05</b>	<b>116</b>	<b>4.59 ac.</b>	<b>16.50 ac.</b>
Open Space	10.0 ac.	Forest Parks	188.62	4	47.15 ac.	5.85 ac.
<b>TOTAL ALL PARKS</b>	<b>30.0 ac.</b>		<b>720.67</b>	<b>120</b>	<b>6.01 ac.</b>	<b>22.35 ac.</b>

Table 7.3: Parks and Open Spaces by Category, City of Charlottetown, 2006

The City, on the other hand, has no regional parks within its limits, although the proximity and amenities provided by nearby Prince Edward Island National Park are a significant asset to city residents. At 5.85 acres per 1,000, available Open Space/Forest Parks is below the General Standard, and it is arguable whether some of these lands are in a 'natural state' given the historic prevalence of farming and forestry in PEI.

Overall, Charlottetown is more than 25 per cent short of both the General Standard for developed parkland and the standard for all types of parkland. On the other hand, it is well within the average range of standards adopted by other Canadian cities for all categories except City and Regional Parks.

### 7.1.3 Amenity Levels

Each park class has various levels of amenities that are provided by the City, which are denoted by sub-classification of Amenity Levels 1 through 3 (as listed in **Table 7.4** below). These help to denote appropriate infrastructure within each park, and tend to correspond with the Park Role Classifications to some degree. However, one Park Role Classification can include several appropriate Amenity Levels.

Level of Amenities	Description
Amenity Level 1	The highest level of provided infrastructure amenities. The focus is on programmed or unprogrammed playing fields. May include basketball and tennis courts, clubhouses, playgrounds, parking, washroom facilities, and other appropriate amenities.
Amenity Level 2	Provision for mid-level infrastructure amenities. Includes full playground facilities or swing sets. May include a basketball

	court, benches, and trails. May include waterfront access and natural areas.
Amenity Level 3	The lowest level of infrastructure amenities. The focus is on a naturalized park, without significant structural playground equipment. May include park furniture, signage, plantings, gazebos, birding infrastructure, and light trail development. May include waterfront access and natural areas.

Table 7.4: Level of Amenities Provided in Parks

#### 7.1.4 Connections and Trails

A need for connections between parks and major destinations was identified both during the consultation process and through detailed analysis. For example, cul-de-sacs often block access to parks and some desired trails are cannot be created because of private or provincial ownership of needed land. The Routes for Nature and Health trails do not differentiate use, which has led to user conflicts. Connector gaps within the trail system result in a lack of suitability for active transportation modes. **Figure H-7** in **Appendix H** portrays all existing and proposed Connections and Trails.

Connections should have varying surface types that are congruent with their use and location. For example, the main spine of the Confederation Trail should be paved and widened to facilitate increased non-motorized wheeled usage; downtown waterfront trails should be boardwalks, while trails near wetlands or shoreline should be permeable and meandering. **Table 7.5** lists the total length of each current trail surface type, along with the portion of the Confederation Trail that is proposed to be widened and paved.

Status	Trail Surface	Total Length (m)
Existing	Asphalt Pathway	1,677
Existing	Board Walk	3,524
Existing	Confederation Trail, current gravel surface	17,723
Proposed	Confederation Trail, widened and paved	3,291 (of 17,723)
Existing	Gravel Pathway	3,413
Existing	Nature Pathway	4,879
Existing	Other	826
Existing	Sidewalk	6,621
Total Length (m)		38,663

Table 7.5: Trail Surfaces

#### *Multi-Use Trail*

Many residents identified the Confederation Trail as the best route for walking and cycling. Additional uses should be accommodated on this multi-use trail to allow its use as the primary transportation route for all pedestrian uses. The primary modification required for the main spine of the TransCanada Trail is a resurfacing to allow for additional uses such as in-line skating, skateboarding, strollers, and

children's bicycles. This will make this core portion of the trail more accessible to users other than walking, running, and trail riding.

One option could be to widen the trail and paint dividers on it to help direct different users to appropriate "lanes" on the trail. Alternatively, a second parallel trail could be developed in close proximity, and only one of the trail segments would be paved. This would allow for walking, and running on the unpaved portion, while faster skaters and bikers could ride on the paved portion. Active Streets should be well connected to this multi-use trail to provide easy access for surrounding neighbourhoods. Additional aesthetic vegetation is required, along with benches, improved signage to increase trail awareness for motorists at road crossings, and better signage showing distances and road crossings for trail users.

#### *Active Streets*

An extensive network of Active Streets is required to connect residential neighbourhoods to parks, trail systems, First Class Sporting Venues, schools, and primary public transportation and commercial nodes. They are a critical component of the overall active recreation plan, and serve both recreational, commuter, and ecological connectivity requirements.

Active Streets are pedestrian priority routes. They serve people as much as cars: children on their way to school, bicycle or walking commuters on their way to work, dog walkers, recreationists, and many others.

An Active Street system in Charlottetown would provide benefits in terms of enhanced safety and comfort for pedestrians. By encouraging walking and biking, Active Streets can relieve congestion on the road network, enhance the health and activity levels of Charlottetown residents, and reduce greenhouse gas emissions. Choosing which streets to make Active Streets also reduces resources required by consolidating these design features on identified streets.

Good Active Streets provide well-marked bike paths, traffic calming measures, adequate and clear signage, well-kept benches and bus stops, increased vegetation and trees, and well-maintained sidewalks. Active Streets infrastructure includes increased availability of bike racks throughout the city.

There is substantial provincial support for Active Transportation in Charlottetown. PEI Community and Cultural Affairs, Sport and Recreation Division, is an avid supporter and funder of active transportation infrastructure and initiatives. The City of Charlottetown itself has a new transit system, a substantial trail system, and a bike rack system – all serving to facilitate active transportation. Several other organizations in the Charlottetown area are highly supportive of Active

Transportation. Notable organizations include the Active Living Alliance, Healthy Living Strategy, Healthy Parks for People, Bicycle Users Group, Island Trails, Cycling PEI, TIAPEI. In addition, local media are supportive of active transportation and several schools participate in the Safe Routes to School Program. There is a need for improved public education on safe cycling and law enforcement to ensure helmet use, as well as education of drivers to be more comfortable with bikes on the roadways. **Figure H-8** in **Appendix H** portrays all proposed Active Streets.

Some key active street linkages should become priority projects. Other active streets can be implemented, incrementally, over time, as streets come up for re-surfacing. In most cases there is no requirement for street widening, simply removing one lane of parking, widening the sidewalk and providing bicycle lanes.

#### *Cul-de-sac Connections/Easements*

Connections are required at the end of cul-de-sacs to connect these streets to community facilities and to provide pedestrian escape options.

#### *Waterfront Boardwalk*

Continuous waterfront access should be available, where possible, to connect the established waterfront nodes, particularly between Queen Elizabeth Park, Victoria Park, and East Royalty Park. Boardwalks would be best suited for this trail to encourage pedestrian only activities and to discourage in-line skaters, skateboarders, and bicyclists from using these routes.

#### *Nature Trails*

Nature trails are to be left primarily in their natural state, with only the addition of benches and trail signage, and essential maintenance to keep paths clear. They are best suited for walking, dog walking, running, and contemplation of nature, and are not necessarily highly accessible. Nature trails should nevertheless be connected to other trail types.

## **7.2 PLANNING AND MANAGEMENT ISSUES**

### **7.2.1 Integrated Planning**

Parks and trails are an important part of the Charlottetown landscape; however, the parks and trails system is only one component of local land use planning. Parks and trails should be managed in the context of their relationship with other planning and development processes. They are affected by surrounding land use and, in turn, influence what takes place on adjacent properties, thereby necessitating management of land both inside and outside park and trail boundaries. For that reason, collaboration is necessary between Charlottetown Parks and Recreation, and the Federal and Provincial governments, as well as among City of Charlottetown

departments. Integrated planning will help prioritize projects, allocate resources, improve the use of parkland assets, and identify future parkland acquisitions.

A Statement of Intent or similar procedure should be implemented by the City of Charlottetown, which would require that the developer submit a concept plan as part of a pre-application process in order to generate feedback. A concept plan is normally circulated to relevant departments in municipal and senior governments for comment, including recreation staff. The Statement of Intent would enable City Staff to consider the concept plan from perspectives such as planning, engineering, parks, open space, waterfront management, and others.

The approach has benefits beyond recreation planning by opening a dialogue between the developer and regulatory authorities at a point where changes can be made relatively easily and competing requirements can be reconciled. This is especially relevant given the current emphasis on conservation of sensitive environmental areas and the desire to secure natural areas for recreation purposes. In many instances, the developer can streamline the development process by satisfying both objectives simultaneously and in concert with other important considerations such as provision of road access, siting of water, sewer, and stormwater infrastructure.

A Statement of Intent procedure will ensure that the needs and mandates of each of Charlottetown's departments are being addressed, and would allow collaboration to occur from the beginning of a development or project. For example, collaboration between Parks and Recreation and the heritage division of the Planning and Development Department would ensure that the four heritage squares, Victoria Park, Confederation Landing, and the heritage cemeteries are serving recreational needs while preserving their heritage attributes.

### **7.2.2 Long Term Sustainability of the Park System**

The commitment to establish and properly care for a network of parks that provides a range of recreational opportunities and 'green infrastructure' benefits should be guided by the primary responsibility to maintain a healthy natural environment. This is essential because a healthy environment is what attracts many people to the park system and provides satisfying outdoor experiences and activities. Charlottetown Parks and Recreation must ensure that the park ecosystems continue to function, evolve and remain viable over the long term. However, ensuring ecological health is a significant challenge for many reasons:

- Most parks are fragments of altered landscapes and do not protect complete ecosystems,
- Park boundaries have often been determined by administrative

- rather than ecological considerations,
- Park environments are subject to impacts from urban, suburban and resource land uses on surrounding lands,
- Park ecosystems have often been altered by past land uses,
- Park ecosystems are subject to impacts from visitors and the construction of facilities to serve those visitors,
- Climate Change will lead to changing park boundaries for waterfront parks and will require alternate management and maintenance, and
- Non-native species have invaded regional parks, altering their natural character and displacing native plant and animal species.

Parks must meet these and similar challenges in order to maintain their ecological integrity over the long term. A balance must be found between sound land stewardship and recreational activities using careful planning, management, education, financial allocation, and partnerships.

### 7.3 OPERATIONAL PLAN

#### 7.3.1 Proposed Parks and Amenity Changes

In addition to mandating a Recreation Master Plan, the Action Plan to address “Recreational Needs” in the Charlottetown Official Plan, proposes that the City conduct an analysis of “undeveloped and under-developed parklands to ascertain their need.” Although Charlottetown is well supplied with parks in most categories, the City needs to re-model and reposition many of its parks to meet contemporary needs more effectively.

Ten new parks are in currently being considered as park assets or proposed to augment provisions within these categories:

- The Experimental Farm (Ravenwood) south of the UPEI Campus
- Sherwood Industrial Park in the north central area of the city near Charlottetown Airport
- The Parkman Sportsfields west of the former landfill in East Royalty
- Waterfront Park located at the old marina, west of Confederation Landing
- Upton Farms/Forest Park, to the north of Highway 2
- Acadian Drive Park, east of Acadian Drive and south of the former landfill in East Royalty
- Addition to Orlebar Park and Joseph A. Ghiz Memorial Park

- Andrew’s Park
- New Neighbourhood Park in West Royalty

These new parks and proposals to reposition existing parks are presented in the following sections in relation to the park classification system set out in **Section 7.2**.

*Showcase City Core Parks*

Showcase City Core Parks are themed largely for heritage and cultural programming, as outlined in **Section 6.0** and **Subsection 7.2.1**. As such, no playgrounds should be located on these properties as playgrounds are better suited to Neighborhood Parks, District Parks, and school properties. EDM also recommends adding the Experimental Farm (Ravenwood) to the Charlottetown park system as a venue for large public events.

Name of Park	Proposed Change in Amenities
Experimental Farm (Ravenwood)	<b>NEW PARK:</b> Add fields Add large outdoor events infrastructure such as washrooms
Waterfront Playground	<b>NEW PARK:</b> Add playground equipment
Hillsborough Square	Create a passive park
Connaught Square	Create a passive park

Table 7.6: Proposed Changes in Amenity Levels for Showcase City Core Parks

The remaining five Showcase City Core Parks (56 per cent) have no changes in amenity levels.

*First Class Sporting Venues*

EDM identified the need for City Recreational Facilities that can provide space for tournaments and programmed games. **Section 7.2.1** outlines specifications for locating these facilities. These new parks add programmed ballfields and multi-purpose fields.

Name of Park	Proposed Change in Amenities
Sherwood Industrial Park	<b>NEW PARK:</b> Add 3 ball fields or an indoor soccer complex addition
Parkman Sportsfields	<b>NEW PARK:</b> Add as park with 3 soccer fields
Central Field	May add a twinned Ballfield for a 2008 event (this would require relocating the tennis courts)
Simmons Sportsfields	Upgrade sportsfields, <i>Decommission pool</i> (upgrading Victoria Park pool)

Table 7.7: Proposed Changes in Amenity Levels for First Class Sporting Venues

Amenity levels will not change in the remaining sixteen First Class Sporting Venues (80 per cent).

*Forest Parks*

EDM has determined that the residents of Charlottetown are best served by designating two primary parks as Forest Parks to protect significant wooded features and provide recreation opportunities. As amenities in Forest Parks are primarily limited to benches, signage, and trails, as noted in **Sections 6.0 and 7.2.1**, it is necessary to conduct remediation and restoration on these lands, and to relocate current amenities such as ball diamonds, skateparks, and high levels of automobile access.

Name of Park	Proposed Change in Amenities
Victoria Park	Upgrade and heat pool Move dog park to Kiwanis once field is decommissioned Relocate 2 ball diamonds – Kiwanis then City Diamond Move skatepark to other suitable location (e.g., Joseph A. Ghiz Memorial Park, Orlebar Park, or the Experimental Farm) Close interior road to cars for safe bicycling and pedestrian passage

**Table 7.8: Proposed Changes in Amenity Levels for Forest Parks**

Amenity levels will not change in the remaining three Forest Parks (75 per cent).

*District Parks*

For District Parks, EDM constructed a GIS pedestrian catchment model to identify the accessibility of parks with programmed or unprogrammed fields. This information helped to identify areas with duplicate fields as well as areas lacking appropriate field facilities. This pedestrian catchment model used an 800-meter buffer (approximately a 10-minute walk) to define the related pedestrian catchment areas (model output is presented in **Figure K-1** in **Appendix K**). Our analysis determined the need to relocate ball fields from one District Park and to decommission one pool. Key changes to District Parks involved additional playground equipment, soccer fields, a swimming area, and aesthetic improvements.



Name of Park	Proposed Change in Amenities
OrleBar Park	Add 1 soccer field (pending adequate land acquisition)
East Royalty Park	Undertake necessary remediation Upgrade and add trails (connectors to Andrew's Park and Wright's Creek Bridge) Potential for dog park
Queen Elizabeth Park	Dredge beach for swimming and add a swimming float Add aesthetics <i>Relocate ball field</i>
Centennial Park	Create a passive park, ensure swing set remains on site
MacPherson Park	Create a passive park, ensure swing set remains on site Add age-appropriate activity for teenagers (climbing wall, fitness route, etc.)
George Smith Park	<i>Relocate the ballfield</i>

Table 7.9: Proposed Changes in Amenity Levels for District Parks

Amenities in the twelve other District Parks (66 per cent) will not be changed.

#### *Neighbourhood Parks*

For neighbourhood parks, EDM constructed a GIS Pedestrian Catchment model to identify the accessibility of parks with playgrounds or swing sets. The GIS model used a 600-meter buffer (approximately a 7.5-minute walk) for the pedestrian catchment area for parks with playground amenities (model output is presented in **Figure L-1** in **Appendix L**). Where catchment areas for existing parks overlap, consideration can be given to eliminating or repositioning duplicate facilities. Streamlining the systems allows resources to be focused on a smaller number of higher quality parks with better amenities as opposed to maintaining many lower quality, lower amenity parks.

EDM recommends the removal of fields and/or equipment from certain parks listed in **Table 7.10** based on these considerations as well as consultations with the client. These changes in amenity should occur when the park is up for renewal. In addition, we recommend decommissioning some of the tot-lots or backyard parks without street frontage from the park system. These parks are costly to maintain because of the difficult of accessing the land with maintenance equipment and also raise potential safety issues. In some cases, tot-lots were recommended for decommissioning due to their extremely small size. The City could offer these properties for sale to adjacent landowners and apply monies recovered to improve other parks in the neighbourhood. Locations that have a gap in park needs due to decommissioning of tot-lots should be a priority for locating a suitable new park.

We are not recommending any change in amenities for the forty other neighbourhood parks (63 per cent).

Name of Park	Proposed Change in Amenities
Highland View Park	Add swing set
Johnston Park	Add swing set
Richmond Hill Park (Silverwood)	Create a passive park, ensure swing set remains on site
Bell Heights Phase II	Create a passive park, ensure swing set remains on site
MacPhail Park	Create a passive park, ensure swing set remains on site
MacMillan Park	Replace existing playground equipment with park-size appropriate playground equipment
Parkdale School	<i>Relocate ball field</i>
Shell Court Park	Create a passive park, with a swing set
Heather Avenue	Create a passive park
Gamwell Park	Create a passive park
Scarlet Avenue Park	Create a passive park
Skyview Park	Create a passive park
Bell Heights Phase I	Create a passive park
Evergreen Park	Create a passive park
Katie Moore Park	Create a passive park
Lions Park	Create a passive park
Messer Park	Create a passive park
Andrew's Court	Create a passive park

Table 7.10: Proposed Changes in Amenity Levels for Neighbourhood Parks

### 7.3.2 Process for Amenity Changes in Parks

Allowing amenity levels in parks to trend up (more active) or down (more passive) over time is one way to differentiate park experiences. Recommendations have been given in this report for particular parks to trend up or down based on demographics, location, and the proximity of similar amenities. Before any changes occur in specific parks, neighbourhood meetings should be well publicized and held to discuss the desired park amenities that fit with the primary users of the park. A clear list of amenity options other than playground equipment should be available, so that users can choose from a wider range of options that may best meet their needs. This could include plantings that attract birds, along with neighbourhood designed birdhouses, and signage providing information on local birds likely to be seen in the park; or themed benches and other park furniture that play on a historical moment in Charlottetown. It is important that amenities are appropriately suited to a parks primary role as outlined in **Section 7.2.1**.

### 7.3.3 Future Acquisition of Park Parcels

Several of the proposed parks listed in **Section 7.4.3** provide significant recreation opportunities but cannot currently be designated as parks because they are presently owned or managed by other entities. Parks and Recreation should continue to monitor these sites to determine if the City should take responsibility in the event the owners/managers change or decide to decommission the sites. Such lands include:

- Experimental Farm (Federal)
- Upton Farms Forest Park (Canada Lands)
- Orlebar Park addition (Imperial Oil lands)
- Joseph Ghiz addition (oil lands)
- Waterfront playground (CYC)
- Beach Grove Park (Provincial)
- Sherwood Industrial Park<sup>7</sup>

The City may secure land through dedication required for subdivision when land is being developed as in the case of the current planning for Upton Farms. Other lands may have to be purchased. Access to others may be negotiated recognizing that owners such as senior governments and large corporations share an interest in the public welfare.

While these lands have been identified to fill a certain needs within specific areas of Charlottetown – such as the Sherwood Industrial Park, or downtown waterfront playground – it is acknowledged that the needs may not be met on the noted parcel as a result of additional public consultation or discussions with landowners. However, the need has still been identified in that area and a suitable replacement location should be determined.

#### 7.3.4 Trails and Active Streets

The development of trails is the primary initiative to promote connectivity in the parks and recreation system in Charlottetown. It is also an aspect of recreation services that is receiving the foremost attention from many recreation departments across Canada. Allocation of funds obtained through sale of surplus recreation lands toward creation of a “city-wide green space connector system” is a stated policy of the Official Plan (p. 46). Improvements called for pursuant to this Master Plan cover over 16 km of new trails (**Table 7.11**).

Downtown connections and improvements fit into a comprehensive tourism plan. The Oxygen of Success Study, conducted in 2006 for Tourism Charlottetown, called for improved connections to the downtown from existing trails and along the waterfront (**Figure 7.1**).

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<sup>7</sup> Future development is pending further negotiation with the developer



Figure 7.1: Primary and Secondary Downtown Connections (Oxygen of Success, 2006)

An effective connector system must incorporate trails that facilitate movement in all directions within the city. Charlottetown is fortunate to have the Confederation Trail established as a central spine for its trails network running through such key properties as the UPEI Campus and the Experimental Farm (Ravenwood). East-west connections are however limited. Downtown connections to the Confederation Trail are desired, and one primary way to increase its connectivity is through painted lines on sidewalks and signage on Active Streets that lead users to the trail.

Fortunately, the right-of-way for the Arterial Highway provides an excellent opportunity to establish an outer ring of connected trails extending from the Queen Elizabeth Hospital grounds and Hillsborough Park, where an excellent network of waterfront and natural trails is well-established to the Confederation Trail. This trail can be carried further west to Ellen's Creek through Southview Park.

A second east-west link is proposed farther south extending from new trails proposed to augment the Queen Elizabeth Hospital-Hillsborough Park network in the east to the UPEI Campus. This connection will make use of proposed Active

Streets as well as new and existing dedicated trails. Relatively short trail connections across the campus will allow connection to existing trails at Hermitage Creek and on Lewis Point (i.e., Memorial Forest). This link is important to provide convenient pedestrian paths for students and others to reach UPEI, and for all residents to reach the CARI complex on the campus.

A final and very important component of the proposed trails network is the augmentation of waterfront connections. Existing trails begin at the terminus of the Confederation Trail in Joseph Ghiz Park and extend through the water's edge of the downtown, Victoria Park, and Queen Elizabeth Park. Connections are however required between the Queen Elizabeth Hospital Grounds on the Hillsborough River and Joseph Ghiz Park, and between Queen Elizabeth Park on the North River and the Hermitage Creek area. The first connection is the primary missing component of the pedestrian corridor referenced in the Official Plan (p. 16) to extend from Wright's Creek to Confederation Landing. The second is not so explicitly referenced in the plan but is equally important to facilitate travel from the developing western edge of the city to Victoria Park and the downtown. These connections will augment Confederation Trail and the proposed east-west trail corridors, and to enhance access to the waterfront.

These critical waterfront connections will also complete a circuit encompassing the most developed areas in the city. The route should not only benefit residents seeking convenient walking connections to parks and other facilities, it should also be a major attraction to tourists who can view all of the city's varied waterfront from the North River Causeway to East Royalty. One cost-effective option that could be completed in a short timeframe would be to repaint the 'blue line' to lead people around the waterfront, including Confederation Landing and Victoria Park.

A list of proposed trail additions is located in **Table 7.11**.<sup>8</sup> One small section of the Confederation Trail at the intersection of Mount Edward Road and the Perimeter Highway will be removed and rerouted to improve the safety of the crossing. The trail currently forces users to cross several lanes of traffic on each of these busy roads. The proposed rerouting would direct trail users onto Mount Edwards Road, which will be signed and marked as an active street. This active street would be used to cross the Perimeter Highway before reconnecting with the Confederation Trail.

Name of Trail	Length (m)
<b>Confederation Trail</b>	
Experimental Farm (Ravenwood) Connector	667.9

<sup>8</sup> After the final maps were prepared, it was noted that there is also a need for a connector path from Fox Run Park to the future Belgrave development, and a crosswalk from Grafton into Joseph A. Ghiz Park.

Joseph A. Ghiz Memorial Park Connector	303.6
Reroute Confederation Trail near Sherwood Industrial Park	542.4
<b>Northern Corridor</b>	
Riverside Drive North	1,751.7
Arterial Highway Trail	2,571.2
Ash Drive Extension	358.4
Southview Trail	1,722.9
<b>Central Corridor</b>	
Hillsborough Park Trail	1,479.8
St. Peters Road Trail	1,614.5
Arcona Park Trails (2)	80.8
Pine Drive Extension	437.3
Enman Connector	513.2
Blanshard Crescent Connector	24.1
Central Field/Blanshard's Crescent Connector	441.6
<b>Waterfront Trails</b>	
Wrights Creek Trail	1,716.3
Parkman Agricultural Lands Connectors (2)	833.3
East Royalty Trail	1,427.4
Andrews Court Connector	80.8
Upton Farms Connector	40.6

Table 7.11: Proposed Trail Network Improvements

### 7.3.5 Future Acquisition of Trail Connections

Proposed trail connections may be developed through ongoing maintenance and additions to the Routes for Nature and Health Trail System, and negotiations with landholders. Active Streets can be planned in consultation with active transportation stakeholder groups in PEI and through public meetings. Improvements can be implemented as roads come up for renewal through their normal maintenance cycle.

### 7.3.6 Open Spaces

As noted in **Section 2.2**, the supply of open space in Charlottetown is generally consistent with the General Standard for Canada. The acquisition of additional open space is, therefore, not required for the sake of increased green areas within the city. The existence of substantial open space areas in the city, however, is very opportune for the development of additional parklands and, particularly, for augmenting the trails network.

### 7.3.7 Database Updates

The parks and open spaces database is continually evolving with new acquisitions and changing amenities. As such, the parks and open space database should be updated roughly every six months.<sup>9</sup> Examples of changes that could be added to the

<sup>9</sup>

EDM can provide database updates on an as-needed basis. Fees would include an initial \$60 hourly fee for file unarchiving and a per record charge of \$5.00 for adding of new parcels and populating the database with site

database include properties transferred to the City (such as those that were owned by Board of Governors for St. Dunstan's University, the land adjacent to the trail on Esher Street, the Upton Farms development parcel, and Horseshoe Hills development parcel).

### 7.3.8 Programming

Sport Charlottetown (SCORE!) is a team of professionals who assist provincial sporting bodies and event organizers in hosting regional, national, and international sporting events in Charlottetown. Their mandate is to assist with event planning and logistics, funding assistance, marketing support and media relations, sales tools, administrative support, and much more, thereby increasing the attraction of Charlottetown for larger scale sporting events.

It is critical that park infrastructure be adequately maintained and impacts on land minimized during these events, with restoration occurring where needed. Large-scale events should be supported providing they do not compromise the integrity of the park in the near or long-term. Standards and guidelines must be set to address the scale and appropriate use for events at various locations. Further, an adequate clean-up fee would ensure that the property is maintained and returned to its pre-event state.

If an event organizing committee would like to apply for a fee waiver, they would need to go to Council well in advance to get approval. This would ensure better scheduling and planning for events, as notification would be given earlier. If impacts occur that require restoration, the event must commit to cover the costs of the work. In addition, special event needs must be balanced with local needs to ensure that local groups still have space for their activities.

The Standing Committee for Parks and Recreation could oversee scheduling and appropriate placement for sporting events, festivals, and tournaments within the parks; liaise with Council, park staff, and the public; and advise on required budgets for infrastructure and services. The Events Development Officer with SCORE! at the City of Charlottetown, should report to and work with this special events committee.

### 7.3.9 Partnerships

The City of Charlottetown and other local, provincial, and federal authorities have already established several partnerships – two of which relate to the Confederation Trail. The City has a partnership with the Province of PEI for the maintenance of the Confederation Trail with a leasing agreement term of December 1996 to June 2016,

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specific data. Preparation of new maps would take approximately one half day at the above mentioned hourly rate, with plotting fees extra.

and plans to collaborate with Tourism Charlottetown and Island Trails on future trail promotion and development. The City of Charlottetown should work with UPEI to widen and improve the Confederation Trail on UPEI property, and provide an underpass crossing to increase safety and ease of crossing University Avenue and connecting to the UPEI campus and Confederation Trail. The UPEI student body, as a critical user group, should consider promoting these alterations on the UPEI campus. The City of Charlottetown also has partnership agreements with UPEI for the management and use of the artificial turf sports field, and with UPEI and the Town of Stratford on the CARI Aquatic/Arena Complex. The City has lease agreements with the private sector and Federal Government on various segments of boardwalk and trails throughout the City.

One important potential partnership the City should continue to foster is with the Eastern School District. The City has an informal relationship with various schools in the Eastern School District, and has been attempting to put School District Facility Reciprocity Agreements into place. These partnerships serve to establish terms for the shared use of school and community facilities. The resulting reciprocal use agreements determine primary users, barriers to development of reciprocal agreements, capital cost sharing, engagement of school administrations, appropriate user fees and facility charges, and liability and budget issues around 'in kind' services. We recommend that a more formal relationship be created between the City and the Eastern School District, with the purpose of putting a reciprocal agreement in place for the benefit of both parties and the residents of Charlottetown and to allocate funds appropriately.

A critical partnership opportunity is between all of the stakeholders interested in the future use of the Experimental Farm lands. Strategic partnerships are crucial as the land is worth a significant amount of money and faces huge development pressures. Even if the property were to remain as green open space, it is very costly to maintain with liability fees, taxes, and mowing and other maintenance. Regular communication should occur between Agriculture Canada, Canada Lands Company, and Experimental Farm stakeholder groups like Friends of the Farm, so that relationships are in place to discuss future developments and uses. There are infrastructure needs that could be shared among different organizations. For example, the City may wish to have washrooms developed for festivals and events, and similar infrastructure would be required for the proposed botanical gardens.

A primary partnership opportunity could develop between the City of Charlottetown and the Provincial Parks. The Provincial department has an educational mandate that would be well served by locating part of their education program within City parks. They currently provide naturalists and interpretive programs for both children and adults throughout a large number of the provincial



parks. Placing these programs in the urban park environment would draw a large number of people due to the proximity of the program to a large population base. It would also provide opportunities for park stewardship within the urban environment to foster an appreciation of nature and associated sympathy for environmental protection. This partnership should be considered during the next update of the Provincial Park Master Plan.

### **7.3.10 Beautification and Green Infrastructure**

The 1989 First Impressions Urban Design Study<sup>10</sup> (Figure 7.2) highlighted the importance of beautification and defined entry points to the city so that visitors and residents would have a clear sense of arrival. It discussed public access to natural areas and creeks, the need for bicycle lanes leading into the city, the creation of attractive green entrances into the city – like Upton Farms – and ties in with the need for urban forest management. University Avenue deserves attention, as it is one of their primary entryways into the city.

The term “urban forest” refers to all of the treed landscapes found within a community, including urban centres. Old growth remnants, backyard fruit trees, trees within park and trail corridors, and street trees are all components of the urban forest. Many communities are recognizing the benefits of managing these trees as a cohesive unit – as the urban forest – to protect and enhance this valuable resource. This approach moves away from a simple site by site consideration to consideration of the overall resource during land use planning and decision-making.

Trees provide many tangible benefits in the urban environment. Healthy trees reduce air and water pollution, provide energy savings, assist stormwater management, encourage carbon sequestration, increase economic and recreational opportunities, increase biodiversity, and cool watercourses, along with other “green infrastructure” benefits. They mitigate noise and dust levels, contribute to public well-being; enhance aesthetics and property values; and are an important contributor to community image, pride, and quality of life.

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<sup>10</sup>

Basic Design Associates in association with Karen Lips Landscape Architect, Coopers and Lybrand, and ADI Limited.



Figure 7.2: First Impressions Urban Design Study

Trees are one of the city's few assets that actually increase in value over time. The average tree costs \$41.00 to manage annually as costs are incurred for planting, pruning, removal and disposal, pest and disease control, irrigation, infrastructure, leaf litter cleanup, liability, and administration. However, the benefits provided by the urban forest far outweigh this expenditure. For each \$1.00 invested for care and maintenance, the urban forest returns \$2.00 to \$4.00 in benefits, with the average benefits increasing commensurate with the size of the tree. Ken Farr of Natural Resources Canada states that:

Evaluated as a simple landscape amenity, the monetary value of Canada's urban forest is impressive. Vancouver's 114,500 street trees have an assessed value, using standards of the International Society of Arboriculture, of over \$500 million. The 103,000 boulevard trees and 142,000 park trees of Edmonton have an estimated replacement value in excess of \$800 million. The value of the Toronto urban

forest, based on an average value of \$700 per tree set by the Council of Tree and Landscape Appraisers in 1992, is over \$16 billion.<sup>11</sup>

Humans are the greatest risk to the survival of the urban forest, through their leading contributions to pollution, careless damage, soil compaction of the roots, topping, and poor arboricultural practices such as improper planting. Many of these threats can be minimized through a strategic urban forest plan that quantifies the current resource, develops a vision for the future, outlines required steps to reach outlined objectives, and continuously evaluates success.

Protecting and conserving urban forests through proper management is vital to sustaining healthy communities. Fredericton, New Brunswick, is one Maritime community that has managed to maintain a large majority of their elm population despite Dutch Elm Disease wiping out the entire elm population in many other cities. Fredericton was able to do this through integrated urban forestry practices; including setting priorities; monitoring the effects of treatments and adjusting the program accordingly; and coordinating treatments and area priorities. Methods included continuous, systematic surveys, removal of tree material suitable for elm bark beetle breeding sites, preventative pruning, and preventative tree removal. The urban forest canopy of Fredericton therefore contributes significantly to the beauty of the city, with the streets lined with large elm trees that have given it the nickname of “City of Stately Elms.”

The City of Charlottetown would clearly benefit from increasing investment in urban forest planning and management. While an overall strategy for the City’s urban forest resource is a long-term project involving a collaborative effort between multiple stakeholders, Charlottetown’s Parks and Recreation Department does not need to wait to devise and implement an urban forest strategy within park boundaries. This is important because the forest canopy is critical to much of the park and recreation experience. Urban forest management within the park system could start with an inventory of all wooded lands within the city, so that park staff can consider the connectivity of wooded areas when considering new park properties.

Charlottetown Parks and Recreation is currently responsible only for trees located in parks and woodlots. Within those boundaries, Parks and Recreation is responsible for tree planting only, and not for any sort of overall urban forest management strategy within the park system. Regarding tree planting, Parks and Recreation does submit a list of requested plantings, but purchase decisions must be reconciled with

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<sup>11</sup> Ken Farr Natural Resources Canada, Policy Research Initiative, *Research Brief: Evolving Urban Forest Concepts and Policies in Canada*, Vol. 6, no. 4, 2004.

city-wide requirements. Sustaining an effective urban forest management plan will require ongoing commitment of more significant resources.

The City of Charlottetown already has a comprehensive database of playground equipment, and is well known for its success with the maintenance and replacement of playground facilities. Building a similar database for urban forests, preferably as a component of the City's GIS database, would be an important component to inform the overall urban forest strategy. GIS records are stored in a geographic (i.e., mapped) framework, allowing trees to be positioned on a map along with other relevant data such as the location of roads and buildings, utilities, and similar features. This context provided by other GIS data layers stimulates and facilitates analysis, allowing users to see how features and problems may correlate with other geographic attributes. In particular, the urban forest data layer in the City's GIS would allow City staff to view the distribution of specific species, problems, and management requirements. Park crews would require additional training on urban forest maintenance and woodlot management. Components involved in developing an effective urban forest strategy within parks are detailed in **Appendix M**, along with specifics regarding inventorying the urban forest.

Parks should play a leading role in environmental stewardship as noted in the Environmental Sustainability section of the Charlottetown Sustainability Goals Statement: "To foster a land stewardship ethic and provide a healthy natural environment that in turn ensures that residents continue to enjoy clean air and water and to protect and enhance the environmental integrity of their community." Currently, there are problems with water quality at Andrew's Pond and Wright's Creek, and this problem should be analyzed and addressed through development standards, sedimentation regulations, and increased education and awareness around water quality.

#### 7.4 POLICY

The changes summarized in the foregoing section are consistent with the City of Charlottetown Official Plan. Specifically, the Plan contains policy direction to:

- Preserve views of the water, and improve access to and enhance waterfront areas (pp. 16-18)
- Address the changing demands of 'an aging population base' (p. 46)
- 'Conduct an analysis of undeveloped and under-developed parklands to ascertain their need' (p. 47)
- Develop an 'city-wide green space connector system' (p. 47 and p. 48)

- Protect large open spaces ‘as long as reasonably possible from urban development’ (p. 48)
- ‘Protect, maintain, and enhance the public spaces of Charlottetown’ (p. 48)
- ‘Establish criteria to evaluate land for recreational use through subdivision agreements’ (p. 47)

The Plan, furthermore, addresses the waterfront in considerable detail. Among the actions pertinent to the waterfront that the Plan (pp. 17-18) specifies are:

- Development of pedestrian facilities extending from Confederation Landing to Wrights Creek,
- Development of access points to the waterfront,
- Planning for the future recreation use of the East Royalty landfill, and
- Preservation of a 25-metre band from Upton Farm to the north City boundary on the North River and from Queen Elizabeth Hospital to the north City boundary on the Hillsborough River.

The foregoing Operational Plan generally addresses these specific projects, although the recent approval of the Bishops Cove development on North River Road and various issues stand in the way of creating a waterfront connection between the Hillsborough Bridge and the Queen Elizabeth Hospital grounds.

The Operational Plan also addresses the broader policy thrusts in the preceding lists with the exception of definition of evaluation criteria for land dedicated to the City through the subdivision process. The issue has been addressed partially and indirectly through our recommended decommissioning of six smaller parks that do not have street frontage because they are difficult to maintain and, because they are not in easy public view, raise safety concerns. It is also important, though, that parklands be reasonably level, have sufficient size to be useable, and be located effectively in relation to existing parks and park development priorities.

An additional consideration for the park system is to represent the full range of regional environments and settings available in Charlottetown (e.g., heavily forested habitats, wetlands, rivers, and coastlines). Efforts should be made to include landscapes that are currently under-represented or ‘missing’ in future park acquisition strategies. This would protect a larger variety of ecosystems and provide additional recreation experiences for users.

In relation to location priorities, centrality within the subdivision or area being served is a traditional priority as is separation from similar existing parks; however,

it may be more relevant given the priorities of this plan to emphasize other criteria. Most certainly, land on the waterfront is a key priority to provide public access and environmental protection to Charlottetown's most valued asset. It is also important to facilitate the creation of a continuous public pathway on the water for the benefit of residents and tourists. Acquisition of land adjacent to watercourses such as Wright's Creek and/or encompassing wetland areas is also desirable for its environmental and aesthetic benefits, and because the edges of watercourses and wetlands are usually ideal locations for walkways. In general, given that the supply of neighbourhood and district parkland is more than adequate, and the population composition is shifting away from children requiring playgrounds to active seniors seeking moderate exercise opportunities, emphasis should move from acquisition of parks to acquisition and development of connecting corridors. Connectivity of parks, trails, and natural areas should be considered wherever possible.

Section 7.6(4) of the City of Charlottetown Zoning and Development By-Law requires that "[t]he City, at its discretion, Shall accept [for public purposes] one of the following or a combination of the following:

- a) Any Person who subdivides more than one (1) Lot from the parent parcel as of the date of this By-law in the City Shall set aside and convey to the City an amount of land which is acceptable to the City, equal to ten percent (10%) of the land to be subdivided for public purposes; or
- b) In lieu of setting aside land for public purposes, the Council may accept payment to the City of money equal to ten percent (10%) of the fair market value of the Lots severed for Subdivision."

Discussions with City of Charlottetown Planning Department staff for this assignment confirmed the ongoing need for criteria for park selection. Based on experience and assessment of needs in Charlottetown, evaluation of parkland offerings should take account of the following criteria:

1. The land satisfies an integral element of this Parks and Open Space Master Plan pursuant to which priority shall be given in order to acquisition of the following lands:
  - a. Waterfront lands on the Hillsborough and North Rivers
  - b. Lands bordering other watercourses within the city
  - c. Lands bordering wetland areas within the city.
2. The land is suitable for future active and/or passive park and recreation facilities.

3. Future parkland acquisitions must be a minimum of 20,000 contiguous square feet (approximately 1/2 acre). Current parks below this minimum may be grandfathered in under this clause, provided they have adequate street frontage to facilitate surveillance and access for maintenance.
4. The land is of a size and configuration necessary for the design of recreational facilities such as play fields, based on the following general guidelines:
  - a. Neighbourhood Parks – 0.25 to 10 acres
  - b. District Parks – 0.5 to 20 acres
  - c. First Class Sporting Venues – 1 to 20 acres
5. The land has no known physical problems associated with it, such as problems with drainage, erosion, or flooding, or the presence of environmental contamination.
6. If there are physical problems associated with the property, such as flooding, it is in a location and manner that is temporary and compatible with anticipated park and recreation uses.
7. The land and/or improvements thereon reduce the impact of the new development on the park and recreation facility needs of the City.
8. The market value of the land is commensurate with its value as a park.
9. The proposed parkland should:
  - a. Have public access via a public street
  - b. Be located in or near areas designated for a city park or trail
  - c. Be connected to schools and other institutions where possible or
  - d. Provide linkage between city and/or other publicly owned recreation properties.
10. All land dedicated or conveyed to the City of Charlottetown shall be set aside for development of park and recreation facilities. The City shall make every effort to use, develop and maintain land dedicated or conveyed for park and recreation facilities. In the event that use of any such dedicated land is determined by City Council to be unfeasible for development of park and recreation, or otherwise not in the City's best interest, the dedicated land may be sold or may be traded for another parcel of land in the City. The proceeds from such sale shall be used to acquire parkland or to develop park and recreation facilities in the city.

In the interest of ensuring that land acquired for parkland is developed for such purposes, the City may wish to amend Section 7.6(4) cited above to add the following subsections:

- c) In lieu of setting aside land for public purposes or accepting money equal to ten percent (10%) of the fair market value of the Lots severed for Subdivision, the Council May accept from the developer equivalent services in kind to develop parks and recreational facilities within the city.
- d) The Council may accept any combination of the foregoing equal to ten percent (10%) of the fair market value of the Lots severed for Subdivision.

Provision for in kind contribution from developers will allow them to make improvements such as clearing and grading at the time of development when it is most efficient to do so. Parklands and trails will also be useable immediately on development benefiting real estate sales and enhancing access and recreation options for the wider community.

Consideration of recreation needs earlier in the development approval process would also be beneficial to ensure the dedication of useable recreation land or, where deemed appropriate, alternative cash-in-lieu and/or in kind contributions. Many jurisdictions have adopted pre-application or concept approval mechanisms for this purpose (see **Section 7.5**).

Overall, comprehensive consideration of new and expanded park holdings is essential to effective implementation of this plan. Recreation staff need to assess the role of new and altered parks in relation to the priorities and classification system put forth in this document. The incorporation of other stakeholders in the assessment process will also be valuable to ensure cost-effective parkland development and efficient ongoing management.



## **APPENDIX A: EXISTING PARKS AND OPEN SPACE INVENTORY**

PID	Zone	Name	Acres
<b>Neighbourhood Parks</b>			
578112	OS	Unnamed Park	0.03
826164	OS	Unnamed Park	0.05
690966	OS	Unnamed Park	0.06
274019	MUC	Unnamed Park	0.07
690966	OS	Unnamed Park	0.07
690966	OS	Unnamed Park	0.07
690966	OS	Unnamed Park	0.07
0		Katie Moore Park	0.11
777763	OS	Unnamed Park	0.12
690966	OS	Unnamed Park	0.12
393389	I	Unnamed Park	0.15
864249	OS	Unnamed Park	0.15
690966	OS	Unnamed Park	0.16
864249	OS	Unnamed Park	0.16
777763	OS	Unnamed Park	0.18
690966	OS	Unnamed Park	0.21
743211	OS	Scarlet Avenue Park	0.24
914614	R4	Burns Avenue Park	0.24
0		Thorndale Park	0.25
561324	OS	MacMillan Park	0.27
864249	OS	Unnamed Park	0.28
737080	OS	Gamwell Park	0.30
390765	OS	Unnamed Park	0.31
697268	OS	Unnamed Park	0.31
390765	OS	Unnamed Park	0.33
690966	OS	Unnamed Park	0.40
336537	OS	Unnamed Park	0.50
568980	OS	Chelsey Circle Park	0.52
452482	OS	Messer Park	0.54
690966	OS	Unnamed Park	0.54
690966	OS	Unnamed Park	0.57
690966	OS	Kensington Court	0.65
690966	OS	Unnamed Park	0.66
377911	OS	Shell Court Park	0.67
881557	R1L	Unnamed Park	0.71
0		Penny Lane Park	0.73
679688	OS	Lions Park	0.74
626564	OS	Stockman Park	0.75
697268	OS	Wescomb Park	0.80
350819	OS	St Clair/Harbour Lane Park	0.95
756338	OS	MacArthur Park	1.01

PID	Zone	Name	Acres
697268	OS	Andrews Court	1.04
905307	OS	Arcona Park	1.10
748541	OS	Kennedy Park	1.12
544213	OS	Doncaster Park	1.25
676213	OS	Evergreen Park	1.35
864249	OS	Unnamed Park	1.37
690966	OS	Unnamed Park	1.38
864249	OS	Unnamed Park	1.38
864249	OS	Upton Park	1.44
344598	OS	Kings Square	1.46
613786	OS	Stewart MacKay Park	1.47
343921	OS	Rochford Square	1.51
838375	OS	Richmond Hill Park	1.53
813758	OS	Johnston Park	1.53
372680	OS	Rosemount	1.54
430314	OS	Unnamed Park	1.54
819094	OS	Unnamed Park	1.55
723452	OS	MacPhail Park	1.60
357087	OS	DesBrisey Crescent Park	1.64
748616	OS	Unnamed Park	1.67
339044	OS	Connaught Square	1.67
641886	OS	Highfield Park	1.68
690966	OS	Unnamed Park	1.70
386565	OS	MacPherson Park	1.77
339507	OS	Hillsborough Park	1.78
748400	OS	MacLean Park	1.84
390765	OS	Unnamed Park	1.87
578120	OS	Nature Trail	1.93
791814	OS	Bell Heights Phase I	1.93
336537	OS	Unnamed Park	1.98
134023	OS	Unnamed Park	1.99
578112	OS	Lewis Point Park	2.01
369512	OS	OrleBar Park	2.14
703637	OS	Llewellyn Park	2.17
862151	OS	Bell Heights Phase II	2.18
523597	OS	George Smith Park	2.59
646356	OS	Grace Baptist Park	2.59
396796	OS	Rosedale Park	2.63
690966	OS	Unnamed Park	2.80
569293	R1L	Robin Hood Park	3.05
819094	OS	Skyview Park	3.10
390765	OS	Unnamed Park	3.15
690966	OS	Patterson Ballfield	3.23

PID	Zone	Name	Acres
793927	OS	Routes for Nature and Health	3.25
370825	OS	Spring Park/Sports Field	3.27
365809	OS	Civic Centre	3.62
275081	I	Parkdale School Field	3.84
748616	OS	Unnamed Park	3.92
		<b>TOTAL NEIGHBOURHOOD PARKS</b>	<b>113.20</b>
<b>COMMUNITY Parks</b>			
134023	OS	Unnamed Park	4.01
430314	OS	Unnamed Park	5.09
346734	R3	Playground	5.31
480475	OS	Sportsplex (Rink) & Lawn Bowling Clubhouse/ Sherwood Recreation Hall	5.53
648246	OS	Southview Park	5.56
825927	OS	Joseph A Ghiz Memorial Park	5.59
335364	CDA	Confederation Landing	5.84
697268	OS	Royalty Oaks	6.69
766055	R1L	Natural Area	6.70
843813	OS	Central Field	6.86
191882	OS	MacRae Drive Ballfield /Rink	7.07
413484	OS	Simmons Rink	7.31
395764	OS	Centennial Park	7.31
819094	OS	Marysfield Park	7.76
623678	R1L	Mulberry Park	8.36
690966	OS	Bomber Callaghan Park	8.51
367599	OS	Colonel Grey Sportsfield	8.55
277368	OS	J Frank MacAuley Park	8.66
390765	OS	Unnamed Park	10.82
655563	OS	Winsloe Park	11.33
367409	OS	Queen Elizabeth Park	17.02
		<b>TOTAL COMMUNITY PARKS</b>	<b>159.89</b>
<b>Regional Parks</b>			
365973	OS	Victoria Park	64.86
192328	OS	East Royalty Park	80.52
		<b>TOTAL REGIONAL PARKS</b>	<b>145.38</b>
<b>Open Space Areas</b>			
356808	OS	Open Space	0.08
356816	OS	Open Space	0.13
912568	OS	Open Space	1.97
378737	OS	Open Space	0.52
373241	OS	Open Space	1.66
373233	OS	Open Space	0.60
275073	OS	Open Space	3.92
626127	OS	Open Space	4.61

PID	Zone	Name	Acres
275925	OS	Open Space	0.19
867846	OS	Open Space	1.80
626119	OS	Open Space	4.60
279091	OS	Open Space	10.67
388108	OS	Open Space	0.15
677302	OS	Open Space	4.81
546945	OS	Open Space	1.62
793927	OS	Open Space	0.34
374256	OS	Open Space	0.15
374181	OS	Open Space	0.01
374256	OS	Open Space	0.54
385864	OS	Open Space	0.15
386128	OS	Open Space	0.24
690966	OS	Open Space	2.40
425900	OS	Open Space	32.95
857441	OS	Open Space	1.63
641027	OS	Open Space	10.98
697268	OS	Open Space	1.12
648246	OS	Open Space	1.25
388355	OS	Open Space	0.17
192252	OS	Open Space	0.73
544213	OS	Open Space	0.18
544213	OS	Open Space	0.05
918227	OS	Open Space	1.68
918227	OS	Open Space	1.22
192872	OS	Open Space	1.79
145615	OS	Open Space	3.51
919423	OS	Open Space	2.30
192872	OS	Open Space	0.27
756221	OS	Open Space	0.36
889881	OS	Open Space	0.53
134023	OS	Open Space	0.19
390385	OS	Open Space	2.78
191783	OS	Open Space	6.88
279224	OS	Open Space	0.27
0	OS	Open Space	2.68
0	OS	Open Space	0.24
0	OS	Open Space	12.68
		<b>TOTAL OPEN SPACE AREAS</b>	<b>127.60</b>

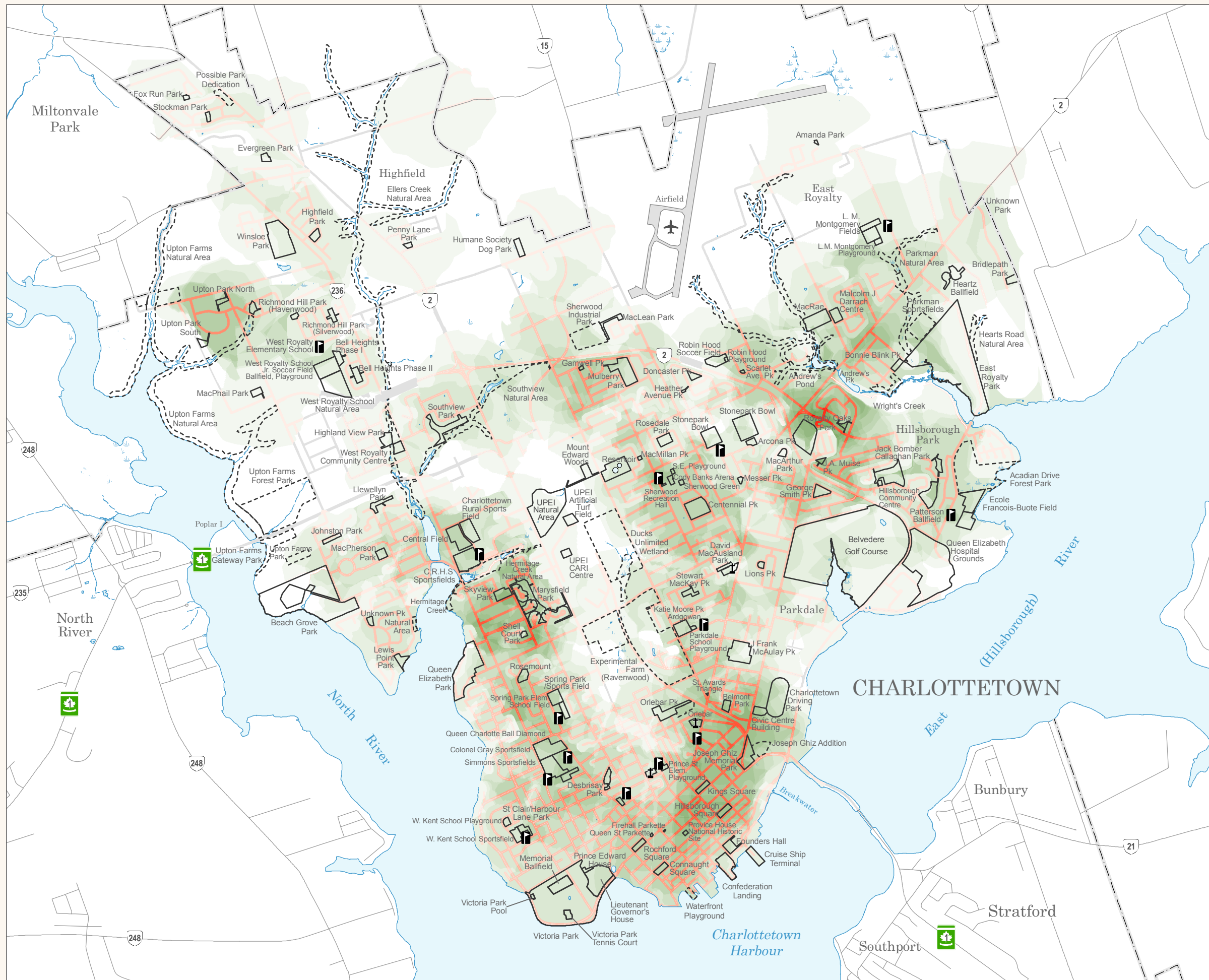
## APPENDIX B: PARKS PEDESTRIAN CATCHMENT MODEL

# CITY OF CHARLOTTETOWN PARKS AND OPEN SPACES MASTER PLAN

## FIGURE B - 1 PEDESTRIAN CATCHMENT MODEL FOR PARKS



This map depicts the City of Charlottetown. It depicts selected natural and cultural features.



<b>Pedshed Area</b>	<b>Pedshed for Roads</b>
Well Served	Well Served
Under Served	Under Served

Proposed Park or Natural Area
Park or Other Point of Recreational Interest

Schools	Right Of Way
Cemetery	Water Body
External Road	Reservoir
Municipal	Wetland
River	

The following is a graphical representation and although care has been taken to ensure the best possible quality, EDM does not guarantee the accuracy of this document. April 2007

Data Sources:  
EDM; ESRI; City of Charlottetown;  
PEI Dept of PT; PEI Dept of EEF

Projection: PEI Stereographic  
Horizontal Datum: NAD83 CSRS 98

Scale: 1:35,000



Prepared for:  
  
City of  
Charlottetown

Prepared by:  
  
ENVIRONMENTAL DESIGN  
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## **APPENDIX C: OTHER POINTS OF RECREATIONAL INTEREST**



CITY OF CHARLOTTETOWN  
PARKS AND OPEN SPACES  
MASTER PLAN

FIGURE C-1  
OTHER POINTS OF  
RECREATIONAL INTEREST



Scale: 1:2,500,000

This map depicts the City of Charlottetown. It depicts selected natural and cultural features.



- Proposed Active Street
- Active Street
- Other Point of Recreational Interest
- Proposed Park or Natural Area
- Park
- School
- Cemetery
- External Road
- Municipal Bndy
- River: Indef./Approx.
- River
- Right Of Way
- Water Body
- Reservoir
- Wetland

The following is a graphical representation and although care has been taken to ensure the best possible quality, EDM does not guarantee the accuracy of this document. June 2007

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EDM; ESRI; City of Charlottetown;  
PEI Dept of PT; PEI Dept of EEF

Projection: PEI Stereographic  
Horizontal Datum: NAD83 CSRS 98

Scale: 1:35,000

0 250 500 1,000 1,500 2,000  
Metres

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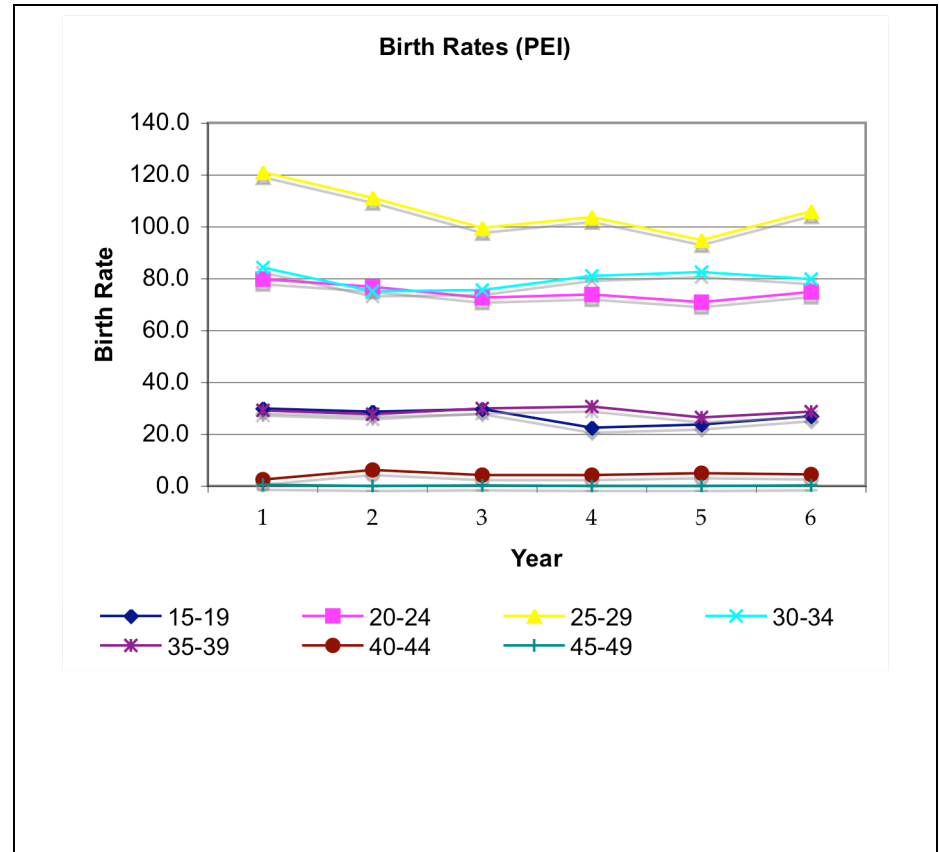
## APPENDIX D: DEMOGRAPHIC PROJECTIONS

	Charlottetown CA	Charlottetown Downtown	Charlottetown Central	Charlottetown East	Charlottetown West	Southeast CA	North CA	Southwest CA
<i>Male, total</i>	50510 / 27710	4670 / 4480	4240 / 4105	3335 / 3200	2780 / 2945	4720 / 4930	3290 / 3460	4355 / 4535
0-4	3200 / 1610	250 / 190	245 / 205	275 / 220	175 / 145	350 / 300	300 / 195	350 / 315
5-9	3630 / 1950	280 / 215	275 / 220	280 / 225	205 / 215	400 / 385	265 / 305	360 / 370
10-14	3810 / 2070	250 / 235	275 / 270	235 / 250	265 / 235	410 / 425	280 / 275	405 / 370
15-19	3870 / 2165	260 / 290	295 / 275	245 / 235	235 / 260	465 / 410	255 / 285	360 / 380
20-24	3905 / 2065	425 / 415	410 / 385	310 / 215	200 / 215	320 / 360	180 / 200	270 / 290
25-29	3400 / 1725	375 / 340	290 / 295	280 / 250	190 / 170	260 / 270	230 / 195	255 / 205
30-34	3645 / 1795	385 / 300	290 / 240	255 / 260	190 / 145	380 / 305	295 / 270	330 / 305
35-39	3945 / 2150	365 / 320	280 / 295	275 / 230	210 / 235	360 / 390	300 / 310	375 / 340
40-44	3930 / 2150	385 / 340	270 / 265	230 / 260	285 / 220	380 / 390	285 / 290	330 / 375
45-49	3880 / 2150	355 / 370	275 / 245	245 / 235	255 / 280	400 / 375	235 / 255	355 / 370
50-54	3345 / 2155	245 / 355	240 / 275	175 / 235	160 / 260	290 / 435	155 / 245	275 / 365
55-59	2390 / 1480	180 / 225	250 / 205	120 / 170	115 / 150	195 / 290	140 / 160	190 / 270
60-64	2065 / 1210	205 / 190	215 / 230	120 / 125	80 / 110	145 / 215	135 / 150	145 / 180
65-69	1675 / 995	175 / 190	200 / 195	70 / 120	65 / 90	120 / 130	90 / 105	125 / 155
70-74	1355 / 725	160 / 150	185 / 165	80 / 75	50 / 65	90 / 105	65 / 75	90 / 95
75-79	1055 / 610	145 / 155	110 / 130	70 / 50	40 / 55	65 / 75	50 / 50	60 / 75
80-84	745 / 400	90 / 100	85 / 90	45 / 55	40 / 30	45 / 45	25 / 45	50 / 45
85+	455 / 290	60 / 80	40 / 70	35 / 30	25 / 35	10 / 20	15 / 20	15 / 50
<i>Female, total</i>	55805 / 30645	5635 / 5425	5265 / 5130	3570 / 3680	2990 / 3260	4670 / 5030	3255 / 3490	4405 / 4635
0-4	3045 / 1535	260 / 195	250 / 195	255 / 220	170 / 165	315 / 270	275 / 185	290 / 305
5-9	3595 / 1825	285 / 205	280 / 225	245 / 260	220 / 200	375 / 355	290 / 295	360 / 305
10-14	3685 / 2030	245 / 240	275 / 265	235 / 255	225 / 245	395 / 385	265 / 285	370 / 375

15-19	3865 / 2125	320 / 290	290 / 300	250 / 245	270 / 250	380 / 400	220 / 285	365 / 370
20-24	4140 / 2265	445 / 465	480 / 470	300 / 275	230 / 240	280 / 310	190 / 205	250 / 260
25-29	3685 / 1905	430 / 395	370 / 325	305 / 275	170 / 175	285 / 260	215 / 205	275 / 255
30-34	3975 / 2005	410 / 350	305 / 285	285 / 280	220 / 190	395 / 320	300 / 260	375 / 320
35-39	4345 / 2335	415 / 345	315 / 300	305 / 275	275 / 255	400 / 415	310 / 330	405 / 405
40-44	4345 / 2445	385 / 405	310 / 315	275 / 280	285 / 285	440 / 430	270 / 310	355 / 410
45-49	4250 / 2370	370 / 410	360 / 290	295 / 260	250 / 280	405 / 445	230 / 280	375 / 375
50-54	3480 / 2300	250 / 375	290 / 350	205 / 270	155 / 255	260 / 415	150 / 255	250 / 385
55-59	2590 / 1620	210 / 265	310 / 285	125 / 210	135 / 150	185 / 290	115 / 145	165 / 255
60-64	2140 / 1250	240 / 210	280 / 280	115 / 135	75 / 125	125 / 185	85 / 140	145 / 150
65-69	1980 / 1115	245 / 235	230 / 275	95 / 115	85 / 100	140 / 130	110 / 100	120 / 145
70-74	1920 / 1005	315 / 255	265 / 240	100 / 90	65 / 80	125 / 150	70 / 90	75 / 105
75-79	1740 / 965	275 / 280	265 / 245	85 / 85	55 / 70	70 / 120	50 / 55	85 / 75
80-84	1390 / 770	250 / 225	205 / 235	45 / 65	50 / 65	45 / 65	40 / 45	55 / 60
85+	1395 / 790	285 / 265	175 / 220	40 / 80	80 / 95	35 / 50	20 / 30	20 / 35

**Population Data: Total population by sex and age groups (1996 / 2001)**

Age Group	Birth Rate	Birth Rates (PEI)					
		1996	1997	1998	1999	2000	Avg.
0-4	0.0	0.0	0.0	0.0	0.0	0.0	0.0
5-9	0.0	0.0	0.0	0.0	0.0	0.0	0.0
10-14	0.0	0.0	0.0	0.0	0.0	0.0	0.0
15-19	26.9	29.8	28.7	29.7	22.4	23.7	26.9
20-24	74.8	79.8	76.7	72.6	73.8	70.9	74.8
25-29	106.0	121.0	111.0	99.6	103.7	94.7	106.0
30-34	79.6	84.2	75.1	75.5	80.9	82.5	79.6
35-39	28.8	29.1	27.6	29.9	30.7	26.5	28.8
40-44	4.4	2.4	6.2	4.3	4.1	4.9	4.4
45-49	0.2	0.6	0.0	0.2	0.0	0.0	0.2
50-54	0.0	0.0	0.0	0.0	0.0	0.0	0.0
55-59	0.0	0.0	0.0	0.0	0.0	0.0	0.0
60-64	0.0	0.0	0.0	0.0	0.0	0.0	0.0
65-69	0.0	0.0	0.0	0.0	0.0	0.0	0.0
70-74	0.0	0.0	0.0	0.0	0.0	0.0	0.0
75-79	0.0	0.0	0.0	0.0	0.0	0.0	0.0
80-84	0.0	0.0	0.0	0.0	0.0	0.0	0.0
85-89	0.0	0.0	0.0	0.0	0.0	0.0	0.0
90+	0.0	0.0	0.0	0.0	0.0	0.0	0.0



Birth Rates: Prince Edward Island

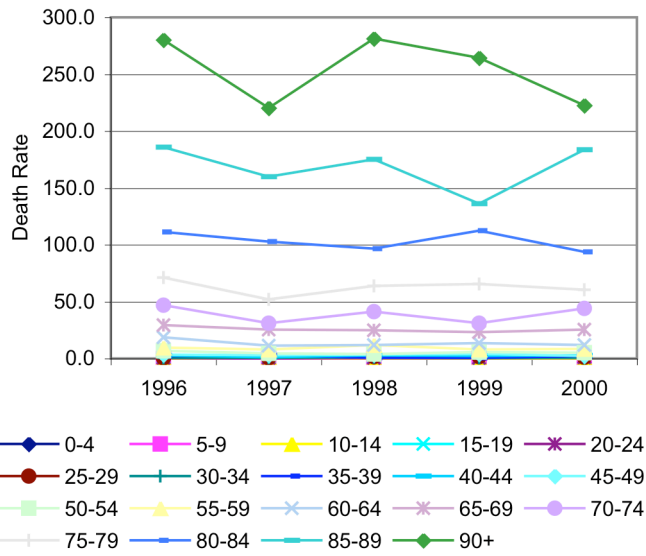
Male							Female					
Age Group	1996	1997	1998	1999	2000	AVG.	1996	1997	1998	1999	2000	AVG.
4	0.9	1.2	1.9	1.3	1.1	1.3	1.0	1.5	2.8	1.4	0.3	1.4
5-9	0.0	0.0	0.2	0.0	0.2	0.1	0.0	0.0	0.0	0.0	0.0	0.0
10-14	0.0	0.4	0.0	0.2	0.2	0.2	0.1	0.2	0.0	0.2	0.2	0.1
15-19	1.1	1.0	1.0	0.8	1.0	1.0	0.6	0.6	0.6	0.8	0.4	0.6
20-24	0.4	0.8	0.8	0.4	1.2	0.7	0.6	0.2	0.4	0.6	0.0	0.4
25-29	0.4	0.6	1.5	1.5	1.1	1.0	0.2	0.0	0.7	0.9	0.0	0.4
30-34	0.8	0.8	1.2	0.8	0.4	0.8	0.5	0.8	0.2	1.1	0.7	0.7
35-39	2.1	2.6	0.4	0.5	2.3	1.6	1.2	0.2	0.0	0.7	0.5	0.5
40-44	3.1	1.3	2.6	2.2	2.6	2.4	2.1	0.6	1.1	1.5	1.8	1.4
45-49	3.5	3.1	3.3	4.1	2.4	3.3	2.5	0.8	2.2	1.6	2.7	2.0
50-54	6.8	4.5	4.1	5.7	5.2	5.3	5.3	2.8	3.1	2.6	2.7	3.3
55-59	9.8	8.1	11.8	7.9	8.5	9.2	8.2	6.5	6.3	7.6	5.1	6.7
60-64	18.7	11.3	11.6	13.5	12.1	13.4	13.0	8.0	7.4	5.2	8.1	8.3
65-69	29.2	25.6	25.1	23.0	25.3	25.6	19.6	8.7	14.7	13.0	14.7	14.1
70-74	46.8	31.2	41.2	31.0	43.9	38.8	35.8	15.0	25.0	16.6	16.7	21.8
75-79	71.4	52.0	63.7	65.5	60.7	62.7	49.3	25.0	38.9	32.2	33.8	35.8
80-84	111.1	102.6	96.4	112.3	93.9	103.3	81.1	55.7	59.9	49.4	69.7	63.2
85-89	185.7	159.7	174.9	135.9	183.7	168.0	152.1	107.7	99.4	95.5	106.3	112.2
90+	280.0	220.4	281.6	264.2	222.7	253.8	225.3	182.0	227.7	226.1	243.0	220.8

Death Rates: Prince Edward Island

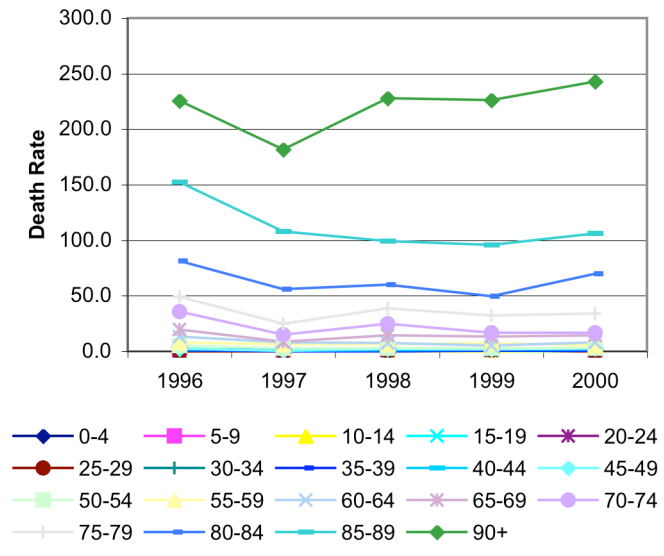
Deaths per 1,000			Survival	
Age Group	Male	Female	Male	Female
0-4	1.3	1.4	0.9936	0.9930
5-9	0.1	0.0	0.9996	1.0000
10-14	0.2	0.1	0.9992	0.9993
15-19	1.0	0.6	0.9951	0.9970
20-24	0.7	0.4	0.9964	0.9982
25-29	1.0	0.4	0.9949	0.9982
30-34	0.8	0.7	0.9960	0.9967
35-39	1.6	0.5	0.9921	0.9974
40-44	2.4	1.4	0.9883	0.9929
45-49	3.3	2.0	0.9837	0.9902
50-54	5.3	3.3	0.9740	0.9836
55-59	9.2	6.7	0.9547	0.9668
60-64	13.4	8.3	0.9346	0.9590
65-69	25.6	14.1	0.8782	0.9313
70-74	38.8	21.8	0.8204	0.8956
75-79	62.7	35.8	0.7236	0.8332
80-84	103.3	63.2	0.5799	0.7217
85-89	168.0	112.2	0.3987	0.5515
90+	253.8	220.8	0.2314	0.2872

Survival Rates: Prince Edward Island

**Male Death Rates, PEI**



**Female Death Rates, PEI**



## APPENDIX E: STRATEGIC INTERVIEWING OUTLINE



# CHARLOTTETOWN PARKS MASTER PLAN

## INTERVIEW OUTLINE

1. **What do you consider to be the most important functions of the parkland system in Charlottetown?**

**Potential answers:** reduce juvenile delinquency, improve health of residents, beautify city, attract tourists, etc.

2. • *Is there enough public open space to serve the recreational needs of existing and future population?*

**In your opinion, is there enough public open space in Charlottetown to serve the recreational needs of existing and future population?**

**Potential answers:** yes, no, not sure

**Follow-up:**

If yes, how much additional space is required? Are particular types of open space needed (e.g., active space, walkways, skatepark, etc.)?

If no, please elaborate? Why do they feel there is enough (e.g., everything is wonderful, would increase taxes, city can't maintain them properly, parks everywhere they look, etc.)?

3. • *Is the available parkland accessible to its users?*

**In your opinion is the available parkland in Charlottetown sufficiently accessible to users?**

**Potential answers:** yes, no, not sure

**Follow-up:**

If yes, please elaborate? Why do they feel it is accessible? Is it well distributed? Does every area have enough?

If no, what needs to be done to improve access? Are more parks required? Are new parks required to serve specific areas? What are the specific areas that need to be addressed? Are there specific types of parks that need to be added?

4. • *Are the configuration, topography and other parkland characteristics suitable for the intended functions? (e.g., active or passive recreation, environmental protection, civic beautification)*

**Are there any specific park areas in the city that you feel need to be altered, upgraded, or replaced?**

**Potential answers:** Yes (names of specific parks – interviewer should have a list of parks for reference to ensure that responses are properly correlated), no

**Follow-up:**

If no, please elaborate? (Why is everything so good?)

If yes, identify each park and specific deficiencies.

5. • *What is the intended result of this parkland planning process?*

**What results do you hope to see from the current parkland planning process?**

**Potential answers:** better documentation / understanding of existing parklands, coordination of parklands, address gaps in parkland supply, address the needs of children, seniors, etc.

**Follow-up:**

• *How is it to benefit Charlottetown, its residents and its visitors?*

**Are there any specific benefits that you hope to see for Charlottetown?**

**Potential answers:** reduce juvenile delinquency, improve health of residents, beautify city, attract tourists, etc.

## APPENDIX F: MASTER PLAN CHARRETTE INPUT

### **Charrette Focus Group: Sports Fields**

Charlottetown has many sports

Tennis PEI

Baseball

Best park overall - Victoria Park "Most beautiful in the Atlantic Provinces"

Victoria Park - Best baseball sport fields

Worst Park – Stone Park / Tennis

Springhome – Hockey usage/ Not tennis

Worst QE Park Fields 1 and 2 and Spring Park / Baseball

Pool at Simmons needs work/ Plow under

4 Ball field complex

Two extra tennis courts at Victoria Park - (Need 8 to host a Masters/National Event)

Parking improvements at all Parks

Central Field needs a new field

Soccer complex at Winsloe Park

No discussion on Track and Field

2009 Can. Games - Ask for All Weather Track

Site for large venue - Greater Charlottetown area

Site outside the city

Canada Games across the Province no requirement for a Complex

Memorial Field for Canada Games – Baseball Field

Track and field has to be built.

Move existing out of Victoria Park

Victoria Park - Setting is fantastic

View / Breeze (environment)

Critical mass of the Courts

Tennis Court Study - Distributed courts don't work for tennis development, coaching, training etc.

Charlottetown is fortunate for the quality and number of courts

Baseball needs only to field to host events

Take Kiwanis Field or smaller field for dog park

More courts at Simmons? Not close enough

### **Charrette Focus Group: Cycling**

Best Confederation Trail

Problem - near Industrial Area/ Park

Only Best / Safe area in the Province/ City

Need bus routes to get places

Trail along the perimeter Highway/ Bypass

Safe Route - Connect to East Royalty to the City

Bridge across to East Royalty

Share the road to East Royalty

### Connections

Confederation Trail to Mt Edward  
Maple Ave. bike route  
Belvedere – Sherwood/ North River Road  
North River Road/ Parallel Confederation Trail  
Many Trails unconnected  
Victoria Park – One-way  
Residential Routes downtown  
Good cycling map!!!

### Comments

Q: Is more infill needed at Victoria Park to accommodate Trails and Bikeways  
Q: Need two-way to road in Victoria Park? Counselor heard a lot of feedback about biking in Victoria Park  
Q: Is cycling more dangerous in Victoria Park than the rest of the City?

### Comments:

Look at Ottawa  
Too much driving in Victoria Park

### Response:

Need vehicle access for those who are elderly/ Infirm etc.  
Leave the two roads alone  
Put cycling along the upper roads

### **Charrette Focus Group: Walking Trails**

Best/connected trails Confederation Trail  
Beach Grove  
East Royalty  
Worst/ Road - University Ave.  
Riverside Drive  
Opportunity Areas - Connect  
More Trees  
University Ave  
One lane for cycling - Victoria Park  
Schedule no car days - Victoria Park  
Air quality - Victoria Park  
Beach Grove – No winter maintained  
Victoria Park – Designated winter use trails  
Victoria Park – Continue renewal/ Manage of the ecology  
Victoria Park is good because of diversity of uses = something for everyone  
Take out all ball fields at skate park

Victoria Park is cherished “Green space” not a place for skate park  
Some of the best areas are best because of functionality and connections  
Victoria Park – Boardwalk is slippery/ maintenance  
More trails with crushed rock, more maintenance

**Charrette Focus Group: Passive Recreation/ Nature**

High-level discussion  
Themes - Conflicting uses in parks  
Need to amalgamate uses in central areas for that use.  
Need to save the shoreline and streams  
Ellen Creek  
East Royalty  
Lost Shoreline – Friendly Pharm to Hospital  
Not pedestrian-friendly  
Not connected  
Best Victoria Park Management Plan – Gary Schneider  
Engage National Historic Society to maintain similar areas like Victoria Park  
Categorize Parks specialized areas/ park  
Victoria Park is trying be everything to everyone  
Victoria Park Encroached is a concern  
Downtown Parks Roda Square has a good plan others need a similar Plan  
Better connections for parks and green spaces some route are not routes  
Wrights Creek/ Ellen’s Creek - Stream enhancement  
Engage wildlife groups  
Cross farm as a passive space

Q: Victoria Park’s proximity to young families? Concern if you move uses out of the park.

Victoria Park - Boardwalk is successful  
Don’t need roads right up to tennis courts  
Conflict between Active and Passive uses (passive require some ecosystem)  
Flat open lands good for active uses  
No playgrounds on the four squares (no public) PG  
No Halifax Public Garden in Charlottetown  
Look to Upton farm as green belt  
Upton Farm is an opportunity to preserve water frontage

**Charrette Focus Group: Tourism/ Events**

Two lanes in Victoria Park – Build a 3rd along water for Bikes  
Victoria Park is worst place for events  
Vehicles damage the Park

G Schneider plan is supported  
Major tourism Botanical Garden at X-Farm would be a Provincial benefit  
Shellfish Festival is excellent  
Jazz Fest/ Cultural music events are important  
Festival of Lights  
Joe Ghiz Park is excellent needs more surveillance/ Police presence downtown  
Bridge presence not as good as Stratford (Stratford is good)  
Maritime Electric – Ugly needs trees/ Airport needs enhancement  
Consult downtown Business re: City Plans  
Need Bylaw enforcement  
Preserve the Victoria style of the City  
Build concept of North River Causeway  
Move J Frost to Driving Park  
X-Farm could be the “Central Park” of PEI

**Charrette Focus Group: Water/Other**

Routes for North and South?? –Along the water  
Sailing at the Yacht Club downtown  
Bird watching along Riverside Drive – No place to pull off  
Walking Biking to Hospital  
Needs attention  
Maintain views of water  
Needs  
Upton Farm - Views of water  
Boating  
Swimming  
Riverside Drive - Belvedere??? Golf  
Pond  
QE Park - Has beach opportunity  
Small boat access points/Launders  
Confederation Landing  
Heritage Creek good example  
Access beaches outside the City/North shore  
Ferry to Rocky Point (Nat. Park)  
Access at Beach grove – Need to confirm existing access locations  
Col Gray Drive  
QE Park – opportunity for boat launch  
North River is two way/ Currents/ Tides

## APPENDIX G: CAMPAIGNS



# CITY OF CHARLOTTETOWN PARKS AND OPEN SPACES MASTER PLAN

## FIGURE G-1 SIX CAMPAIGNS



This map depicts the City of Charlottetown. It depicts selected natural and cultural features.

- Asphalt Pathway
- Board Walk
- Gravel Pathway
- Nature Pathway
- Sidewalk
- Other Trail Surface Type
- Proposed Active Street
- Proposed Trail
- Confederation Trail
- Paved Trail Section To Be Removed

- ### Charlottetown Campaigns
- | Proposed | Existing                    |
|----------|-----------------------------|
|          | First Class Sporting Venues |
|          | Showcase City Core Parks    |
|          | District Parks              |
|          | Neighbourhood Parks         |
|          | Forest Parks                |
|          | Green Infrastructure        |

- School
- Cemetery
- External Road
- Municipal Bndy
- River: Indef./Approx.
- River
- Right Of Way
- Water Body
- Reservoir
- Wetland

The following is a graphical representation and although care has been taken to ensure the best possible quality, EDM does not guarantee the accuracy of this document. June 2007

Data Sources:  
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PEI Dept of PT; PEI Dept of EEF

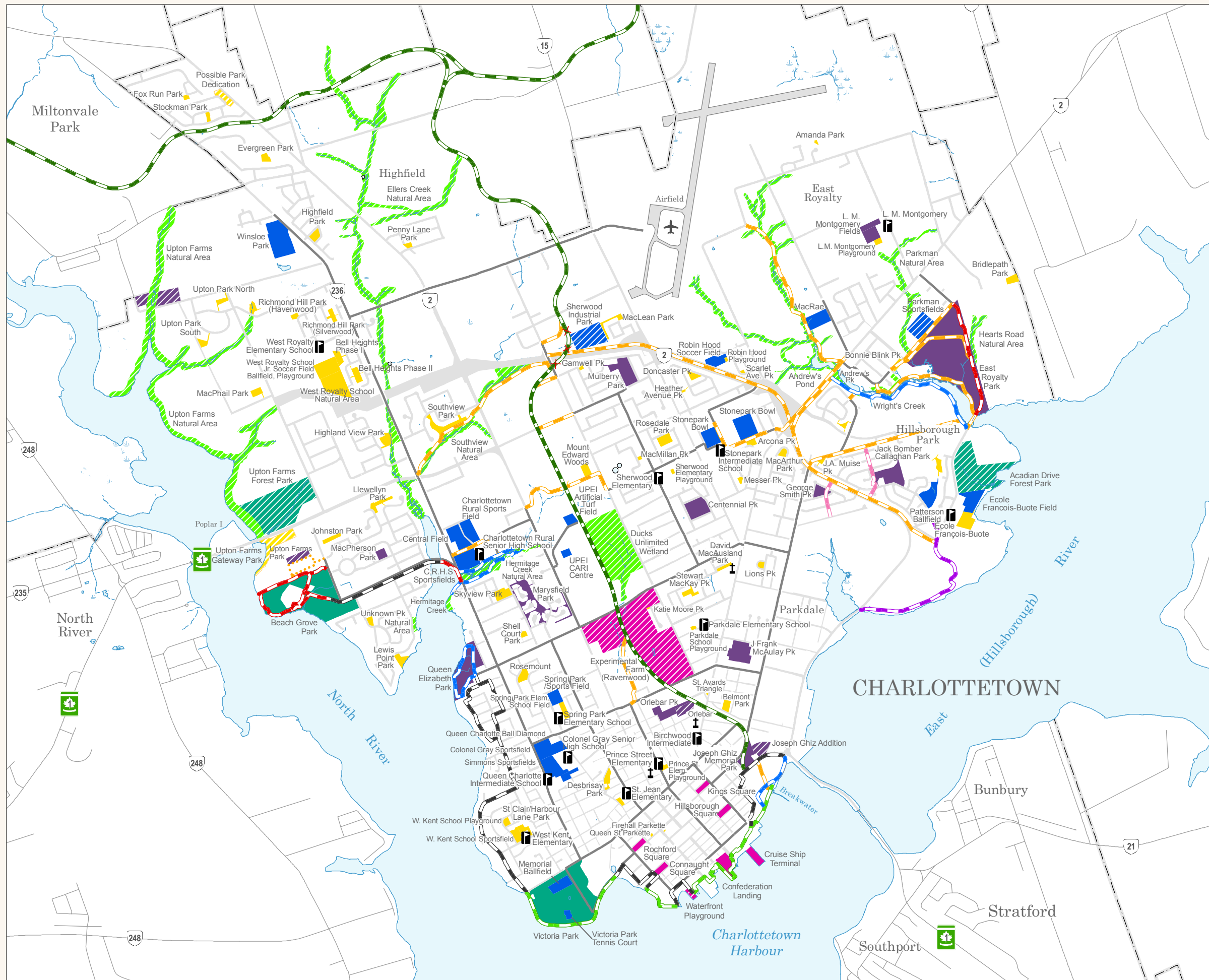
Projection: PEI Stereographic  
Horizontal Datum: NAD83 CSRS 98

Scale: 1:35,000



Prepared for:  
  
City of  
Charlottetown

Prepared by:  
  
ENVIRONMENTAL DESIGN  
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CITY OF CHARLOTTETOWN  
PARKS AND OPEN SPACES  
MASTER PLAN

FIGURE G-2  
GREEN INFRASTRUCTURE  
CAMPAIGN



This map depicts the City of Charlottetown. It depicts selected natural and cultural features.

- Proposed Active Street
- Active Street
- Proposed Park or Natural Area
- Park or Point of Recreational Interest
- Green Infrastructure
  - Proposed
- School
- Cemetery
- External Road
- Municipal Bndy
- River: Indef./Approx.
- River
- Right Of Way
- Water Body
- Reservoir
- Wetland

The following is a graphical representation and although care has been taken to ensure the best possible quality, EDM does not guarantee the accuracy of this document. June 2007

Data Sources:  
EDM; ESRI; City of Charlottetown;  
PEI Dept of PT; PEI Dept of EEF

Projection: PEI Stereographic  
Horizontal Datum: NAD83 CSRS 98

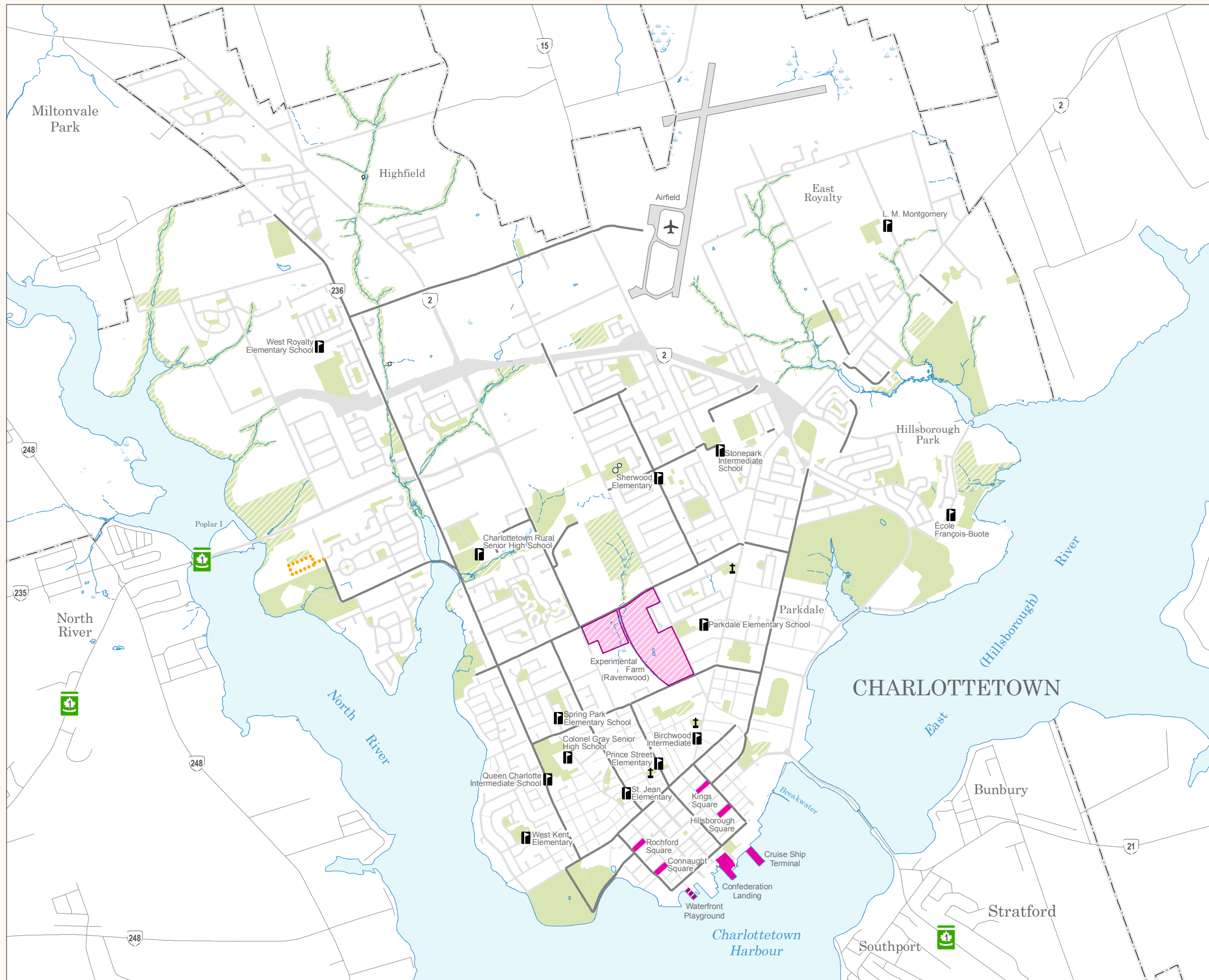
Scale: 1:35,000

0 250 500 1,000 1,500 2,000  
Metres

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Prepared by: EDM  
ENVIRONMENTAL DESIGN  
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## **APPENDIX H: MAPS OF CURRENT AND PROPOSED PARKS AND TRAILS**



CITY OF CHARLOTTETOWN  
PARKS AND OPEN SPACES  
MASTER PLAN

FIGURE H-1  
SHOWCASE  
CITY CORE PARKS



This map depicts the City of Charlottetown. It depicts selected natural and cultural features.

- Proposed Active Street
- Active Street
- ▨ Proposed Park or Natural Area
- Park or Point of Recreational Interest
- Proposed City Core Parks**
- ▨ Amenity Level 1
- ▨ Amenity Level 2
- Existing City Core Parks**
- Amenity Level 3
- 🏫 School
- ⚰ Cemetary
- External Road
- ▭ Right Of Way
- ▭ Municipal Bndy
- ▭ Water Body
- ▭ River: Indef./Approx.
- ▭ Reservoir
- ▭ River
- ▭ Wetland

The following is a graphical representation and although care has been taken to ensure the best possible quality, EDM does not guarantee the accuracy of this document. June 2007

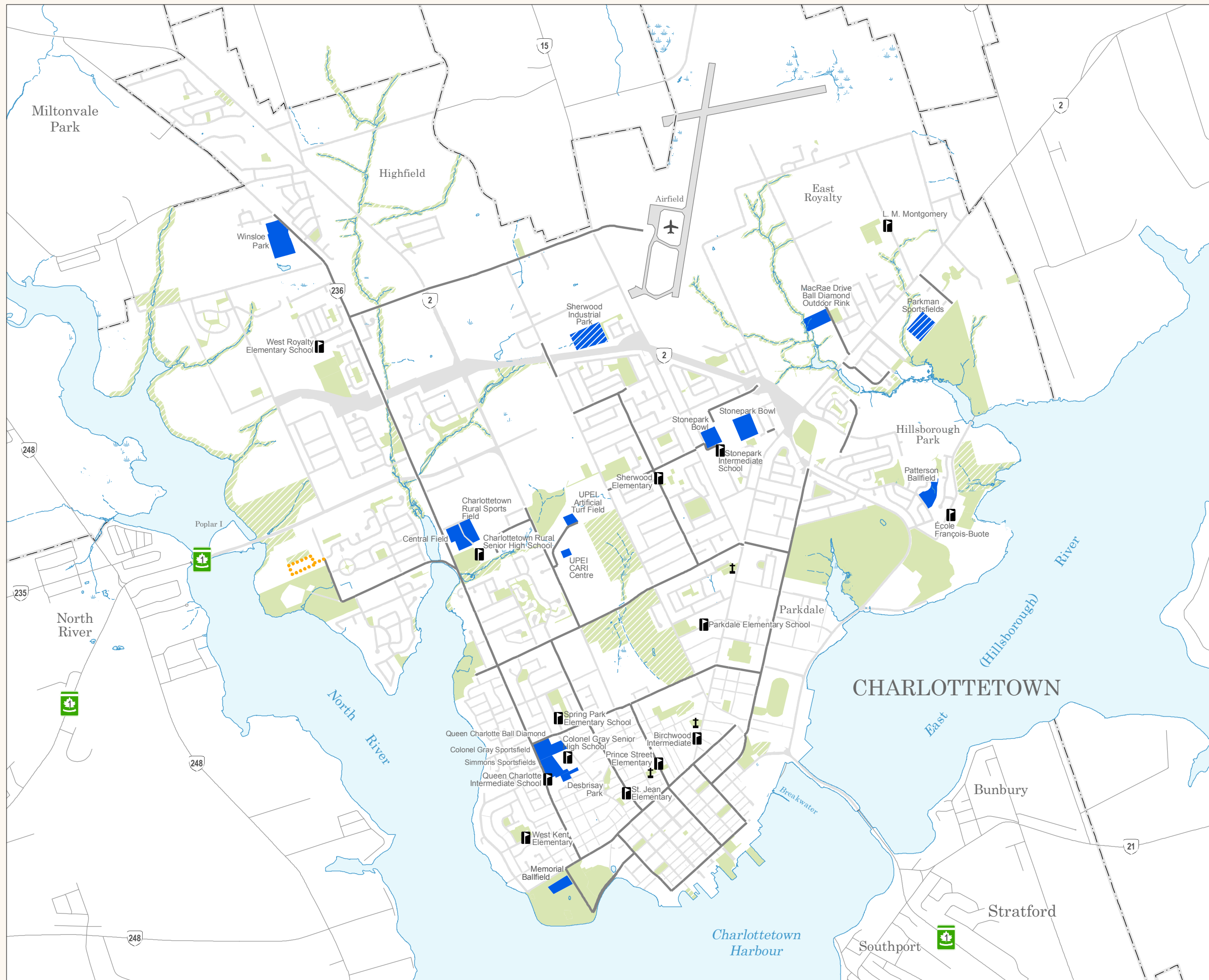
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EDM; ESRI; City of Charlottetown;  
PEI Dept of PT; PEI Dept of EEF

Projection: PEI Stereographic  
Horizontal Datum: NAD83 CSRS 98

Scale: 1:35,000

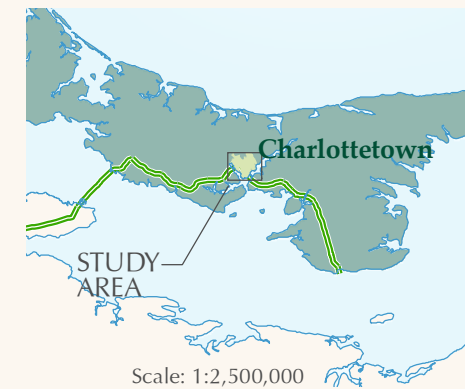
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CITY OF CHARLOTTETOWN  
PARKS AND OPEN SPACES  
MASTER PLAN

FIGURE H - 2  
FIRST CLASS  
SPORTING VENUES



This map depicts the City of Charlottetown. It depicts selected natural and cultural features.

- Proposed Active Street
- Active Street
- Proposed Park or Natural Area
- Park or Point of Recreational Interest
- First Class Sporting Venues**
  - Amenity Level 1 Proposed
  - Amenity Level 1 Existing
- School
- Cemetery
- External Road
- Municipal Bndy
- River: Indef./Approx.
- River
- Right Of Way
- Water Body
- Reservoir
- Wetland

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EDM; ESRI; City of Charlottetown;  
PEI Dept of PT; PEI Dept of EEF

Projection: PEI Stereographic  
Horizontal Datum: NAD83 CSRS 98

Scale: 1:35,000

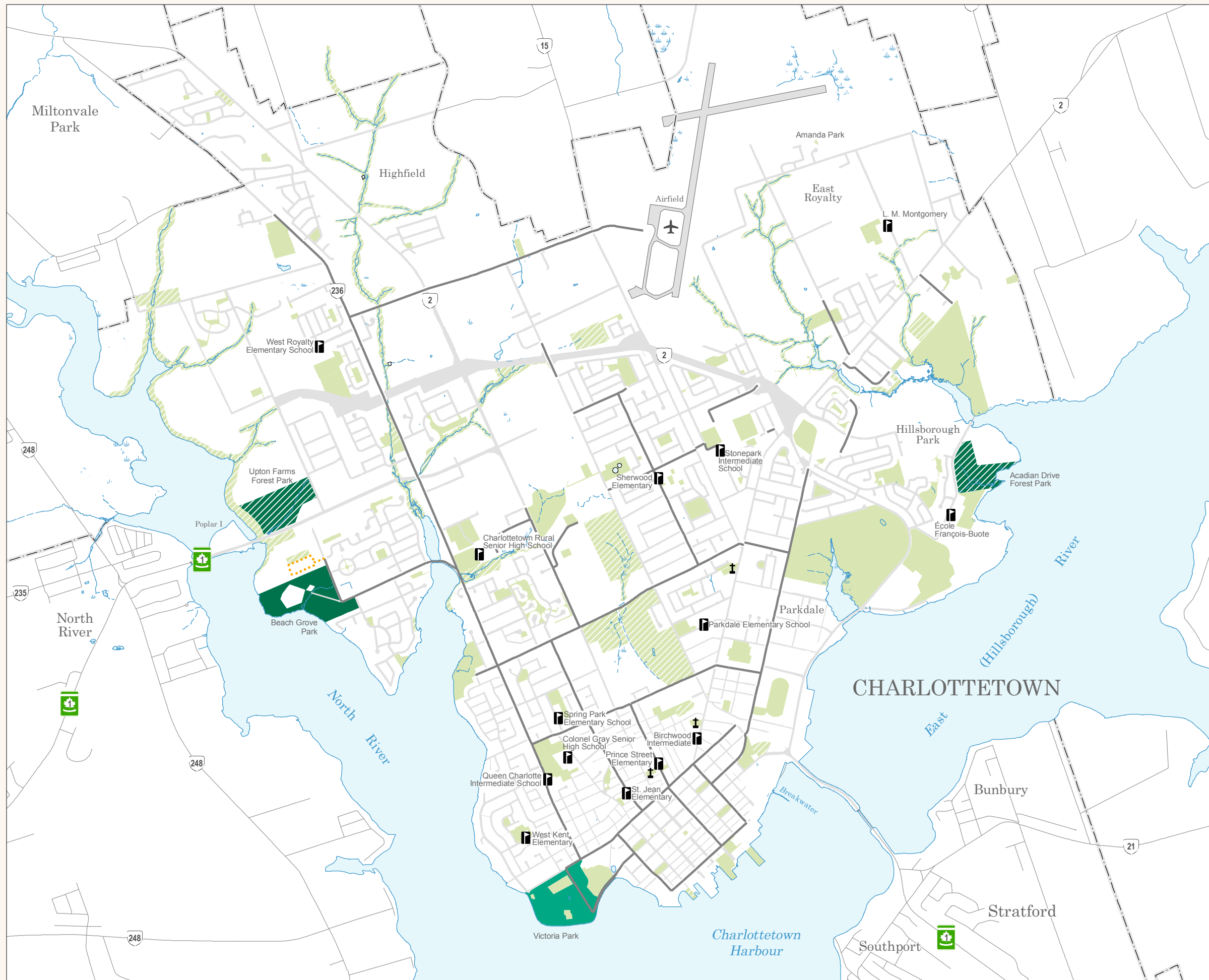
0 250 500 1,000 1,500 2,000  
Metres

Prepared for:  
 City of Charlottetown

Prepared by:  
 EDM  
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AND MANAGEMENT LIMITED

# CITY OF CHARLOTTETOWN PARKS AND OPEN SPACES MASTER PLAN

## FIGURE H-3 FOREST PARKS



This map depicts the City of Charlottetown. It depicts selected natural and cultural features.

- ..... Proposed Active Street
- Active Street
- ▨ Proposed Park or Natural Area
- Park or Point of Recreational Interest

- Forest Parks
- |   |          |   |                 |
|---|----------|---|-----------------|
| ▨ | Proposed | ■ | Existing        |
| ▨ |          | ■ | Amenity Level 2 |
| ■ |          | ■ | Amenity Level 3 |

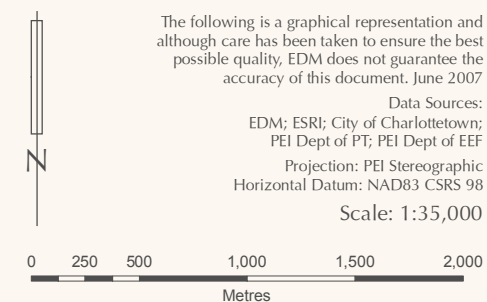
- |           |                       |   |              |
|-----------|-----------------------|---|--------------|
| ▣         | School                | ▣ | Right Of Way |
| ⚡         | Cemetery              | ▣ | Water Body   |
| —         | External Road         | ▣ | Reservoir    |
| - - -     | Municipal Bndy        | ▣ | Wetland      |
| - · - · - | River: Indef./Approx. |   |              |
| —         | River                 |   |              |

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Data Sources:  
EDM; ESRI; City of Charlottetown;  
PEI Dept of PT; PEI Dept of EEF

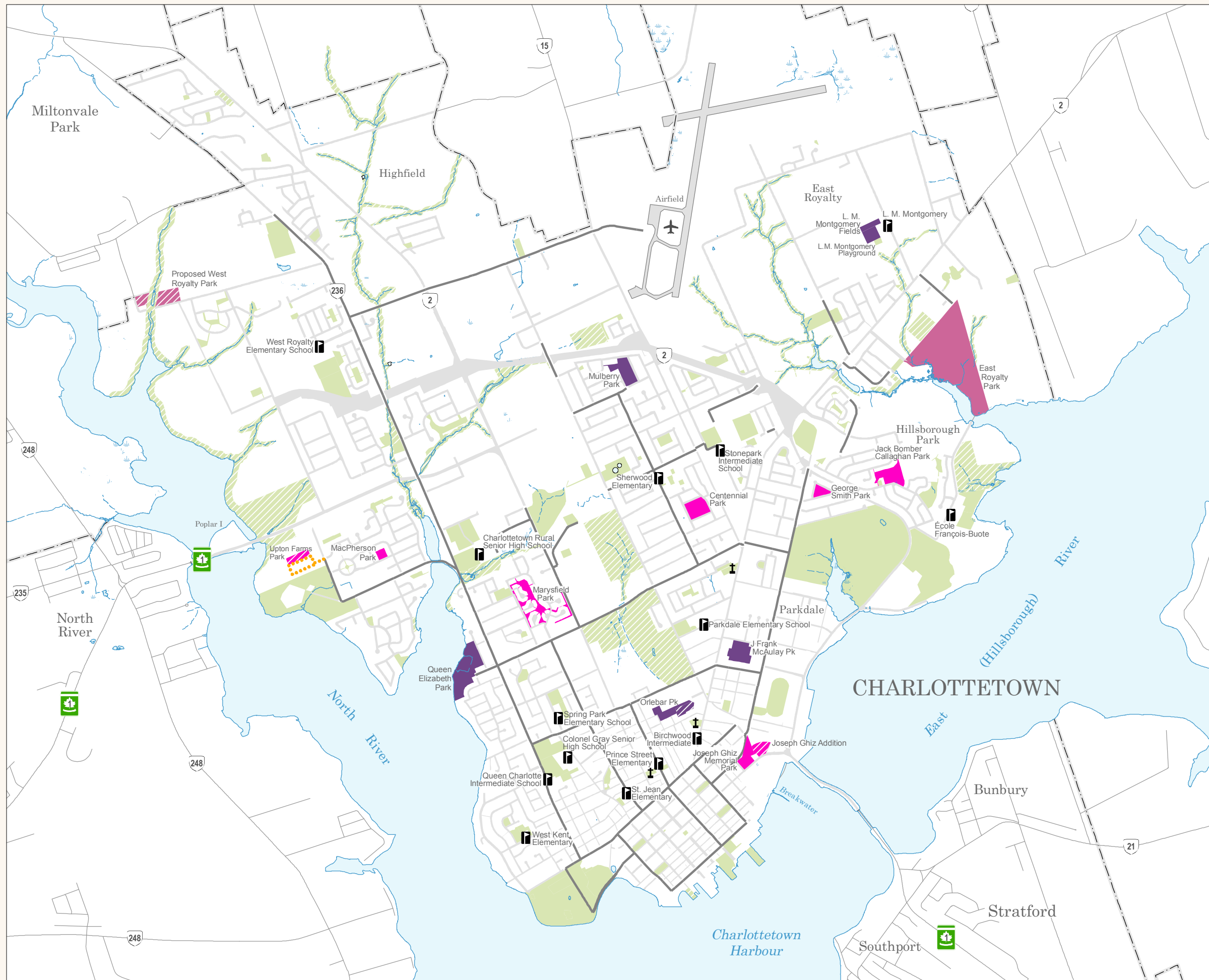
Projection: PEI Stereographic  
Horizontal Datum: NAD83 CSRS 98

Scale: 1:35,000



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Prepared by:  
  
ENVIRONMENTAL DESIGN  
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CITY OF CHARLOTTETOWN  
PARKS AND OPEN SPACES  
MASTER PLAN

FIGURE H-4  
DISTRICT PARKS



This map depicts the City of Charlotte Town. It depicts selected natural and cultural features.

- Proposed Active Street
- Active Street
- ▨ Proposed Park or Natural Area
- ▨ Park or Point of Recreational Interest

- District Parks
- | Proposed | Existing | Amenity Level   |
|----------|----------|-----------------|
| ▨        | ▨        | Amenity Level 1 |
| ▨        | ▨        | Amenity Level 2 |
| ▨        | ▨        | Amenity Level 3 |

- ▨ School
- ⚡ Cemetary
- External Road
- - - Municipal Bndy
- - - River: Indef./Approx.
- River
- ▨ Right Of Way
- ▨ Water Body
- ▨ Reservoir
- ▨ Wetland

The following is a graphical representation and although care has been taken to ensure the best possible quality, EDM does not guarantee the accuracy of this document. June 2007

Data Sources:  
EDM; ESRI; City of Charlotte Town;  
PEI Dept of PT; PEI Dept of EEF

Projection: PEI Stereographic  
Horizontal Datum: NAD83 CSRS 98

Scale: 1:35,000

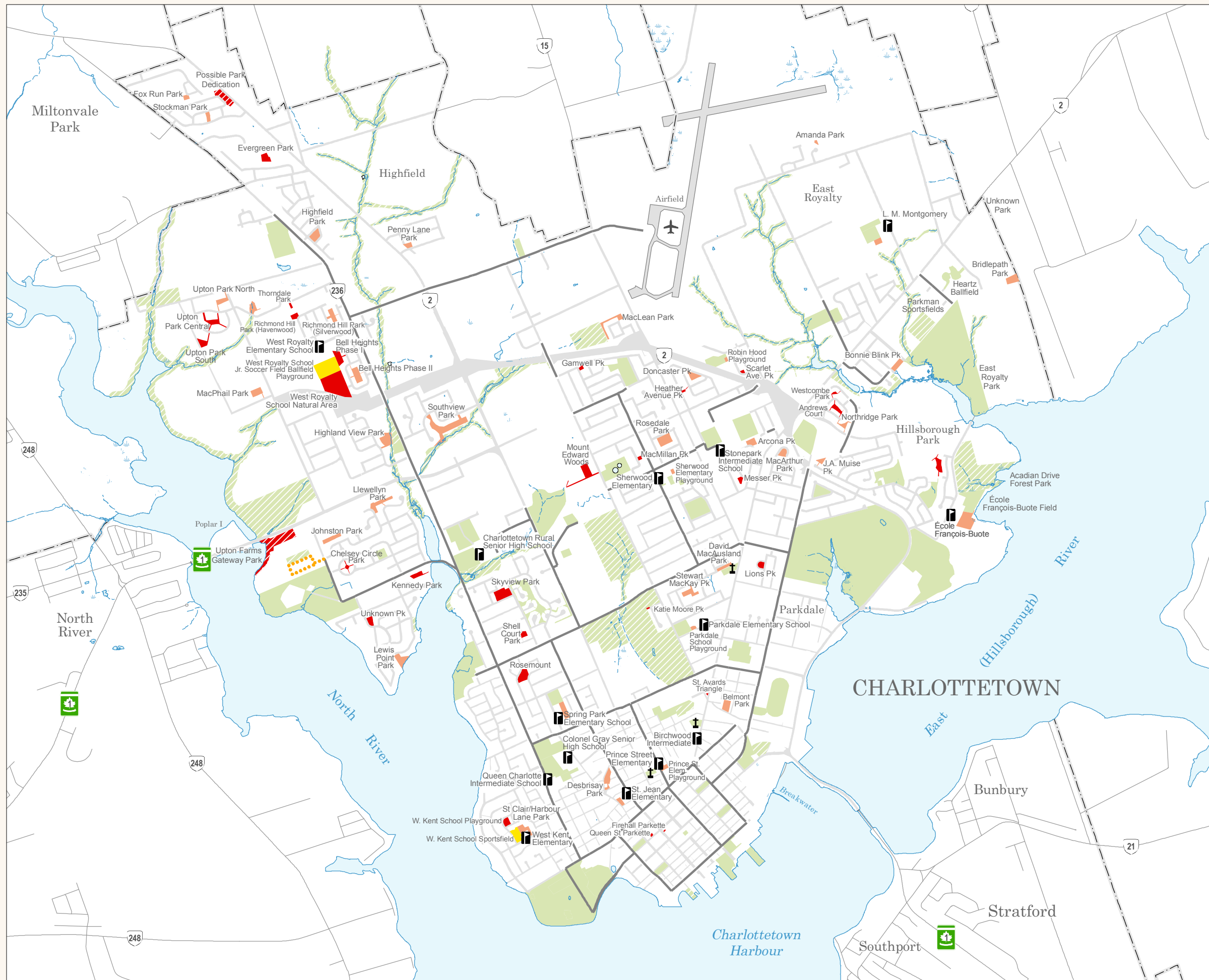
0 250 500 1,000 1,500 2,000  
Metres

Prepared for: City of Charlotte Town

Prepared by: EDM  
ENVIRONMENTAL DESIGN AND MANAGEMENT LIMITED

# CITY OF CHARLOTTETOWN PARKS AND OPEN SPACES MASTER PLAN

## FIGURE H - 5 NEIGHBOURHOOD PARKS



This map depicts the City of Charlotte Town. It depicts selected natural and cultural features.

- Proposed Active Street
  - Active Street
  - ▨ Proposed Park or Natural Area
  - Park or Point of Recreational Interest
- Neighbourhood Parks**
- | Proposed | Existing | Amenity Level   |
|----------|----------|-----------------|
| ▨        | ■        | Amenity Level 1 |
| ▨        | ■        | Amenity Level 2 |
| ▨        | ■        | Amenity Level 3 |
- 🏫 School
  - ⚰ Cemetary
  - External Road
  - Municipal Bndy
  - River: Indef./Approx.
  - River
  - ▨ Right Of Way
  - ▨ Water Body
  - ▨ Reservoir
  - ▨ Wetland

The following is a graphical representation and although care has been taken to ensure the best possible quality, EDM does not guarantee the accuracy of this document. June 2007

Data Sources:  
EDM; ESRI; City of Charlotte Town;  
PEI Dept of PT; PEI Dept of EEF

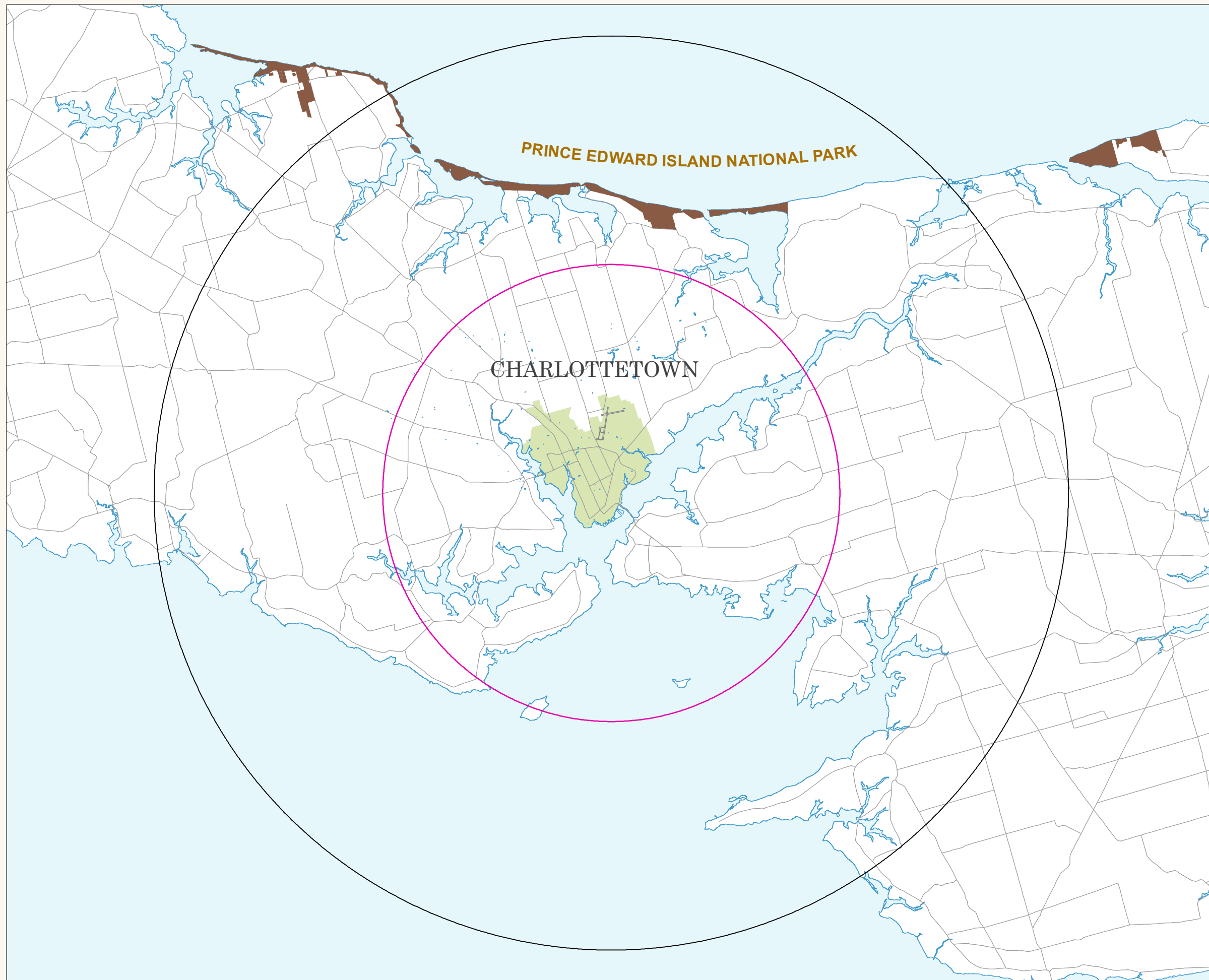
Projection: PEI Stereographic  
Horizontal Datum: NAD83 CSRS 98

Scale: 1:35,000

Prepared for: City of Charlotte Town

Prepared by: EDM  
ENVIRONMENTAL DESIGN  
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CITY OF CHARLOTTETOWN  
PARKS AND OPEN SPACES  
MASTER PLAN

FIGURE H - 6  
REGIONAL PARKS



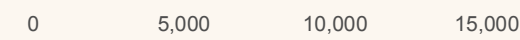
This map depicts the City of Charlottetown. It depicts selected natural and cultural features.

- Road
- ◻ 15 km Travel Distance
- ◻ 30 km Travel Distance
- National Park
- Airfield
- Water Body



The following is a graphical representation and although care has been taken to ensure the best possible quality, EDM does not guarantee the accuracy of this document. June 2007

Data Sources:  
EDM; ESRI; City of Charlottetown;  
PEI Dept of PT; PEI Dept of EEF  
Projection: PEI Stereographic  
Horizontal Datum: NAD83 CSRS 98  
Scale: 1:250,000



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City of  
Charlottetown

Prepared by:  
  
ENVIRONMENTAL DESIGN  
AND MANAGEMENT LIMITED



CITY OF CHARLOTTETOWN  
PARKS AND OPEN SPACES  
MASTER PLAN

FIGURE H-7  
EXISTING AND  
PROPOSED TRAILS



This map depicts the City of Charlottetown. It depicts selected natural and cultural features.

- Proposed Active Street
- Active Street
- Proposed Trail
- Confederation Trail
- Paved Trail Section
- Asphalt Pathway
- Board Walk
- Gravel Pathway
- Nature Pathway
- Sidewalk
- Other Trail Surface Type
- Trail Section To Be Removed
- Proposed Park or Natural Area
- Park or Point of Recreational Interest
- School
- Cemetery
- External Road
- Municipal Bndy
- River: Indef./Approx.
- River
- Right Of Way
- Water Body
- Reservoir
- Wetland

The following is a graphical representation and although care has been taken to ensure the best possible quality, EDM does not guarantee the accuracy of this document. June 2007

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EDM; ESRI; City of Charlottetown;  
PEI Dept of PT; PEI Dept of EEF

Projection: PEI Stereographic  
Horizontal Datum: NAD83 CSRS 98

Scale: 1:35,000



Prepared for:  
City of  
Charlottetown

Prepared by:  
EDM  
ENVIRONMENTAL DESIGN  
AND MANAGEMENT LIMITED

CITY OF CHARLOTTETOWN  
PARKS AND OPEN SPACES  
MASTER PLAN

FIGURE H-8  
ACTIVE STREETS



This map depicts the City of Charlottetown. It depicts selected natural and cultural features.

- Proposed Active Street
- Active Street
- ▨ Proposed Park or Natural Area
- Park or Other Point of Recreational Interest
- 🏫 School
- ⚰ Cemetary
- External Road
- Municipal Bndy
- River: Indef./Approx.
- River
- ▭ Right Of Way
- Water Body
- Reservoir
- 🌿 Wetland

The following is a graphical representation and although care has been taken to ensure the best possible quality, EDM does not guarantee the accuracy of this document. June 2007

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EDM; ESRI; City of Charlottetown;  
PEI Dept of PT; PEI Dept of EEF

Projection: PEI Stereographic  
Horizontal Datum: NAD83 CSRS 98

Scale: 1:35,000

Prepared for:  
  
City of  
Charlottetown

Prepared by:  
  
ENVIRONMENTAL DESIGN  
AND MANAGEMENT LIMITED

**APPENDIX I: EXISTING AND PROPOSED PARKS  
INVENTORY, WITH PROPOSED CLASSIFICATION SCHEME**

ID	Ownership (if not City)	Name	Amenity Level	Acres
<b>Showcase City Core Park Parcels (Depicted in Appendix H, Figure H-1)</b>				
84		Confederation Landing	3	5.90
8		Connaught Square	3	1.67
254	Harbour Authority	Cruise Ship Terminal	3	3.03
11		Hillsborough Square	3	1.78
12		Kings Square	3	1.46
4	Federal	PROPOSED Experimental Farm (Ravenwood)	1	91.76
6	CYC	PROPOSED Waterfront Playground	2	1.27
9		Rochford Square	3	1.51
<b>TOTAL SHOWCASE CITY CORE PARK PARCEL ACREAGE</b>				<b>108.39</b>
<b>First Class Sporting Venue Parcels (Depicted in Appendix H, Figure H-2)</b>				
34		Central Field	1	6.86
194	ESD	Charlottetown Rural High School Sportsfields	1	8.37
262	ESD	Charlottetown Rural Sportsfield	1	5.23
196		Colonel Gray Sportsfield	1	8.55
260	ESD	École Francois-Buote Field	1	6.77
86		MacRae Drive Ball Diamond Outdoor Rink	1	7.07
198		Memorial Ballfield	1	4.47
40		Patterson Ballfield	1	5.63
1		Parkman Sportsfields	1	8.96
192		PROPOSED Sherwood Industrial Park	1	13.06
258	ESD	Queen Charlotte Intermediate School Ball Diamond	1	2.04
236	Verbal lease agreement	Robin Hood Soccer Field	1	3.55
195		Simmons Sportsfields	1	7.31
16		Spring Park/Sportsfield	1	3.27
204	ESD	Stonepark Bowl School Field 1	1	5.64
204	ESD	Stonepark Bowl School Field 2	1	8.86
238	Agreement	UPEI Artificial Turf Field	1	2.22
239	Agreement	UPEI CARI Centre	1	1.37
197		Victoria Park Tennis Courts	1	1.20
79		Winsloe Park	1	14.84
<b>TOTAL FIRST CLASS SPORTS VENUE PARCEL ACREAGE</b>				<b>125.27</b>
<b>Forest Park Parcels (Depicted in Appendix H, Figure H-3)</b>				
189	Provincial	Beach Grove Park	3	52.34
145		PROPOSED Acadian Drive Forest Park	3	32.95
191	CLC	PROPOSED Upton Farms Forest Park	3	44.44

ID	Ownership (if not City)	Name	Amenity Level	Acres
7		Victoria Park	2	58.88
<b>TOTAL FOREST PARK PARCEL ACREAGE</b>				<b>188.61</b>
<b>District Park Parcels (Depicted in Appendix H, Figure H-4)</b>				
25		Centennial Park	2	7.31
75		East Royalty Park	3	80.52
44		George Smith Park	2	2.59
21		J Frank McAulay Park	1	8.66
49		Jack Bomber Callaghan Park	2	8.51
83		Joseph A Ghiz Memorial Park	2	5.59
138	ESD	L. M. Montgomery Field 1	1	2.29
202	ESD	L. M. Montgomery Field 2	1	3.94
36		MacPherson Park	2	1.77
24		Marysfield Park	2	9.31
71		Mulberry Park	1	8.36
15		Orlebar Park	1	4.97
230	Imperial Oil	PROPOSED Joseph A Ghiz Memorial Proposed Park Addition	2	3.81
193	Private	PROPOSED Orlebar Park Addition	1	3.05
2	CLC	PROPOSED Upton Farms Park	2	3.47
278	Private	PROPOSED West Royalty Park	3	9.07
17		Queen Elizabeth Park	1	19.29
<b>TOTAL DISTRICT PARK PARCEL ACREAGE</b>				<b>182.50</b>
<b>Neighbourhood Park Parcels (Depicted in Appendix H, Figure H-5)</b>				
178		Amanda Park	2	0.24
225		Andrew's Court	3	1.04
64		Arcona Park	2	1.10
74		Bell Heights Phase I	3	1.93
92		Bell Heights Phase II Park	2	2.18
188	Leased	Belmont Park	2	1.56
158		Bonnie Blink Park	2	1.42
171		Bridlepath Park	2	1.79
220		Chelsea Circle Park	3	0.52
154		David MacAusland Park	2	0.95
13		Desbrisay Park	2	1.84
91		Doncaster Park	2	1.25
205	ESD	École Francois-Buote	2	4.58
99		Evergreen Park	3	1.35
276		Firehall Parkette	3	0.13
177		Fox Run Park	2	0.53
73		Gamwell Park	3	0.30

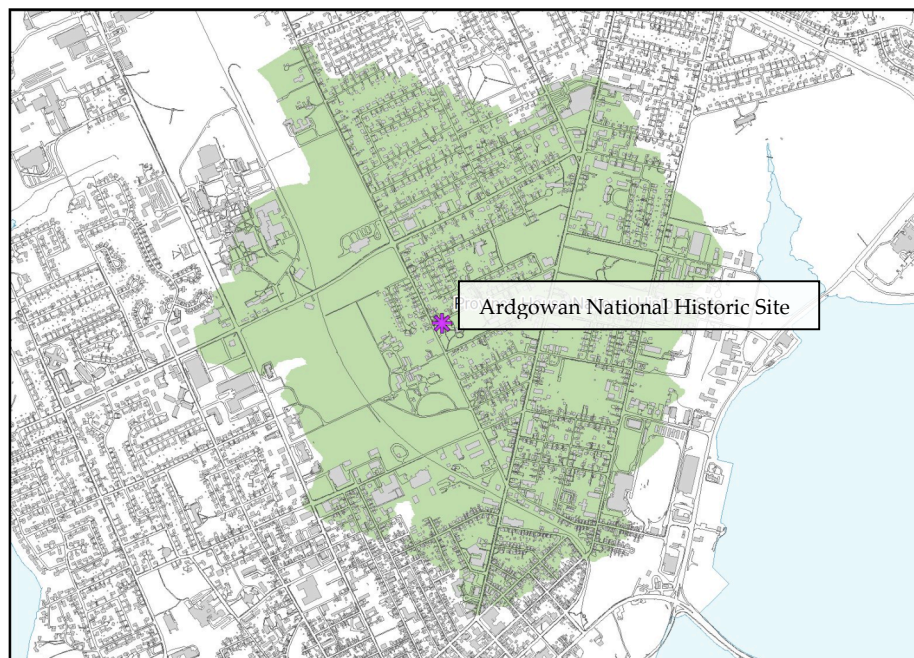
ID	Ownership (if not City)	Name	Amenity Level	Acres
70		Heather Avenue Park	3	0.23
98		Highfield Park	2	1.68
61		Highland View Park	2	2.77
55		J.A. Muise Park	2	0.65
33		Johnston Park	2	1.53
180		Katie Moore Park	3	0.11
221		Kennedy Park	3	1.12
261	ESD	L. M. Montgomery Playground	1	0.78
19		Lewis Point Park	2	2.04
35		Lions Park	3	0.74
42		Llewellyn Park	2	2.21
54		MacArthur Park	2	1.01
93		MacLean Park	2	1.84
26		MacMillan Park	3	0.27
88		MacPhail Park	2	1.60
50		Messer Park	3	0.54
163		Mount Edward Woods	3	2.78
226		Northridge Park	2	0.80
255	ESD	Parkdale School Playground and Ballfield	2	2.72
3		Parricus Mead Park	2	1.43
179		Penny Lane Park	2	0.73
206	ESD	Prince Street Elementary School Playground	2	0.82
231		PROPOSED Possible Park Dedication	3	2.58
272	CLC	PROPOSED Upton Farms Gateway Park	3	8.54
275		Queen Street Parkette	3	0.06
135		Richmond Hill Park (Havenwood)	3	0.71
94		Richmond Hill Park (Silverwood)	2	1.53
76		Robin Hood Park Playground	2	0.28
62		Rosedale Park	2	2.63
18		Rosemount	3	2.06
72		Scarlet Avenue Park	3	0.24
23		Shell Court Park	3	0.67
266	ESD	Sherwood Elementary--Playground (a)	2	0.27
267	ESD	Sherwood Elementary--Playground (b)	2	0.34
30		Skyview Park	3	3.10
63		Southview Park	2	6.81
259	ESD	Spring Park Elementary School Playground	1	1.75
10		St Clair/Harbour Lane Park	3	0.95
108		St. Avards Triangle	3	0.07

ID	Ownership (if not City)	Name	Amenity Level	Acres
199	ESD	St. Jean Elementary School	2	0.68
31		Stewart MacKay Park	2	1.66
82		Stockman Park	2	0.75
228		Thorndale Park	3	0.25
29		Unknown Park	3	0.91
132		Unknown Park 2	3	1.63
141		Unknown Park 4	3	0.19
95		Upton Park Central	3	1.87
95		Upton Park North	2	1.37
274		Upton Park South	3	1.33
87		Westcomb Park	3	0.31
257	ESD	West Kent Elementary School Playground	2	1.58
200	ESD	West Kent Elementary Sportsfield	1	2.19
201	ESD	West Royalty Elementary School Jr. Soccer Field, Ballfield, Playground	1	7.24
269	ESD	West Royalty School Open Space	3	10.24
<b>TOTAL NEIGHBOURHOOD PARK PARCEL ACREAGE</b>				<b>115.90</b>
<b>TOTAL PARKS PARCEL ACREAGE</b>				<b>720.67</b>



## **APPENDIX J: PEDESTRIAN CATCHMENT MODEL FOR DOWNTOWN CORE**

EDM’s GIS model analyzed the walkability to existing schools, community and recreation centres, hospitals and health centres, parkades, governmental offices, public transportation hubs, and selected parks and historic sites in Charlottetown. The resulting pedestrian catchment model considers street structure to determine actual walking distance, rather than calculating the direct, “as the crow flies” distance between points. The model is a more refined analytical tool than the typical ATQ, which tends to capture the ‘average’ state of the community and often misses the specific conditions of individual neighbourhoods or streets. **Figure J.1** illustrates the pedestrian catchment model for Ardgowan National Historic Site.



**Figure J.1: Pedestrian Catchment Modeling Example for Province House National Historic Site**

Primary City Core Destinations are included in **Table J.1**, along with their designated buffer related to how far people are willing to travel to a destination. These served to define the City Core and the focus of Active Streets.

Destination	Buffer	Street Address
L. M. Montgomery	600 m	69 MacWilliams Rd.
Park Royal Church Gym	600 m	11 Christie Dr.
Parkdale Elementary School	600 m	49 Confederation St.
Prince St. Elementary School	600 m	60 Upper Prince St.
Sherwood Elementary	600 m	64 Maple Ave.
Spring Park Elementary School	600 m	30 Dunkirk St.
St. Jean Elementary School	600 m	335 Queen St.

<b>Destination</b>	<b>Buffer</b>	<b>Street Address</b>
Trinity Church Seniors Fitness Class	600 m	220 Richmond St.
West Kent Elementary School	600 m	27 Viceroy Ave.
West Royalty Elementary School	600 m	80 Commonwealth Ave.
Beaconsfield Historic House	800 m	2 Kent St.
Birchwood Intermediate School	800 m	49 Longworth Ave.
Boys and Girls Club of Charlottetown	800 m	39 St. Peters Rd.
City Cinema	800 m	64 King St.
East Royalty Community Centre	800 m	1 Avonlea Dr.
Fitzroy Parkade	800 m	130 Fitzroy St.
Hillsborough Park Community Centre	800 m	199 Patterson Dr.
Peake's Wharf Parkade	800 m	4 Great George St.
Pownal St. Parkade	800 m	100 Pownal St.
Queen Charlotte Intermediate School	800 m	150 North River Rd.
Queen St. Parkade	800 m	222 Queen St.
Sherwood Recreation Hall	800 m	56 Maple Ave.
Sir Louis Henry Davies Law Courts	800 m	42 Water St.
Stonepark Intermediate	800 m	50 Pope Ave.
West Royalty Community Centre	800 m	1 Kirkdale Rd.
Access PEI Charlottetown - Highway Safety Bldg.	1,500 m	33 Riverside Dr.
Atlantic Superstore & Bus Transit Centre	1,500 m	465 University Ave.
CARI Complex & UPEI Campus	1,500 m	550 University Ave.
Charlottetown Airport	1,500 m	250 Maple Hills Ave.
Charlottetown City Hall	1,500 m	199 Queen St.
Charlottetown Civic Centre & Driving Park	1,500 m	46 Kensington Rd.
Charlottetown Mall & Bus Transit Centre & Cinemas	1,500 m	670 University Ave.
Charlottetown Rural Senior High School	1,500 m	100 Raiders Rd.
Cody Banks Arena	1,500 m	58 Maple Ave.
Colonel Gray Senior High School	1,500 m	175 Spring Park Rd.
Confederation Centre & Bus Transit Centre & Library	1,500 m	145 Richmond St.
Confederation Landing Park	1,500 m	1330 Peakes Rd.
École François-Buote	1,500 m	5 Prom. Acadienne (Riverside Dr.)
Founders Hall	1,500 m	6 Prince St.
Four Neighbourhoods Community Health Centre	1,500 m	152 St. Peter's Rd.
Government of Canada - Jean Canfield Bldg.	1,500 m	191 University Ave.
Government of PEI - Shaw Bldg.	1,500 m	95 Rochford St.
Hillsborough Hospital	1,500 m	115 Murchison Ln.
Holland College	1500 m	100 Water St.
Holland College	1500 m	90 University Ave.
Holland College	1500 m	4 Sydney St.
Holland College	1500 m	140 Weymouth St.
Holland College	1500 m	305 Kent St.
Holland College	1500 m	40 Enman Crescent

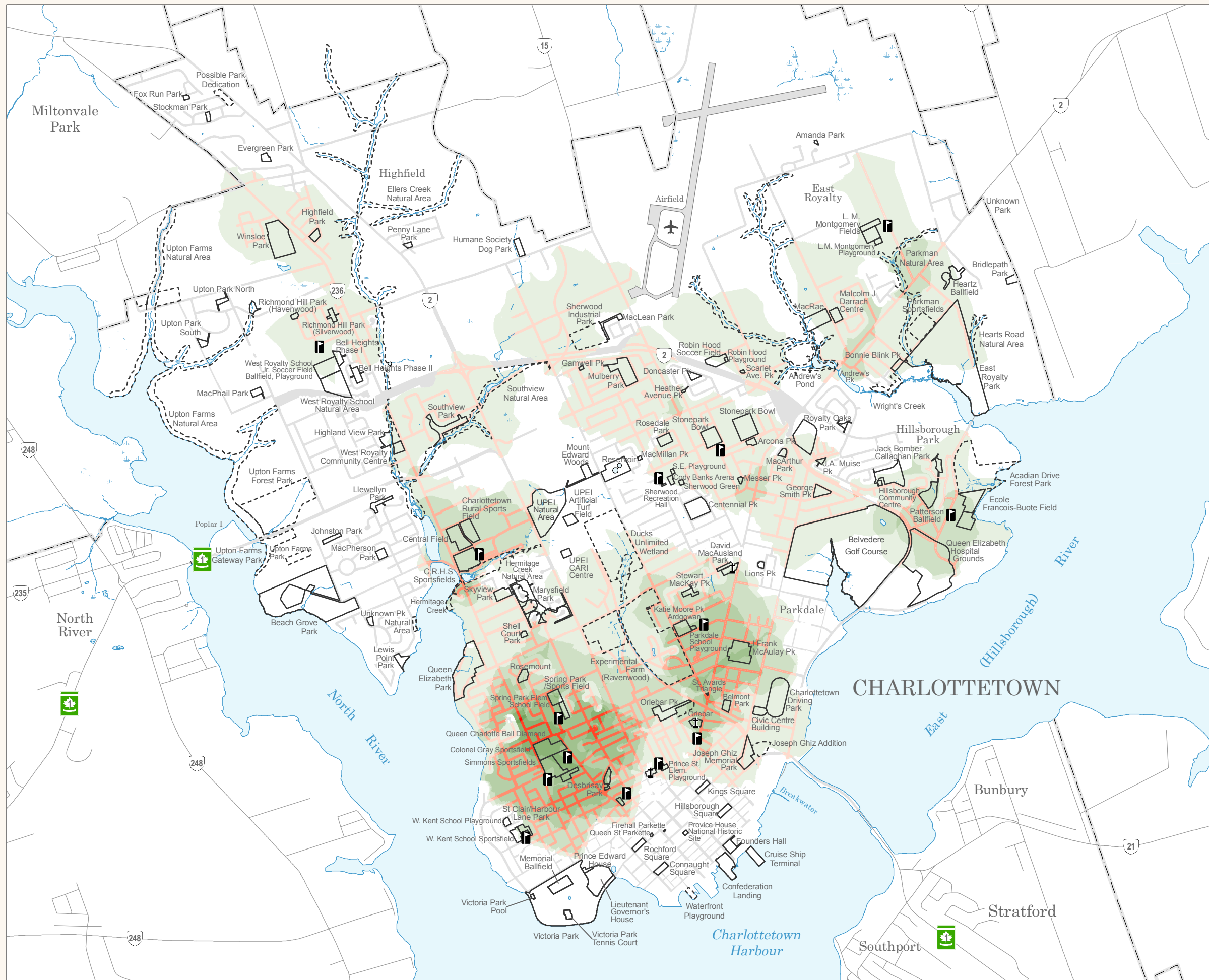
<b>Destination</b>	<b>Buffer</b>	<b>Street Address</b>
Province House National Historic Site	1,500 m	2 Palmers Ln.
Queen Elizabeth Hospital	1,500 m	60 Riverside Dr.
Simmons Sports Centre & Pool	1,500 m	170 North River Rd.
Visitor Information Centre & Rail Yard Parking Lot	1,500 m	178 Water St.

**Table J.1: Active Transportation Destinations**

## **APPENDIX K: PEDESTRIAN CATCHMENT MODEL FOR PARKS WITH PLAYING FIELDS**

CITY OF CHARLOTTETOWN  
PARKS AND OPEN SPACES  
MASTER PLAN

FIGURE K-1  
PEDESTRIAN SHED FOR PARKS  
WITH SPORTS FIELDS (800 M)

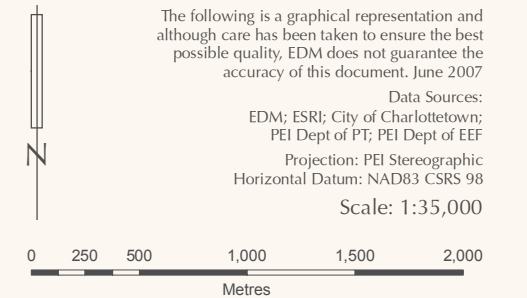


This map depicts the City of Charlotte Town. It depicts selected natural and cultural features.

<b>Pedsheed Area</b>	<b>Pedsheed for Roads</b>
Well Served	Well Served
Under Served	Under Served
Proposed Park or Natural Area	
Park or Other Point of Recreational Interest	
School	Airfield
Cemetery	Water Body
External Road	Reservoir
Municipal Bndy	Wetland
River: Indef./Approx.	
River	

The following is a graphical representation and although care has been taken to ensure the best possible quality, EDM does not guarantee the accuracy of this document. June 2007

Data Sources:  
EDM; ESRI; City of Charlotte Town;  
PEI Dept of PT; PEI Dept of EEF  
Projection: PEI Stereographic  
Horizontal Datum: NAD83 CSRS 98  
Scale: 1:35,000



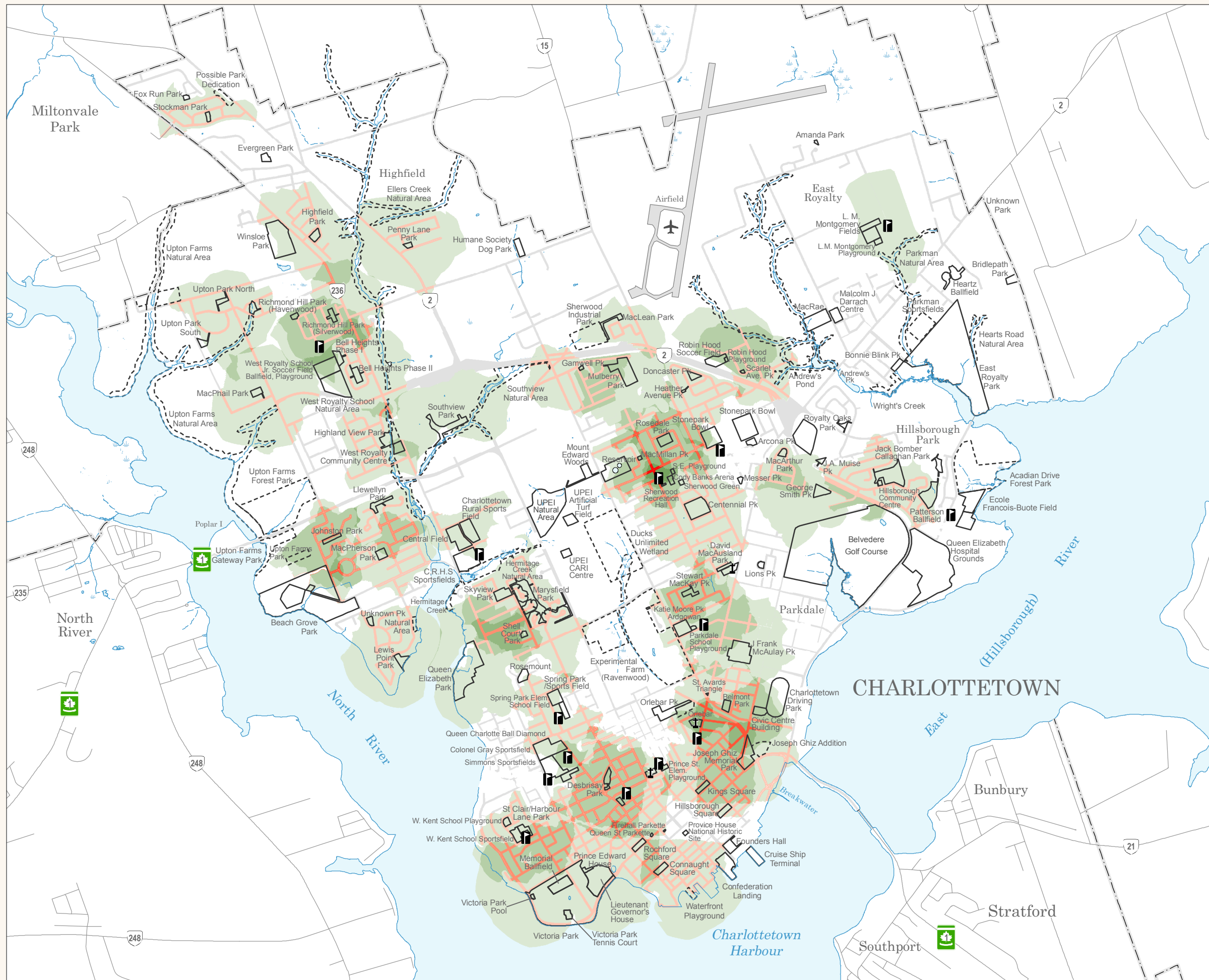
Prepared for:  
  
City of Charlotte Town

Prepared by:  
  
EDM  
ENVIRONMENTAL DESIGN  
AND MANAGEMENT LIMITED

## **APPENDIX L: PEDESTRIAN CATCHMENT MODEL FOR PARKS WITH PLAYGROUNDS**

# CITY OF CHARLOTTETOWN PARKS AND OPEN SPACES MASTER PLAN

## FIGURE L-1 PEDESTRIAN SHED FOR PARKS WITH PLAYGROUNDS (600 M)



This map depicts the City of Charlottetown. It depicts selected natural and cultural features.

- |                     |                      |
|---------------------|----------------------|
| <b>Pedshed Area</b> | <b>Pedshed Roads</b> |
| Well Served         | Well Served          |
| Under Served        | Under Served         |
- 
- Proposed Park or Natural Area
  - Park or Other Point of Recreational Interest
  - School
  - Cemetery
  - External Road
  - Municipal Bndy
  - River: Indef./Approx.
  - River
  - Right Of Way
  - Water Body
  - Reservoir
  - Wetland

The following is a graphical representation and although care has been taken to ensure the best possible quality, EDM does not guarantee the accuracy of this document. June 2007

Data Sources:  
EDM; ESRI; City of Charlottetown;  
PEI Dept of PT; PEI Dept of EEF

Projection: PEI Stereographic  
Horizontal Datum: NAD83 CSRS 98

Scale: 1:35,000



Prepared for:  
  
City of Charlottetown

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EDM  
ENVIRONMENTAL DESIGN  
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## **APPENDIX M: URBAN FOREST STRATEGY AND MANAGEMENT**

## **Strategic Planning and Management of the Urban Forest**

A strategic urban forest plan should bring together a number of diverse elements, including:

- Defining a long-term vision and short-term goals for the urban forest
- Increasing the number of healthy trees and sustaining existing canopy cover
- Detailing tree inventory, standards for planting and pruning, pest control, and protection during development and construction
- Addressing private tree issues, education, and regulation
- Implementing functional urban design strategies that consider connectivity
- Establishing region-wide policies and standards for best management practices
- Developing and implementing strategic management plans based on tree inventories and GIS technologies
- Detailing responsibilities of Municipal Departments such as Parks, Public Works, Bylaw Control, and Advisory Committees
- Enforcing legislation and regulation pertaining to the urban forest
- Supporting volunteer organizations
- Building a basic understanding of ecological principles within the human community
- Championing community or heritage trees.

EDM recently completed an Urban Forest Management Master Plan for the City of St. John's and similar strategies are becoming more commonplace throughout North America. Many good examples, guidelines, and best management practices can be examined to develop a leading edge strategic plan for Charlottetown's urban forests.

### **Legislation and Regulation**

Tree ordinances provide the legal framework for successful urban forest management by enabling and authorizing management activities. Many community tree ordinances have been developed across Canada in response to public outcry over specific perceived problems. Unfortunately, a "band-aid" approach to developing tree ordinances often leads to ordinances that are not consistent with sound management practices and sometimes actually thwart good management. Communities must develop their overall urban forest management strategy *before* considering appropriate tree ordinances. As methods for managing the urban forest

ecosystem are continually evolving, ordinances should facilitate rather than prescribe management.

### Tree Inventory and Inspection

The foundation of an effective urban forest management program is a detailed tree inventory. A tree inventory provides information such as tree health, species, size and location. This information is used to generate reports that can help urban foresters in their strategic planning. Inventory data can identify characteristics such as species diversity and distribution, percentage of canopy cover, and size/class distribution. Coupled with a comprehensive tree inventory, a tree inspection cycle is integral for proper tree maintenance and hazard abatement. Effective tree monitoring enables park managers, urban foresters, and planners to evaluate the urban forest resource and develop short and long-term initiatives that can mitigate safety issues and provide substantial cost savings. A tree inventory form can be used to document the location, species, size, and condition of each tree (example shown in **Figure 7.1**).

2005 TREE INVENTORY	
FACILITY _____	
STREET _____	STREET # _____
TREE NUMBER _____	
GENUS & SPECIES _____	COMMON NAME _____
_____ DIAMETER CLASS	_____ HEIGHT CLASS
_____ TRUNK CONDITION CLASS	_____ CROWN CONDITION CLASS
_____ FOLIAGE CONDITION CLASS	_____ SITE CONDITION CLASS
PROBLEM DIAGNOSIS CLASS A _____	B _____ C _____ D _____
_____ TREATMENT CLASS	_____ TREATMENT PRIORITY
_____	_____
INVENTORY DATE _____	URBAN FOREST WORKER _____

Source: City of St. John's

Figure H.1: Example of Tree Inventory Form